TRANSPAC Transportation Partnership and Cooperation

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek, and Contra Costa County
2300 Contra Costa Boulevard, Ste. 110 Pleasant Hill, CA 94523 (925) 969-0841 FAX (925) 969-9135

TRANSPAC TAC MEETING NOTICE AND AGENDA
THURSDAY, MAY 23, 2013
9:00 A.M. to 11:00 A.M.
COMMUNITY ROOM
CITY OF PLEASANT HILL CITY HALL
100 GREGORY LANE, PLEASANT HILL
(925) 969-0841

1. **Strategic Plan Update by Hisham Noeimi, CCTA Engineering Manager.** The Contra Costa Transportation Authority approved the framework for the development of the 2013 Strategic Plan Update on April 17, 2013. Mr. Noeimi will describe the update process and schedule for the Strategic Plan update. Please note that this discussion is expected to be continued at the June 27, 2013 TAC meeting and is scheduled for TRANSPAC discussion at its July 11, 2013 meeting.

ACTION: As determined

Attachments: Four documents: RTPC Letter dated April 18, 2013; Detailed Project and Program Descriptions; Blank Fact Sheet Template; and Administration and Projects Committee Staff Report dated April 4, 2013 and attachments. **These documents will be used at the May 23, 2013 TAC meeting, the June 27, 2013 TAC meeting, and the July 11, 2013 TRANSPAC meeting.**

2. **Continued Action Plan Discussion with Deborah Dagang, CH2MHill.** The TAC worked on the Action Plan update at its April 25, 2013 meeting. The minutes of that meeting are attached for information.

ACTION: As determined

Attachment: Minutes of the TAC April 25, 2013 discussion on TRANSPAC Action Plan. The July 9, 2009 Action Plan may be viewed/downloaded from www.transpac.us under "Other Documents and Information."

3. **CCTA Comments on Draft Plan Bay Area presented to the CCTA Board on May 15, 2013**

ACTION: For information and/or as determined

Electronic Attachment:
http://www.ccta.net/assets/documents/CCTA/051513~CCTA~Agenda/04B2rev.pdf

4. Comments on County Connection's March 1, 2013 Draft Contra Costa County Mobility Management Plan with thanks to CCCTA's Laramie Bowron for overseeing the development of the Draft Plan and to John Cunningham for developing comments on the Plan

ACTION: For information and/or as determined

Attachment: Copy of John Cunningham's e-mail to Laramie Bowron, CCCTA staff with comments on the Draft Contra Costa County Mobility Management Plan

5. The next TAC meeting is scheduled for June 27, 2013 at 9:00 A.M. in the City of Pleasant Hill Community Room unless otherwise determined. Discussion topics are expected to include the continued discussion of the CCTA Strategic Plan Update, the TRANSPAC Action Plan, thoughts about an analysis of adjacent roads, and I-680 south of Treat Boulevard which was mentioned at the May 9, 2013 TRANSPAC meeting.

TAC 5 23 13 agenda.doc

CONTRA COSTA
transportation
authority

April 18, 2013

Re: 2013 Measure J *Strategic Plan*

Dear Regional Transportation Planning Committee (RTPC) Managers:

At its April meeting, the Contra Costa Transportation Authority initiated work on the 2013 update to the Measure J *Strategic Plan*. The *Strategic Plan* guides the timing of sales tax expenditures on projects included in the voter approved expenditure plan. The 2013 update will prioritize projects through FY2019.

The *Strategic Plan* is based on assumptions about future Measure J revenues, debt service costs on proposed bonds, and project schedules and Measure J expenditures. Every two years, the Authority adjusts those assumptions as part of the update to the *Strategic Plan* based on actual data.

To expedite high priority projects throughout Contra Costa, the Authority recently had a successful sale of $427.5 million in bonds, locking in historically low interest rates on both the new bonds and refinance of existing ones. As a result of reduced bond costs and improved revenue projections, the Authority is now projecting to have an additional programming capacity for capital projects through FY2034.

<u>Funding Available for Capital Projects by Sub-region</u>

During the development of the Measure J Expenditure Plan in 2004, each sub-region placed different emphasis on *Programs* versus *Project Categories*. In West County, for example, greater emphasis was placed on *Programs*, while in East County the emphasis was placed on *Capital Projects*. During the development of the 2007, 2009 and 2011 Measure J *Strategic Plans,* each RTPC was requested to provide its *Capital Project* priorities within a funding target. The funding target was based on each sub-region's proportional share of *Capital Project Categories* in the Measure J Expenditure Plan.

Consistent with the Authority's policy, the allocation of additional programming capacity by sub-region in the 2013 *update* will be based on the same percentages as shown in the following table:

2999 Oak Road
Suite 100
Walnut Creek
CA 94597
PHONE: 925.256.4700
FAX: 925.256.4701
www.ccta.net

Additional Programming Capacity by Sub-region (Bid Pots)
(*in millions of nominal dollars*)

	Through FY19	FY20 – FY34	Total
Central County (TRANSPAC: 29.7%)	$20.0	$34.0	**$54.0**
East County (TRANSPLAN: 48.5%)	$43.0	$56.0	**$99.0**
Southwest County (SWAT: 12.8%)	$9.5	$14.5	**$24.0**
West County (WCCTAC: 9.0%)	$6.5	$10.5	**$17.0**

The amounts shown above will be used as a guide for programming the additional capacity through FY2034. However, the Authority will give project readiness a priority for programming funds through FY2019.

Request for RTPCs Input

The Measure J *Expenditure Plan* included specific funding amounts and descriptions for specific projects (e.g. Caldecott Tunnel Fourth Bore) and general project categories (e.g. Major Streets Traffic Flow and Safety Improvements). To propose Measure J funding for a project, the project must 1) fit within the description(s) included in the Measure J *Expenditure Plan;* 2) overall Measure J funding (*in 2004 dollars*) for each project/project categories shall not exceed 90% of the funding amount in the Measure J *Expenditure Plan.*

Taking into consideration current programmed funding, the following tables show remaining capacity to program in each project category assuming a 90% funding cap.

Central County (TRANSPAC)
(x $1,000 in current dollars)

Project Category	Remaining Capacity
Caldecott Tunnel Fourth Bore	$ 4,995
Capitol Corridor Improvements - Martinez Intermodal Station	$ -
Interchange Improvements on I-680 and SR242	$ 23,911
I-680 Carpool Lane Gap Closure and Transit Corridor Improvements	$ 49,815
BART Parking, Access and Other Improvements	$ -
Major Streets, Traffic Flow and Safety Improvements	$ -
Capitol Corridor Rail Station Improvements at Martinez	$ -

East County (TRANSPLAN)
(x $1,000 in current dollars)

Project Category	Remaining Capacity
BART - East Contra Costa Extension	$ 44,217
State Route 4 East Widening	$ 20,289
East County Corridors	$ 9,848
BART Parking, Access and Other Improvements	$ 11,880
Major Streets, Traffic Flow and Safety Improvements	$ 19,440
Transportation for Livable Communities - East County	$ 31,133
Sub-regional Transportation Needs - East County	$ 3,909

Southwest County (SWAT)
(x $1,000 in current dollars)

Project Category	Remaining Capacity
Caldecott Tunnel Fourth Bore	$ 4,995
I-680 Carpool Lane Gap Closure & Transit Corridor Improvements	$ 17,040
BART Parking, Access and Other Improvements	$ 2,045
Major Streets, Traffic Flow and Safety Improvements	$ 9,815

West County (WCCTAC)
(x $1,000 in current dollars)

Project Category	Remaining Capacity
Capitol Corridor Improvements	$ 2,421
I-80 Carpool Lane Extension and Interchange Improvements	$ 9,684
Richmond Parkway	$ 5,165
BART Parking, Access and Other Improvements	$ 4,842
Additional Bus Transit Enhancement	$ 201

Each RTPC is requested to provide the following by **Wednesday, July 31, 2013**:

1. Subject to the above requirements, a list of new or current Measure J eligible projects proposed to be funded by the RTPC "bid pot" through FY2019 and through FY2034. Funding priority should be given to projects that leverage other fund sources and can start construction by FY2019. RTPCs can also recommend retaining a part of their bid pots as a reserve for future programming beyond FY2019 if projects cannot be identified at this time.

2. For new projects, provide the following information:
    A. Detailed description of the project scope to be funded by Measure J.
    B. Milestone schedule indicating start and end date for each project phase (preliminary engineering & environmental clearance, design, right-of-way clearance and utility relocation, construction).
    C. Project cost estimate in current dollars (if not current, specify when the estimates were developed).
    D. Project funding plan identifying which sources have already been secured (programmed in a *Strategic Plan*, listed in the STIP, shown in an agreement, etc.) and the likelihood of securing remaining funds by FY2019.
    E. Map identifying project location.
    F. Anticipated Measure J cashflow needs by year.

Should you have any questions, please contact Hisham Noeimi at 925.256.4731 or by email at hnoeimi@ccta.net.

Sincerely,

Randall H. Iwasaki
Executive Director

Attachments:
Fact Sheet Template
Measure J *Expenditure Plan* Project Descriptions

DETAILED PROJECT AND PROGRAM DESCRIPTIONS

All of the following projects are necessary to address current and future transportation needs in Contra Costa, and the proposed projects and programs constitute a "fair share" distribution of funding allocations to each subregion. However, through the course of the Measure, if any of the projects prove to be infeasible or cannot be implemented, the affected subregion may recommend to the Authority that funds be reassigned to another project in the same subregion so that the "fair share" allocation is maintained.

Capital Improvement Projects

1 *Caldecott Tunnel Fourth Bore* .... *$125 million*

Construct a fourth bore with two traffic lanes to match the through-lane capacity on both sides of the tunnel, and thereby significantly reduce delays and improve the predictability of travel in the non-peak direction. Final project will be subject to compliance with the California Environmental Quality Act (CEQA).

2 *BART - East Contra Costa Rail Extension (e-BART)* .... *$150 million*

Extend rail or other high-speed transit service from the Pittsburg/Bay Point BART station eastward to the cities of Antioch, Oakley, Brentwood and the community of Byron. Subject to environmental review and assessment of alternatives, the likely preferred alignment will occupy the State Route 4 median up to the Loveridge Road interchange and utilize existing rail right-of-way thereafter to Byron. BART, diesel multiple-unit trains and other guideway transit modes may be evaluated in determining the most appropriate near-term and long-term investments.

3 *State Route 4 East Widening* .... *$125 million*

Widen State Route 4 in East Contra Costa to provide four lanes (including a bus/carpool lane) in each direction from Loveridge Road to State Route 160, including auxiliary lanes between interchanges. Project components will be staged to provide congestion relief as quickly as possible with available funding.

4 *Capitol Corridor Improvements Including Rail Stations at Hercules and Martinez* .... *$15 million*

$7.5 million is available to construct 425 parking spaces at the Martinez Rail Station including pedestrian, vehicular and potentially landside ferry access improvements as well as track improvements/equipment in the vicinity of the station and Ozol Yard. $7.5 million is available to construct the Hercules Rail Station improvements (including relocating railroad tracks, constructing station platforms and plaza, and a parking structure) and may be used for Capitol Corridor track improvements, rolling stock, or for rail operations on the Capitol Corridor line in Contra Costa County.

5 East County Corridors (Vasco Rd, SR4 Bypass, Byron Hwy, Non-Freeway SR4) .... $94.5 million

This project will provide funds to assist in the completion of capacity and safety enhancements to Vasco Road, the SR 4 Bypass, Byron Highway, and the existing Route 4 through Brentwood, Oakley and unincorporated areas.

For corridors lying outside of the 2004 boundary of the Contra Costa County ULL, in effect as of May 26, 2004 (the ULL), local sales tax funds may be allocated by the Authority only to fund environmental reviews, route adoption studies, right of way protection and safety improvements. For such investments, allocations may be made by the Authority upon a determination that the project Sponsor has agreed to include the following in the scope of the relevant studies or projects:

- Assessment as to their potential for inducing additional development and identification of measures to minimize or prevent such inducement;
- Identification of appropriate project-related mitigations, including consideration of the purchase of abutters' rights of access, preservation of critical habitat and/or open space acquisition; and
- Investments affecting facilities in Alameda County will be done in partnership with Alameda County jurisdictions.

Subject to the above conditions, potential improvements include:

5.1 Vasco Road from the SR 4 Bypass to Interstate 580 in Alameda County. Funds shall not be allocated for the construction of capacity enhancing projects outside of the ULL. Funds may be used to fund safety and operational improvements, and potentially consider realignment where warranted.

5.2 Widening and safety improvements (including safety-related capacity improvements) to the non-freeway portion of SR 4 from Main Street in Oakley to the eastern edge of Discovery Bay. This project also includes alignment and safety improvements to the two-lane levee road between Discovery Bay and the Contra Costa-San Joaquin Bridge.

5.3 Completion of the SR4 Bypass project. The project includes the upgrade of Marsh Creek Road and interchanges at the following locations: SR4/SR4 Bypass/ SR160; Laurel Road; Lone Tree Way; Sand Creek Road; Balfour Road; Marsh Creek Road; and Vasco Road at Walnut Boulevard.

5.4 Improvements to Byron Highway between Delta Road northeast of the City of Brentwood, and the Contra Costa-Alameda County line.

6 *Interchange Improvements on Interstate 680 and State Route 242* .... *$36 million*

Construct improvements to reduce congestion and improve safety at (1) I-680/ SR 4 interchange, (2) SR 242/Clayton Road Interchange northbound on-ramp and southbound off-ramp, (3) I-680/Marina Vista Interchange, and/or (4) SR 4/Willow Pass Road ramps.

7 *Interstate 80 Carpool Lane Extension and Interchange Improvements* .... *$30 million*

Projects eligible for funding in this category include (with priority given to the San Pablo Dam Road and Central Avenue interchanges):

7.1 If supplemental funding beyond the Regional Measure 2 commitment is needed, help construct an eastbound carpool lane extension along I-80 from State Route 4 to the Carquinez Bridge approach.

7.2 Project development and construction of the I-80/San Pablo Dam Road interchange to improve traffic operations and safety and accommodate both pedestrians and bicyclists.

7.3 Project development and construction of the I-80/Central Avenue interchange to reduce traffic backups on Central Avenue.

7.4 Project development and/or preliminary engineering towards the construction of the SR 4/I-80 interchange and approaches.

7.5 Other interchange improvements may be considered for funding subject to WCCTAC concurrence.

8 *Interstate 680 Carpool Lane Gap Closure/Transit Corridor Improvements* .... *$100 million*

Projects eligible for funding in this category include:

- Extend existing bus/carpool lanes along I-680 in the southbound direction from North Main Street to Livorna Road, and in the northbound direction from North Main Street to north of SR 242.
- Construct bus/carpool on- and off-ramps at Norris Canyon Rd and/or Sycamore Valley Road.

- Transit corridor improvements that address congestion and/or increase people throughput along the I-680 corridor.

9 *Richmond Parkway* .... *$16 million*

Upgrade the Richmond Parkway to facilitate transfer of ownership to the California Department of Transportation, including potential intersection and interchange upgrades, and/or provide funds to maintain the roadway. The Richmond Parkway is the priority project for this funding; however, funds not expended for this project may be reprogrammed at the City of Richmond's request for Richmond ferry service.

Countywide Capital and Maintenance Programs

10 *BART Parking, Access, and Other Improvements* .... *$41 million*

Construct improvements to BART such as additional parking, station access, capacity, safety and operational improvements. Projects funded by this category are subject to the review and approval of the applicable subregional committee, prior to funding allocation by the Authority.

11 *Local Streets Maintenance & Improvements* .... *18% ($360 million)*

Funds may be used for any transportation purpose eligible under the Act and to comply with the GMP requirements. This existing program will continue distributing 18 percent of the annual sales tax revenues to all local jurisdictions with a base allocation of $100,000 for each, the balance to be distributed based 50 percent on relative population and 50 percent on road miles for each jurisdiction, subject to compliance with the Authority's revised GMP. Population figures used shall be the most current available from the State Department of Finance. Road mileage shall be from the most current State Controller's Annual Report of Financial Transactions for Streets and Roads. Pedestrian and bicycle facilities are an important part of the regional transportation system. Moreover, as appropriate, components for routine accommodation of bicycle and pedestrian travel shall be incorporated as part of construction projects.

12 *Transportation for Livable Communities Project Grants* .... *5% ($100 million)*

The CC-TLC Program is intended to support local efforts to achieve more compact, mixed-use development, and development that is pedestrian-friendly or linked into the overall transit system. The program will fund specific transportation projects that: (a) facilitate, support and/or catalyze developments, especially affordable housing, transit-oriented or mixed-use development, or (b) encourage the use of alternatives to the single occupant vehicle and promote walking, bicycling and/or transit usage. Typical investments include pedestrian, bicycle, and streetscape facilities, traffic calming and transit access improvements. Both planning grants and specific transportation capital projects may receive funding under this program.

Jurisdictions will be eligible for projects that meet the eligibility criteria only if they are in compliance with the GMP at the time a grant is approved for funding allocation by the Authority. Eligible projects will be recommended to the Authority by each subregion based on a three- or five-year funding cycle, at the option of the RTPCs. Subregional programming targets will be based on the relative population share of each in 2009, and adjusted every five years thereafter. Criteria are to include flexibility so that urban, suburban and rural communities can be eligible.

A summary of the Transportation for Livable Communities program is included in Part IV.

13 Pedestrian, Bicycle and Trail Facilities .... 1.5% ($30 million)

Pedestrian, bicycle, and trail facilities, including regional trails are an important component of the regional transportation system. Two-thirds of the funds are to complete projects in the Countywide Bicycle and Pedestrian Plan. Consistent with the Bicycle Plan and the importance of bicycle and pedestrian facilities, other potential funding categories in this Plan for pedestrian/bicycle/trail facilities include: (a) Major Streets: Traffic Flow, Safety, and Capacity Improvements; (b) Safe Transportation for Children; (c) Local Streets and Road Maintenance; and (d) the Transportation for Livable Communities project grants. Moreover, where it is appropriate, routine accommodation for pedestrians and bicyclists should be incorporated in construction projects funded from these other categories.

One third 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 equally in each subregion, subject to the review and approval of the applicable subregional 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 category.

Other Countywide Programs

The following programs will be available to fund countywide operational programs, based on a specific percentage of annual revenues received. With respect to transit operations (bus, transportation for seniors and people with disabilities, and express bus), the Authority will allocate funds on an annual basis and will establish guidelines (in cooperation with transit operators through the Bus Transit Coordinating Council) so that the additional revenues will fund additional service in Contra Costa. The guidelines may require provisions such as maintenance of effort; operational efficiencies including greater coordination; promoting and developing a seamless service; a specified minimum allowable farebox return on sales tax extension funded services; and reserves for capital replacement.

For the transit operating programs (Bus Services, Transportation for Seniors & People with Disabilities, and Express Bus) for years in which sales tax revenues increase at or above the change in the Consumer Price Index, the Authority will require that each recipient/operator retain up to 3 percent of its annual allocation to accumulate in a reserve. The reserve would be available as a contingency for application when one or more periods of decline in sales tax revenues, in inflation-adjusted dollars, requires application of the funds to "smooth out" the flow of revenues. The reserves would be available to sustain operations in the event of such economic downturns.

14 Bus Services .... 5% ($100 million)

This program provides funding for bus service provided by Contra Costa transit operators to alleviate traffic congestion and improve regional or local mobility for Contra Costa. Funds can be used to purchase transit vehicles, service operations, maintenance and capital programs to assist operators in the implementation of adopted plans.

The percentage of program funding now allocated to the bus transit operators will continue. Reflecting the current distribution among the four parts of the county, the percentage of annual sales tax revenues will be distributed as follows, provided that the bus transit operators jointly consult and collectively report to the Authority each year on any proposed changes to the services that are currently funded from Measure C revenues, and the Authority concurs with the change:

- AC Transit, 2% ($40 million);
- County Connection, 2% ($40 million);
- Tri-Delta Transit, 0.4% ($8 million);
- WestCAT, 0.6% ($12 million);
- Golden Gate Transit Service from Richmond to Marin shall be funded at the discretion of WCCTAC and West County operators from the West Contra Costa transit funds.

Under the subregional programs category, additional increments of 2.2% and 1.2% of annual sales tax revenues are available for West and Central County, respectively.

15 Transportation for Seniors & People With Disabilities .... 5% ($100 million)

Transportation for Seniors & People With Disabilities or "Paratransit" services can be broadly divided into two categories: (1) services required to be provided by transit operators under the Americans with Disabilities Act (ADA) to people with disabilities; and (2) services not required by law but desired by community interests, either for those with disabilities beyond the requirements of the ADA (for example, extra hours of service or greater geographic coverage), or for non-ADA seniors.

All current recipients of Measure C funds will continue to receive their FY 2008–09 share of the "base" Measure C allocation to continue existing programs if desired, subject to Authority confirmation that services are consistent with the relevant policies and procedures adopted by the Authority. Revenue growth above the base allocations will be utilized to expand paratransit services and providers eligible to receive these funds.

Paratransit funding will be increased from the current 2.97% to 3.5% of annual sales tax revenues for the first year of the new program, FY 2009–10. Thereafter, the percentage of annual sales tax revenues will increase by 0.10 % each year, to 5.9% in 2034 (based on a 25-year program). In 2003 dollars, this averages to 4.7% over the life of the program, which has been rounded to 5% to provide some flexibility and an opportunity to maintain a small reserve to offset the potential impact of economic cycles. The distribution of funding will be as follows:

- West County paratransit program allocations will start at 1.225% of annual sales tax revenues in FY 2009–10, and grow by 0.035% of annual revenues each year thereafter to 2.065% of annual revenues in FY 2033–34. (An additional increment of 0.65% of annual revenues is available for West County under its subregional program category.) In addition to the current providers, paratransit service provided by AC Transit and BART (East Bay Paratransit Consortium) in West County is an eligible recipient of program funds.
- Central County paratransit program allocations will start at 0.875% of annual sales tax revenues in FY 2009–10 and grow by 0.025% of annual revenues each year thereafter to 1.475% of annual revenues in FY 2033–34. (An additional increment of 0.5% of annual revenues is available for Central County under its subregional program category.)
- Southwest County paratransit program allocations will start at 0.595% of annual sales tax revenues in FY 2009–10 and grow by 0.017% of annual revenues each year thereafter to 1.003% of annual revenues in FY 2033–34.

- East County paratransit program allocations will start at 0.805% of annual sales tax revenues, and increase by 0.023% of annual revenues thereafter to 1.357% of annual revenues in FY 2033–34.

Transportation for Seniors & People with Disabilities funds shall be available for (a) managing the program, (b) retention of a mobility manager, (c) coordination with non-profit services, (d) establishment and/or maintenance of a comprehensive paratransit technology implementation plan, and (e) facilitation of countywide travel and integration with fixed route and BART specifically, as deemed feasilble.

Additional funding to address non-ADA services, or increased demand beyond that anticipated, can be drawn from the "Subregional Transportation Needs Funds" category, based on the recommendations of individual subregions and a demonstration of the financial viability and stability of the programs proposed by prospective operator(s).

16 *Express Bus* .... *4.3% ($86 million)*

Provide express bus service and Bus Rapid Transit (BRT) service to transport commuters to and from residential areas, park & ride lots, BART stations/transit centers and key employment centers. Funds may be used for bus purchases, service operations and/or construction/management/operation of park & ride lots and other bus transit facilities. Reserves shall be accumulated for periodic replacement of vehicles consistent with standard replacement policies.

17 *Commute Alternatives* .... *1% ($20 million)*

This program will provide and promote alternatives to commuting in single occupant vehicles, including carpools, vanpools and transit.

Eligible types of projects may include but are not limited to: parking facilities, carpooling, vanpooling, transit, bicycle and pedestrian facilities (including sidewalks, lockers, racks, etc.), Guaranteed Ride Home, congestion mitigation programs, SchoolPool, and clean fuel vehicle projects. Program and project recommendations shall be made by each subregion for consideration and funding by the Authority.

18 *Congestion Management, Transportation Planning, Facilities and Services* .... *3% ($60 million)*

Implementation of the Authority's GMP and countywide transportation planning program; the estimated incremental costs of performing the Congestion Management Agency (CMA) function currently billed to local jurisdictions; costs for programming federal and state funds; project monitoring; and the facilities and services needed to support the Authority and CMA functions.

Subregional Projects and Programs

The objective of the Subregional Projects and Programs category is to recognize the diversity of the county by allowing each subregion to propose projects and programs critical to addressing its local transportation needs. There are four subregions within Contra Costa: Central, West, Southwest and East County, each represented by a Regional Transportation Planning Committee (RTPC). Central County (the TRANSPAC subregion) includes Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and the unincorporated portions of Central County. West County (the WCCTAC subregion) includes El Cerrito, Hercules, Pinole, Richmond, San Pablo and the unincorporated portions of West County. Southwest County (the SWAT subregion) includes Danville, Lafayette, Moraga, Orinda, San Ramon and the unincorporated portions of Southwest County. East County (the TRANSPLAN subregion) includes Antioch, Brentwood, Oakley, Pittsburg and the unincorporated portions of East County.

Each subregion has identified specific projects and programs which include: school bus programs, safe routes to school activities, pedestrian and bicycle facilities, incremental transit services over the base program, incremental transportation services for seniors and people with disabilities over the base program, incremental local street and roads maintenance using the population and road-miles formula, major streets traffic flow, safety, and capacity improvements, and ferry services.

With respect to the Additional Bus Service Enhancements and Additional Transportation Services for Seniors and People with Disabilities Programs, the Authority will allocate funds on an annual basis. The relevant RTPC, in cooperation with the Authority, will establish subregional guidelines so that the additional revenues will fund additional service in Contra Costa. The guidelines may require reporting requirements and provisions such as maintenance of effort, operational efficiencies including greater coordination promoting and developing a seamless service, a specified minimum allowable farebox return on sales tax extension funded services, and reserves for capital replacement, etc. The relevant RTPC will determine if the operators meet the guidelines for allocation of the funds.

For an allocation to be made by the Authority for a subregional project and program, it must be included in the Authority's Strategic Plan.

CENTRAL COUNTY (TRANSPAC)

19a Additional Bus Service Enhancements .... 1.2% ($24 million)

Funds will be used to enhance bus service in Central County, with services to be jointly identified by TRANSPAC and County Connection.

In years when revenues have declined from the previous year, funds may be used for enhanced, existing, additional and/or modified bus service; in years when funding allows for growth in service levels, these funds would be used for bus service enhancements; and if County Connection's funding levels are restored to 2008 levels, these funds shall be used to enhance bus service. TRANSPAC will determine if the use of funds by County Connection or other operators meets these guidelines for the allocation of these funds.

20a Additional Transportation Services for Seniors and People & Disabilities .... 0.5% ($10 million)

Funds will be used to supplement the services provided by the countywide transportation program for seniors & people with disabilities and may include provision of transit services to programs and activities. Funds shall be allocated annually as a percentage of total sales tax revenues, and are in addition to funds provided under the base program as described above.

In years when revenues have declined from the previous year, funds may be used for supplemental, existing, additional or modified service for seniors and people with disabilities; in years where funding allows for growth in service levels, these funds would be used for service enhancements for seniors and people with disabilities; and if funding levels are restored to 2008 levels, these funds shall be used to enhance services for seniors and people with disabilities. TRANSPAC will determine if the use of funds proposed by operators meets these guidelines for the allocation of these funds.

21a Safe Transportation for Children .... 0.5% ($10 million)

TRANSPAC will identify specific projects which may include the SchoolPool and Transit Incentive Programs, pedestrian and bicycle facilities, sidewalk construction and signage, and other projects and activities to provide transportation to schools.

23a Additional Local Streets Maintenance and Improvements .... 1% ($20 million)

These funds will be used to supplement the annual allocation of the 18% "Local Streets Maintenance & Improvements" program funds for jurisdictions in Central County. Allocations will be made to jurisdictions in TRANSPAC on an annual basis in June of each fiscal year for that ending fiscal year, without regard to compliance with the GMP. Each Jurisdiction shall receive an allocation using a formula of 50% based on population and 50% based on road miles.

24a Major Streets: Traffic Flow, Safety and Capacity Improvements .... 2.4% ($48 million)

Improvements to major thoroughfares including but not limited to installation of bike facilities, traffic signals, widening, traffic calming and pedestrian safety improvements, shoulders, sidewalks, curbs and gutters, bus transit facility enhancements such as bus turnouts and passenger amenities, etc.

27a Capitol Corridor Rail Station Improvements at Martinez .... *0.1% ($2.5 million)*

Additional funding to supplement the $7.5 million identified for the project under Capitol Corridor Rail Station Improvements for the Martinez Intermodal Station and ferry landside improvements.

28a Subregional Transportation Needs .... *0.81% ($16.2 million)*

TRANSPAC will propose programming funds for any project or program identified in the Expenditure Plan, and to meet other future transportation needs of Central County eligible under the provisions of the Act.

WEST COUNTY (WCCTAC)

19b Additional Bus Service Enhancements .... *2.2% ($44.5 million)*

Funds will be used to enhance local bus service in West County, as determined by WCCTAC and the west county bus operators. Funds will be used to operate new service, including new bus lines, expanded service hours, improved frequency, expanded days of the week, etc. At least $4 million of the $44.5 million total would go to WestCAT.

As determined by WCCTAC, certain conditions beyond the control of the operators may warrant the use of the additional funds to maintain services that are eligible for funding under Program 14. Such circumstances could include, but not be limited to declines in sales tax revenues, revenues used for transit operations or other supplemental revenues, or increases in insurance and fuel costs.

20b Additional Transportation for Seniors and People with Disabilities .... *0.65% ($13 million)*

As determined by WCCTAC, funds will be used to supplement the services provided by the countywide transportation program for seniors and people with disabilities and may include, but are not limited to, provision of dedicated shuttles to specific programs and activities, as well as sedan/taxi service, supplemental service provided by the cities, the County or transit agencies, expanded subsidies for fares, etc. ADA and non-ADA service will qualify. Funds shall be allocated annually as a percentage of total sales tax revenues, and in addition to funds provided under the base program as described above.

As determined by WCCTAC, certain conditions beyond the control of the operators may warrant the use of the additional fundzs to maintain services that are eligible for funding under Program 15. Such circumstances could include, but not be limited to declines in sales tax revenues, revenues used for transit operations or other supplemental revenues, increases in demand beyond that assumed in Program 15, or increases in insurance and fuel costs.

21b Safe Transportation for Children: Low Income Student Bus Pass Program.................................0.7% ($14.5 million)

Establishment and operation of a program to expand the subsidy for bus transit fares for low-income students.

22b Ferry Service in West County... 2.3% ($45 million)

Funds for ferry service in West County from Richmond, and Hercules or Rodeo to San Francisco (with potential stops in-between). The funds may be used for capital improvements (landside improvements, parking, lighting, etc.), operating the service, transit feeder service, way-finder signs, and/or other components of ferry service to be determined by WCCTAC and the San Francisco Bay Area Water Transit Authority (WTA), the agency authorized by the State to provide a comprehensive water transit system for the Bay Area. If the WTA is not able to use these funds, WCCTAC and the Authority will designate alternative recipient(s). Funding priority should be given to routes that demonstrate long-term sustainability.

23b Additional Local Streets Maintenance and Improvements... 0.5% ($11 million)

These funds will be used to supplement the annual allocation of the 18% "Local Streets Maintenance & Improvements" program funds for local jurisdictions in West County. Allocations will be made to jurisdictions in WCCTAC on an annual basis in June of each fiscal year for that ending fiscal year, subject to compliance with the GMP. Each Jurisdiction shall receive an allocation using a formula of 50% based on population and 50% based on road miles.

25b Additional Funding for Livable Communities (CC-TLC).. 0.4% ($8 million)

This program will provide additional funding for West County to supplement the overall Transportation for Livable Communities Program, with specific projects to be identified by WCCTAC. WCCTAC will propose programming specific projects through the Authority's Strategic Plan. Grants will be provided subject to compliance with the Authority's GMP.

26b Additional Pedestrian, Bicycle and Trail Facilities...0.04% ($0.8 million)

WCCTAC will propose programming these funds for additional trail/pedestrian/bicycle capital projects, and/or facility maintenance in West County.

28b Subregional Transportation Needs... 0.3% ($6 million)

WCCTAC will propose programming these funds to any project or program eligible under the provisions of the Act. Such projects may include: (1) planning work or environmental studies for a project; (2) implementation of recommended transportation projects in a regional study or plan (including, but not limited to, the El Sobrante Transportation and Land Use Plan, the Richmond-

Area Community-Based Transportation Plan, the El Portal Gateway Plan, the Montalvin Manor Community Plan, the Safe Communities Program, etc.); (3) bus and/or BART improvements; (4) neighborhood traffic calming improvements; (5) transportation/transit information in languages other than English; and/or (6) other eligible transportation investments. WCCTAC will coordinate with the appropriate local jurisdictions/agencies to plan and implement the projects in this category.

SOUTHWEST COUNTY (SWAT)

21c Safe Transportation for Children: School Bus Program .... 3.3% ($66.4 million)

Eligible projects include the continued operation of the Lamorinda School Bus Program ($26.4 million), and the inauguration of a San Ramon Valley School Bus Program or other projects in the San Ramon Valley that reduce school related congestion, or improve the safety of children traveling to and from schools ($40 million). These programs, which provide congestion relief where capacity improvements are not feasible, also collect user fees from parents as well as other grant funding to cover operational expenses. In consultation with the affected jurisdictions the Authority may establish criteria for the services including but not limited to farebox return/parental contribution.

23c Additional Local Streets Maintenance and Improvements .... 0.5% ($10.8 million)

These funds will be used to supplement the annual allocation of the 18% "Local Streets Maintenance & Improvements" program funds for jurisdictions in Southwest County. Allocations will be made to jurisdictions in SWAT on an annual basis in June of each fiscal year for that ending fiscal year, without regard to compliance with the GMP. Each Jurisdiction shall receive an allocation using a formula of 50% based on population and 50% based on road miles.

24c Major Streets: Traffic Flow, Safety and Capacity Improvements .... 0.7% ($14.4 million)

Improvements to major thoroughfares including but not limited to installation of bike lanes, traffic signals, widening, traffic calming and pedestrian safety improvements, shoulders, curb and gutter, and bus transit facility enhancements such as bus turnouts and passenger amenities.

28c Subregional Transportation Needs .... 0.24% ($4.7 million)

SWAT will propose programming these funds to any project or program identified in the Expenditure Plan or eligible under the provisions of the Act.

EAST COUNTY (TRANSPLAN)

24d Major Streets: Traffic Flow, Safety and Capacity Improvements......*0.9% ($18.0 million)*
Improvements to major thoroughfares including, but not limited to, installation of bike lanes, traffic signals, widening, traffic calming and pedestrian safety improvements, shoulders, curb and gutter, and bus transit facility enhancements such as bus turnouts and passenger amenities.

28d Subregional Transportation Needs......*0.19% ($3.7 million)*
TRANSPLAN will propose programming these funds to any project or program identified in the Expenditure Plan or eligible under the provisions of the Act.

Other

29 Administration......*1% ($20 million)*
This category funds the salary and benefits costs of administrating the Measure C extension, consistent with program requirements.

Program and Project Management

The Transportation Expenditure Plan envisions building on the Authority's practice of charging the costs of program and project management to the various plan categories, rather than identifying a separate category for such charges. Costs that will be covered include, but are not limited to, program management, consulting, financial advisory services, bond counsel, project management staff, and similar costs associated with managing the overall program, periodically preparing and adopting the Strategic Plan, and reviewing and processing invoices.

PROJECT NO.

PURPOSE AND NEED

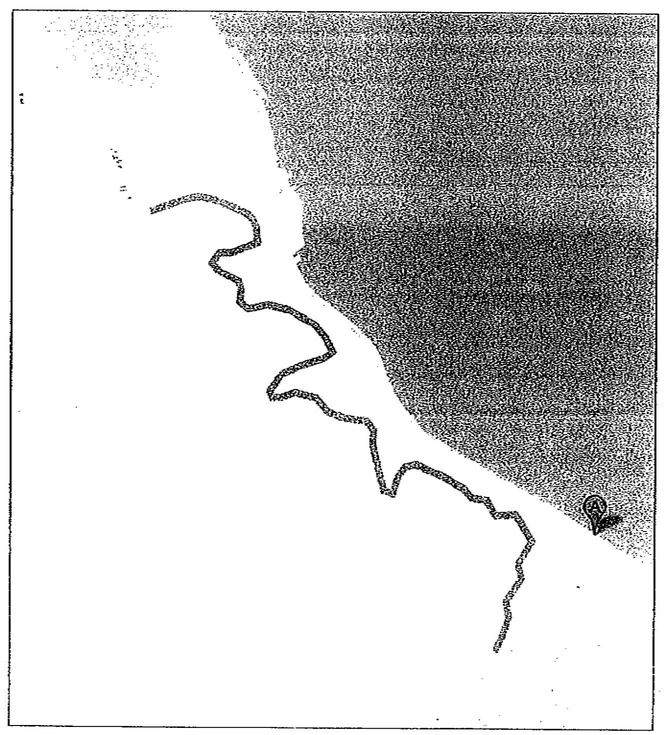
SCHEDULE

DESIGN:
CONSTRUCTION
COMPLETION:

LOCATION

SPONSOR / CONTACT

DESCRIPTION



STATUS AND ISSUES

FUNDING PLAN

Source	*Amount*

Total Project Cost

CONTRA COSTA
transportation
authority

2999 Oak Road Walnut Creek, CA 94597
(925) 256.4700 | www.ccta.net

CONTRA COSTA
transportation
authority

Administration and Projects Committee ***STAFF REPORT***

Meeting Date: April 4, 2013

Subject	**2013 Update to the Measure J Strategic Plan: Overall Approach and Development Schedule**
Summary of Issues	The 2013 *Update* to the Measure J *Strategic Plan* comes during improved economic conditions that resulted in higher than projected sales tax revenues for FY2011 and FY2012, and lower than anticipated debt service costs. Staff is proposing to initiate the *Update* now to reassess sales tax revenue projections, cash flow needs, and debt service costs. Based on this assessment, the timing and size of future bond issuances will be re-evaluated. The *2013 Update* will cover the period between FY2013 and FY2019, and will have four major components: • Sales tax revenue projections • A "Program of Projects" commitment of funding schedule for specific projects through FY2019 • Cashflow projections to ensure funding needs are met • A policy section to guide the *Update* to the *Strategic Plan*.
Recommendations	Staff seeks approval of key policy issues that will guide the development of the upcoming update to the *Strategic Plan,* which is targeted to be adopted in December 2013.
Financial Implications	Measure J sales tax revenues are now estimated to total $2.707 billion ($1.675 billion in 2004 dollars) over the life of Measure J, compared to the $2.45 billion projected in 2011 *Strategic Plan*.
Options	The Authority could defer any action pending further deliberations.
Attachments ***(See APC Packet dated 4/4/13 for Attachment A.)***	A. EPS baseline revenue estimate of Measure J sales tax B. *New Attachment - April 4, 2013 APC Meeting PowerPoint Presentation: 2013 Measure J Strategic Plan*
Changes from Committee	*None*

Background

Measure J – a continuation of a half-percent countywide sales tax for transportation – was passed by Contra Costa voters in November 2004. The Measure started on April 1, 2009 and will be in effect for 25 years. The *Strategic Plan* is the blueprint for delivering the voter-approved projects included in Measure J Expenditure Plan. It provides details on when and how much funding will be available for the various projects, taking into consideration revenue growth, inflation and debt service costs. The last Measure J *Strategic Plan* was adopted in July 2011, covering the period between FY2011 and FY2015.

Recognizing that there will be economic cycles and that project development might falter, the Authority committed to update the *Strategic Plan* approximately every two years. Updates to the *Strategic Plan* are necessary to revisit assumptions relative to revenue growth and inflation, and to ensure that project commitments do not exceed projected Measure J revenues.

This 2013 update to the *Strategic Plan* comes during improved economic conditions that resulted in higher than projected revenues for FY2011 and FY2012. The historically low interest rates have also resulted in favorable financing terms and lower than anticipated debt service costs on issued bonds, allowing the Authority to utilize more of Measure J revenues to fund projects as opposed to paying interest costs.

Sales Tax Revenue Projections

Because forecasting sales tax revenues 25 years into the future is inherently uncertain, the Authority updates its forecast every two years. Revenue projections play a major role in shaping the *Strategic Plan.* The Measure J expenditure plan was compiled assuming $2 billion (in 2004 dollars) in sales tax revenues over 25 years. The Authority carried forward the revenue estimate of $3.7 billion (or $1.98 billion in 2004 dollars) in its first Measure J Strategic Plan in 2007. Due to the great recession, the 2009 and 2011 *Strategic Plans* reduced revenue projections significantly to $2.55 billion ($1.55 billion in 2004 dollars) and $2.45 billion ($1.50 billion in 2004 dollars), respectively, resulting in the imposition of funding caps on project categories.

In July 2012, the Authority contracted with Economic & Planning Services (EPS) to develop a methodology and alternative scenarios for updating the Authority sales tax revenue forecast. The sales tax forecast, which takes into consideration macroeconomic conditions, was intended to support the Authority's financing plan for the 2012 Bonds and future updates to the *Strategic Plan*.

Three revenue scenarios were developed by EPS:

Baseline Scenario: The baseline scenario reflects an economic future marked by a gradual economic recovery followed by a modest trend line growth rate in taxable sales. Over medium to long term, real taxable sales are driven by modest county population growth, consistent with Department of Finance (DOF) demographic forecasts.

Conservative Scenario: The conservative scenario assumes no economic change from FY2012 conditions and envisions a future where real growth is driven by modest county population growth. Real growth in taxable sales reflects county population growth at about 75 percent of Department of Finance forecasts, below the latest Sustainable Communities Strategies (SCS) forecast produced by the Association of the Bay Area Governments (ABAG).

Optimistic Scenario: The optimistic scenario assumes a strong economic recovery with ongoing increases in taxable sales reflecting continued economic growth in the county. The Caltrans forecasts for Contra Costa County were used as the basis of this scenario as they fit this general description and include estimates of population, taxable sales, and other economic factors.

Table 1: Summary of Projections by Scenario

	Baseline	Conservative	Optimistic
Total Sales Tax Revenues ($1,000s, 2009-2034)			
2004 dollars	$1,675,000	$1,529,000	$1,974,000
Nominal dollars	$2,707,000	$2,375,000	$3,023,000
Sales Tax Growth Rate (2012-2033)			
Nominal dollars	4.1%	3.2%	5.1%

Source: Economic & Planning Systems, Inc.

Policy Issues to guide the development of the 2013 *Measure J Strategic Plan*

Several policy issues need to guide the development of the 2013 Measure J *Strategic Plan,* as follows*:*

Revenue Forecast – In September 2012, the Authority adopted EPS baseline revenue forecast of $2.707 billion (or $1.675 billion in 2004 dollars) over the life of Measure J. This compares favorably to the $2.45 billion (or $1.5 billion in 2004 dollars) estimated in the last *Strategic Plan.*

Issue 1: *Does the Board wish to use EPS baseline revenue projections for the development of the 2013 Strategic Plan? The Board may wish to consider the conservative or the optimistic scenarios.*

Staff Recommendation: *With revenues for FY2013 poised to exceed the EPS baseline estimate ($72.6 v. $70.9 million), staff recommends using EPS baseline revenue forecast for the 2013 Strategic Plan* (Attachment A)*.*

Financial Capacity to Issue Bonds – To expedite high priority projects throughout Contra Costa, the Authority issued $200 million fixed rate Bond Anticipation Notes (BANs) in September 2009, which were refinanced to Floating Rate Notes (FRNs) on October 1, 2010. The *2011 Strategic*

Plan anticipated two additional bond issues of $221 million (including $22.2 million to be held in reserve until 2034) and $67 million in FY2012 and FY2014, respectively.

In December 2012, the Authority refinanced the 2010 FRNs at a lower interest rate and issued an additional $225 million in fixed-rate bonds with very favorable financing terms (low interest rates and no reserve requirements).

The EPS baseline revenue projection and improved financial markets provide the potential to increase bond capacity from the capacity available using the 2011 *Strategic Plan* projections. The revised bond capacity provides the opportunity to increase the size of the 2014 bond issuance from $67 million to $100 million bond and an opportunity for a new $67 million bond issuance in FY2018 (based on the EPS baseline revenue projection). The conservative revenue projection would not provide this opportunity, while the optimistic projection would support even larger bond issuances.

Issue 2: *Does the Board wish to utilize the increased bond capacity to deliver projects earlier, or adopt a "pay-as-you-go" strategy to fund projects as Measure J funds become available?*

Staff Recommendation: *Use full bond capacity based on EPS baseline revenue estimate to establish maximum funding availability in earlier years. The Authority can revisit the size and timing of the FY2018 bond and the potential for future bonds in the 2015 Strategic Plan update based on an updated analysis of the Authority's financial capacity.*

Subregional Equity – During the development of the Measure J Expenditure Plan, each sub-region placed different emphasis on *Programs* versus *Project Categories*. In West County, for example, greater emphasis was placed on *Programs*, while in East County the emphasis was placed on *Capital Projects*. During the development of the 2007, 2009 and 2011 Measure J *Strategic Plans,* each RTPC was requested to provide its *Capital Project* priorities within a funding target. The funding target was based on each sub-region's proportional share of *Capital Project Categories* in Measure J Expenditure Plan (% shown is for the life of Measure J):

Central County (TRANSPAC): 29.7%
East County (TRANSPLAN): 48.5%
West County (WCCTAC): 9.0%
Southwest County (SWAT): 12.8%

In return for dedicating the last bond issue to eBART, which skewed the above percentages in the 2011 *Strategic Plan* period in favor of East County, the Authority adopted a policy to focus programming of three STIP cycles (beginning in 2012 STIP) primarily on Measure C and Measure J projects in West, Central and Southwest County.

Due to higher revenue projections and lower than anticipated debt service costs, a significant programming capacity will be available for capital projects. However, only a portion of the additional programming capacity will be available within the 2013 *Strategic Plan* period (FY2013 - FY2019).

Issue 3: *Does the board wish to use the above percentages as a guide for the programming additional capacity through FY2019?*

Staff Recommendation: *Use the above percentages to program additional capacity through FY2034; however, project readiness and ability to leverage other fund sources should dictate which projects to program through FY2019. It is possible that project readiness may result in specific RTPCs getting more than the percent shown above in the period prior to FY2020. In this case, sub-regional equity would be re-established during the years after FY2019. Should everything be equal, programming of funds through FY2019 shall adhere to the above percentages.*

Limits on Expenditure Caps – As a first step in implementing Measure J, the Authority adopted a financial framework in May 2006 that segregated Measure J annual revenues earmarked for *Capital Projects* from those dedicated to *Programs*. By committing an "off-the-top" percentage of annual revenues to each *Program,* the ongoing needs of operating programs are addressed. With this adopted framework, *Programs* receive an annual distribution of the Measure J revenue stream based on percentages set in the Expenditure Plan. Fluctuations in sales tax revenues on a year to year basis are reflected in the annual *Program* distributions.

On the other hand, for *Capital Projects* the need for Measure J funding is essentially dictated by the project delivery schedule and ability to secure other funds. The availability of Measure J revenue to fund projects is based on a combination of pay-as-you-go revenue and bond proceeds. The Authority's financial policies include the use of bonding against future revenues to accelerate project delivery, and that issuance and interest costs would be funded across all projects in the program. The remaining project revenues (bond proceeds and pay-as-you-go revenues in excess of that needed for debt service) are made available for capital projects. The amount of funding for any project category (or individual projects in a category) is controlled by the amount of the Measure J Expenditure Plan and may also be capped to address funding shortfalls or to adhere to sub-regional equity in combination with other projects in the sub-region.

In the 2007 Measure J *Strategic Plan*, the Authority imposed a 90% cap on all project categories to recover cost of programming, pay for program management costs, and provide a cushion for potential downturns in the economy. In the 2011 Measure J *Strategic Plan*, the overall "Expenditure Cap" was tightened to 62% to address a 25% projected reduction in Measure J revenues and higher debt service costs, however, individual projects had an "Expenditure Cap" that were higher or lower than this overall target.

With the improved sales tax projections and reduced borrowing costs, the Authority will need to loosen the overall expenditure cap to approximately 75% to program the additional capacity. Individual projects may have expenditure caps higher or lower than the overall 75%.

Issue 4: *Can a project category have an expenditure cap in excess of 90%?*

Staff Recommendation: *To ensure that all projects are paying their share of the financing and program management costs, no funding cap shall exceed 90%.*

Method to distribute available programming capacity to RTPCs **–** Due to declining revenue projections over the prior two Strategic Plan updates, funding available to the RTPCs to program on projects decreased each cycle. Funding was reduced by tightening the "expenditure caps" for all projects. The 2013 Measure J Strategic Plan update provides an opportunity to add funds to projects that require additional funding to complete, or to identify new eligible Measure J projects. This can be accomplished by loosening the "expenditure caps" to 75% as previously discussed and providing each RTPC with a "bid pot" for the period prior to and including FY2019 at a specific funding level based on the percentages identified under Issue 3. Projects sponsors can then make a "bid" to the RTPCs to program a portion of their bid pot on the sponsor's project. Based on the policy established under Issue 3, RTPCs should give priority using project readiness as the prime criteria. RTPCs should be encouraged to propose programming at a level slightly over their bid pot through FY2019 in the event other RTPCs are not able to use all available funding for this time period. RTPCs should also be encouraged to leverage Measure J funding with local or other funds to maximize the number of project that can be fully funded by FY2019.

Issue 5*: How should the Authority distribute the increased programming capacity to projects?*

Staff Recommendation: *Provide each RTPC with a bid pot with direction to use readiness as a major criterion in selection of projects to receive funds from the additional funding capacity. In the event an RTPC is not able to use their full bid pot capacity, one or more RTPCs will be given slightly higher than their funding target.*

Policy to Escalate to 2004 Dollars **–** In adopting its policies related to expenditure caps and sub-regional equity, the Authority established the practice to maintain funding for projects in constant 2004 dollars, and to then escalate to nominal dollars in the actual year-of-expenditure (or years of expenditures when project spending occurs over a number of years). As a result, if nominal dollars are not spent in a particular year and are rescheduled to be spent the year after, the nominal dollars available to a project increases based on escalation using the San Francisco Bay Area Consumer Price Index (CPI). If this practice is used in the 2013 Strategic Plan update, approximately $26 million in programming capacity will be consumed by escalation, including a large amount for projects in construction.

Issue 6: *Should the Authority continue with its current escalation practice, or consider another option?*

Options:

1. Continue with existing practice. If funds are not expended per the schedule in the 2011 Strategic Plan, the amount of nominal dollars available to projects will automatically increase.

2. Use the nominal funding amounts from the 2011 Strategic Plan as a commitment in the 2013 Strategic Plan update, and increase (or decrease) funding based on a specific request from the project sponsor and recommendation by the RTPCs to fund increases from their programming bid pots.

3. Provide for formula escalation for projects not yet in construction, and use the nominal funding amounts from the 2011 Strategic Plan as a commitment in the 2013 Strategic Plan for projects in construction. In theory, projects in construction have a full funding plan and contingency per Authority policy. In the event construction projects require additional funding, an increase would be considered based on a specific request from the project sponsor and recommendation by the RTPCs to fund increases from their programming bid pots.

Staff Recommendation: *Option 3 recognizes escalated costs for delays in project delivery by escalating funds (increasing nominal dollars) to projects that are not in construction. Option 3 also provides an option for sponsors to request additional funding for projects in construction to address realized construction cost increases.*

Programmatic Reserve for Construction Contingency **–** Authority policies encourage sponsors to maximize the use of state, federal or other funds in the award of construction contracts. In situations where the Measure J funds (alone or in combination with other funds) programmed for construction exceed the amount needed to award the construction contract including allowable contingencies, Authority policies allow the excess funds to remain committed to the project in the event cost increases occur. Upon project completion, any unused funds are made available to the RTPC to program in the next strategic plan update. However, not all projects have this reserve available. Cost increases, if they occur, must be funded by the project sponsor using other funds or from the RTPC's share of available Measure J revenues. Considering the size of the current construction program, staff believes the Authority should consider reserving a portion of the funding capacity through FY2019 as a reserve for unforeseen cost increases.

Issue 7: Does the Board wish to establish a programmatic reserve for Measure J projects under construction?

Options:

1. No action. Some projects already have reserves due to cost savings or use of other funds. Unforeseen cost increases on other projects would be the responsibility of the project sponsor to fund with non-Measure J funds or to seek an increase in Measure J funding through a strategic plan amendment. Such an amendment would need to decrease Measure J funding on another project.

2. Change Authority policy to require all funds in excess of that needed to award construction contracts be deprogrammed under a strategic plan amendment and held in an overall programmatic reserve. If needed, funds would be committed from this reserve to cover cost increases through a strategic plan amendment.

3. Hold 5% (or a different % as directed by the Board) of the new funding available through FY2019 in a programmatic reserve. If needed, funds would be committed from this reserve to cover cost increases through a strategic plan amendment.

Staff Recommendation: *Option 3, establish a programmatic reserve using 5% of the new funds available through FY2019.*

<u>Coordination with the 2014 State Transportation Improvement Program (STIP)</u> – The 2014 STIP fund estimate is expected to be released in June/July 2013. The Authority is expected to receive between $20 and $30 million to program in FY2018 and FY2019 as its share of the 2014 STIP.

In return for dedicating the 2014 bond issue to eBART, the Authority adopted a policy to focus programming of three STIP cycles (beginning in 2012 STIP) primarily on Measure C and Measure J projects in West, Central and Southwest County.

Currently, project development activities are underway for I-680 SB HOV Gap Closure, I-80/San Pablo Dam Road reconstruction, I-680 Direct HOV ramps in San Ramon, I-680/SR 4, and others. All of the above mentioned projects have significant funding shortfalls.

Issue 8: *Does the Board wish to pre-commit STIP funds to specific Measure C/J projects, or shall the Authority have a separate STIP process with added bonus points for Measure C/J projects?*

Staff Recommendation: *Develop a separate STIP process with added bonus points for Measure C/J projects. By delaying the adoption of the 2013 Strategic Plan, the Authority can react to the outcome of the STIP process. For example, if the competitive STIP process results in eliminating the funding shortfall on a Measure C/J project, excess Measure J funds can be redirected to other projects in the 2013 Strategic Plan.*

<u>Restoration of de-funded Project Categories/Programs in East County</u> – In response to the downturn in the economy in late 2007, the Authority working with TRANSPLAN shifted funding in the 2009 *Strategic Plan* from two programs (TLC and Sub-regional Transportation Needs) and two project categories (Major Streets, BART Access and Parking) to fully fund eBART and SR4 East. The increased programming capacity provides an opportunity for East County to recommend restoring some of the funding to those programs and project categories.

Issue 9: *Does the Board wish to weigh-in on project categories and/or programs to restore?*

Staff Recommendation: *TRANSPLAN should decide based on an assessment of East County funding needs from the different categories.*

Proposed Schedule for the Development of the *2013 Strategic Plan*

April 17, 2013: Authority approves overall approach and development schedule

May – July 2013: Work with RTPCs and project sponsors to determine project priorities and cashflow needs for projects through FY2019

June 11, 2013: Caltrans releases draft 2014 STIP fund estimate

September 18, 2013: Authority adopts recommendations for 2014 STIP

September 18, 2013: Authority discusses policies for the 2013 Measure J *Strategic Plan*

November 20, 2013: Authority reviews draft 2013 Measure J *Strategic Plan*

December 18, 2013: Authority adopts 2013 Measure J *Strategic Plan*

This Page Intentionally Blank

Attachment B

2013 Measure J
Strategic Plan

Approach and Development Schedule

Presentation to the APC
April 4, 2013

1

Big Picture

- Three years of revenue growth (5.3 – 5.9% per year)
- Favorable financing terms on $225M bond in December 2012
- Favorable construction bids on major projects creating Measure J savings
- Reduced demand on Measure J by securing $107M+ in other fund sources
  ($50M - SR4/160, $33M - Sand Creek, $4.2M - 680 Aux, $1M - SR4E, $11M - Caldecott, $8M - 80/SPDR)

→ **INCREASED CAPACITY TO FUND PROJECTS**

2

Presentation Outline

- Background
- Revenue Projections
- Policy Issues
- Development Schedule

3

Measure J

BACKGROUND

- Approved by Contra Costa voters in November 2004
- Extends ½ **cent Transportation Sales Tax** for 25 years
- **Effective April 1, 2009** through March 31, 2034
- Originally Measure J projected to generate an estimated **$2 Billion** (in 2004 $) in sales tax revenues for transportation projects/ programs
- **Assigns funding** for specific projects in Expenditure Plan (in 2004 dollars)
- Sub-regional Funding in **Expenditure Plan** was based on projected 2020 population

4

Measure J Capital Projects in Expenditure Plan (2004 $)

BACKGROUND

Funding Categories	Millions $	Distribution of Funding by Sub-region: Central (a)	West (b)	SW (c)	East (d)
1. Caldecott Tunnel Fourth Bore	$125	$62.5		$62.5	
2. BART - East Contra Costa Rail Extension	150				150
3. State Route 4 East Widening	125				125
4. Capitol Corridor Improvements including Rail Stations at Hercules and Martinez	15	7.5	7.5		
5. East County Corridors: Vasco, SR4 Bypass, Byron Hwy, Non Freeway SR4	94.5				94.5
6. Interchange Improvements on I-680 & State Route 242	36	36			
7. I-80 Carpool Lane Extension and Interchange Improvements	30		30		
8. I-680 Carpool Lane Gap Closure/ Transit Corridor Improvements	100	75		25	
9. Richmond Parkway	16		16		
10. BART Parking, Access and Other Improvements	41	12	15	3	11
12. Transportation for Livable Communities Project Grants	28.8				28.8
19. Additional Bus Transit Enhancements	1.3		1.3		
24. Major Streets: Traffic Flow, Safety and Capacity Improvements	80.4	48		14.4	18
27. Capitol Corridor Rail Station Improvements at Martinez	2.5	2.5			
28. Subregional Transportation Needs	3.7				3.7
Total	$849.2	$243.5	$69.8	$104.9	$431.0

5

Programs in Measure J Expenditure Plan (2004 $)

BACKGROUND

Funding Categories	Millions $	%	Distribution of Funding by Sub-region: Central (a)	West (b)	SW (c)	East (d)
11. Local Streets Maintenance & Improvements	$360	18%	$108	$83	$79	$90
12. Transportation for Livable Communities Project Grants	71.2	3.56%	29	24	18	0.2
13. Pedestrian, Bicycle and Trail Facilities	30	1.5%	2.5	2.5	2.5	2.5
14. Bus Services	100	5%	24	52	15	9
15. Transportation for Seniors & People with Disabilities	100	5%	25	35	17	23
16. Express Bus	86	4.3%	20	40	20	6
17. Commute Alternatives	20	1%	5.8	4.8	3.6	5.8
18. Congestion Management, Transportation Planning, Facilities & Services	60	3%	n/a	n/a	n/a	n/a
19. Additional Bus Transit Enhancements	67.2	3.36%	24	43.2		
20. Additional Transportation for Seniors and People with Disabilities	23	1.15%	10	13		
21. Safe Transportation for Children	90.9	4.55%	10	14.5	66.4	
22. Ferry Service in West County	45	2.25%		45		
23. Additional Local Streets and Roads Maintenance & Improvements	41.8	2.09%	20	11	10.8	
24. Additional Transportation for Livable Communities Project Grants	8	0.4%		8		
25. Additional Pedestrian, Bicycle and Trail Facilities	0.8	0.04%		0.8		
28. Sub-regional Transportation Needs	26.9	1.35%	16.2	6	4.7	0
29. Administration	20	1%	n/a	n/a	n/a	n/a
TOTAL	$1,150.8	57.54%	$294.5	$382.6	$237.2	$136.5

6

Programs v. Project Categories

BACKGROUND

- Programs receive annual revenue stream based on set percentages in Measure J Expenditure Plan
  Fluctuations in sales tax revenues on year to year basis will be reflected in the annual program distributions.
- Project Categories receive a maximum amount (subject to funding caps) in 2004 $. Actual or nominal funding is "inflated" using the Bay Area CPI out to the fiscal year funds are programmed.
- Expenditure Plan did not contain a line item for project financing or contingency for revenue reductions.

7

Measure J Strategic Plan

BACKGROUND

- Blueprint for delivering Measure J Capital Projects
- Anticipates funding needs and availability for next 5-7 years
- Commits funding for specific Measure J Projects in specific years – "Program of Projects"
- Authority uses "Program of Projects" to appropriate Measure J funds to Capital Projects

8

BACKGROUND

Prior Strategic Plans

- Revenues have been volatile

2007 Strategic Plan

- Provided bonding scenario that advanced funding for Caldecott, SR4 and eBART (and other projects), favoring East County
- Imposed expenditure caps on all Project Categories

2009 and 2011 Strategic Plans

- Tightened expenditure caps to reflect reduced revenues and revised bond scenario
- Bonding scenario still met funding commitments
- East County had to defund two programs and two project categories to meet commitment to eBART and SR4

9

REVENUE PROJECTIONS

Revenue Projections

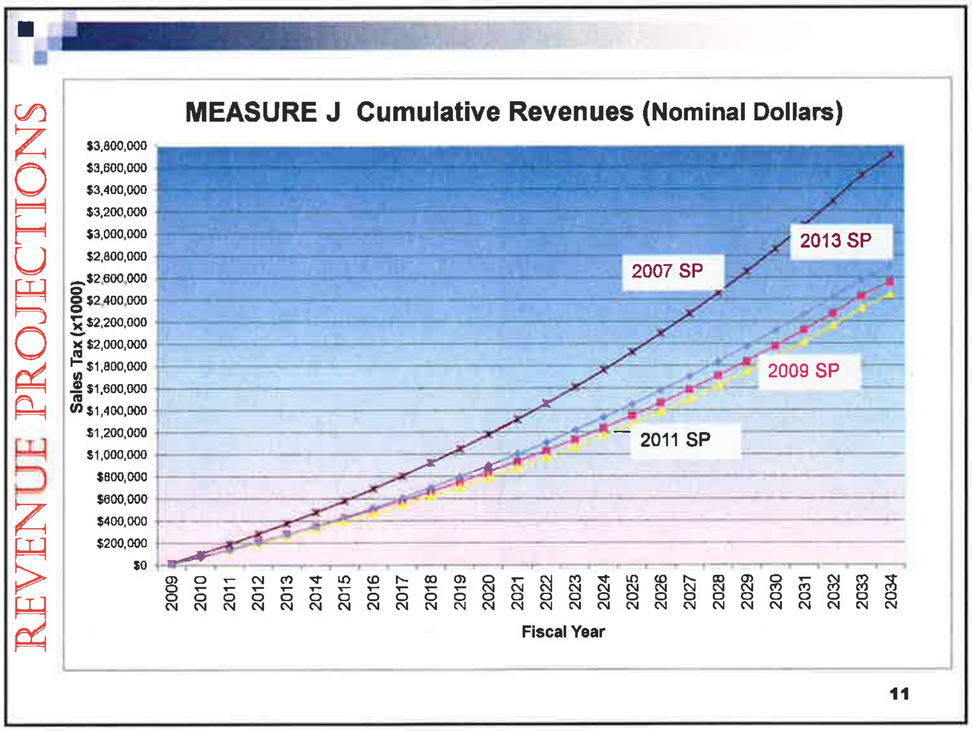
- Authority retained EPS in July 2012 to develop revenue projections based on macro economic data
- Three scenarios developed (nominal dollars):

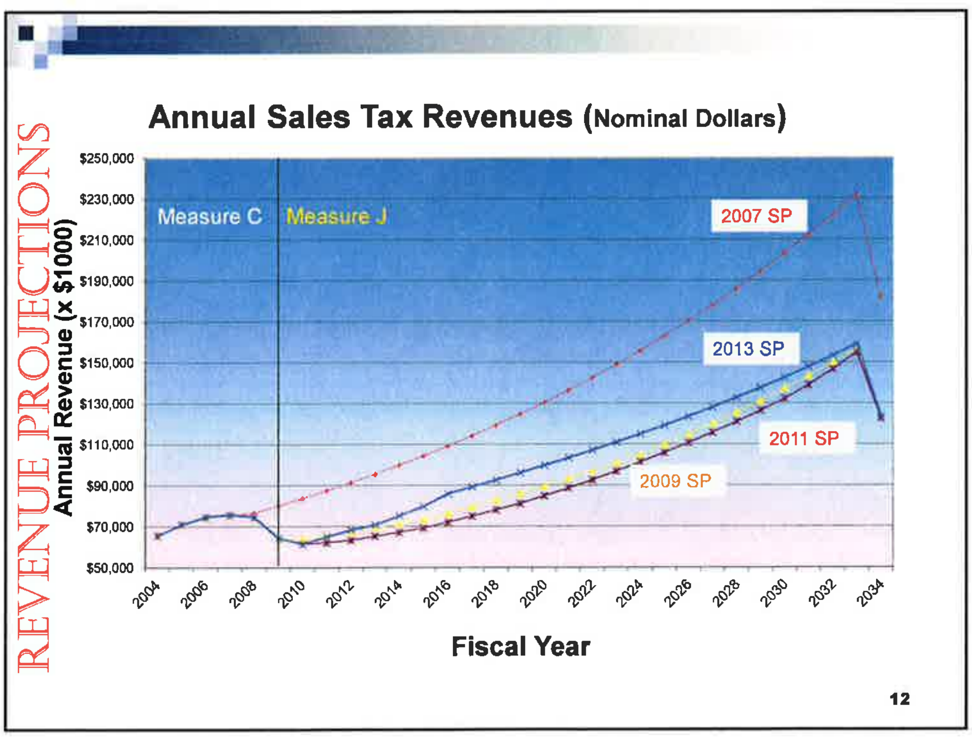
  Baseline: **$2.707 Billion**

  Conservative: **$2.375 Billion**

  Aggressive: **$3.023 Billion**
- Authority approved use of **EPS Baseline revenue** for 2012 bond issuance and future update to the Strategic Plan

10

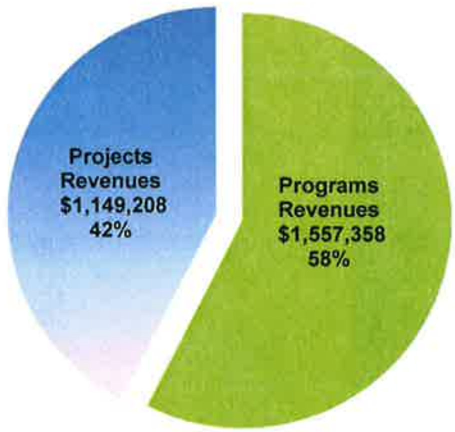

REVENUE PROJECTIONS
MEASURE J Cumulative Revenues (Nominal Dollars)
Sales Tax (x1000)
$3,800,000
$3,600,000
$3,400,000
$3,200,000
$3,000,000
$2,800,000
$2,600,000
$2,400,000
$2,200,000
$2,000,000
$1,800,000
$1,600,000
$1,400,000
$1,200,000
$1,000,000
$800,000
$600,000
$400,000
$200,000
$0
2013 SP
2007 SP
2009 SP
2011 SP
2009 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021 2022 2023 2024 2025 2026 2027 2028 2029 2030 2031 2032 2033 2034
Fiscal Year
11


REVENUE PROJECTIONS
Annual Sales Tax Revenues (Nominal Dollars)
Annual Revenue (x $1000)
$250,000
$230,000
$210,000
$190,000
$170,000
$150,000
$130,000
$110,000
$90,000
$70,000
$50,000
Measure C
Measure J
2007 SP
2013 SP
2011 SP
2009 SP
2004 2006 2008 2010 2012 2014 2016 2018 2020 2022 2024 2026 2028 2030 2032 2034
Fiscal Year
12

REVENUE PROJECTIONS

Measure J Revenue ($ millions)

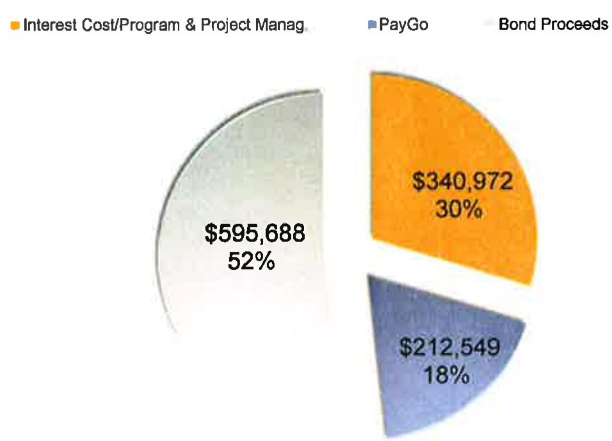
EPS – Baseline Revenue Scenario



13

REVENUE PROJECTIONS

Projects Revenue ($ millions)

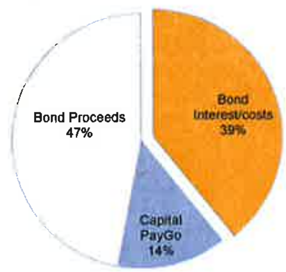


14

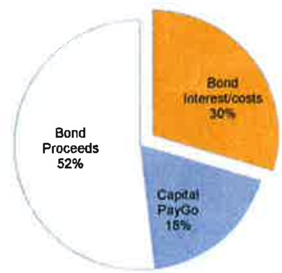
REVENUE PROJECTIONS

Projects Revenue ($ millions)

2011 Strategic Plan $1.04 Billion



2013 Strategic Plan $1.149 Billion



	Project Revenues	Bond Interest/costs	Capital PayGo	Bond Proceeds	Sum*
2013 SP	$ 1,149,208	$ 340,971	$ 212,549	$ 595,688	$ 808,237
2011 SP	$ 1,040,763	$ 408,671	$ 142,237	$ 489,855	$ 632,092
Difference	$ 108,445	$ (67,700)	$ 70,312	$ 105,833	$ 176,145

* Available to projects

15

POLICY ISSUES

Policy Issues

1. Revenue Forecast
2. Bonding Capacity
3. Sub-regional Equity
4. Limits on Expenditure Caps
5. Method to Distribute Programming Capacity to RTPCs
6. Policy to Escalate to 2004 Dollars
7. Programmatic Reserve for Construction Contingency

16

Policy Issues (cont'd)

POLICY ISSUES

8. Coordination with the 2014 STIP
9. Restoration of de-funded projects/programs in East County

17

Issue 1: Revenue Forecast

POLICY ISSUES

- EPS baseline projection estimates $2.7B in revenues over life of Measure J.
- Shall the Authority use EPS baseline projections for the development of the 2013 Strategic Plan?

18

POLICY ISSUES

Issue 2: Bonding Capacity

- Authority refinanced $200M Floating Rate Notes in December 2012 ($2+ million in savings)
- Issued $225M in low fixed-rate bonds in December 2012 (with no reserve required)
- Shall the Authority utilize the increased bond capacity to deliver projects earlier, or adopt "pay-as-you-go" strategy to fund projects as Measure J become available?

19

POLICY ISSUES

Issue 3: Sub-regional Equity

- Based on each sub-region's proportional share of Capital Project Categories in Measure J Expenditure Plan.
  - Central County: 29.7%
  - East County: 48.5%
  - West County: 9.0%
  - Southwest County: 12.8%
- Does the Authority wish to continue to use the above percentages as a guide for programming additional capacity through FY2019?

20

Issue 4: Limits on Expenditure Caps

POLICY ISSUES

- In the first SP, the Authority imposed 90% expenditure caps on all project categories.
- In 2009 and 2011 SP, expenditure caps were tightened in response to reduced revenues and revised bond scenario
- Can a project category have an expenditure cap higher than 90%?

21

Issue 5: Distribution of Programming Capacity

POLICY ISSUES

- Shall the Authority establish "bid pots" for each RTPC to program projects through FY2019 and through FY2034 with a direction to use readiness as a major criterion for selection of projects?

22

Issue 6: Escalation of Measure J Funds

POLICY ISSUES

- Project Categories receive a maximum amount (subject to funding caps) in 2004 $. Actual or nominal funding is "inflated" using the Bay Area CPI out to the fiscal year funds are programmed.

- Should the Authority continue with its current practice or change it (e.g. cease escalation of Measure J funds for projects under construction)?

Issue 7: Programmatic Reserves

POLICY ISSUES

- If the Authority ceases fund escalation for projects under construction, shall the Authority establish a programmatic reserve for construction contingency?

Issue 8: Coordination with 2014 STIP

POLICY ISSUES

- Shall the Authority have a separate STIP process with added bonus-points for Measure C/J projects? Or does the Authority wish to pre-commit STIP funds for specific Measure C/J projects?

25

Issue 9: Restoration of defunded Programs

POLICY ISSUES

- East County had to defund two project categories and two programs to backfill ECCRFFA commitment to SR4 East and fully fund eBART.
- Shall the Authority weigh-in on which projects/programs to restore with added programming capacity?

26

Schedule

SCHEDULE

April 13:	Approve revenue scenario
May-July 13:	Determine project priorities w/ RTPCs
June 2013:	**2014 STIP call for projects issued**
July 2013:	**2014 STIP fund estimate released**
Sept 13:	Approve 2014 STIP project list & review policies for *2013 Strategic Plan*
Oct 13:	**2014 STIP project list due to MTC**
Nov 13:	Present draft *2013 Plan*
Dec 13:	Finalize *2013 Plan*

27

QUESTIONS?

28

TRANSPAC Technical Advisory Commission (TAC) Meeting Summary Minutes

MEETING DATE: April 25, 2013

MEMBERS PRESENT: Laramie Bowron, County Connection; John Cunningham, Contra Costa County; Corinne Dutra-Roberts, 511 Contra Costa; Deidre Heitman, BART; Eric Hu, Pleasant Hill; Ray Kuzbari, Concord; Jeremy Lochirco, Walnut Creek; John McKenzie, Caltrans; and Barbara Neustadter, TRANSPAC

GUESTS/PRESENTERS: Deborah Dagang, CH2MHILL

MINUTES PREPARED BY: Anita Tucci-Smith

The meeting was convened at 9:12 A.M.

1. Discussion of TRANSPAC Jurisdiction Submission of Grant Applications for Cycle 2 SR2S Funding

Barbara Neustadter advised that Central County had $899,900 to prioritize and allocate as part of Cycle 2 Safe Routes to School (SR2S) grants and she asked if any jurisdictions were planning to submit grant applications for those funds.

Jeremy Lochirco reported that the City of Walnut Creek was partnering with the City of Pleasant Hill for a trail crossing enhancement project for the Canal Trail at Putnam Road, which is separate from Pleasant Hill's Boyd Road/Elinora Drive SR2S project.

Ray Kuzbari explained that the City of Concord had submitted a proposal last week.

Corinne Dutra-Roberts reported that either projects or programs could be pursued with the funding although the Metropolitan Transportation Commission (MTC) was encouraging programs. When asked, she affirmed efforts to prepare a Countywide SR2S Master Plan through a new consultant and explained that the Contra Costa Transportation Authority (CCTA) task force was attempting to interface with MTC separately and aside as to how to administer programs using federal dollars, which could be pursued in the next cycle two years from now. In response to Mr. Lochirco as to whether or not school districts could apply for the funds, she noted her understanding that school districts would have to partner with a city or another jurisdiction to be able to take advantage of the federal process. She also explained that if there was a plan to do a hardscape treatment it would be infrastructure and it could not be combined with softscape in that there would have to be two separate applications.

Mr. Lochirco noted that Walnut Creek had been looking at the situation at Walnut Creek Intermediate at Ygnacio Valley Road where parents drop off their children on Civic Drive and then the children walk down an embankment across the Iron Horse Trail and entered the back of the school. There is a question of making that access Americans with Disabilities Act (ADA) accessible.

Ms. Dutra-Roberts commented that there was no champion on the park side which is a concern because of a crossing at an unsafe place. She explained if there were schools that had programs those programs should be pursued as soon as possible given that the project list from the Regional Transportation Planning Committees (RTPCs) with description, budget, timeline, scope of work, and cost were due to the CCTA on June 4, 2013. With so few projects being considered, she was concerned that not all of the funds would be used.

Eric Hu estimated the joint Walnut Creek/Pleasant Hill project at a cost to implement of $200,000 leaving few funds to accommodate a capital project.

Mr. Kuzbari asked if the scope of the $200,000 project could be expanded, to which Mr. Lochirco affirmed that could be done although the problem was administering the grant which was time consuming and cumbersome given the federal process, and he had nothing at this point that would fit the criteria.

Mr. Kuzbari advised that he would check with his Engineering Department to see if a $400,000 project could be identified and if they could come up with something in the nature of a capital project.

Mr. Lochirco commented that there were different areas of the canal and the Iron Horse Trail that needed rehabilitation and he asked if the East Bay Regional Parks District (EBRPD) was eligible to apply for the funds. He also noted some discussion of pavement upgrade of the trails.

Ms. Dutra-Roberts explained that the EBRPD would be eligible only if the area was close to a school.

Ms. Neustadter added that the EBRPD had received an allocation (Measure J) two years ago but had not been back since then. She stated that the EBRPD would have to determine its eligibility and apply for the funds if eligible, and that Jim Townsend had been pretty good about tracking what would be a benefit to the agency.

As a last resort, Deidre Heitman suggested that BART might be able to craft a student program although she preferred to see a project in Central County.

As to whether the County Connection could use the funds for any of its student programs, Ms. Dutra-Roberts clarified that the SR2S funds were to be used for bicycle and safety applications, enhancement and encouragement, bike/ped and safety education.

The TAC discussed ways to capture the funds in recognition of the difficulty of fitting a program or project into the federal process and given the fact that the federal process was very cumbersome.

Mr. Lochirco asked if TRANSPAC had ever provided or developed a grant comprehensive list with cycle timing given the number and variety of grant opportunities and other programs so that cities could be apprised earlier about upcoming funds to compete better regionally. He wanted an opportunity to partner with other jurisdictions and asked if that was a possibility given the many programs with funding deadlines or funding cycles coming forward.

Ms. Neustadter suggested that would have to be pursued through the CCTA or the City of Pleasant Hill given that TRANSPAC did not exist in a form to be able to receive those types of funding. She reiterated the cumbersome federal process.

Mr. Lochirco emphasized the various funding cycles and different processing requirements, especially for those specifically intended for Central County, and stated it would have been nice to have been able to think about projects a few months ago to be able to strategize better than have to deal with such a short timeline.

Ms. Dutra-Roberts clarified that 511 Contra Costa was only involved because there had been insufficient capital projects in the last cycle to conduct a project and 511 Contra Costa had used the funds for programs. She agreed that it was difficult for local jurisdictions to use the money for capital projects and noted that the primary issue in East County was that there were not enough projects ready to go and that situation was occurring again. She was pleased to see that Concord and Walnut Creek could use some of the funding.

On another matter, Ms. Neustadter reported that the CCTA, at its last meeting on April 17, had approved the City of Concord's request to move forward with Phase 3 of the I-680/SR4 Interchange Improvements project.

Mr. Kuzbari explained with respect to that project that Caltrans was to consider ending the third eastbound lane west of the Solano Way off-ramp and he expressed his hope that understanding was clear. He added that Concord would be active in the design of the project and work with Caltrans and CCTA staff to ensure it was designed properly.

Ms. Neustadter advised that ending the third eastbound lane west of the Solano Way off-ramp had been included in the language and Concord and the CCTA would work together in that regard. She explained that the project was a Measure J Extension project and it was important to see something happen.

With respect to Pleasant Hill's Boyd Road/Elinora Drive SR2S project, Eric Hu reported that the previous estimate of $341,700 to fully fund the project would be higher than anticipated, potentially in the neighborhood of $380,000. He would send a separate email to verify the actual amount.

Mr. Kuzbari reiterated that he would work with his Traffic Engineers to identify a project for use of SR2S funds; he referred to an elementary school at Cary, and a traffic signal at Oak Grove and Sierra south of Monument, and reported that he would provide the information to staff on April 29 or 30 in time for the next TRANSPAC packet. He added that he had been communicating with Ross Chittenden at the CCTA and would be entering two new projects in the Countywide Transportation Plan (CTP); widening the freeway from SR 242 to Willow Pass Road as Phase 1, and Willow Pass Road to San Marco Boulevard as Phase 2, a Measure J project.

2. Continued Action Plan Discussion with Deborah Dagang, CH2MHILL

Deborah Dagang presented some graphics as background information and general reference to identify Central County Accidents by Mode 2009 to 2011; Central County Severity of Crashes 2009 to 2011; and Existing and Proposed Bikeways, with the intent to determine if anything "jumped out" and would need to be addressed although she stated that had not occurred.

Referencing the prior discussion of Action Plan Tenets and Statements of Goals, Ms. Dagang sought any fine-tuning or wordsmithing from the TAC for those items along with a review of the vision of regional significance, and wanted to focus the time on any revisions to multimodal transportation service objectives (MTSOs) and identify coordination items, with the next meeting to focus on the actual Actions.

Ms. Dagang identified the Action Plan **Tenets** that had been discussed and modified at the special TAC meeting on April 11, 2013, as follows:

- Support the planning for and management of the transportation system in coordination with other community interests
- Support the improvement and management of freeway corridors to facilitate regional travel and to encourage interregional travelers to use the freeways and transit network rather than local and arterial streets
- Support traffic management strategies for arterial Regional Routes, including use of signal timing to manage peak through-traffic volumes
- Support the enhancement and expansion of alternatives to single-occupant vehicles to improve mobility choices including transit, bicycle and pedestrian facilities *(option: truncate and end with choices)*
- Support 511 Contra Costa's mission to reduce mobile source greenhouse gas emissions
- Support the development and coordination of transportation-oriented Emergency Management Plans among local jurisdictions, regional agencies, and state agencies

The TAC's continued discussion of the Action Plan Tenets revolved around the following:

- Questioned whether there was support for managing gateways, specifically the Martinez/Benicia Bridge (McKenzie) although Ms. Dagang noted the need for the big picture perspective and stated the bridge would facilitate and encourage regional travel through the freeway system which had been incorporated in the second tenet.
- Not necessary to call out gateways (Kuzbari).
- The Benicia Bridge was also a Lifeline route which should be the focus as opposed to a gateway, and there was no desire to confuse the reader and the intent of the tenet (Neustadter).
- Remember who the reader of the document will be (Dutra-Roberts).
- Specificity should be retained in Tenet 4, so remove *(option: truncate and end with choices)* (Cunningham, Kuzbari, Lochirco).

Ms. Dagang commented that other Regional Transportation Planning Committees (RTPCs) called tenets Vision Statements and she asked if the TAC wanted to change the title or retain *tenets*.

Ms. Neustadter supported the use of the term tenets.

After discussion, the TAC confirmed the desire to retain the Action Plan Tenets, as follows:

- Support the planning for and management of the transportation system in coordination with other community interests
- Support the improvement and management of freeway corridors to facilitate regional travel and to encourage interregional travelers to use the freeways and transit network rather than local and arterial streets
- Support traffic management strategies for arterial Regional Routes, including use of signal timing to manage peak through-traffic volumes
- Support the enhancement and expansion of alternatives to single-occupant vehicles to improve mobility choices including transit, bicycle and pedestrian facilities
- Support 511 Contra Costa's mission to reduce mobile source greenhouse gas emissions
- Support the development and coordination of transportation-oriented Emergency Management Plans among local jurisdictions, regional agencies, and state agencies

The **Statements of Goals** that had been modified by the TAC at the special meeting on April 11, 2013 were identified as follows:

- Encourage land use decisions that address the increase of overall traffic demand
- Support an efficient and effective transit system
- Support use of HOV lanes
- Work to improve freeway flow
- Manage arterial traffic flow
- Support the implementation of Complete Streets
- Increase participation in the 511 Contra Costa TDM Program
- Improve bicycle and pedestrian facilities
- Maintain existing transportation system and infrastructure

The TAC's continued discussion of the Statements of Goals revolved around the following:

- Support an "efficient and effective transit system" should be changed to support and "improve" or support and "enhance" (Heitman) although Ms. Dagang noted that was in the tenets but had not been included in the goals.
- Recommended "encourage" the use of HOV lanes as opposed to "support" (Heitman) although Ms. Dagang advised that the first bullet had used "encourage" because it was not something CCTA, Caltrans, or other transportation organizations had control over versus the use of "support" which was meant to imply something that could actually be done. She suggested that efficient and effective was repetitive. Ms. Neustadter supported the term "efficient."

- The TAC decided to *Support the enhancement and expansion of an efficient transit system* and (Kuzbari) suggested that was consistent with line item 19a (which Ms. Neustadter read to the TAC). The use of the term "enhancement" should be emphasized (Kuzbari).
- As to whether that would get people to actually use the system (Dutra-Roberts), Ms. Dagang explained that as a goal it should be broad although (Heitman) suggested that expansion would increase ridership or access to and from.
- As to how HOV [High Occupancy Vehicle) lanes could be supported (Bowron), Ms. Neustadter noted that there was another issue in that HOV lanes might be replaced by HOT [High Occupancy Toll] lanes. Ms. Dagang pointed out that the completion of the HOV system and closing the gaps had been specifically called out in the last Action Plan as important to Central County.
- With respect to HOV lanes (Kuzbari) liked the word "use," and noted there were a number of different ways it could be supported at a policy level. He liked the way it was currently written.

Ms. Neustadter reported that Ross Chittenden would be at the TRANSPAC meeting on May 9 to discuss HOT lanes. She questioned whether the goal should be *Support use of HOV/HOT lanes,* although TAC members had no desire to do that at this time. To Ms. Dagang, she requested that the font size for the Statements of Goals be consistent throughout.

After discussion, the Statements of Goals was modified by the TAC, to read as follows:

- Encourage land use decisions that address the increase **in** overall traffic demand
- Support **the enhancement and expansion of** an **efficient** transit system
- Support use of HOV lanes
- Work to improve freeway flow
- Manage arterial traffic flow
- Support the implementation of Complete Streets
- Increase participation in the 511 Contra Costa TDM Program
- Improve bicycle and pedestrian facilities
- Maintain existing transportation system and infrastructure

With respect to **Routes of Regional Significance (RORS)**, Ms. Dagang reiterated that the slides had been included for reference. She advised that no changes had been made to the existing RORS, and discussions of RORS were being considered by the other RTPCs.

Mr. Kuzbari reported that he had spoken with Paul Reinders, Pittsburg's Traffic Engineer, although they had not gotten a chance to discuss the Bailey Road issue. Even so, he suggested that the City of Concord would not oppose the idea of expanding Bailey Road as an RORS to Clayton Road but needed to be upfront with Concord citizens which could be handled with the Countywide Transportation Plan (CTP) and the environmental review process. He asked Ms. Dagang how that might be done and made clear in the CTP process. He personally did not think they were ready to declare Bailey Road as a RORS in Concord but wanted to maintain good relations with Pittsburg. He proposed to designate Bailey Road as a RORS to Clayton Road and would talk about the MTSOs as part of that.

- On the list show Bailey Road as a potential RORS to be included in the CTP.

Mr. Lochirco referred to Mt. Diablo Boulevard and the suggestion from Lamorinda that a potential designation as a RORS in Lafayette be discussed to connect to downtown Walnut Creek but noted that it was not really one route and he did not know how the neighborhoods would feel making it a RORS designation. Ms. Dagang clarified the discussion as a RORS and not as an intraregional route.

The TAC's continued discussion of RORS revolved around the following:

- Designating Mt. Diablo Boulevard as a RORS had been brought up at a staff meeting when there was neither support nor opposition to such a designation (Cunningham).
- Almost all of Olympic Boulevard was in TRANSPAC's jurisdiction (Lochirco), and Ms. Dagang characterized Mt. Diablo Boulevard as similar to Bailey Road and verified the need to clarify what was being requested by Lamorinda.
- Ms. Neustadter emphasized the need for more information and clarification with respect to intraregional routes or RSS.
- The three-legged portion of Mt. Diablo and Olympic Boulevards became important when there were issues on either side of the freeway (Dutra-Roberts) and Lafayette may see it as a RORS because it gets all the traffic, particularly because of the short cut around the freeway at the intersection of Olympic Boulevard, Mt. Diablo Boulevard, and Pleasant Hill Road. Ms. Dagang emphasized the need to clarify Lafayette's intention.
- Even with that, the designation needed to stop at I-680 and there was no need to go to downtown Walnut Creek (Lochirco). Ms. Dagang suggested that the border of Lamorinda and TRANSPAC might be the issue.
- Ms. Neustadter asked if it made sense operating on the assumption that Lafayette would make it a RORS and that TRANSPAC would make it an RORS on the border to make it consistent, which would actually establish an interregional route. Ms. Dagang suggested that the small piece of Lafayette Boulevard was within the TRANSPAC jurisdiction and Lafayette may be thinking of getting through that area to the freeway, which would fit the definition of a RORS. She would verify the situation since there was no need to identify a bypass.

As to West Leland Road, Mr. Kuzbari commented that it did not affect Concord because it dead ended. He suggested that Pittsburg was looking at the West Leland Road portion that dead ended in Pittsburg at this point. Ms. Dagang stated she would have to find out more information about West Leland Road as well.

With respect to **Multimodal Routes**, Ms. Dutra-Roberts asked if there was a better title for that given that BART was a single mode while the Iron Horse Trail was multimodal, although Ms. Neustadter commented that BART also involved bikes and ped.

- If the BART line was declared a RORS whether an analysis of the BART System would be required if there was a development near the BART line or BART station with the suggestion it would be more relevant to a station than to the line itself (Heitman).

- Ms. Dagang noted that with the MTSOs, the measurement could be something like ridership and there was no intent to spark a broad assessment of BART operations. Rather than calling it a RORS, she recommended designating BART as "other." Ms. Neustadter suggested putting BART on the map to know where it was without designating it as an RORS.
- Regional transit route of BART line to be added to the map but not as a RORS, with a change in title to "Alternative Mode Routes" instead of what had been shown as multimodal routes. Ms. Dagang commented that the only reason to include them was if the routes might want to be included in terms of actions. She suggested it was less about developer impacts than a funding source for a RORS.
- On the discussion of the regional trunk line route, as identified in the Countywide Bike/Ped Plan, recommended the use of the terminology in the plan for consistency purposes; recommended Class 1 only, and Class 2 and 3 only where they closed gaps on the Class 1 network (Cunningham).
- All the open space trails in Walnut Creek were shown as Class 1 and they were not. There were only certain facilities in the open space where bikes were allowed, on access roads, and those were trails and not Class 1 bike trails. A clarification of the map in that regard was requested (Lochirco).

Ms. Heitman had to leave the meeting at this time stating that she would provide written comments to the MTSO standards.

Ms. Dagang asked if it made sense to include the alternative mode routes in the RORS.

- Suggested it made sense in terms of capacity for commute trips to enable jurisdictions to require a developer to build a trail to connect (Kuzbari).
- RSS were not only for the automobile given that some commuted by bicycle (Dutra-Roberts), and Ms. Dagang suggested it be included although it was unknown whether the CCTA Board would accept it.
- Supported separating them out and suggested the more coordination with the transportation plan and the Expenditure Plan to be used for Measure J the more consistencies would be a step in the right direction, and supported less language and fewer tenets to streamline and summarize (McKenzie). Ms. Dagang stated they were looking at MTSOs that were not on the roadway and had more to do with trails that were not on the RORS that would be important to add as opposed to overlaying the entire bike plan.
- Ms. Neustadter noted that if walking down the road it would have to be at least a Class 1 bike map in the document and a label could be identified in the process to identify bicycle routes or bike/ped routes.
- One of the values was to highlight things of importance, things of focus, from a planning or financial standpoint, and gaps would have to be identified to be able to address those issues (Cunningham). Within the concept of the Action Plan, Ms. Dagang asked what would occur if the gap was not on a RORS, to which it was stated it would then become a barrier (McKenzie).
- Whether or not to include the non-motorized equivalent of regional routes, as examples the Iron Horse Trail, the Canal Trail, Delta de Anza Trail and all the Class 1's (Cunningham). Ms. Dagang noted the option to propose to the CCTA whether or not to redefine a RORS.

- Ms. Neustader suggested including the alternative modes and any primary network that relates to bicycles, for example. Ped, probably not, although it might get rolled into a bike and ped trail designation. She would walk away from the RORS nomenclature for alternative routes at this point in time, supported action plans that were helpful and useful, did not want people to get lost in nomenclature, and noted that alternative modes would be ways to get around by bike or ped, "active transportation." She suggested that bus routes needed to be included as well and recommended distilling connection information or referencing ccta.org for its map.
- Questioned including County Connection Express Routes (Bowron).
- Questioned including routes from other areas into Central Contra Costa County since they brought people in (McKenzie), although Ms. Neustadter advised there was an appendix that would list those routes and suggested going as far as possible, within reason.
- Keeping references to existing roadways or infrastructure only noting that a trail was a pavement that could be used, bus routes for the most part were regional bus routes using regional routes, and keep the actual transit route off the map (Hu). Ms. Dagang suggested using it as a supplement, recognizing the unique trails that were significant corridors but were not on roads. She noted that the Iron Horse Trail was something that people traveled through RORS and it was also recreational.
- Ms. Neustadter suggested using information that was readily available but include such things as primary bus routes and primary bicycle routes to show all the modes available in Contra Costa County.

Ms. Dagang referred to MTSOs and questioned how to identify actions and how to measure them. She asked for input as to whether some jumped out noting that some RORS served transit systems and had connections or were part of the bike/ped system.

- Liked the LOS measures which would be appropriate with Complete Streets policies on a local level (Kuzbari).
- Noted that the application was unknown in that there was only one successful application in Santa Cruz at this time (McKenzie).
- Suggested this was the direction that needed to be taken for Complete Streets; a way to measure as opposed to how many streets in Concord were now complete, as an example (Kuzbari). He wanted to document the process of getting Complete Streets constructed. He suggested the methodology was available in the HDM.
- Asked whether person throughput was part of the current methodology (Dutra-Roberts), to which Ms. Dagang suggested it could be but was difficult to measure and noted the restriction of things that existed as opposed to things that were being used. There was a suggestion that person throughput was not much different than vehicle miles traveled (VMT).
- Unclear as to the "connectivity of the bicycle network" and how it would be measured, although he liked bike/ped split (Lochirco). Ms. Dagang stated the question would be whether a project improved bicycle connectivity, filling gaps, and noted that one of the criteria would be consistency with regional plans. She suggested that all the MTSOs were not necessary to retain.

On the continued discussion of MTSOs, Ms. Dagang asked if on-time bus performance was important to Central County.

- The only thing about that was performance based on ridership, not every bus line would have a great headway which would mean the bus ridership would be lower (Lochirco). He referred to CCCTA's adaptive service plan which could change that.
- County Connection had no headway standard now but would have to adopt one by bus mode in the future (Bowron). He suggested it would make no difference here. If including a performance indicator it would be passengers per hour which would dictate whether adding or subtracting service.
- Ms. Neustadter suggested if using one for a bus company that would be the one to use.
- Asked how to implement them and asked about the threshold of significance, what was being measured, and was there control over that (Kuzbari). Ms. Dagang suggested there were different purposes of the measure and the criteria and thresholds for development, and how the actions would move forward and evaluating the plan two to three years from now; would it help to increase transit ridership, bike/ped mode split, passengers per hour, and the like which made sense in the overall picture of prioritizing projects.
- Most of the items on the list were not controlled by the jurisdiction (Lochirco). He asked how a jurisdiction would meet an objective if there was no control over the MTSO. Ms. Dagang suggested it would come down to prioritizing the projects in the CTP.
- Supported bike/ped mode split because that would be easily studied and under the city's control and to the degree to require projects to mitigate TDM programs or something else (Lochirco); suggested there were some successful TDM programs and some unsuccessful and not city sponsored so the tracking to be able to measure would be difficult if not impossible. Ms. Dagang noted that if funding fell miraculously from the sky and there was an opportunity to close the HOV gap on I-680, not all would be development thresholds, and not all would be able to be tracked.
- Ms. Neustadter had great difficulty figuring out what to use as an MTSO because TRANSPAC was not in charge of any of the universes. She referred to the CCCTA, for instance, and the Board of Directors that would make sure it would do everything it could to maintain good service, and TRANSPAC would have to question what it could do to make sure that CCCTA, for example, was doing what it could do to maintain that service. Ms. Dagang suggested that some of the MTSOs on the list could be eliminated to streamline the list.
- Recommended including K-12 walk and bike routes to school given the funding of SR2S programs that would need to be tracked as would the GHG emissions under the Sustainable Communities Strategy (SCS) (Cunningham). Ms. Dagang emphasized the purpose of coming up with MTSOs for RORS to come up with actions; all actions meant to impact RORS. With that in mind, (Cunningham) suggested that would not be the right place but wanted to leave it on for now to bring it to CCTA staff attention and move it to an appropriate slot later.
- Recommended elimination of "transit satisfaction," "average vehicle ridership" (Hu). Ms. Dagang noted that average vehicle ridership clarified the number of people in vehicles although transit passengers, bike and ped were not counted there. She added that data collection counted cars and the number of people in cars to arrive at the drive-alone rate for cars, bike, ped and the like.

- Suggested something like number of bike parking spaces or something that could be identified (Lochirco). He sought accommodations or objectives to expand, enhance, or accommodate such things as casual carpool. Ms. Dagang recommended something such as the number of spaces in park and ride lots.
- Add local, county, regional, such as a local Class 3 segment between Class 1, because the connection could not be made it could become a barrier (McKenzie).
- Or total bike facility mileage; there was a need to expand the network somehow (Lochirco). He suggested a Class 3 share road, "increase overall mileage of bike facilities" on or connecting to RORS and noted that looking at the countywide map many of the bike facilities had been proposed, which would help fill in the gaps.
- With the quantitative component there would also need to be a qualitative description as well (Cunningham). He thought there was a narrative in the CTP about gap closure.
- A MTSO "reduction in bicycle and pedestrian related collisions," the reason why a network is added to be consistent. Concern expressed that an overall majority of collisions were bicycles going the wrong way and referencing collisions would be referring back to that and then an education component would have to be included (Lochirco). Ms. Dagang suggested that there were so many bike networks that while an inclusion may be safer because there were more bicyclists there might be more collisions.
- Suggested that as traffic engineers they could not wholly control accidents (Dutra-Roberts), although those were the reported incidents and not necessarily all incidents (Lochirco). He liked "gap closure for bike network," and increase "total bicycle facility mileage," and asked if sidewalks had been included.
- Referenced a discussion of sidewalks that went round and round for months, his point was that sidewalks were way too fine a grain for facility to try to address in a plan given that they were everywhere and people walked everywhere whether or not there were sidewalks (Cunningham). While he agreed (Lochirco), he noted that MTSOs had been established for every other mode except for ped, and it had been deemed as access (McKenzie) along or over a route which would fall into the concept of Complete Streets where it would have to be designed into the project.
- As a topic, when subtracting out freeways (Lochirco); a number of RORS basically slice through a community and Ygnacio Valley Road slices through north and south; for a pedestrian it would be difficult to get across, and it might not always be about sidewalks but also about access.
- Ms. Neustadter recommended consideration of using the same idea for pedestrian pavement as in the bike MTSO although (Lochirco) stated that it did not have to be RORS but anything to accommodate pedestrian and mobility access easier; suggested making it safer or more accessible by creating a nice wide paved path versus a paved shoulder might attract more users. Ms. Dagang suggested that was important to consider and might also help to define the gap to measure and (Lochirco) noted there were sidewalk gaps as well.
- There were quality differences or multimodal LOS when evaluating whether to make an investment into a particular bike lane or pedestrian sidewalk and how many people would use it and improve the quality; a ride quality, or a pavement index regarding the quality of a facility, which measures a quality of an infrastructure (McKenzie).

- No HDM would be very bad quality, which was how they could measure an improvement project (Kuzbari).
- There was nothing wrong with having that objective in the plan (Lochirco).
- Supported the elimination of “drive-alone rate” and going with the average vehicle ridership (Hu).
- Verified that “drive-alone rate” was a corridor level measure (McKenzie) and noted the activity that would have to take place to measure that rate. Ms. Dagang stated that the drive-alone rate covered all modes; the average vehicle ridership was the only one that looked only at vehicles; and the drive-alone rate would include bicycle use in the calculation. She added that the drive-alone rate was the single occupancy rate of people in vehicles divided by all those in the corridor, and all remained in the calculation.
- Ms. Neustadter asked if Caltrans had any statistics on a county or Central County basis for how many cars were carrying a sufficient number of people (three) to get through the Bay Bridge Toll Plaza; specifically how many people in three plus carpools were going down I-680/SR 24 to San Francisco, and if getting in free would not be counted.
- Suggested that metering could do a better job in the connecting operation than in the mainline operation (McKenzie).

After discussion of the MTSOs, the following were recommended to be considered:

- ➢ Transit Mode Share
- ➢ Multimodal LOS Measures
- ➢ Transit Ridership
- ➢ Transit Passengers Per Revenue Hour
- ➢ Bike/Ped Mode Split
- ➢ HOV Lane Usage
- ➢ Total Bike Facility Mileage (Class 1 and 2, maybe even Class 3)
- ➢ Gap Closure for Bike Network
- ➢ Pedestrian Facilities (such as amount of sidewalk)

The following MTSOs were recommended to be discussed:

- ➢ Average Vehicle Ridership
- ➢ Drive-Alone Rate

The following MTSOs were recommended to be deleted:

- ➢ Transit Satisfaction
- ➢ On-Time Bus Performance
- ➢ Bus Headways

Ms. Dagang reported that she would gather more information for the further discussion of RORS and MTSOs.

3. Adjournment

The meeting was adjourned at 11:31 A.M. The next meeting of the TAC is scheduled for May 23, 2013 at 9:00 A.M. in the Community Room at Pleasant Hill City Hall unless otherwise determined.

CONTRA COSTA
transportation
authority

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

Meeting Date: May 15, 2013

Subject	**Comments on Draft *Plan Bay Area* – MTC's 2013 Regional Transportation Plan (RTP)**
Summary of Issues	The Draft *Plan Bay Area* document was released by MTC on Friday, March 22, 2013, and may be downloaded from MTC's website. Authority staff has prepared comments on the Draft Plan and EIR. Staff seeks authorization to submit comments to MTC on May 16th.
Recommendations	Review draft comment letter and authorize staff to submit it to MTC/ABAG.
Financial Implications	Transportation projects need to be included in the RTP in order to receive future state or federal funding.
Options	Revise the comment letter or withhold comments.
Attachments	**A.** Draft Comment Letter from the Authority to MTC on the Draft 2013 RTP and Draft EIR **B.** Letter dated May 7, 2017 from the City of Pittsburg to MTC stating that the James Donlon Extension Project will be funded entirely from local sources
Changes from Committee	*N/A*

Background

MTC's enabling legislation (as amended) requires that the agency prepare a Regional Transportation Plan (RTP) and update it every four years. To fulfill this requirement, MTC released its Draft 2013 RTP – called *Plan Bay Area* on March 22nd, with comments due by May 16, 2013. The final Plan is scheduled for Commission adoption in July 2013. Staff has prepared a comment letter for the Authority to approve on May 15. If approved, staff will transmit the letter to MTC on May 16th – the last day of the public comment period.

Draft *Plan Bay Area*

The Plan forecasts that the Bay Region's population will grow from 7.1 million in 2010, to 9.3 million in 2040. Furthermore, the region is expected to create 660,000 new housing units, and 1.1 million new jobs by 2040. This robust growth in population, housing and jobs, coupled with a rapidly growing senior population, provides the backdrop for *Plan Bay Area*, which focuses for the first time on establishing a Sustainable Communities Strategy (SCS) that integrates land use and transportation planning. The goal of the SCS is to reduce per-capita greenhouse gas (GHG) emissions from cars and light trucks by 15 percent to meet the targets established through Senate Bill (SB) 375.

The Plan explores providing enough housing so that the region's workers won't have to commute in from outlying counties. It also looks at stretching available revenues through smart investments, increasing economic competitiveness, preserving our natural environment, and helping to ensure a healthy, vibrant region for future generations to come.

Plan Bay Area uses a performance-based approach to decide which projects should be included in a financially-constrained transportation project list, and which land use alternative to select. The performance measures are centered on the three E's – Economy, Environment, and Equity. The Plan exceeds the critical, 15-percent state-mandated indicator, with an 18 percent reduction in per-capita GHG emissions. It also achieves the voluntary goal of housing the region's population, and increasing gross regional product. On other voluntary measures, however, the Plan falls short. The targets for reducing particulate emissions, increasing daily physical activity through walking or biking, increasing non-auto mode share, and improving road pavement conditions on surface streets, are not achieved. In the case of reducing accidents, decreasing the share of distressed lane-miles on state highways, and reducing the share of income consumed by transportation and housing for low-income residents, the Plan moves the needle in the opposite direction from the target.

The gross revenue forecast for the Plan through 2040 is $289 billion, of which 80 percent is already committed to maintaining the region's roadway and transit system. Approximately $57 billion are so-called "discretionary" investments, available for assignment to projects and programs by MTC through *Plan Bay Area*. The Plan invests those discretionary funds through six key strategies: maintaining the system, supporting focused growth, building next generation transit, boosting freeway and transit efficiency, respecting County investment priorities, and protecting the climate.

Plan Bay Area Draft EIR

A Draft Environmental Impact Report (EIR) was released a week following the draft Plan (March 29th). The Alternatives evaluated in the Draft EIR are as follows:

1. **Alternative 1 - No Project:** The No Project alternative consists of two elements: (a) the existing 2010 land uses plus continuation of existing land use policy as defined in adopted general plans, zoning ordinances, etc. from all jurisdictions in the region and (b) the existing 2010 transportation network plus highway, transit, local roadway, bicycle and pedestrian projects that have either already received full funding or are scheduled for full funding and received environmental clearance by May 1, 2011.

2. **Alternative 2 - Proposed Plan:** Alternative 2 is the proposed project analyzed in the EIR. This alternative, which embodies the SCS, assumes a land use development pattern that concentrates future household and job growth into Priority Development Areas (PDAs) identified by local jurisdictions. It pairs this land development pattern with MTC's Preferred Transportation Investment Strategy, which dedicates nearly 90 percent of future revenues to operating and maintaining the existing road and transit system.

3. **Alternative 3 - Transit Priority Focus:** This alternative includes the potential for more efficient land uses in Transit Priority Project (TPP) areas, as defined by SB 375 (Section 21155), and would be developed at higher densities than existing conditions to support high quality transit. The transportation investment strategy in this alternative tests a slightly reduced express lane network that focuses on HOV lane conversions and gap closures, as well as increased funding for the implementation of recommendations from the Comprehensive Operations Analysis of BART and AC Transit above what is included in the Preferred Transportation Investment Strategy. This alternative also includes a Regional Development Fee based on development in areas that generate high levels of vehicle miles travelled, and a higher peak period toll on the San Francisco-Oakland Bay Bridge.

4. **Alternative 4 - Enhanced Network of Communities:** This alternative seeks to provide sufficient housing for all people employed in the Bay Area with no in-commuters from other regions and allows for more dispersed growth patterns than the proposed project, although development is still generally focused around PDAs. The transportation investment strategy is consistent with the Preferred Transportation Investment Strategy, also used in the proposed project, and includes a higher peak period toll on the San Francisco-Oakland Bay Bridge.

5. **Alternative 5 - Environment, Equity and Jobs:** This alternative seeks to maximize affordable housing in opportunity areas in both urban and suburban areas through incentives and housing subsidies. The suburban growth is supported by increased transit service to historically disadvantaged communities and a reduced roadway network. This alternative includes imposing a Vehicle Miles Traveled (VMT) tax and a higher peak period toll on the San Francisco-Oakland Bay Bridge to fund transit operations.

Comments on Plan Bay Area and the Draft EIR

Shown in Attachment A are Authority staff comments on the Plan and the EIR for submittal to MTC and ABAG. Staff's comments span the SCS forecast, affordable housing, transportation investments, and evolving transport. Further comments pertain to the Draft EIR and the alternatives that were studied.

Attachment B is the City of Pittsburg's request to MTC to change the funding status for the James Donlon Extension project from discretionary (state/federal) funding to 100 percent local funding, thereby allowing the project to reside in the RTP's financially-constrained project list without being subject to a performance assessment. Our draft comment letter to MTC conveys this request under "Investments."

Staff seeks Authority approval to transmit comments to MTC and ABAG for consideration in the Final *Plan Bay Area*.

CONTRA COSTA
transportation
authority

May 16, 2013

DRAFT

Steve Heminger
Executive Director
Metropolitan Transportation Commission
101 Eighth Street
Oakland, CA 94607

Ezra Rappport
Executive Director
Association of Bay Area Governments
101 Eighth Street
Oakland, CA 94607

Subject: CCTA Comments on MTC's Draft 2013 Regional Transportation Plan (RTP) and Draft Environmental Impact Report (DEIR)

Dear Mr. Heminger and Mr. Rapport:

The Contra Costa Transportation Authority (CCTA) appreciates the enormous effort that MTC and ABAG have undertaken during the past two years to develop the Draft 2013 RTP (*Plan Bay Area*), which responds to SB 375 through the development of the Bay Region's first Sustainable Communities Strategy (SCS). As one of nine Bay Area Congestion Management Agencies (CMAs), CCTA has enjoyed working with the Bay Area Partnership to help shape the Plan. We especially wish to thank you and your staff for keeping us fully apprised of the development of each chapter of the Plan as it progressed.

We now wish to take this opportunity to offer comments on the Draft RTP and EIR, specifically with regard to the SCS forecast, affordable housing, transportation investments, and evolving transport:

Housing and Jobs Forecast for the SCS

- We appreciate the focus on meeting the SB 375-mandated goal of reducing Greenhouse Gas (GHG) emissions, and then seeking to achieve the other goals contained in the Plan;

- We congratulate MTC and ABAG on developing an SCS that exceeds the 15-percent GHG emissions reduction goal. The housing and jobs forecast used to meet that goal, however, constitutes a significant departure from past trends, and in some cases conflicts significantly with local general plans. We therefore wish to express caution in translating the goal-specific SCS into the ABAG "*Projections*" series forecast (last published in 2009) that the CMAs are required to use in predicting future travel conditions.

- Upon adoption of the final RTP, CCTA looks forward to conducting a careful examination of the land use assumptions for the SCS, to compare the SCS with actual

2999 Oak Road
Suite 100
Walnut Creek
CA 94597
PHONE:
925.256.4700
FAX: 925.256.4701
www.ccta.net

development patterns and projected trends. We will share our findings with you and hope that the forecasts for the next RTP and SCS can be adjusted accordingly.

- We urge that you not use the SCS as the forecast upon which to base our computer travel model and traffic impact studies, because the SCS does not correspond with local General Plans, nor is it required to. By way of example, the distribution of housing and jobs for East Contra Costa is far below the general plan capacities for that subarea of the county. Moreover, a recent uptick in construction permits in far East County may, within the next decade, outstrip the 25-year SCS forecast.

- We hope that MTC and ABAG will carefully track and evaluate actual trends in population, housing, and job growth and compare the results with the adopted SCS forecast. Which of the Priority Development Areas (PDAs) are attracting the level of housing and jobs envisioned in the Plan? This information will be useful in developing future updates to our PDA Investment and Growth Strategy.

Affordable Housing

- While Plan Bay Area clearly lays out the shortfall in resources needed to adequately maintain the region's roadway and transit infrastructure, it is less specific on the nature and magnitude of the subsidy that would be required for the region to provide affordable housing at the levels envisioned in the first eight years of the plan through the Regional Housing Needs Allocation (RHNA) process.

- Constructing an affordable housing unit in the Bay Area requires a subsidy. As a rule of thumb, this subsidy can range of $250,000 to $350,000 per dwelling unit. In Contra Costa, the RHNA requires zoning for 8,327 affordable homes between 2014 and 2022. The subsidy required to build those homes would range from $2.1 to $2.9 billion.

- Similarly, for the region, the draft RHNA requires that cities zone for approximately 76,000 affordable homes. The subsidy required to construct that many affordable homes ranges from $19 to $27 billion. Plan Bay Area should include an estimate of the housing subsidy that would be required to meet the RHNA, and identify potential funding sources that the cities might explore to obtain that funding.

Investments

- CCTA staff have reviewed MTC's projects database, and we support the Preferred Transportation Investment Strategy as reflected in that database.

- We recently received notification from MTC staff that the James Donlon Extension project (MTC Project No. 230233), which was to be partially funded through discretionary (state or federal) funding sources, did not score favorably and therefore would not be included in the Plan unless a compelling case for including it could be presented by the City of Pittsburg and accepted by the MTC Board. As follow-up to our discussions with MTC staff, our present understanding, based upon our discussions with the project sponsor, is that the James Donlon Extension project will be 100 percent locally funded, thereby exempting it from the performance assessment and eliminating the need for a compelling case argument.

Evolving Transport

- Page 125 of the Plan notes that new ridesharing technologies are being deployed in the Bay Region. The sidebar mentions Uber, Lyft, and Sidecar, but it fails to mention Avego – the software program used in the three-county Real-time Ridesharing project funded through MTC's Climate Initiatives Program. Please include mention of the Avego software.

- The autonomous vehicle – driverless cars and transit vehicles – also gets mentioned on page 125. We encourage MTC and ABAG to explore these technologies and to take a leadership role in creating a vision for the future that incorporates vehicle automation.

The following comments pertain to the Draft EIR:

- When the Draft RTP (the Project) is compared to the Alternatives, the difference in impacts and achievement of RTP goals is insignificant (1 to 2 percent) in almost every instance. Given this small difference, we do not agree with the DEIR's conclusion that Alternative 5 is the Environmentally Superior Alternative - there is in fact no material difference. The Project represents the one alternative that is the most vetted and understood by Bay Area residents, the most consistent with local plans, and the most comprehensive in addressing the needs of all modes and users while still environmentally sound and beneficial.

- When compared to the Project, we note that Alternatives 4 and 5 have specific flaws that make it difficult to view them as viable choices from which to choose. Those flaws include:

    - Growth projections that do not appear to be achievable. The projections for Alternative 4 are based upon an assumption that SB 375 requires housing of all Bay Area workers in the 9 counties, and not just that adequate housing be provided for new workers. This Alternative harkens back to the "Initial Vision Scenario" that was developed by MTC and ABAG in 2011, to which CCTA and the other CMAs in the region voiced strong opposition. No other Metropolitan

Planning Organization holds the view that all workers in a region must be housed within that same region, and CCTA does not subscribe to that interpretation of SB 375. In addition, since Regional Housing Needs Assessment (RHNA) allocations have already been drafted and presented to ABAG for adoption, the Alternative's growth assumptions for the early years of the RTP are already undercut, putting even more unrealistic growth pressures on out years of the Project. If ABAG chooses to adopt the growth assumptions in Alternative 4, it would be without the benefit of detailed local review that was conducted for the purposes of the RHNA.

- Assumptions that are inconsistent with SB 375 regarding the loss of local control related to rezoning are embodied in Alternative 5. It assumes that unspecified PDAs in rural and ex-urban areas will be disqualified from upzoning, even though SB 375 expressly denies the region the power to impose a decision of that nature. It also assumes that OneBayArea Grant (OBAG) funding cannot be spent in these PDAs, even though most CMAs have already made OBAG funding obligations that likely include these areas. Finally, the Alternative assumes a VMT tax whose passage cannot reasonably be anticipated in the timeframe proposed. None of these considerations have received the vetting, either at the local or regional level, that the Project alternative received. These factors make Alternative 5 unimplementable, and it should receive no further consideration.

Thank you for this opportunity to comment on the Draft Plan Bay Area and DEIR. CCTA looks forward to working with MTC and ABAG as the new RTP is adopted and implemented.

Sincerely,

DRAFT

Randell H. Iwasaki
Executive Director

File: 13.03.08.06

cc: Bay Area CMA Directors

City of Pittsburg
65 Civic Avenue • Pittsburg, California 94565

May 7, 2013

Honorable James Spering, Chair
MTC Planning Committee
Metropolitan Transportation Commission
101 Eighth Street
Oakland, CA 94607

Honorable Mark Luce, Chair
ABAG Administrative Committee
Association of Bay Area Governments
P.O. Box 2050
Oakland, CA 94607-4756

SUBJECT: Inclusion of the James Donlon Boulevard as a "Committed" Project

Dear Commissioners Spering and Luce:

As part of the development of Plan Bay Area, MTC staff assessed the performance of projects submitted for inclusion in the next Regional Transportation Plan (RTP) for the Bay Area. The assessment identified Project ID # 230233, "James Donlon Boulevard/Expressway (Kirker Pass Road to Somersville Road) + Kirker Pass Road Operational Improvements," with low performance target ratings. MTC and the Contra Costa Transportation Authority (our Congestion Management Agency) have informed the City of Pittsburg that in order for this project to be included in the next financially-constrained RTP, it must either: 1.) make a "compelling case", or 2.) identify the project funding as local sources only (i.e. no federal funding).

The City of Pittsburg currently proposes to fund the James Donlon Boulevard Project entirely through local sources, and therefore should not be required to make a "compelling case" for inclusion in the financially constrained list of projects in the next RTP.

If you have questions or would like to discuss these comments further, please do not hesitate to contact me or my staff.

Sincerely,

Joe Sbranti
City Manager

Cc: Martin Engelmann, Contra Costa Transportation Authority

This Page Intentionally Blank

Email from John Cunningham to Laramie Bowron dated May 13, 2013 regarding: CONTRA COSTA MOBILITY MANAGEMENT PLAN DRAFT – MARCH 1, 2013

Laramie Bowron
Manager of Planning
Central Contra Costa Transit Authority
2477 Arnold Industrial Way
Concord, CA 94520

File: Transportation > Transit > CCCTA-CentralCCTransitAuthority > Correspondence
TRANSPORTATION > Chron

Laramie:

I'm following up on my earlier communications. I realize the deadline was Friday, thank you for accepting these late comments on the subject document:

Page 5: While I realize it is in the summary section, caution is warranted in characterizing (and more importantly implementing) changes in eligibility protocols, even if described as "refined" or intended to "improve the accuracy". Cost controls are achieved more effectively by providing options to clients, and with little chance of discrimination claims. Later on in the document it describes increased options as an intent of the CTSA. How that intent is fulfilled in the "proposed strategy section" should be made much more clear. If you choose to continue to include the changes to the eligibility protocols in the document, **all** of the possible outcomes need to be described to decision makers.

Page 6: All agencies consulted with and/or who participated need to be identified in an appendix. This will be important as implementation proceeds.

Page 6: All comments received on this plan should must be published in an appendix including agency & community input.

Page 7: The membership of the Stakeholders Advisory Committee and attendees at the three summit meetings must be published.

Page 12: OUTREACH & Escort (OUTREACH) in Santa Clara County is described as a "single purpose nonprofit agency". While it may have morphed in to that over the years during the time it took on an increased transportation role it was a multi-purpose nonprofit agency providing services to an array of clients. My purpose in bringing this up is that, as the closest geographic example of a successful CTSA, the OUTREACH model could prove instructive for our decision makers and they should be aware of the background of the agency.

Page 13: Notably absent from the bullet list describing the reasons for successful CTSAs is the ability to attract additional funds not available to governmental entities. This may very well be an *outgrowth* or *characteristic* of one of the listed bullets but that is not clear with an initial read.

Page 14: The CTSA status of OUTREACH, and the conditions placed on OUTREACH by MTC as a part of that designation, should be described.

Page 17: Please provide the basis for the budget recommendations.

Page 21: Please provide the source and the original data regarding outcomes of the different eligibility options and any other quantitative measure, maintenance cost savings, cost per trip, etc.

Page 32: The first paragraph on this page should be revised to be more useful:

- *"The basis for this recommendation is the long-running dialog in the County regarding mobility management activities with little actual implementation resulting."* Shouldn't the findings in the plan be the primary guidance on whether or not to establish a CTSA rather than a undocumented, and I assume, casual ongoing dialog?
- *"That vehicle has now been identified as a CTSA."* This self-fulfilling proclamation might be premature.

Page 32 & 33 I believe the implementation steps would benefit from some additional steps. After CCCTA adoption and concurrent with forwarding the plan to CCTA for consideration, all other affected agencies should adopt or otherwise take a position on the recommendations. At a minimum that should be all of the transit operators in the County. If, in the following steps, an effective steering committee is to be formed, the participants will need to have clear direction from their respective boards.

I am concerned with the focus on Paratransit Inc. as a model in this document. I understand the author has a connection to that entity. However, the utility of the investment of public funds in this study should not be constrained by the personal experience of a single consultant. As I mentioned earlier, OUTREACH in Santa Clara County is the closest geographic CTSA example to Contra Costa. In 2012 OUTREACH has won the Community Transportation Association award for Mobility Management Organization and they have an excellent record of quality of service and cost controls. Please consider further investigation in to the Santa Clara County model as you move ahead.

In addition, as you move ahead, please be aware that FTA will soon release the study, *Accessible Transit Services for All*. This study included a nationwide scan of paratransit properties and will include best practices focusing on cost-effective solutions.

Considering the countywide implications of the study and the fact that CCTA is the primary transportation planning and funding agency in Contra Costa, I support the recommendation that CCTA be involved and invested in this effort as it proceeds.

Thank you for the opportunity to comment.

John

John Cunningham
Senior Transportation Planner
Department of Conservation and Development
30 Muir Road
Martinez, CA 94553

Direct Line: 925-674-7833
Main Transportation Line: 925-674-7209
john.cunningham@dcd.cccounty.us