



**CONTRA COSTA  
TRANSPORTATION AUTHORITY**

**ORDINANCE 06-02**

**AMENDING AND RESTATING THE MEASURE C TRANSPORTATION  
EXPENDITURE PLAN  
TO MAKE NONSUBSTANTIVE CHANGES AND INSERT SPECIFIC  
PROVISIONS MOVED FROM ORDINANCE 88-01**

**AN ORDINANCE** amending the Measure C Transportation Expenditure Plan to make non-substantive changes, conform it to existing conditions, and insert specific provisions moved from Ordinance 88-01.

**WHEREAS**, the Measure C Transportation Expenditure Plan and the Measure C sales tax ordinance (Authority Ordinance 88-01) were adopted by the Authority and approved by the voters of the county on November 8, 1988; and

**WHEREAS**, since 1988 both the Measure C Expenditure Plan and the sales tax ordinance have been amended numerous times to update and modify requirements; and

**WHEREAS**, in connection with the reauthorization and extension of the Measure C sales tax, a new expenditure plan was developed for the expenditure of sales taxes to be generated by the extension of the current sales tax; and

**WHEREAS**, Ordinance 04-02 was adopted by the Authority on May 26, 2004, and was subsequently approved by the voters as Measure J on November 2, 2004, thereby (1) extending the sales tax for a twenty-five year period from April 1, 2009 for the purposes of the new transportation expenditure plan, and (2) modifying Ordinance 88-01, as amended, including the deletion of specified provisions from that ordinance with the intention that they be inserted into the Measure C Expenditure Plan; and

**WHEREAS**, it is in the best interests of the Authority to adopt the Measure C Expenditure Plan through a separate ordinance apart from Ordinance 88-01, modify it to insert the deleted

provisions from Ordinance 88-01 as amended, and to make other non-substantive amendments to the Measure C Expenditure Plan;  
**NOW, THEREFORE, BE IT ORDAINED AS FOLLOWS:**

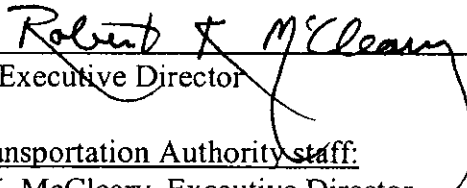
1. The Measure C Transportation Expenditure Plan is amended and restated to read in full as set forth in Attachment A hereto, which Attachment is incorporated by reference herein as if fully set forth.

Passed and adopted by the Contra Costa Transportation Authority on June 21, 2006, by the following vote:

AYES: Abelson, Alegria, Freitas, Hudson, Metcalf, Nix, Pierce, Viramontes  
NOES: None  
ABSENT: Abrams, Gioia, Glover

  
\_\_\_\_\_  
Donald P. Freitas, Chair

This ORDINANCE was entered into at a meeting of the Contra Costa Transportation Authority held on June 21, 2006, in Pleasant Hill, California, and became effective forthwith.

Attest:   
\_\_\_\_\_  
Executive Director

2006 Transportation Authority staff:

Robert K. McCleary, Executive Director  
Paul Maxwell, Chief Deputy Executive Director  
Susan Miller, Director of Projects  
Hisham Noeimi, Senior Engineer  
Amin AbuAmara, Associate Engineer  
Martin Engelmann, Deputy Executive Director, Planning  
Brad Beck, Senior Transportation Planner  
Arielle Bourgart, Director, Government & Community Relations  
David Murray, Chief Financial Officer  
Lorraine Brauer, Information Systems Specialist  
Larry Bieber, Senior Accountant  
Danice Rosenbohm, Executive Secretary  
Ellen Wilson, Administrative Assistant  
Connie Peterson, Administrative Assistant

Stanley Taylor, Nossaman, Guthner, Knox and Elliott, LLP, Authority Counsel



**CONTRA COSTA  
TRANSPORTATION AUTHORITY**

**MEASURE C (1988) TRANSPORTATION EXPENDITURE PLAN  
AND GROWTH MANAGEMENT PROGRAM**

**(Approved by Contra Costa Voters as Measure C on November 8, 1988,  
And As Subsequently Amended by the Authority through June 21, 2006)**

**Originally Prepared by the  
Contra Costa Transportation Partnership Commission, Predecessor of the Authority,  
and adopted by it on August 3, 1988 for Placement on the Ballot**

**MEMBER JURISDICTIONS: Cities of Antioch, Brentwood, Clayton, Concord, El Cerrito, Hercules,  
Lafayette, Martinez, Orinda, Pinole, Pittsburg, Pleasant Hill, Richmond, San Pablo, San Ramon,  
Walnut Creek, Towns of Danville and Moraga, the County of Contra Costa,  
and City of Oakley (incorporated 1999)**

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The following Measure C (1988) Transportation Expenditure Plan and Growth Management Program is the county transportation expenditure plan required by California Public Utilities Code Section 180206 for expenditure of the local transportation sales tax in the County of Contra Costa. The local transportation sales tax is imposed pursuant to Ordinance 88-01, which is the retail transaction and use tax ordinance applicable to the incorporated and the unincorporated territories of the County of Contra Costa. The full text of the Expenditure Plan, as amended through June 21, 2006, is provided on the following pages. The Plan was made effective by passage of Measure C on November 8, 1988, which enacted Ordinance 88-01 and the implementation of a one-half of one percent (0.5%) transportation sales tax for twenty (20) years.

**1988 CONTRA COSTA TRANSPORTATION  
PARTNERSHIP COMMISSION**

The Contra Costa Transportation Partnership Commission, a Transportation Authority under the provisions of Public Utilities Code Section 180000, was created by the Mayors' Conference and the Board of Supervisors in 1988 to provide a countywide forum for transportation issues in Contra Costa and to propose ways to reduce traffic congestion.

**MEMBERSHIP on August 3, 1988:**

**CHAIR:** Ronald K. Mullin

**VICE-CHAIR:** Sunne Wright McPeak

CENTRAL

Ronald K. Mullin, Councilmember, Concord  
(Alternate: Carolyn Bovat, Councilmember, Clayton)  
Ed Skoog, Mayor, Walnut Creek  
(Alternate: Sherry Sterrett, Councilmember, Pleasant Hill)

EAST

Taylor Davis, Councilmember, Pittsburg  
(Alternate: Richard Lettman, Councilmember, Pittsburg)  
Cathryn Freitas, Councilmember, Antioch  
(Alternate: Joel Keller, Mayor, Antioch)

SOUTHWEST

Beverly Lane, Mayor, Danville  
(Alternate: Diane Schinnerer, Mayor, San Ramon)  
Avon Wilson, Vice Mayor, Lafayette  
(Alternate: Don Tatzin, Councilmember, Lafayette)

WEST

Sharon Brown, Mayor, San Pablo  
David MacDiarmid, Councilmember, Richmond

BOARD OF SUPERVISORS

Sunne Wright McPeak, District 4  
(Alternates: Robert I. Schroder, District 3, Tom Powers, District 1, Nancy Fahden, District 2)

Tom Torlakson, District 5  
(Alternates: Robert I. Schroder, District 3, Tom Powers, District 1, Nancy Fahden, District 2)

MAYORS' CONFERENCE

Anna McCarty, Councilmember, Pinole  
(Alternate: Ann Earnest, Councilmember, Hercules)

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# **CONTRA COSTA TRANSPORTATION AUTHORITY**

## **MEASURE C (1988) TRANSPORTATION EXPENDITURE PLAN AND GROWTH MANAGEMENT PROGRAM**

**(As Amended And Restated Through June 21, 2006)**

### **STATEMENT OF PRINCIPLES**

The Contra Costa Transportation Partnership Commission was created by the Mayors' Conference and the Board of Supervisors to provide a countywide forum for transportation issues and to propose ways to reduce traffic congestion.

To achieve this goal, the Transportation Partnership Commission, also established as the Transportation Authority under State Law (SB 142), has established principles to guide its efforts to develop a Countywide Comprehensive Transportation Plan and to develop an Expenditure Plan for a one-half cent retail transactions and use tax measure to be placed before Contra Costa voters in November, 1988.

The Commission's principles are as follows:

1. A balanced transportation network of highways, local streets, public transit, growth management and regional planning are necessary to preserve the quality of life and a healthy viable economy for Contra Costa residents.
2. Public input, through both the Citizens Advisory Committee and the Regional Transportation Planning Committees, is a critical element of a successful comprehensive transportation and growth management process to reduce traffic congestion.
3. State and Federal monies are insufficient to meet Contra Costa's transportation needs. A local retail transactions and use tax increase for transportation improvements is the only funding method available to local jurisdictions.
4. The Transportation Expenditure Plan and Growth Management Program is focused on alleviating existing traffic congestion through funding major regional projects and the establishment of a transportation and growth management process.
5. Transportation planning and growth management are needed to assure that new growth pays for the facilities required to meet the demands resulting from that growth. A cooperative planning process will be established on a countywide basis, while maintaining local authority over land use decisions and the establishment of performance standards, exclusive of operating budgets.
6. A complementary, but separate, ballot measure will provide for the acquisition and preservation of open space.

These principles are the basis of the Expenditure Plan which is presented by the Commission, its Citizen Advisory Committee, Regional Transportation Planning Committees and Technical Staff for approval by local jurisdictions and the voters of Contra Costa.

**MEASURE C (1988) EXPENDITURE PLAN**

**PROJECTS AND PROGRAMS**  
(in 1988 Dollars)

**ALLOCATION**

**HIGHWAYS AND ARTERIALS**

Interstate 680 Corridor	\$100,000,000
North Richmond/Interstate 80 Bypass (Route 93)	70,000,000
Route 4 (east)	80,000,000
Route 4 (west)	45,000,000
Gateway/Lamorinda Traffic Program	19,000,000
Major Arterials - Southwest Region	13,600,000
Camino Pablo (San Pablo Dam Road Corridor)	4,500,000

**TRANSIT**

Rail Extension - from Concord to North Concord and Eastern Contra Costa	178,000,000
Contra Costa Regional Commuterway	46,000,000
BART Parking	5,500,000

**TRAILS**

Regional Bicycle and Pedestrian Trails	3,000,000
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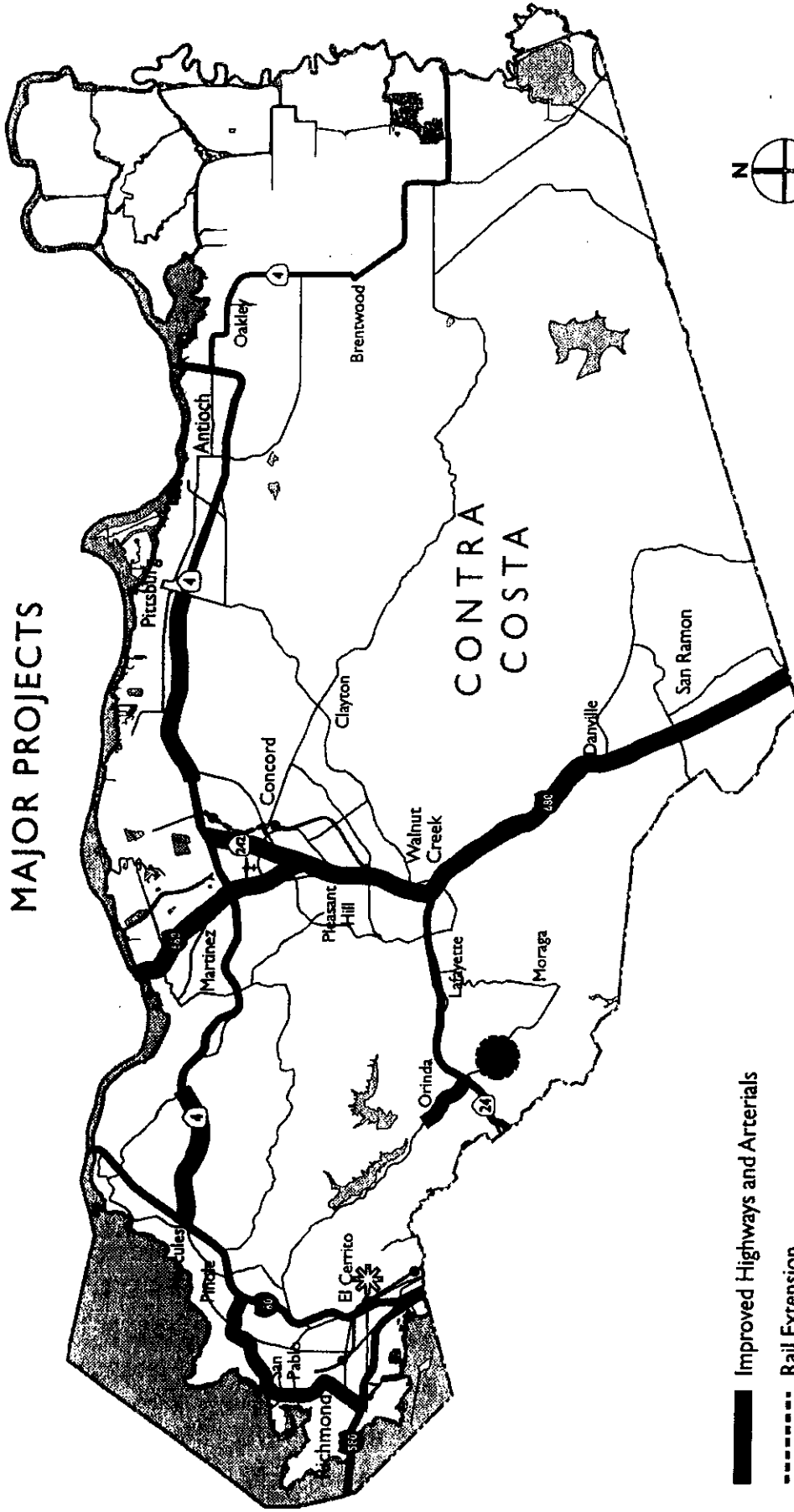
**PROGRAMS**







Elderly and Handicapped Transit Service	25,900,000
Local Street Maintenance and Improvements	155,500,000
Carpools, Vanpools, and Park and Ride Lots	8,600,000
Bus Transit Improvements and Coordination	42,400,000
Regional Transportation Planning and Growth Management	10,000,000

**TOTAL** **\$807,000,000**

# CONTRA COSTA TRANSPORTATION IMPROVEMENT AND GROWTH MANAGEMENT EXPENDITURE PLAN

## MAJOR PROJECTS



-  Improved Highways and Arterials
-  Rail Extension
-  Existing Rail System
-  BART Parking
-  Existing Highways and Arterials
-  Gateway/Lamorinda Traffic Program

Note: Local street, bus transit, trail and regional commuterway improvements not shown.

## MEASURE C (1988) EXPENDITURE PLAN

### PROJECT AND PROGRAM DESCRIPTIONS

#### PROJECTS

**Interstate 680 Corridor:** Widen and improve Interstate 680 between the Alameda County Line and the Benicia-Martinez Bridge, and Route 242 between Route 4 and Interstate 680. Project involves interchange, arterial and access improvements necessary to supplement already funded improvements. On Interstate 680, the project includes, but is not limited to, interchange improvements at Concord Avenue, Willow Pass Road, and North Main Street; auxiliary lanes between El Cerro Boulevard and Bollinger Canyon Rd; and the Fostoria Overcrossing. On Route 242, the project includes, but is not limited to, interchange improvements at Solano Way, Concord Avenue, and Clayton Road. The Authority may loan funds to the State to speed completion of already funded improvements to Interstate 680.

For the I-680 Corridor project, the central county Regional Transportation Planning Committee (TRANSPAC) may use up to \$20 million of I-680 central county funds for improvements to arterials. TRANSPAC will determine the programming of these funds.

**North Richmond/Interstate 80 Bypass (Route 93):** Complete an expressway between Interstate 580 (the Knox Freeway) near the Richmond-San Rafael Bridge and Interstate 80 at a new Atlas Road interchange near Hilltop.

**Route 4 (east):** Widen and improve Route 4 between Willow Pass Road in Concord to at least Railroad Avenue in Pittsburg. Project includes freeway widening, lowering the grade over the Willow Pass, and interchange improvements at various locations.

**Route 4 (west):** Widen and improve Route 4 to a full freeway between Interstate 80 and Cummings Skyway. Project includes reconstruction of the Route 4/Interstate 80 interchange.

**Gateway/Lamorinda Traffic Program:** Identify actions/measures to mitigate the traffic density between Highway 24 and the Town of Moraga including cost benefit analysis. Implementation of preferred project alternative (Lamorinda cities to jointly review and establish criteria for project implementation).

**Major Arterials - Southwest Region:** Improve major arterials as jointly determined by the local jurisdictions of the Southwest Region (Danville, Lafayette, Moraga, Orinda, San Ramon, and the County for unincorporated areas). It is the intent of the Authority that local jurisdictions give priority to the following projects: Widen San Ramon Valley Boulevard from Hartz to Alcosta; widen Dougherty Road from the County line to Crow Canyon Road; widen Crow Canyon Road from the County line to Bollinger Canyon Road; widen eastbound Route 24 off-ramp at Brookwood and upgrade signals; and improve the St. Marys Road-Glenside Drive-Reliez Station Road corridor.

The Southwest Regional Transportation Planning Committee will determine the financial programming of the Major Arterials – Southwest Region Project.

**Camino Pablo (San Pablo Dam Road Corridor):** Improve and realign Camino Pablo in Orinda as a two-lane roadway with protected left turn lanes and separated pedestrian and bicycle paths.

**Rail extension from Concord to North Concord and Eastern Contra Costa:** Extend rail transit (BART or light rail) from the Concord BART Station to North Concord and over the Willow Pass Grade to eastern Contra Costa.

**Contra Costa Regional Commuterway:** Develop bus/van commute lanes connecting the residential areas of eastern and central Contra Costa with job centers in central and southern Contra Costa. The project will use available rights-of-way and planned highway widening along the Route 4 and Interstate 680 corridors. Project shall use the Interstate 680 right-of-way in southern Contra Costa. Development of the project shall be sensitive to adjacent land uses, including a study of route realignment in Walnut Creek as part of mitigation of impacts. Project includes constructing park and ride lots, including those at Sycamore Valley and Bollinger Canyon Roads. Project also includes planning and right-of-way preservation for future connections to western Contra Costa.

**BART Parking:** Provide funding for additional parking at BART stations in El Cerrito and Richmond, and at the Hercules BART park and ride/transit center. Replacement parking to accommodate transit-oriented development at Richmond BART station is also eligible. The Authority shall work with BART and the affected local jurisdiction(s) to speed completion of already funded BART parking projects and to fund parking as specified at other BART stations and Park and Ride lots/transit centers.

**Regional Bicycle and Pedestrian Trails:** Complete regional bicycle and pedestrian trails including the Iron Horse Trail in the San Ramon Valley, central Contra Costa trails, and connections to eastern Contra Costa and the Martinez Shoreline Park.

**Caldecott Tunnel:** The Authority shall make every effort to secure State and/or federal funds to increase the capacity of the Caldecott Tunnel. The Authority shall work with other affected jurisdictions, particularly Alameda County and the City of Oakland to assist this effort. The Authority may, subject to the provisions of this Ordinance, loan funds to the State of California to commence the preliminary engineering for this project.

## PROGRAMS

**Elderly and Handicapped Transit Service:** Improve paratransit service for elderly and handicapped persons, including additional service and new vehicles.

These funds are intended to improve paratransit service for elderly and handicapped persons, including additional service and new vehicles. To stabilize the resources available for this program, the Authority may manage funds allocated for this program on a trust fund basis.

The Paratransit Coordinating Council shall develop a capital and operating plan for Authority approval prior to the allocation of any funds pursuant to this Ordinance. Only eligible recipients of Transportation Development Act 4.5 funds are eligible to receive retail transaction and use tax funds from the Authority.

**Local Street Maintenance and Improvements:** Provided that the Authority finds a local jurisdiction in compliance with the Growth Management Program, the jurisdiction will receive its share of eighteen percent of the annual retail transactions and use sales tax revenue received from the State Board of Equalization, distributed annually on a formula basis, for local, subregional and regional transportation projects, including for streets and road maintenance, transit improvements, and to meet the administrative requirements of the Growth Management Program as determined individually by the cities, towns and the county. It is the intent of the Authority that local jurisdictions give priority to using these funds for improving major arterial streets.

Available funds will be allocated annually to eligible jurisdictions as follows:

1. Each jurisdiction will receive a basic allocation of \$50,000, and the remaining funds will be allocated to jurisdictions by formula based fifty percent (50%) on the ratio of its current population and fifty percent (50%) on the ratio of its maintained streets and roads mileage to the respective totals for all Contra Costa jurisdictions.
2. Population figures used shall be the most current figures available from the Department of Finance. Road mileage figures shall be the most current figures from the State Controller's Annual Report of Financial Transactions for Streets and Roads.
3. Any new incorporation or annexation that takes place after July 1 of any fiscal year shall be incorporated into the formula beginning with the subsequent fiscal year, providing there is full compliance with all other sections of this Ordinance. The Association of Bay Area Governments' population estimates of such new incorporation or annexations shall be used until such time as Department of Finance population estimates are available.

**Carpools, Vanpools, and Park and Ride Lots:** Provide funds to promote use of these commute alternatives to be allocated on a grant basis.

These funds are to be used to provide and promote use of commute alternatives. On a grant basis, the Authority shall annually allocate one percent of the net retail transactions and use sales tax revenues received from the State to this program. Local jurisdictions and transit operators are eligible to seek funds from the grant program.

**Bus Transit Improvements and Coordination:** Provide funds to increase ridership, efficiency, and coordination among the transit agencies. The Authority shall allocate funds on a grant basis to support coordinated service proposals submitted by the transit agencies. Service proposals shall focus on major commute corridors such as Ygnacio Valley Road.

A plan for the implementation of transportation improvements in the Ygnacio Valley Road corridor shall be developed by the Central Contra Costa Transit Authority, in cooperation with the City of Walnut Creek.

In order to receive funds under this category, bus operators and the Authority staff are to develop a coordinated program for submission to the Authority. This program should encompass all areas of the county, should involve affected jurisdictions, should focus on major commute corridors, and should work to provide a viable alternative to the single-occupant vehicle for intra-county travel.

Projects funded through the Bus Transit Improvement and Coordination program shall include, but are not limited to transit services:

- a. designed to improve regional (defined by the Authority) travel and coordination among eligible transit operators to strengthen the linkages between transit service areas and linkages to rail stations in the county;
- b. along major commute corridors, such as Ygnacio Valley Road and Interstate 80, to assist in relieving peak-period traffic congestion;
- c. that assist in alleviating traffic during major highway construction projects; and
- d. that focus on linkages between residential areas and job centers.

Projects, prior to approval by the Authority, must be endorsed by the respective transit operator's governing boards and be included in the respective operator's annual operating plans. All projects shall be subject to a public participation process and a financial capacity analysis as required by the Federal Transit Administration (FTA).

Projects submitted under the Bus Improvement and Coordination Program will be evaluated and reviewed by a Transit Council comprised of the General Managers (or his/her designated representative) of the eligible applicants (AC Transit, Central Contra Costa Transit Authority, Eastern Contra Costa Transit Authority, and Western Contra Costa Transit Authority) and the San Francisco Bay Area Rapid Transit District as an ex officio member, and the Authority Executive Director or his/her designated representative. On an annual basis, this Transit Council will compile a recommended Coordinated Transit Proposal consisting of the selected projects for Authority and respective policy Board approval.

The Authority shall assist with technical support to develop, coordinate, and review the Transit Council's Coordinated Service Proposal.

The Transit Council shall develop its administrative procedures, subject to approval by all eligible operators' governing boards and the Authority. The Transit Council in conjunction with the Authority shall be responsible for the development of evaluation criteria regarding the continued funding of projects, on a project-by-project basis. Criteria may include:

- Farebox Recovery Ratio
- Passenger Boarding per Revenue Vehicle Hour
- Operating Cost per Revenue Vehicle
- Constrained Increases in Operating Costs
- Transportation Development Act Standard Performance Indicators
- Cost per Revenue Vehicle Mile
- Cost per Trip
- Vehicle Hours per Employee
- Trips per Revenue Vehicle Hour
- Trips per Revenue Vehicle Mile

Measure C (1988) Transportation Expenditure Plan  
June 21, 2006

These funds:

1. must be spent to alleviate traffic congestion in Contra Costa;
2. must be for the purchase and operation of transit vehicles;
3. must be used for operations, maintenance, and capital programs; and
4. assist the operators in the implementation of developed plans.

Bus operators are responsible for funding their service commitments at the end of the period of this tax. Bus operators are required to seek all funds available to support operations.

**Regional Transportation Planning and Growth Management:** Develop a countywide Comprehensive Transportation Plan and computer model and update the Plan every four years, provide technical support for the Regional Transportation Planning Committees, and conduct transportation and growth management studies. The Authority shall annually budget a percentage of the net tax revenue for regional transportation and growth management purposes.

The Authority shall provide a forum for the discussion and resolution of countywide transportation planning and related issues.

The Authority, through the retail transactions and use tax and any other available funds, shall support the planning efforts of the Regional Transportation Planning Committees established under the Authority and shall support efforts to develop and maintain an ongoing planning process with the cities and the county through the funding and development of a Comprehensive Transportation Plan.

The Authority shall coordinate its efforts with all appropriate and affected agencies in order to assure that retail transaction and use tax and other funds are used effectively to develop and implement a comprehensive transportation planning process in cooperation with the cities and the County.

Regional transportation planning may also include studies of major new transportation facilities and programs.

**MEASURE C (1988) EXPENDITURE PLAN:**

**GROWTH MANAGEMENT PROGRAM**

To Be Met By Local Jurisdictions For Receipt Of  
Local Street Maintenance and Improvements Funding  
(Through FY 2008-09)

**INTRODUCTION**

The overall goal of the Growth Management Program is to achieve a cooperative process for Growth Management on a countywide basis, while maintaining local authority over land use decisions and the establishment of performance standards.

The transportation retail transaction and use tax is intended to alleviate existing major regional transportation problems. Growth management is needed to assure that future residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.

It is the intent of the Transportation Authority to create a process that results in the maintenance of the quality of life in Contra Costa.

**LOCAL STREET MAINTENANCE AND IMPROVEMENTS**

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

**ALLOCATION OF FUNDS**

The Authority will review and annually allocate funds to cities and the county. In allocating funds, the Authority shall make findings based on a the most recent statement of compliance submitted by each city and county regarding the Growth Management Program. Each jurisdiction shall biennially prepare and file, in accordance with policies and procedures adopted by the Authority, a statement of compliance or checklist.

In order to receive local street maintenance and improvement funds from the Authority, each jurisdiction shall biennially submit a statement of compliance with the Growth Management Program. Jurisdictions may use funds allocated under this provision to comply with these administrative requirements. The Authority will review this statement and make findings regarding the jurisdiction's efforts. If the jurisdiction's efforts are found satisfactory, the jurisdiction will be allocated its share of local street maintenance and improvement funding annually over a two-year period.

Because of the great variation among the jurisdictions, it is expected that the Authority will need some flexibility in determining compliance with the Growth Management Program. Generally, this flexibility

may take the form of the Authority setting deadlines for achieving one or more requirements as a condition of receiving local street maintenance and improvement funds. After expiration of any applicable compliance deadlines, a non-complying local jurisdiction's local street maintenance and improvements funds shall revert to the Authority for allocation to projects contained in the Expenditure Plan which are not fully funded and which are of broader regional significance.

### **GROWTH MANAGEMENT PROGRAM**

To receive its local street maintenance and improvement funds, each jurisdiction must:

#### **1. ADOPT A GROWTH MANAGEMENT ELEMENT**

Each jurisdiction is to develop a Growth Management Element of its General Plan to be applied in the development review process. The element must include sections 2 and 3 below, and jurisdictions must comply with sections 4-8 below. The Authority and the Regional Transportation Planning Committees shall jointly prepare a model element and administrative procedures to guide the local jurisdictions. Local jurisdictions shall develop their Growth Management Element within one year after receipt of the Authority's model element.

#### **2. ADOPT TRAFFIC LEVEL OF SERVICE (LOS) STANDARDS keyed to types of land use:**

<u>Rural</u>	LOS low-C (70 to 74) Volume to Capacity (V/C)
<u>Semi-Rural</u>	LOS high-C (75 to 79) V/C
<u>Suburban</u>	LOS low-D (80 to 84) V/C
<u>Urban</u>	LOS high-D (85 to 89) V/C
<u>Central Business District</u>	LOS low-E (90 to 94) V/C

Based on the categories established above, each jurisdiction shall determine how the Traffic Service standards are to be applied to their General Plan land use and circulation elements, and the land areas to be defined as Rural, Semi-Rural, Suburban, Urban, and Central Business District (as suggested in the Guidelines in Appendix A). Each jurisdiction shall comply with the adopted standards. Jurisdictions may adopt more stringent standards without penalty.

Level of Service (LOS) would be measured by Circular 212 or the method described in the most commonly used version of the Highway Capacity Manual. Any issues with respect to the application of the Highway Capacity Manual or measurement of level of service shall be referred to the Authority's Technical Coordinating Committee for review and recommendation to the Authority. In the event that an intersection(s) exceeds the applicable Traffic Service standard, the Authority shall, jointly with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.

Any intersection that presently exceeds the Traffic Service standard and that will be brought into compliance in the most current Five Year Capital Improvement Program (see Section 6) shall be considered to be in compliance with the applicable standard.

The Authority, jointly with affected local jurisdictions, shall determine and periodically review the application of Traffic Service Standards on routes of regional significance. The review will take into

account traffic originating outside of the county or jurisdiction, and environmental and financial considerations. Local jurisdictions, through the forum provided by the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts. (See Section 5)

Capital projects necessary to meet and/or maintain the Traffic Service standards are to be included in the required Five Year Capital Improvement Program. (See Section 6)

3. **ADOPT PERFORMANCE STANDARDS**, maintained through capital projects, for the following items, based on local criteria:

- a. fire
- b. police
- c. parks
- d. sanitary facilities
- e. water
- f. flood control

Jurisdictions may have already adopted performance standards for some or all of these items.

Performance standards shall be adopted for inclusion in each local jurisdiction's General Plan. Each jurisdiction shall comply with the adopted standards. The Performance Standards should take into account fiscal constraints, and how the standards are to be applied in each jurisdiction's development review process. To ensure the continued applicability of these standards, each jurisdiction may annually review and modify their adopted standards, in consultation with special districts where appropriate, and provide an opportunity for public comment.

Capital projects, exclusive of operating budgets, to achieve and/or maintain Performance Standards are to be included in the required Five Year Capital Improvement Program. (See Section 6)

If a state law is passed in the future that prevents local jurisdictions from establishing standards for any of the six (6) Growth Management Performance Standards in the Authority's Growth Management Program, the Authority may elect to delete or modify the requirements for that Performance Standard.

4. **ADOPT A DEVELOPMENT MITIGATION PROGRAM** to ensure that new growth is paying its share of the costs associated with that growth.

Local jurisdictions, for the most part, already impose fees for a variety of purposes including site specific traffic improvements. Only a few jurisdictions impose fees for regional traffic mitigation.

To meet the requirements of this Section, each jurisdiction shall:

- 1) Ensure that revenue provided from this measure shall not be used to replace private developer funding that has been or will be committed for any project.
- 2) Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development.

In addition, the Authority shall:

- 1) Develop a program of regional traffic mitigation fees, assessments or other mitigations, as appropriate, to fund regional and subregional transportation projects, as determined in the Comprehensive Transportation Plan of the Authority.
- 2) Consider such issues as jobs/housing balance, carpool and vanpool programs and proximity to transit service in the establishment of the regional traffic mitigation program.
- 3) The development mitigation program will be implemented with the participation and concurrence of local jurisdictions in determining the most feasible methods of mitigating regional traffic impacts. Existing regional traffic impact fees shall be taken into account by the Authority.

5. **PARTICIPATE IN A COOPERATIVE, MULTI-JURISDICTIONAL PLANNING PROCESS TO REDUCE CUMULATIVE REGIONAL TRAFFIC IMPACTS OF DEVELOPMENT.**

The Authority shall establish a forum for jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees, and be supported by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall participate.

As part of this process, a uniform database on traffic impacts will be created, based on the countywide transportation computer model.

Use of the countywide transportation computer model provides an opportunity to test General Plan(s) transportation and land use alternatives, and to assist cities and the county in determining the impact of major development projects proposed for General Plan Amendments. This would provide a quantitative basis for inter-jurisdictional negotiation to mitigate cumulative regional traffic impacts.

Input for the model shall include each jurisdiction's Five Year Capital Improvement Program of transportation projects (see Section 6) and the projects of federal, state and regional agencies such as Caltrans, transit operators, the Metropolitan Transportation Commission, etc. In addition, the computer model database will include each local jurisdiction's anticipated land use development projects expected to be constructed within the next five years.

6. **DEVELOP A FIVE YEAR CAPITAL IMPROVEMENT PROGRAM** to meet and/or maintain Traffic Service and Performance Standards (defined in Sections 2 and 3).

Each jurisdiction shall determine the capital projects needed to meet and/or maintain both its adopted Traffic Service and Performance Standards. Capital financial programming will be based on development to be constructed during (at a minimum) the following five-year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.

**7. ADDRESS HOUSING OPTIONS AND JOB OPPORTUNITIES**

As part of its Five Year Capital Improvement Program and pursuant to the state mandated housing element of its General Plan, each jurisdiction shall develop an implementation program that creates housing opportunities for all income levels.

Each jurisdiction shall also address land use information as it relates to transportation demand as well as a discussion of each jurisdiction's efforts to address housing options and job opportunities on a city, subregional and countywide basis.

**8. ADOPT A TRANSPORTATION SYSTEMS MANAGEMENT (TSM) ORDINANCE, RESOLUTION OR ALTERNATIVE MITIGATION.**

To promote carpools, vanpools and park and ride lots, the Transportation Authority will draft and adopt a Model Transportation Systems Management Ordinance for use by local jurisdictions in developing local ordinances or resolutions for adoption and implementation. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of adopting such ordinance or resolution.

## **MEASURE C (1988) EXPENDITURE PLAN**

### **GROWTH MANAGEMENT PROGRAM APPENDIX A**

#### **INFORMATION ON LAND USE DEFINITIONS**

These definitions are for information and guidance and are subject to local jurisdictions' determination in the application of Traffic Service Standards.

#### **RURAL**

Rural areas are defined as generally those parts of the jurisdiction that have been designated in the General Plan for agricultural or open space uses and which are characterized by medium to very large parcel sizes (10 acres to several thousand acres). These areas have very low population densities, usually no more than 1 person per acre or 500 people per square mile.

#### **SEMI-RURAL**

Semi-Rural areas are defined as generally those parts of the jurisdiction that are designated in the General Plan for agricultural, open space or very low density residential uses, with predominant parcel sizes down to as small as 2 to 3 acres. These areas may support viable agricultural operations, but the operations generally occur on small to medium sized lots. The areas are also characterized by clusters of farm housing or very low density "ranchette" development. The population densities in these areas usually range between 500 to 1,000 persons per square mile (1.0 to 1.5 persons per acre).

#### **SUBURBAN**

Suburban areas are defined as generally those parts of the jurisdiction that are designated in the General Plan for low and medium density single family homes; low density multiple family residences; low density neighborhood and community oriented commercial/industrial uses; and other accompanying uses. Individual structures in suburban areas are generally less than 3 stories in height and residential lots vary from about 6,000 square feet up to 2 or 3 acres. Population densities in suburban areas fall within a wide range, from about 1,000 to 7,500 persons per square mile (1.5 to 12.0 people per acre).

#### **URBAN**

Urban areas are defined as generally those parts of the jurisdiction that are designated in the General Plan primarily for multiple family housing, with smaller areas designated for high density single family homes; low to moderate density commercial/industrial uses; and many other accompanying uses. Urban areas usually include clusters of residential buildings (apartments and condominiums) up to three or four stories in height and single family homes on relatively small lots. Many commercial strips along major arterial roads are considered urban areas.

Examples of urban areas in Contra Costa County are the older neighborhoods in Richmond, El Cerrito, Pittsburg, and Antioch and the downtown commercial districts in smaller cities such as Martinez, Danville, and Lafayette. Population densities in urban areas are usually at least 7,500 persons per square mile (12.0 people per acre). Employment densities in commercial areas may range up to about 15 jobs per acre.

#### CENTRAL BUSINESS DISTRICT/MAJOR COMMERCIAL CENTER

Central business districts or major commercial centers are defined as those areas designated in the General Plan for high density commercial and residential uses. They consist of either the downtown area of a major city (Concord, Walnut Creek, Richmond, and the Pleasant Hill BART station area) or a large business park (such as Bishop Ranch). These areas are characterized by large concentrations of jobs and consist of clusters of buildings four stories or more in height. CBD's or major commercial centers generally have high employment densities.

#### ROUTES OF REGIONAL SIGNIFICANCE

Routes of regional significance are generally those that serve travel across Contra Costa County (for example, eastern Contra Costa to central Contra Costa), or between Contra Costa County and adjacent counties. Examples of routes of regional significance include: the Interstate and State Highway systems, Ygnacio Valley Road, Treat Boulevard, San Pablo Avenue, San Pablo Dam Road, Lone Tree Way, etc.

PASSED AND ADOPTED by the Contra Costa Transportation Partnership Commission, the 3rd day of August, 1988 by the following vote:

AYES: Sharon Brown, Taylor Davis, Cathryn Freitas, Beverly Lane, David Mac Diarmid, Anna McCarty, Sunne Wright McPeak, Ed Skoog, Tom Torlakson, Avon Wilson, and Ronald K. Mullin, Chair

NOES: None

ABSENT: None

/s/ Ronald K. Mullin

Chair

August 3, 1988

Date

*The Program has been subsequently amended by Ordinances of the Contra Costa Transportation Authority as follows:*

*Ordinance 89-01, February 15, 1989  
Ordinance 92-01, March 18, 1992  
Ordinance 94-01, June 15, 1994  
Ordinance 94-02, October 19, 1994  
Ordinance 96-02, December 18, 1996  
Ordinance 97-02, March 19, 1997  
Ordinance 01-01, January 17, 2001  
Ordinance 04-02, May 26, 2004  
Ordinance 05-01, June 15, 2005  
Ordinance 06-01, June 21, 2006*

## ACKNOWLEDGEMENTS

### 1988 TRANSPORTATION PARTNERSHIP ADVISORY COMMITTEE

The following members of the 1988 Transportation Partnership Advisory Committee assisted in the development of the 1988 Measure C Contra Costa Transportation Improvement and Growth Management Expenditure Plan.

**CHAIR:** Byron Campbell

Louise Aiello (County Planning Commissioner)  
Frank Baker (Paratransit Coordinating Council)  
Guy Bjerke (Chambers of Commerce)  
Ron Berkhimer (Contra Costa Taxpayers Association)  
    Alternate: Don Christen  
Byron Campbell, Chair (Residents for a Better Contra Costa)  
    Alternate: Colleen Coll  
Ernestine DeFalco (League of Women Voters)  
    Alternate: Nancy Oswald  
Ed Dimmick (Citizens for a Better Walnut Creek)  
    Alternate: Peggy Cappiali  
Bob Doyle (Save Mt. Diablo)  
    Alternate: Mike Gleason  
Joseph Duarte (Farm Bureau)  
Mark Evanoff (People for Open Space)  
    Alternate: Kent Fickett  
Lou Ferrero (Contra Costa Office on Aging)  
    Alternate: Roberta Lumb  
Kevin Garrett (City of Hercules)  
Gary Gibbs (Coalition of Labor and Business)  
Peter N. Hellmann (Building Industry Association)  
    Alternate: Rich Jensen  
Darlyne Houk (Contra Costa Board of Realtors)  
    Alternate: Roy McKinney  
Neal Johnson (Western Contra Costa Transportation Advisory Committee)  
Sarge Littlehale (Southwest Regional Planning Committee)  
    Alternate: William C. Rust, Jr.  
Steve Ohmsted (East County BART Coalition/Highway 4 Task Force)  
Peter Oswald (Contra Costa Council)  
    Alternate: Darryl A. Foreman  
Steve Roberti (Central Labor Council)  
    Alternate: John A. Matheis  
Phyllis Roff (TRANSPAC)  
Keith Samson (Industrial Association)  
Laura Selfridge (Sierra Club)

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Alternate: Michele Perrault  
Tim Tinnes (Organization to Save Our Communities)  
Alternate: Bruce Benzler  
Brian Way (Oakley Municipal Advisory Council/TRANSPLAN)  
Alternate: Richard Dillon

### **1988 TECHNICAL COORDINATING COMMITTEE**

The following members of the Technical Coordinating Committee assisted in the development of the Contra Costa Transportation Improvement and Growth Management Expenditure Plan.

**CHAIR:** Stanford Davis, Public Works Department, City of Antioch

Phil Agostini, Public Works Department, City of San Ramon  
Stanford Davis, Chair, Public Works Director, City of Antioch  
Tony Donato, City Manager, City of Pittsburg  
Anne Drew, Transit Manager, Eastern Contra Costa County Transit Authority (Tri-Delta Transit)  
Hilmer A. Forsen, Senior Transportation Engineer, State Department of Transportation District 4 (Caltrans)  
Dale Fousel, Access Coordinator, Bay Area Rapid Transit District  
Al Jelton, Public Works Department, City of Richmond  
Roy Parker, Dean Howland, Public Works Department, City of Concord  
Frank Kennedy, City-County Engineer's Liaison, City Engineer, City of Walnut Creek  
Doug Kimsey, Assistant Transportation Planner, Metropolitan Transportation Commission  
Steve Lake, Public Works Director, City of Danville  
Don Larson, AC Transit  
Alternate: Peter Tannen  
Marilyn Leuck, City Manager, City of Hercules  
Barbara A. Neustadter, Commission Executive Staff  
Alternate: Robert Chung  
Jim Robinson, City Manager, City of San Ramon  
Ron Serviss, Transit Manager, West Contra Costa Transit Authority  
Maurice Shiu, Assistant Public Works Director, Contra Costa County  
Alternate: Robert Faraone  
John Sindzinski, Contra Costa County Transit Authority  
Alternate: Mallory Nestor  
Mike Uberaga, City Manager, City of Concord

### **1988 PARTNERSHIP COMMISSION STAFF**

Original Commission Staff members supporting the effort that lead to the passage of Measure C in 1988 were loaned to the Commission by Contra Costa County and the City of Concord to assist in the development of the Transportation Improvement and Growth Management Program.

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Barbara A. Neustadter, Executive Staff, County  
Robert Chung, Senior Staff, County  
Gregory R. Gleichman, Senior Staff, County  
Laurel Weil, Commission Counsel, Concord  
Diane S. Page, Secretary, County

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