



SMART/SACMOVES POLICY FRAMEWORK  
FOR THE SACRAMENTO TRANSPORTATION  
AUTHORITY'S DRAFT 2020 TRANSPORTATION  
EXPENDITURE PLAN



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SMART/SacMoves Coalition

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# SMART/SACMOVES POLICY FRAMEWORK FOR THE SACRAMENTO TRANSPORTATION AUTHORITY'S (STA) DRAFT 2020 TRANSPORTATION EXPENDITURE PLAN

## VISION

Sacramento County should have an innovative, seamless and diversified transportation network that offers a wide range of accessible, affordable and efficient mobility choices coupled with supportive land uses. The County's transportation system should strengthen and diversify our economy, improve our air quality, and reduce carbon emissions and vehicle miles traveled by minimizing single occupancy vehicle trips, expanding and improving public transit and shared mobility services and providing safe access for bicyclists and pedestrians. All community members, particularly from marginalized communities, should have access to sustainable and affordable mobility options that facilitate positive community outcomes for public health and safety, livability and economic vitality. In short, virtually all Sacramento County residents should have the option of living and working within walking distance or a transit stop from everything they need.

## GUIDING PRINCIPLES

**Fix it First.** Priority funding should go to projects and programs that improve existing local roadway conditions for motorists, cyclists, and pedestrians, expand mobility options for all County residents, businesses, and visitors, and maximize previous investment by supporting a more efficient transportation system that better connects the existing network to development along commercial and transit corridors in urban areas and along main streets in rural areas. Keeping the existing network in working condition is necessary to accommodate all modes of transportation. Whenever possible, roadways that were not designed as complete streets should be upgraded to incorporate advanced technology, and include additional complete streets features and measures that improve network safety and quality. The TEP should prioritize funding those projects with the following qualities: consistency with complete streets policy; roadways that serve transit (e.g., bus routes) and areas that can support transit-oriented and higher density development; improved mobility for disadvantaged neighborhoods; integrated features that increase the quality of the network and provide urban greening as feasible, such as providing adequate space for tree planting and landscaping

or shade structures; integration of the capacity and benefits of all modes, including highways, rail, transit, streets and roads, and active transportation.

**Improve Transit.** Priority funding should go to projects and programs that make bus, light rail, and passenger train rides faster, safer, cleaner, more convenient, more frequent, more reliable, and more affordable. Sacramento Regional Transit (SacRT) and other rail and transit operators should receive more funding to plan and build infrastructure that improves connectivity countywide and throughout the region, and reduces travel times and increases frequencies and coverage, as well as closing first and last mile gaps. The TEP should also improve transit connections to higher education campuses and major employment centers, and leverage state and federal dollars to improve passenger and commuter rail service to the Bay Area and Northern California mega-region. Additionally, the TEP should provide funding for transit to those areas with large populations not currently served by adequate transit, road improvements needed to implement Bus Rapid Transit and Peak-Hour Transit-Only Lanes, and technological and efficiency improvements.

**Activate Our Communities.** Priority funding should go to programs and projects that support livable communities by creating safer, more connected bicycle and pedestrian networks across Sacramento County and fixing and modernizing neighborhood streets, offering safer places to walk and cycle, improving air quality and providing access to affordable housing and jobs.

**Align with Regional, State and Federal Laws and Policies that Protect the Environment and Address Climate Change.** The overall TEP and all major projects funded by the TEP should conform with state and federal air quality targets, the Governor's Office of Planning and Research's Technical Advisory on SB 743 Implementation, SACOG's Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS), and the Final Report of the Mayors' Commission on Climate Change. Priority funding should go to programs and projects that reduce Vehicle Miles Traveled (VMT) and Green House Gas (GHG) emissions and improve air quality. The Sacramento Transportation Authority (STA), the County and seven cities should partner with the Sacramento Municipal Utility District (SMUD), SacRT, state and federal agencies and private sector manufacturers and vendors to electrify the county's transportation system as rapidly as possible, including shifting transit operator and school bus fleets to all-electric and expanding publicly accessible EV charging infrastructure.

**Protect Health and Safety.** TEP funding should eliminate roadway fatalities and severe injuries and improve health outcomes by creating safer streets, reducing air quality emissions, and increasing access to physical activity. Priority funding should go to projects and programs that address safety concerns, including safe routes to school accessible to all schools in Sacramento County and projects on the Vision Zero High Injury Network corridors that address severe injuries and fatalities with proven countermeasures, as well as improved evacuation routes in the event of an emergency.

**Build Equity and Access.** Access to quality transportation, jobs, housing, education and training, health care, and public safety contribute to residents' well-being. Priority funding should go to programs and projects that comply with locally adopted environmental justice and equity-related policies and guidelines, promote social equity, benefit marginalized communities, and provide better and less expensive mobility options for all, including free or reduced fares for those with the greatest transportation barriers such as youth, seniors, veterans, low-income residents, social service clients, and people with disabilities. The TEP should distribute funding to address the priorities of incorporated cities and the unincorporated county in a geographically-equitable manner. The TEP should allocate countywide sources of funding for projects that serve a regional benefit (such as river parkways, Sacramento Valley Station, and the Sacramento Mobility Center) rather than allocating formula funds from the local agency in which the project is located.

**Commit to Growth Management.** TEP funding should promote thoughtful growth management to sustain Sacramento County's economy, preserve its environment, and support its existing communities. The advanced mitigation programs for environmental impacts and VMT are some of the tools used to support the county's growth management policies. The TEP should also help manage urban sprawl through new advanced mitigation programs and the county's and cities' growth management program.

**Encourage Economic Opportunity.** TEP funding should encourage a stronger local economy that attracts greater private investment and sustains a larger and more diversified job base and regional gross domestic product. TEP funding should also focus on job growth close to residents' homes or high-frequency transit, thereby stabilizing communities, improving access for low-income populations and communities of concern, shortening commute times, reducing VMT and improving air quality. STA and all local jurisdictions should also promote local contracting and good jobs in Sacramento County through funding of local infrastructure projects.

**Maximize Available Funding and Competitiveness.** STA and local jurisdictions should proactively seek regional, state, and federal funding, as well as private investments to supplement local transportation sales tax revenue, thereby maximizing the total amount of funding for local projects. Competitive funding should go to programs and projects with the greatest likelihood of leveraging regional, state and federal transportation funding programs. Due to rapid changes in climate, technology and demographics, the mix of transportation projects needed may change over time. Therefore, with the assistance of a Public Oversight Committee described below, STA should revisit the TEP every five to ten years, provided that all locally generated transportation revenue—plus any additional grant funding STA receives—will always be spent on local projects in Sacramento County.

**Relieve Traffic Congestion.** Priority funding should go to programs and projects that make the county's transportation system operate more efficiently and cost-effectively and that move more

people with fewer cars, using a multi-modal approach to smooth traffic flow and reduce congestion for people and goods through major corridors while reducing VMT and operation and maintenance costs and without inducing demand.

**Advance Performance, Technology and Innovation.** STA should be committed to a performance-oriented approach with rigorous evaluation of transportation solutions that meet the goals of the TEP and state GHG and SCS mandates. STA should use Measure funds to achieve defined outcomes and benefits most sought by residents and businesses. Funding should flow to the best opportunities, consistent with other guiding principles and policies. The TEP should also continually seek to incorporate advanced technologies, innovative policies and emerging trends. STA can provide flexibility for future allocations of funding to meet changing needs while maintaining program commitments to the voters by revisiting the TEP at least every five to ten years with the assistance of a Public Oversight Committee.

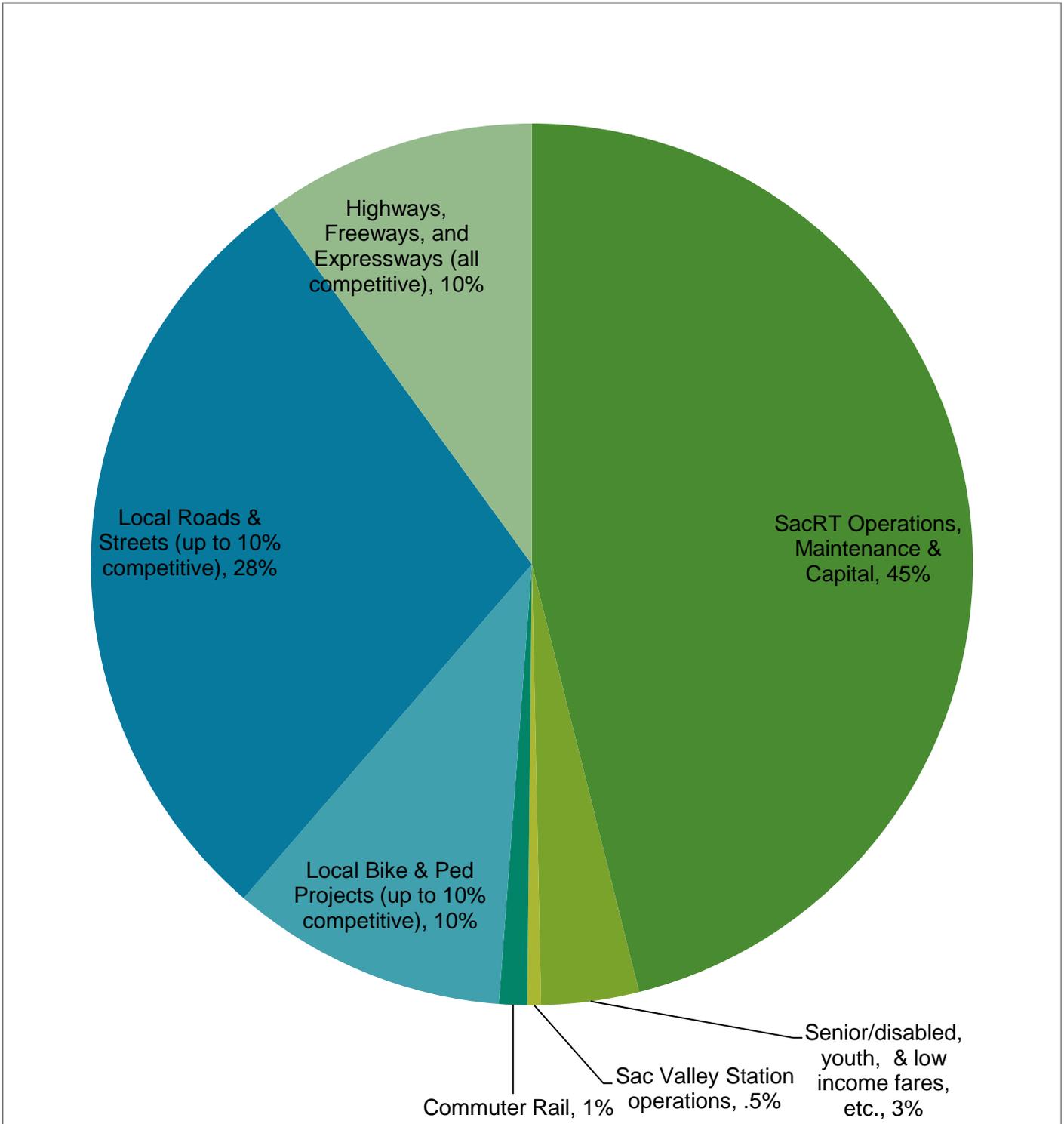
**Guarantee Accountability, Transparency and Public Participation.** To instill greater voter confidence in STA and the proposed Measure, STA should routinely engage with and outreach to partner organizations, advisory committees, and the County's residents and businesses to ensure full transparency. The existing Measure A Independent Taxpayer Oversight Committee's audit functions should be expanded to include the new Measure. In addition, STA should appoint a new Public Oversight Committee (POC) to provide public oversight beyond audits and include a forward-looking review that allows greater public input into the decision-making process and provides the governing board with policy and programmatic advice in advance of major allocation and policy decisions. The POC should ensure that accountable and transparent expenditures are in line with the Measure's goals and are reported to the public annually.

## TEP Expenditure Categories

STA should expend Measure funds as shown below.

<b>Table 1. TEP Expenditure Categories (in millions of dollars over 40 years)</b>
<b>Rail and Transit – 50% (\$4,080M) of Total TEP</b>
SacRT - 45% (\$3,675M) for Maintenance, Operation, and Transformative System Improvements, including LRT, Bus Rapid Transit & Other Congestion Improvement Projects)
<ul style="list-style-type: none"> <li>• Senior, Disabled, Youth, and Low Income Fare Discounts &amp; Services – 3.5% (\$285M)</li> </ul>
<ul style="list-style-type: none"> <li>• Sacramento Valley Station and Transit Center Operations – 0.5% (\$40M)</li> </ul>
<ul style="list-style-type: none"> <li>• Commuter Rail and Intercity Passenger Rail Matching Funds – 1% (\$80M)</li> </ul>
<b>Bike and Pedestrian – 10% (\$800M) of Total TEP (10 percent of this category set aside for competitive funding)</b>
<b>Roads and Highways – 37.5% of Total TEP</b>
Local Roads and Streets – 28% (\$2,290M) (Local jurisdictions get the percentages based on population as shown in Draft TEP, with up to 10 percent of the category set aside for competitive funding)
Highway Projects – 10% (\$800M) (up to 100% of this category set aside for competitive funding)
<ul style="list-style-type: none"> <li>• Interchanges and System Access Projects</li> </ul>
<ul style="list-style-type: none"> <li>• Highway Congestion Improvement Projects</li> </ul>
Regional Mobility Center (\$20M)
<b>Other – 2.5% (\$200M)</b>
<ul style="list-style-type: none"> <li>• Air Quality – 1.5% (\$120M)</li> </ul>
<ul style="list-style-type: none"> <li>• Administration – 1% (\$80M)</li> </ul>
<b>TOTAL - 100% (\$8.2 Billion over 40 years)</b>

Graph 1. TEP Categories



## ALLOCATION GUIDELINES

STA shall expend Measure funds in the proportions shown in the Table and Graph above, according to the following allocation guidelines:

1. STA should maintain project allocations within the category percentages displayed in the table and graph on the succeeding pages. The TEP should be as explicit as possible as to how expenditures for specified projects break out across expenditure categories.<sup>1</sup>
2. The overall TEP and individual projects subject to CEQA must comply with the requirements of SB 743. Transportation projects funded by the measure shall be cumulatively VMT neutral (no net increase in per capita vehicle miles traveled).
3. At least 75% of local road expenditures should be spent on Fix-it-First for at least the first five years of implementation, with the possibility to increase funding for new road capacity projects in a particular jurisdiction if that jurisdiction has achieved a Pavement Condition Index of at least 70.
4. All road projects must be consistent with locally adopted Complete Streets policies.
5. The TEP shall comply with locally adopted environmental justice and equity-related policies and guidelines. The TEP shall demonstrate prioritization for investment benefiting marginalized communities.
6. STA should allocate up to 0.25% of each jurisdiction's allocation of Measure revenue to fund the preparation of their Growth Management Program.
7. Where competitive funding is required, selection criteria should be based on consistency with this Policy Framework's guiding principles and policy statements.
8. Any expansion, incorporation, or annexation of a City outside the County's Urban Services Boundary (USB) shall be disqualified from Measure funding.
9. Any expansion of the USB by the County beyond 2020 boundaries shall be disqualified from Measure funding during initial rounds of funding unless and until the POC and STA engage in a major review of the TEP (anticipated at least every five to ten years).
10. Projects serving greenfield growth areas of a city or the County that are within the USB must be consistent with the MTP/SCS.

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<sup>1</sup> Some projects fulfill multiple objectives, e.g., a multi-modal bridge crossing over the American River could be classified as transit, road and/or bike/ped. The same is true for complete street projects. Carpool/bus lane projects may be classified as road and/or transit. Some expenditures provide benefits across categories, for example better public transportation leads to fewer VMTs and less congestion on roads for auto traffic and less air pollution. Studies show that for every 1% percent increase in transit mode share in peak hours, there is a corresponding 5% decrease in congestion.

# POLICY STATEMENTS

## Vehicle Miles Traveled Performance and Mitigation Policy

### Introduction

SB 743 mandated that the Governor’s Office of Planning and Research (OPR) develop a transportation impact methodology to replace traditional auto-only “Level of Service” analysis. The [Guidelines](#) for this new multi-modal VMT-based methodology were adopted by the State in 2018, separating VMT from GHG as a distinct impact, and jurisdictions are required to begin implementing this new methodology in 2020. All land use and transportation projects must now be analyzed through this new lens.

Under the new California Environmental Quality Act (CEQA) Guidelines, jurisdictions are required to adopt their own Thresholds of Significance (TOS) for VMT, and their own methods for mitigating VMT impacts. However, OPR offers recommendations for both TOS and mitigation options in a [SB 743 Technical Advisory](#) which accompanied the new CEQA guidelines. In accordance with those recommendations, to meet the additional needed reduction of per capita VMT by 2050 identified by the Air Resources Board, OPR recommends that all land use projects subject to CEQA demonstrate, or mitigate to, a reduction of 15% compared to the average per capita regional VMT, and that all transportation projects must demonstrate, or mitigate to, no-net per capita VMT increase.

### VMT Performance Policy

The TEP shall require that all identified transportation projects receiving funding from the Measure demonstrate, or mitigate to, a no-net-increase in per capita VMT, cumulatively, and otherwise promote land use that will provide 15% reduction of VMT in future development.

Any fixed expenditure list to be directly enacted by the Measure must demonstrate per capita VMT neutrality by the time of the County’s approval of the Measure for the ballot.

All future expenditures allocated by ongoing flexible funds must also demonstrate per capita VMT-neutrality cumulatively for the life of the Measure. All future proposed expenditures must be accompanied by a public VMT-impact analysis and shall be reviewed by public hearing by the STA and the Public Oversight Committee, described below before approval, to ensure ongoing compliance to the cumulative no-net-VMT standard.

An independent entity such as SACOG or the Sacramento Metropolitan Air Quality Management District (SMAQMD) must work with STA and the respective jurisdictions to ensure consistency and

accuracy in the methodology of the VMT determinations. The VMT determination methodology must include an analysis of VMT due to “induced demand,” must not equate “congested VMT” with per capita VMT and must keep VMT distinct from GHG emission impacts. GHG reduction activities, such as electrification infrastructure, and fuel efficiency, cannot be considered as mitigation for VMT impacts.

The STA, the County and participating cities should develop innovative countywide protocols to identify and deploy VMT mitigating projects, considering: the legal framework necessary to comply with CEQA and the Mitigation Fee Act, and the structure and design of the participating jurisdictions’ mitigation programs, such as project selection and prioritization, measurement, evaluation, verification, reporting, equity, and monitoring.

### Advance Mitigation Program

STA should participate in the creation and funding of an Advance Mitigation Program (AMP) to advance needed infrastructure projects more efficiently and conserve our natural resources, watersheds and wetlands, and agricultural lands. Sacramento County hosts a rich array of valuable natural communities and ecosystems that provide habitat for plants and wildlife and supports residents’ health and quality of life by providing clean drinking water, clean air, opportunities for outdoor recreation, adaptation to climate change, and protection from disasters like flooding and fires.

Assembly Bill (AB) 2087 outlines a program for informing science-based, nonbinding, and voluntary conservation actions and habitat enhancement actions that would advance the conservation of focal species, natural communities, and other conservation elements at a regional scale. The AMP will provide environmental mitigation activities specifically required under CEQA, National Environmental Policy Act of 1969 (NEPA), Clean Water Act Section 401 and Section 404, and other applicable regulations in the implementation of the major highways, transit, and regional arterial and local streets and roads projects identified in the Plan. Senate Bill (SB) 1 (2017) created the AMP to enhance opportunities for CalTrans to work with stakeholders to identify important project mitigation early in the project development process and improve environmental outcomes by mitigating the effects of transportation projects. STA’s AMP compliments advance mitigation funding from SB1.

The STA’s participation in an AMP is subject to the following conditions:

1. Development and approval of a Regional Conservation Investment Strategy (RCIS) that identifies conservation priorities and mitigation opportunities for Sacramento County. The RCIS shall identify mitigation opportunities for all areas of the County to ensure that mitigation occurs in the vicinity of the project impact to the greatest extent possible. The STA

shall review and approve the RCIS, in consultation with the jurisdictions prior to the allocation of funds for the AMP.

2. Development of a Project Impacts Assessment (PIA) that identifies the portfolio of projects to be included in the AMP and the estimated costs for mitigation of the environmental impacts of the projects. The STA shall review and approve the PIA prior to the allocation of funds for the AMP. The PIA and estimated costs do not limit the amount of mitigation that may be necessary or undertaken for the environmental impacts of the projects.
3. Development of the legislative and regulatory framework necessary to implement an AMP in Sacramento County.
4. The identification of the Implementing Agency to administer the AMP for Sacramento County.

The STA shall determine the amount of funds to be dedicated to this program following the satisfaction of the above conditions. Funds from the AMP shall be allocated consistent with the Regional Conservation Assessment/Framework to fund environmental mitigation activities required in the implementation of the major highway, transit and regional arterial and local streets and roads projects identified in the AMP. If this approach cannot be fully implemented, these funds shall be used for environmental mitigation purposes on a project-by-project basis. Mitigation required for future transportation improvements identified in the AMP are not limited by the availability of funding or mitigation credits available in the Program.

All projects funded from the TEP are eligible for inclusion in the AMP.

# Growth Management Program Policy

## Introduction

The TEP supports land-use patterns within Sacramento County that make more efficient use of the existing transportation system and support infill and reinvestment in existing urban and brownfield areas. To accomplish this goal, the TEP requires that, as a condition of receipt of funding from the Measure, each jurisdiction adopt and maintain a Growth Management Program (GMP) that directs growth resources to existing developed areas and precludes expansion of jurisdictions beyond the County's Urban Service Boundary (USB), as further explained below.

The purpose of the GMP is to enhance quality of life and promote a healthy economy to benefit county residents by:

1. Allocating Measure funds to repairing existing transportation infrastructure and to modifying existing streets to more safely accommodate pedestrian and bike modes and access to transit,
2. Concentrating density near existing and proposed transit lines to increase ridership and enhance the economic viability of the transit system,
3. Maximizing the use of underutilized properties on existing streets to increase the local property tax revenues supporting maintenance of existing streets,
4. Lowering household cost of living by increasing the opportunity for residents to own fewer automobiles, and
5. Reducing congestion and air pollution by reducing automobile Vehicle Miles Traveled (VMT).

## Policy

As components of the GMP, each jurisdiction shall:

1. Identify areas and specific parcels within the jurisdiction where reinvestment will have the greatest potential to reduce VMT and make the surrounding neighborhood safer and more accessible for pedestrians and bicycles, and prepare an allocation plan for transportation improvements that will support the reinvestment of the identified areas and parcels,
3. Incorporate policies and standards into its development approval process that support transit, bicycle, and pedestrian access in new developments,
4. Adopt an Integrated Transportation Plan as described in the Public Transit and Rail section of this TEP,

5. Adopt a Complete Streets Policy which accommodates all users of travel modes in the public right-of-way, as described in the Complete Streets Policy section of this TEP,
6. Adopt a Vision Zero Policy to eliminate traffic fatalities, as described in the Road Traffic Health and Safety section of this TEP, and
7. Adopt anti-displacement and affordable housing policies.

The TEP shall support the development and implementation of the GMPs by prioritizing Measure fund allocations according to these additional guidelines:

1. Allocating 0.25% of each jurisdiction's share of the Measure funds for the preparation of each GMP.
2. Any expansion, incorporation, or annexation of a City outside the County's Urban Services Boundary (USB) shall be disqualified from Measure funding.
3. Any expansion of the USB by the County beyond 2020 boundaries shall be disqualified from Measure funding during initial rounds of funding unless and until the POC and STA engage in a major review of the TEP (anticipated at least every five to ten years).
4. Projects serving greenfield growth areas of a city or the County that are within the USB must be consistent with the MTP/SCS.

# Public Transit and Rail Policy

## Introduction

The TEP envisions a transportation system that provides reliable, safe, comfortable, frequent, and convenient access for all users of the transportation system. The TEP further envisions a public transit and rail system that provides affordable and reliable service which offers a feasible and attractive alternative to private, single occupancy automobile usage.

A modernized public transit system with high quality bus and rail service is the backbone of the TEP's shared mobility strategy. Bus and light rail service that offers fast, reliable, and safe travel, and connects with new mobility services, can provide more travel choices to residents throughout the region.

The TEP aims to improve transit countywide and reduce commute travel times, deliver more frequent and reliable service, expand transit service areas, make more opportunities accessible without a car, and provide better connections to and from transit and rail by various modes of mobility options. To increase the share of residents and employees who choose public transit requires continued investment in existing and expanded transit options, including the integration of innovative mobility-as-a-solution tools and platforms that will enhance seamless customer access and experience. Providing convenient, frequent and reliable transit options will encourage more people to go car-free, which will greatly reduce traffic congestion, improve air quality, and accommodate a growing population to improve the region's overall quality of life.

To achieve the vision of fast, reliable, and convenient mass transit, the TEP allocates 50% of the Measure revenue for transit and rail, as well as for transportation service for students, seniors, veterans, and individuals with disabilities. The TEP additionally provides for a portion of funds allocated to road improvement to be invested in transit-supportive projects such as dedicated bus lanes and complete streets.

## Policy

To provide the maximum benefits to Sacramento County residents, the TEP incorporates the following policies and principles for allocation of Measure funds:

1. The TEP investments shall promote increased transit use by funding solutions that reduce transit travel times, increase transit frequencies, give transit vehicles priority in high-traffic periods, and enhance transit connectivity between modes so that 30% of all trips are by transit and pooled shared mobility by 2030 and 50% by 2045. This principle is termed "Public Transit First." In particular, TEP investments shall accomplish the following;

- a. Transit expansion, particularly light rail and other fixed infrastructure transit options, shall target communities with supportive land-use policies and incentivize patterns that will generate transit ridership and improve the cost recovery rates for transit service.
  - b. Transit investments shall prioritize improvements that increase access to major economic assets, job centers, and higher education campuses.
  - c. Prioritization of projects shall consider that the extent to which the project can leverage other state, federal, or local funding.
  - d. Transit-priority improvements, such as designated transit lanes and streets and improved signalization, shall be made to expedite the movement of public transit vehicles and to improve safety for people who bike and walk.
  - e. Investments shall support electric vehicle infrastructure and programs for public transit fleets.
  - f. Public agencies and transit operators shall leverage new and emerging technologies to provide a seamless experience countywide for customers, both within and among service boundaries, to improve service and to address first mile/last mile connections between transit and rail stops and other travel destinations. These technologies may include ride hailing partnerships, autonomous shuttles, shared mobility (bikes, scooters, cars), mobility on-demand platforms, and any other technologies that best fit within each service area and community.
  - g. Investments shall support more seamless travel through better traveler information for trip planning, reliable service and coordination between operators for transit, shared mobility, and other first/last mile connections.
  - h. Decisions regarding the use of limited public street and sidewalk space shall prioritize the use of public rights-of-way by pedestrians, bicyclists, and public transit and shall strive to reduce traffic and improve public health and safety.
  - i. Investments shall be made in complete streets that provide safe, comfortable, and equitable facilities for people of all ages and abilities to walk, bike, and ride transit, as described in the Complete Streets Policy section.
  - j. Parking policies for areas well-served by public transit shall be designed to encourage travel by public transit and alternative transportation.
2. The TEP investments shall promote equity by making transit and shared mobility services accessible and affordable. The TEP shall prioritize investments that:

- a. Encourage the use of transit among low-income and underserved populations by working with communities to identify new transit stops, increasing route frequency, and ensuring all types of transit vehicles are universally accessible,
  - b. Invest in free or reduced transit fares for youth, seniors, veterans, low income residents, and people with disabilities,
  - c. Benefit environmental justice communities, including potential anti-displacement policies,
  - d. Create integrated mobility hubs near transit stops, prioritizing under-resourced communities, to address first/last mile connections, and
  - e. Ensure that mobility strategies for suburban and rural communities account for inequitable access to transit and safe active transportation networks, and identify targeted, community-based solutions for shared and zero-emission vehicle services to address mobility barriers.
  - f. SacRT and rail operators that receive funding from the TEP shall report how received funding benefits under-served communities and low-income residents in their jurisdictions and service areas.
3. Transit and rail operators that receive funding from the TEP shall participate in the development of an Integrated Transportation Plan (ITP) to identify how to utilize funding to better coordinate and integrate mass transit services countywide and regionally. The ITP will provide guidance to the cities, County, and SacRT for planning and implementing a seamless and integrated transportation system, including components for serving bike users, pedestrians and access to rail and transit.
- a. The ITP shall be developed and managed under the leadership of the STA and SacRT. The STA and transit and rail operators shall coordinate with transportation service providers in Sacramento County to inform the development of the ITP.
  - b. The ITP shall focus on delivering a streamlined and unified experience for the customer across all modes. Transit operators shall identify transit service investments (e.g., new routes, service hours, frequency), capital projects/assets (e.g., transit centers, bus stops, stop amenities, vehicles), and transit priority measures (e.g., transit signal priority, bus lanes, queue jumps) to be funded from the TEP.
  - c. The ITP shall ensure proportionally greater benefits to communities of concern and low income residents and incorporate an anti-displacement strategy.

- d. The ITP shall be updated at least every five years to address new technology opportunities, any changes in demand, and other conditions.
  - e. SacRT shall incorporate the findings and recommendations of the ITP into its respective short-range transit plan (SRTP).
  - f. Investments pursuant to this TEP shall be made in support of the recommendations in the ITP. Any recommendations in the ITP shall include performance measures to achieve continued funding.
4. Transportation investments shall accomplish reduction in vehicle miles traveled (VMT) per capita and greenhouse gas (GHG) emissions to meet regionwide goals in the MTP/SCS. Transit and rail service investments, capital projects/assets, and transit priority measures to be funded from the TEP shall reduce VMT and GHG emissions or participate in the VMT mitigation program, as described in the Vehicle Miles Traveled Performance and Mitigation Policy section. The STA and its constituent jurisdictions shall fund construction of transit capital improvements only after the project sponsor demonstrates how the project would increase ridership and/or decrease VMT. Funding for planning and design – including demonstration pilots – is not subject to this requirement.
5. The STA expects transit and rail operating funds from the TEP to be used to support the vision of the policy. In the event that TEP funds must be used to support other transit or rail services as a result of reduction of operating funds from other sources or due to other financial concerns, the transit operator shall update its SRTP and submit it to the STA.
6. The STA expects that recipients of TEP funding continue to create, analyze, and take advantage of opportunities for fare and schedule integration with transit services operated in the SACOG region and any technology services adopted. Focus should be placed on reducing inconveniences associated with transferring between systems and on having a cost-effective, universally accepted digital payment method. The ITP should address how SacRT can maximize benefits of fare payment and schedule integration while acknowledging regional efforts to achieve the same goal.
7. All recipients of funding through this TEP shall consider and accommodate, wherever possible, the principles of Public Transit First in the planning, design, construction, reconstruction, rehabilitation, and maintenance of the transportation system.

# Complete Streets Policy

## Introduction

The TEP envisions a transportation system where safe mobility and convenient access to destinations for people walking, biking, riding transit and/or driving are improved; people are brought together and goods are brought to people or people are brought to goods. Streets are complete when they work well for all users, including pedestrians, bicyclists, transit riders, automobile drivers, taxis, transit and rail operators and their passengers, emergency responders, truckers, and delivery drivers, and people of all abilities - including children, seniors, disabled and able-bodied. The goal of every transportation project is to provide safer, more accessible facilities for all users.

A Complete Streets approach will make streets safer and more efficient for users and those depending on the transportation system for service delivery. Mobility, access, and safety will be improved, capacity will be expanded, and the need for roadway widenings will be reduced. Complete Streets incorporate some or all of the following: sidewalks, bike lanes, pedestrian crossings, universal and ADA access, traffic calming, transit accommodations, trees, green infrastructure drainage facilities, and lighting. Because each street is unique and users will vary according to the context and community, specific Complete Streets components may vary with the location while still optimizing the movement, access and safety of all users.

Some communities have few transportation options and lack well-maintained routes to parks and schools, roads, bike lanes, and sidewalks. Such communities often experience higher rates of chronic diseases like diabetes and heart disease. Implementing a Complete Streets approach to movement and planning is intended to improve public health, sense of place, equity, economic development, and decrease energy use and greenhouse gas emissions in all communities.

## Policy

All Measure-funded roadway projects, wherever possible and subject to the exceptions listed below, shall incorporate Complete Streets principles in planning, design, construction, operations, maintenance, reconstruction and rehabilitation. Roadway projects shall include streets, bridges, interchanges, and associated infrastructure, such as lighting, drainage and landscaping. Projects should also incorporate urban greening and low impact design.

The STA shall develop project development guidelines, including peer review, design standards and a Complete Streets checklist, that require the consideration and accommodation of the needs of all users in the design and construction of all Measure-funded projects. The guidelines shall also consider each project's context and specific users to avoid unnecessary project cost inflation.

(See CalTrans website: <https://dot.ca.gov/programs/transportation-planning/office-of-smart-mobility-climate-change/smart-mobility-active-transportation/complete-streets>).

All funding requests must include the Complete Streets checklist from the STA project development guidelines. The checklist will document the inclusion of Complete Streets principles throughout all phases of funded projects, including concept development, preliminary engineering, construction, operations, maintenance, reconstruction and rehabilitation.

All jurisdictions receiving Measure funding shall adopt procedures that ensure all agency departments consider and accommodate the needs of all users for projects or programs affecting the public right-of-way for which the agency is responsible. These procedures shall:

1. Be consistent with the California Complete Streets Act of 2008 (AB 1358).
2. Be consistent with and be designed to implement each agency's General Plan policies once that plan has been updated to comply with the California Complete Streets Act of 2008 and the STA's Complete Streets policy.
3. Involve and coordinate the work of all agency departments and staff whose projects will affect the public right-of-way.
4. Meet or exceed the Complete Street design standards adopted by the STA.
5. Be consistent with the local jurisdiction's adopted Complete Streets Policy and STA's Complete Street policy herein.
6. Promote proactive data collection and traffic system monitoring using next generation technology, such as advance detection systems.
7. Provide opportunity for public review by all potential users early in the project development and design phase so that options can be fully considered. This review could be done through an advisory committee, such as a Bicycle and Pedestrian Advisory Committee or as part of the review of the agency's CIP.

Exceptions: Project sponsors may provide a lesser accommodation or forgo Complete Street accommodation components when the public works director or equivalent agency official finds that:

1. Pedestrians, bicyclists, or other users are prohibited by law from using the transportation facility.

2. The cost of new accommodation would be excessively disproportionate to the need or probable use. If meeting adopted design standards is cost-prohibitive, the proposed project improvements should be phased, or a more cost-effective solution should be provided.
3. The sponsor demonstrates that such accommodation is not needed based on objective factors including:
  - a. Current and projected user demand for all modes based on current and future land use,
  - b. Lack of identified conflicts, both existing and potential, between modes of travel.
4. Project sponsors shall explicitly approve exception findings as part of the approval of any project using Measure funds to improve streets classified as a major collector or above. Prior to acting on approval of such projects, sponsors must provide an opportunity for public input at an approval body (that regularly considers design issues) and/or the governing board of the project sponsor.

# Road Traffic Health and Safety Policy

## Introduction

The TEP shall strive to eliminate roadway-related deaths and severe injuries within Sacramento County by prioritizing a systemwide approach to safety through transportation planning and design. Principally, the Road Traffic Health and Safety policy treats individual mobility and access as a fundamental right of the general public to attend school, conduct business, and visit friends and family, free from the risk of physical harm due to traffic and poor roads. This policy applies to all transportation system users, pedestrians, bicyclists, transit riders, automobile drivers, taxis, transit and rail operators and their passengers, emergency responders, truckers, and delivery drivers, and for people of all abilities, including children, seniors, disabled and able-bodied. Implementation of the Road Traffic Health and Safety policy is intended to reduce community, societal, and economic costs due to loss of life and injury, lessen congestion stemming from traffic collisions, reduce air pollution, and enhance the overall health and quality of life for residents in the Sacramento Region.

## Policy

Achieving this vision will require shifting the paradigm of transportation planning and engineering by following the principle of “Vision Zero,” which is an internationally recognized approach that places safety of people before the movement of vehicles in transportation planning and engineering decision making. All recipients of funding through this Plan shall systemically incorporate street design elements that quantifiably reduce the risk of traffic-related deaths and severe injuries in the public right-of-way and accommodate the needs of all users in the planning, design, construction, reconstruction, rehabilitation, operations, and maintenance of the transportation system. In addition to adopting Vision Zero planning parameters, ensuring that children and seniors have safe routes to schools and libraries, parks, and recreation centers is central to safety for all community members across the Sacramento Region.

In consultation with local jurisdictions and the public, the STA shall develop and adopt a Vision Zero Policy that reflects best practices for street design elements and programs to mitigate human error and quantifiably improve the traffic safety of all users in the planning, design, and construction of projects funded with Measure funds. Key design elements of the Vision Zero Policy shall be incorporated into the STA project development guidelines where necessary. To be eligible to receive Measure funds, local jurisdictions must adopt a Vision Zero Policy that substantially complies with the STA’s Vision Zero Policy. Likewise, all local jurisdictions will prioritize implementation or

expansion of Safe Routes to Schools, a program that focuses on advancing safer walking and bicycling to and from schools to improve the health and well-being of children and to foster the creation of livable communities.

To ensure consistency with the Road Traffic Health and Safety Policy vision, the STA shall coordinate periodic traffic system and project monitoring and utilize data collected over time to evaluate the effects of Vision Zero implementation on public health and safety. Emphasis shall be placed on proactive deployment of next-generation technology, such as advanced detection systems at major intersections and corridors identified in regional and local plans as having high collision density.

# Taxpayer Safeguards and Public Accountability Policy

## STA Governing Board

The Sacramento Transportation Authority (STA) is governed by a Board composed of 16 members, all elected officials, with the following representation:

- Five members of the Sacramento County Board of Supervisors
- Five members of the Sacramento City Council
- Two members of the Elk Grove City Council
- One member of the Citrus Heights City Council
- One member of the Folsom City Council
- One member of the Galt City Council, representing the Cities of Galt and Isleton
- One member of the Rancho Cordova City Council

## Existing Independent Taxpayer Oversight Committee (ITOC)

The existing Measure A (STA Ordinance 04-01), in effect until 2039, provides for an Independent Taxpayer Oversight Committee (ITOC) to “supervise fiscal and performance audits regarding the use of all sales tax funds and provide for independent review to ensure that all Measure funds are spent in accordance with provisions of the Expenditure Plan and Ordinance as approved by the voters.” The ITOC is composed of three Sacramento County residents appointed by STA, with experience as a municipal audit, finance and/or budget professional, a licensed civil engineer or transportation planner, and a manager of major publicly or privately financed development or construction projects, respectively. In addition, the STA Chair, STA Executive Director and the County Auditor serve as ex-officio non-voting members of the ITOC.

## Need for Additional Public Oversight

The existing ITOC’s oversight is limited to an auditor role focused on past transactions. Its primary duties are to select a professional auditor and supervise annual financial and performance audits that review the prior year’s allocation and expenditure of Measure funds to ensure that all prior year funds spent were consistent with the Measure.

The better practice, as evidenced by recent successful measures in California, has enlarged the role of public oversight beyond audits to include a forward-looking review that allows greater public input into the decision making process and provides the governing board with policy and programmatic advice in advance of major allocation and policy decisions

The new Measure proposes to expand the ITOC's role to include audits of the new Measure expenditures, as well as to establish a new Public Oversight Committee (POC) to fulfill the additional forward-looking public accountability mission.

### **Public Oversight Committee (POC) Roles and Responsibilities**

The POC shall assume the following additional oversight functions for the new Measure, as well as for the existing Measure A to the extent allowable under the law and existing bond obligations.

The POC shall provide diligent, independent, and public oversight of all expenditures of Measure funds by STA or recipient agencies (County, cities/towns, transit and rail operators, air quality district, etc.). The POC will report to the public and focus its oversight on the following:

- Review all proposals to allocate discretionary Measure funds for compliance with the goals, guidelines and policies in the TEP and provide recommendations to the STA Governing Board on whether to change any allocations or make other adjustments based on the POC's review.
- Review the maintenance of effort compliance requirements of local jurisdictions for local streets, roads, and bridges funding.
- Review the application of performance-based review policy and provide input and recommendations for the development of associated guidelines.
- Review each jurisdiction's Growth Management Program for consistency and compliance with the TEP Growth Management Program Policy.
- Review, as appropriate, all proposed project allocations for consistency and compliance with the TEP VMT Performance and Mitigation Policy, TEP Growth Management Policy, TEP Transit Policy, TEP Complete Streets Policy, and TEP Road Traffic Safety Policy.

The POC shall prepare an annual report that includes an account of the POC's activities during the previous year, including its review and recommendations to the STA Board for implementing the TEP. The report will be noticed in local media outlets throughout Sacramento County, posted to the STA website, and made continuously available for public inspection at STA offices. The report shall be composed of easy-to-understand language that is not produced in an overly technical format. The

POC shall make an annual presentation to the STA Board summarizing the annual report subsequent to its release.

## Nomination and Appointment of POC Members and Governance Rules

The POC shall consist of 17 members. The STA Board shall select 16 members who reside in jurisdictions in the same number and manner as the STA governing board. The STA Board shall also appoint an at-large member to serve as POC Chair. Members shall reflect community, business organizations, and other interests within their jurisdictions. The goal of the membership makeup of the POC is to provide a balance of viewpoints, including geography, age, gender, ethnicity, and income status, to represent the different perspectives of the residents of Sacramento County. The STA shall accept nominations from any member of the public. Members may also be nominated by respective organizations representative of interest groups, such as civic and governance involvement, taxpayer advocate, business, construction and trades labor, general labor, building and development, disabled, biking and pedestrian, transit, low income, climate change, seniors, environmental, and open space organizations operating in Sacramento County (specific organizations may vary during the life of the Measure). The STA shall consult with the public and active interest groups to solicit, identify nominees, and nominate POC members that represent those areas listed above. The STA shall create a process to review possible POC members, including interviews. Eight of the initial member appointments shall be for two years, while the Chair and remaining eight appointments shall be for three-year terms. Thereafter, members shall be appointed to two-year terms. Any individual member can serve on the POC for no more than six consecutive years.

POC members may not be elected officials or public employees from agencies that either oversee or benefit from the proceeds of the Measure. Membership is restricted to individuals with no economic interest in any of the STA's projects or programs. If a member's status changes so that he/she no longer meets these requirements, or if a member resigns his/her position on the POC, the STA Board shall fill the vacant position as soon as possible using the same nominating and review process as for full-term appointments.

The POC shall meet as often as necessary to carry out its responsibility, including quarterly at a minimum. Meetings shall be open to the public and must be held in compliance with California's open meeting law (the Brown Act). Meetings shall be recorded and the recordings shall be posted for the public.

Members are expected to attend all meetings. If a member, without good reason acceptable to the Chair of the POC, fails to attend either (a) two or more consecutive meetings or (b) more than three

meetings a year, the STA Board shall replace any such member using the nomination and appointment process described above.

The STA commits to support the oversight process through cooperation with the POC by providing access to project and program information, audits, and other information available to the STA, and to logistical support so that the POC may effectively perform its oversight function. The POC will have full access to the STA's independent auditors and may request STA staff briefings for any information that is relevant to the Measure. The STA shall provide resources for meeting design and process, facilitation, and skill and knowledge building to foster and support the POC's ability to provide meaningful input and recommendations. The POC Chair shall inform the STA Board Chair and Executive Director of any concern regarding STA staff's commitment or performance regarding open communication, the timely sharing of information, and teamwork.

The POC shall not have the authority to set policy or to appropriate or withhold funds, nor shall it participate in or interfere with the selection process of any consultant or contractor hired to implement the TEP.

The POC shall not receive monetary compensation except for the reimbursement of travel or other incidental expenses in a manner consistent with STA guidelines.

To ensure that the oversight by the POC continues to be as effective as possible, the efficacy of the POC Charter (i.e., this document) will be evaluated on a periodic basis and a formal review will be conducted by the STA Board, Executive Director, and the POC concurrent with the major review of the TEP every five to ten years to determine if any amendments to this Charter should be made. The formal review will include a benchmarking of the Committee's activities and Charter with other best-in-class oversight committees. Amendments to this Charter shall be proposed by the POC and adopted or rejected by the STA Board.

### **Advisory Committees**

Nothing herein affects existing Advisory Committees, such as the professional advisory group made up of staff from recipient agencies, nor precludes the STA from establishing other advisory committees to advise and assist in policy development and implementation.