

Before the Board of Supervisors County of Placer, State of California

In the matter of: A resolution approving the expenditure plan for the South Placer County District for the Cities of Lincoln, Rocklin and Roseville.

Resolution No.: 2020-061


The following Resolution was duly passed by the Board of Supervisors of the County of Placer at a regular meeting held April 21, 2020, by the following vote:

Ayes: WEYGANDT, HOLMES, UHLER, GUSTAFSON, GORE

Noes: NONE

Absent: NONE

Signed and approved by me after its passage.


Chair, Board of Supervisors

Attest:


Clerk of said Board

WHEREAS, in 2006, the Placer County Board of Supervisors designated the Placer County Transportation Planning Agency (PCTPA) as the Local Transportation Authority, in anticipation of placing a potential sales tax measure on the ballot, and a countywide measure was put on the ballot in 2016 and was defeated; and

WHEREAS, competition for State and Federal highway funds is increasing as available funding decreases. At this time, 26 counties in California have a local sales and use tax for local highway and transportation purposes, which can be utilized as matching funds for State and Federal funds, have been and will continue to be more successful in securing such State and Federal funds for improvements putting Placer County at a competitive disadvantage for funding transportation projects; and

WHEREAS, the Placer County Transportation Planning Agency has determined that most of the transportation infrastructure needs of the County lie in the incorporated cities of Lincoln,

Roseville and Rocklin and that a district approach to funding those improvements is therefore warranted; and

WHEREAS, Assembly Bill 1413 was signed by the Governor in October 2019, allowing a district sales tax measure for transportation purposes within the contiguous cities of Lincoln, Roseville and Rocklin in Placer County instead of a countywide measure be put on the ballot by the Placer County Transportation Planning Agency; and

WHEREAS, the proposed Expenditure Plan (attached as Exhibit A) was formulated with a broad spectrum of countywide public input over the course of the five years; and

WHEREAS, the Expenditure Plan will implement a one-half of one percent (0.5%) retail transactions and use tax for transportation improvements ("Transportation Tax") within the South Placer County District, consisting of the cities of Lincoln, Rocklin and Roseville, to meet the County's transportation needs, including major highway and road projects, local road maintenance and transportation improvement projects, rail and transit projects (including services for commuters, seniors, disabled and for providing innovative transit projects), bicycle and pedestrian projects, and other unanticipated but needed improvements; and

WHEREAS, the Expenditure Plan and proposed Transportation Tax ordinance also provide for the formation of an Independent Citizen Oversight Committee which will review the independent annual fiscal audit of the expenditure of the Transportation Tax funds, and will issue an annual report on its findings regarding compliance with the Expenditure Plan and requirements of the Transportation Tax ordinance; and

WHEREAS before the Placer County Transportation Planning Agency, acting as the Local Transportation Authority, can consider adopting the Transportation Tax ordinance, the Expenditure Plan must be approved by the Board of Supervisors and the City and Town Councils representing both a majority of the cities and towns in the County, and a majority of the population residing in the incorporated areas of the County; and

WHEREAS, commencing on July 1, 2022, and each year thereafter, the Placer County Transportation Planning Agency would annually reallocate an additional \$750,000 in Local Transportation Funding (LTF) off the total LTF for the entire County (after mandatory set asides), to those cities and towns that are not within the South Placer County District. There would be no extra allocation for the unincorporated area as the county roads benefitting the cities will receive an allocation of the transportation sales tax revenue. This LTF allocation transfer would be enacted by PCTPA amending its LTF Guidelines with input from each of its members agencies; and

WHEREAS, if the Expenditure Plan is approved by the Board of Supervisors and the City and Town Councils representing both a majority of the cities and towns in the County and a majority of the population residing in the incorporated areas of the County, PCTPA, acting as the Local Transportation Authority, will consider adopting the Transportation Tax ordinance at a meeting prior to June 30, 2020; and

WHEREAS, following adoption of the ordinance, PCTPA will request the Board of Supervisors place the ordinance approving the Transportation Tax on the November 2020 ballot; and

WHEREAS, the Expenditure Plan, as a funding mechanism which does not commit any agency to funding or approving any specific project or activity listed herein, is not a project within the meaning of the California Environmental Quality Act (CEQA) and is therefore exempt from CEQA review. Prior to the commencement of any project included in the Expenditure Plan, any necessary environmental review required by CEQA shall be completed.

BE IT RESOLVED, by the Board of Supervisors, County of Placer, State of California, that:

- (1) The Expenditure Plan, attached hereto as Exhibit A and incorporated herein by this reference, is hereby approved.
- (2) The Expenditure Plan is not a project as defined by the California Environmental Quality Act (CEQA) and is therefore exempt from CEQA review.
- (3) Staff is hereby directed to file a Notice of Exemption pursuant to CEQA.

**EXPENDITURE PLAN
EXHIBIT A**

**South Placer County District
Transportation Expenditure Plan**

This Expenditure Plan shall act as the South Placer County District Expenditure Plan (the "Plan"), was prepared by the Placer County Local Transportation Authority (the "Authority") for the purpose of establishing a one-half of one percent (0.5%) retail transactions and use tax for transportation purposes (the "Transportation Tax") within the incorporated territory of the Cities of Lincoln, Rocklin and Roseville (collectively referred to as the "District") , to be collected for thirty (30) years, if approved by the voters on November 3, 2020. This is proposed by the Authority as a means to fill the shortfall in funding needed to: implement necessary highway, rail, and transit projects; secure new transportation corridors through environmental clearance and right of way purchases; provide adequate maintenance and improvements on the local street and road system; promote economic growth throughout the County; and meet the needs of commuters and the specialized needs of the growing senior and disabled population.

CHAPTER 1: GOALS AND OBJECTIVES

1.1 MAINTAIN AND IMPROVE THE QUALITY OF LIFE IN PLACER COUNTY BY SUPPLEMENTING EXISTING FUNDS FOR TRANSPORTATION

Reduce current congestion and provide adequate transportation facilities to accommodate reasonable growth in the future.

Provide funding for the adequate maintenance and improvement of local streets and roads, transit infrastructure and operations within, or for the benefit of, the City of Lincoln, City of Rocklin and City of Roseville, and unincorporated areas benefiting such District cities.

Enhance Placer County's ability to secure state and federal funding for transportation by offering local matching funds.

1.2 PROVIDE FOR ACCOUNTABILITY IN THE EXPENDITURE OF TAXPAYER FUNDS

Provide for mandatory dedication of Transportation Tax funds only for the transportation improvements and programs identified in this Plan and no other purpose.

Provide for a mandatory, annual financial audit of program expenditures to insure that all funds are spent in accordance with this voter adopted Plan and associated legal ordinance.

Provide for an independent Citizen Oversight Committee to review the mandatory annual financial audits of program expenditures and to produce an annual report of findings to the Board and the public.

Provide for a Maintenance of Effort requirement in funds made available to city and County governments for local street and road programs to insure the new money for this purpose is adding to current funding levels.

Provide for the strict limitation of administrative staff costs in implementing this Plan, by limiting, in law, funds expended for salaries and benefits to no more than one percent (1%) of the annual amount of revenues raised by the Transportation Tax as provided in Section IX of the Ordinance, net of the amount of fees paid to the California Department of Tax and Fee Administration (CDTFA) for collection of the sales tax.

Provide for this Plan to be reviewed at least every ten (10) years for the period it is in effect to ensure that the changing needs and priorities of the jurisdictions are met, as provided in Section XII of the Ordinance.

Provide for the mandatory termination of the Transportation Tax in thirty (30) years from the operative date, requiring additional voter approval at a general election for any extension.

1.3 PROVIDE FOR EQUITY IN THE DISTRIBUTION OF TRANSPORTATION TAX REVENUES

Address the unique needs of each of the areas of the District.

Provide a reasonable balance between competing highway, rail, transit, bicycle/pedestrian, and local streets and road needs.

1.4 PROVIDE FOR LOCAL CONTROL OF THE TRANSPORTATION IMPROVEMENT PLAN

Provide for cost effective, local administration of the Plan through the existing Placer County Transportation Planning Authority. No new agency would be required to administer these funds.

Delegate appropriate administrative responsibility to the cities and the County and other local agencies designated by a city, the County, or the Authority for local programs.

CHAPTER 2: TAXPAYER ACCOUNTABILITY SAFEGUARDS

2.1 LEGAL DEDICATION OF FUNDS

Funds generated by the Transportation Tax, net of the amount of fees paid to the California Department of Tax and Fee Administration (CDTFA), may only be used for transportation purposes as described in the Ordinance governing this Plan, including the acquisition, construction, environmental mitigation, maintenance, and operation of streets, roads, highways, including state highways and public transit systems and equipment, and for related transportation purposes. These purposes include but are not limited to expenditures for planning, environmental reviews, engineering and design costs, related right-of-way acquisition, and construction, engineering, project management, and administration.

2.2 MANDATORY ANNUAL FISCAL AUDIT

No less than annually, the Authority shall conduct an independent fiscal audit of the expenditure of all funds generated by the Transportation Tax. The audit, which shall be made available to the public, shall report on evidence that the expenditure of funds is in accordance with this Plan as adopted by the voters in approving the Ordinance on November 3, 2020. In addition, the audit shall determine compliance with the Maintenance of Effort requirements and requirements described in Section 3.3 of this Plan entitled "Local Transportation Programs." The audit shall also ensure that no more than one percent (1%) of the annual amount of Transportation Tax is used for administrative staff salaries and benefits in implementing this Plan, as required under Section IX of the Ordinance.

2.3 INDEPENDENT CITIZEN OVERSIGHT COMMITTEE

A seven (7) member Independent Citizen Oversight Committee shall be formed to review the annual independent fiscal audit of the expenditure of the Transportation Tax funds and issue an annual report on its findings regarding compliance with the requirements of the Expenditure Plan and the Ordinance to the Authority Board of Directors. The annual report shall also be made available to the public. Membership in the Independent Citizen Oversight Committee shall be composed of two registered voters appointed by the governing body of each District city and one appointed by the Placer County Board of Supervisors. The appointee of the County shall reside in the District. Persons currently employed by the Placer County Transportation Planning Agency, County of Placer or any District incorporated city therein, or currently serving as a city councilmember or member of the Board of Supervisors, are not eligible for membership on the Citizen Oversight Committee.

In the event a contiguous city or town is added to the District, the Independent Citizen Oversight Committee membership would be expanded to include two registered voters appointed by the governing body of that new city or town.

2.4 MANDATORY PLAN UPDATE AND TERMINATION OF TRANSPORTATION TAX

This Plan shall be reviewed by the Authority at least every ten (10) years that the Transportation Tax is in effect to reflect current and changing transportation priorities and needs in the District, as defined by the duly elected local government representatives on the Authority Board. Any changes to this Plan must be adopted in accordance with Section XII of the Ordinance and with current law in effect at the time of the update, and must be based on findings of necessity for change by the Authority. The Transportation Tax authorized to be collected by the voters shall expire in exactly thirty (30) years, unless the voters approve an extension of the Transportation Tax prior to the expiration date, as may be required under state law in effect at the time of the vote for extension.

CHAPTER 3: SPECIFIC TRANSPORTATION PROGRAMS TO BE FUNDED

The Transportation Tax shall be allocated by the Authority based on a recommendation from the District Policy Advisory Committee for projects within or benefiting the District cities consistent with the following provisions.

3.1 MAJOR HIGHWAY/ ROAD PROGRAMS – Fifty-Four Percent (54%)

Many more state highway improvement projects are needed to deal with congestion and safety problems in the District than existing state and federal revenues can fund. Programmed and projected formula funds from these sources over the thirty (30) years are estimated to be **one hundred and twenty seven million dollars (\$127 million)** and will fund about **fifty-four percent (54%)** of the improvements needed and identified in this Plan. Funds generated by the Transportation Tax will supplement those funding sources with an estimated **\$648 million** and, along with an estimated **one billion one hundred and fifteen million dollars (\$1.115 billion)** in developer impact fees, state, federal and other sources, will cover the remaining costs estimated to accomplish these improvements. **The actual amount of funds available for expenditure on state highway improvement projects from the identified sources and the amount expended for such purposes may vary from these estimates.**

Fifty-four percent (54 %) of the Transportation Tax is allocated to Major Highway/Road Projects. The Major Highway/Road projects to be implemented with the Transportation Tax revenues are as follows:

ROUTE	LIMITS	PROJECT
I-80/SR 65	Interchange Phase 2-3	Improve interchange operations and capacity
I-80	I-80/Rocklin Road Interchange	Improve interchange capacity and operations
I-80	Douglas Blvd to Riverside Ave (westbound) SR 65 to Rocklin Rd (eastbound)	Add/extend auxiliary lanes
SR 65	Galleria Blvd to Ferrari Ranch Road.	Widen to 3-5 lanes each direction
SR 65	SR 65/Nelson Lane Interchange SR65/Nicholas Road Interchange	Improve to grade separated interchange
Baseline Road	Foothills Blvd to SR 70/99	Widen to 4-6 lanes and grade separation at UPRR
Placer Parkway	SR 65 to SR 70/99	Construct 4-6 lane expressway

The final scope and project limits of all improvements proposed for the State Highway system will be determined through the environmental clearance process.

The Authority may add additional Major Highway/Road projects, should the Transportation Tax produce more revenue than now predicted or the Authority be more successful than anticipated in attracting state/federal matching funds, developer impact fees, or obtaining other grants and funds for transportation infrastructure purposes, or due to unforeseen circumstances

3.2. RAIL AND TRANSIT PROGRAM – 10%

This Plan will provide an estimated **one hundred and twenty million dollars (\$120 million)** of Transportation Taxes to expand rail, add bus rapid transit, and implement services and continue and expand programs to meet the transit needs of seniors, disabled persons and commuters.

3.2.a. Transportation Services for Seniors, Disabled Persons and Local Residents

Seniors and disabled persons are becoming an increasing percentage of the population each year, and will drive demand for more frequent transit service to more areas. In addition, a number of transportation programs have been implemented which meet specialized needs for transportation to medical services, social service agencies and programs, shopping and other purposes that cannot be met by conventional transit. Local residents are also in need of improvements in local transit service. An estimated **sixty million dollars (\$60 million)** in Transportation Tax funds will be used to expand these transit services.

3.2.b. Capitol Corridor Rail and Bus Rapid Transit Service

The existing Capitol Corridor rail service has provided a viable alternative to the automobile for daily commuters to downtown Sacramento and reduces traffic on I-80. The current service level needs to be augmented by expanding capacity between Sacramento and Roseville to bring ten (10) round trips per day to Placer County. In addition, establishment of frequent and timely bus rapid transit service that provides a reasonable alternative to the automobile for existing and future daily commuters who travel to and within the South Placer area is needed. An estimated **sixty million dollars (\$60 million)** of Transportation Tax funds will be made available for capital and operations of these rail and bus rapid transit services and to match available federal funds.

3.2.c. Commuter/Express Bus Service

Placer County's existing commuter bus services provide a safe, convenient, and comfortable alternative to driving and removes congestion from highways. There is strong demand to expand this highly popular effective service to connect more residential areas and major employment centers. An estimated **sixty million dollars (\$60 million)** of Transportation Tax funds will be made available for capital and operations of commuter and express bus services, and to match available federal and state funds.

The actual amount of funds available for expenditure on transit and other projects described in this Section from the identified sources and the amount expended for such purposes may vary from these estimates.

3.3. LOCAL TRANSPORTATION PROGRAM – twenty-five percent (25%)

The local transportation systems, particularly local streets and roads, are critical to the everyday movement of people within the District cities and the County in an area benefiting the District.

Much of the road system is aging, has potholes, and is in need of expanded maintenance and rehabilitation. New local roads adjacent to new residential and business developments will continue to be constructed and paid for by the developers. Current resources, without the establishment of Transportation Tax revenues for transportation, cannot provide adequate funding to maintain the local street and road system at the level necessary to adequately serve the public.

The priorities for local transportation vary among individual local jurisdictions. While overlay, reconstruction, repair, and maintenance of the local road system are needs common to all and is specifically allowable as an expenditure of these funds, there are additional needs as well. Transportation Tax funds can be used for transportation projects, transit operations, projects that support transportation/land use coordination, and air quality improvement projects, as designated by this Plan. Some examples of allowable projects include bike paths, transit centers, widening of existing local roads, local matching funds for transportation grants or earmarks, fueling stations for electric vehicles, compressed natural gas or other alternative fuels, sidewalks and pedestrian paths, transportation demand management programs, lighting, landscaping, security for transportation facilities, park and ride lots, Safe Routes to School programs, and traffic signal synchronization.

This Plan will provide an estimated **three hundred million dollars (\$300 million)** of Transportation Taxes specifically for these purposes. The funds will be distributed to the cities and the County for connecting roadways, trails and transit systems within or benefiting the District cities by a formula based on an equal weighting of each jurisdiction's proportionate share of the total County population and road miles, with a minimum allocation of **Five Hundred Thousand Dollars (\$500,000)** for each jurisdiction. Allocations will be updated annually based on California Department of Finance population data and reported road miles.

The actual amount of funds available for expenditure on local transportation projects from the identified sources and the amount expended for such purposes may vary from these estimates.

In order to be eligible for these funds, each jurisdiction shall satisfy and continue to satisfy the following requirements:

1. On July 1 of each year, file a Five-Year Capital Improvement Program including all capital transportation projects, including projects funded by the jurisdiction's share of the Transportation Tax.
2. The portion of funds under this Program shall be put into a "Placer County Roads (Benefitting Contiguous Cities) Fund." Expenditures from this Fund may include to the expansion, repair, safety, complete streets and maintenance of existing county roads connecting the cities within the District or which benefit the District cities.
3. Adopt and administer a development impact fee program that requires new development to pay a fair share of necessary transportation improvements attributable to the new development.
4. On July 1 of each year, file with the Authority an annual Expenditure Report for the prior fiscal year identifying the amount of Transportation Taxes, developer impact fees and other local agency funds expended by the jurisdiction and certify that the maintenance of effort requirements of the Ordinance and the Expenditure have been satisfied.

3.5 *BICYCLE AND PEDESTRIAN PROGRAM – five percent (5%)*

Bicycle, pedestrian, and neighborhood electric vehicle (NEV) travel provide a viable alternative for short distance trips and enhance the quality of life in our neighborhoods. Safe, easy to use facilities in key areas support the attractiveness of these clean and healthy transportation modes. An estimated **sixty million dollars (\$60 million)** in net Transportation Tax funds will be used to match local, state, and federal funds to construct and improve bicycle, pedestrian, and neighborhood electric vehicle facilities and otherwise to support walkable and bikeable communities including Safe Routes to School.

The Authority shall establish, in the first year after the adoption of this Ordinance, the criteria by which projects are deemed eligible for funding under this Program, and the selection criteria by which such eligible projects are selected. The eligibility and selection criteria shall include safety, connectivity to schools and to the overall system estimated demand/usage, ability to attract matching funds, and lack of other funding in the overall Transportation Expenditure Plan.

3.6 *COMPETITIVE PROJECTS PROGRAM – five percent (5 %)*

It is recognized that the Plan cannot anticipate every factor that could affect transportation needs over its thirty (30) year life. New technologies, new travel

patterns, and new transportation modes are amongst the many possibilities that may arise in the future. To provide the flexibility to meet those unanticipated needs and opportunities, the Transportation Plan is anticipated to provide approximately **sixty million dollars (\$60 million)** to a Competitive Projects Program. The Authority shall establish, in the first year after the adoption of this Ordinance, the criteria by which projects are deemed eligible for funding under this Program, and the selection criteria by which such eligible projects are selected. The eligibility and selection criteria shall include safety, congestion relief, ability to attract matching funds, and lack of other funding in this overall Transportation Expenditure Plan. Any Competitive Projects Program funds unspent at the conclusion of the thirty (30) year Plan would be added to the Local Transportation Program.

CHAPTER 4: BOND FINANCING

Construction of the highway and rail projects and implementation of the local streets and roads and other programs identified in this Plan are needed as soon as possible. In order to accomplish this, some level of borrowing will be required, with debt to be repaid with Transportation Tax revenues. The Authority will determine the extent of borrowing that is reasonable and that can be supported by Transportation Tax revenues as the Plan is implemented.

CHAPTER 5: ALLOCATIONS SUMMARY

TRANSPORTATION TAX REVENUE ALLOCATIONS	
Major Highway/Road Program	54%
Rail and Transit Program	10%
Bicycle and Pedestrian Program	5%
Local Transportation Program/Rural Roads Maintenance and Repair Program	25%
Competitive Projects Program	5%
Transparency, Accountability, and Administration	1%
TOTAL	100.000%

The Authority may reallocate the expenditure of Transportation Taxes in any given year on a different percentage basis provided that the percentage allocations set forth above are achieved over the duration of the Ordinance.

CHAPTER 6. FUNDING FLEXIBILITY AND BONDING TO EXPEDITE PROJECTS

To more quickly deliver transportation projects for the benefit of Placer County residents, visitors, and businesses, the Authority may temporarily shift Transportation Tax revenues and developer impact fees administered by the South Placer Regional Transportation Authority (SPRTA) amongst projects in any given year. However, the proportionate shares for funding contributions and purposes over the 30-year period may not be changed without an amendment of this Plan as required by law and Section XII of the Ordinance. Transportation Tax revenues subject to this temporary shift specifically exclude those annually allocated to the cities and County under the Local Transportation Program (Section 3.3 of this Plan). Shifts may not be made without previous consultation with the affected local agencies and two-thirds majority approval of the Authority Board of Directors.

CHAPTER 7. INFORMING THE PUBLIC OF LOCAL FUNDING SUPPORT

All projects using \$1 million or more of Transportation Tax revenues shall be signed to inform the public that Transportation Tax revenues support the project.

CHAPTER 8. SEVERANCE PROVISIONS

If any provision of this Plan, or the application thereof, is for any reason held invalid and unenforceable by a court of competent jurisdiction to a person or circumstance, the remainder of the Plan and the application of such provision to other persons or circumstances shall not be affected thereby, and the Authority declares that it would have passed each part of this Plan irrespective of the validity of any other part.