Memorandum

DATE:       May 02, 2013

TO:         Alameda County Technical Advisory Committee (ACTAC)

FROM:       Stewart D. Ng, Deputy Director of Programming and Projects
            Matt Todd, Principal Transportation Engineer

SUBJECT:    Approval of the 2013 Capital Improvement Program and Programs
            Investment Plan Revenue Assumptions and Review of the Development
            Methodology

Recommendation
It is recommended the Commission approve the 2013 Capital Improvement Program (CIP) and
Programs Investment Plan (PIP) revenue assumptions and review the proposed development
methodology for the CIP/PIP.

Summary
As the Congestion Management Agency for Alameda County, Alameda CTC is legislatively
required by California Government Code 65088.0 to 65089.10 to develop and update a
Congestion Management Program (CMP) every two years. The CMP describes policies to
address congestion in the county, while also formulating strategies to improve the transportation
system and reduce greenhouse gas emissions. The next CMP update, currently underway, is due
at the end of 2013.

As required by state statute, the CMP is required to include a Capital Improvement Program
(CIP) that outlines projects which help maintain and improve the performance of the multimodal
transportation system. In order to meet these legislative requirements, Alameda CTC intends to
incorporate a comprehensive CIP and a Programs Investment Program (PIP) in the CMP
document as part of the 2013 update. Based on the policy framework proposed with the Strategic
Planning and Programming Policy adopted by the Commission in March 2013, the CIP and PIP
will be incorporated with an expanded Strategic Plan/CMP that meets state statutory
requirements, and serves as a fully integrated strategic planning and programming document that
can more effectively guide future planning and programming decisions.

Consistent with the requirements of the CMP, the CIP and PIP will each contain a multi-year
planning horizon to guide the programming of Federal, State, and local funds that are under
Alameda CTC’s purview.

The CIP will include projects that contribute to alleviating traffic congestion and reducing
carbon emissions consistent with legislative mandates and Alameda CTC adopted plans.
Projects will be prioritized based on funding eligibility and prioritization criteria.
The PIP will include projects/programs that support capital improvements, transit operations, outreach and education, transportation maintenance activities, and reporting tasks that are not included in the CIP. Many of these activities are expected to be funded using Program Funds as available through sources such as Measure B and Vehicle Registration Fee (VRF) and will also contribute to reducing congestion and carbon emissions.

This staff report details the development approach for the CIP and PIP, including a discussion on the following:

- CIP and PIP purpose
- Revenue Assumptions
- CIP/PIP Development Methodology and Project/Program Prioritization
- Two-year Allocation Plan

**Discussion**

**Purpose of the Capital Improvement Program and Programs Investment Program**

The purpose of the CIP and PIP is to strategically plan and program funding sources under Alameda CTC’s purview for capital improvements, operations and maintenance projects and programs consistent with Alameda CTC adopted long range plans such as the Countywide Transportation Plan, Countywide Bicycle Plan, and Countywide Pedestrian Plan. Updated every two years, as part of the CMP, the proposed CIP/PIP will consist of a multi-year planning horizon that integrates and prioritizes transportation investments based on measurable performance measures. The CIP and PIP will provide an inventory of projects and programs that are funded with Federal, State, and local funding sources by the Alameda CTC for the multi-year period. As such, the short range CIP and PIP will be tied to long-range planning efforts and include a system of feedback loops to monitor and evaluate the performance of Alameda County’s transportation system (*refer to Attachment A: Feedback Flow Chart*).

The proposed CIP/PIP will contain a project prioritization process, described later in this staff report, that builds upon already adopted selection criteria from the following:

- Current CMP;
- 2012 Countywide Transportation Plan (CWTP);
- Metropolitan Transportation Commission’s Regional Transportation Plan (RTP);
- Alameda Countywide Bicycle Plan;
- Alameda Countywide Pedestrian Plan; and
- Recent Alameda CTC funding programs such as the FY 2012/13 Coordinated Funding Program and Transportation for Clean Air (TFCA).
The PIP will also be structured to provide a link between the goals and policies contained in the CWTP and Alameda CTC programs. Specifically, it will guide programmatic and discretionary funding to the following types of programs:

- Transit Operations
- Paratransit services
- Bicycle programs/projects
- Pedestrian programs/projects
- SMART Corridors operations
- Express Lanes operations
- Transportation Demand Management
- Transportation Systems Management
- Safe Routes to Schools programs
- Local Roadways programs/projects
- Funding for Planning, Programming Monitoring, data collection, and performance reporting

Through the CIP/PIP project/program identification and prioritization process, Alameda CTC will identify shorter term, key transportation improvements that maintain or improve the performance of the multi-modal system for the movement of people and goods or mitigates transportation related impacts on the environment such as air quality. Based on the 7-year CIP/PIP, a two-year Allocation Plan to fund projects/programs will be developed. Projects and programs identified as priorities in the 2-year Allocation Plan are assumed to be ready for funds to be programmed and construction/implementation.

Revenue Assumptions

Alameda CTC is responsible for approximately $160 million in funding annually for capital projects and programs over the multi-year CIP/PIP. It is assumed the CIP/PIP will cover between a 5 and 7 year period of time. The annual revenues will result in over $1.1B of investment in transportation through the Alameda CTC over a seven year CIP/PIP timeframe (refer to Attachment B, Annual Programming Revenue). The forecasted revenue was developed from actual historical revenue received and projected over the CIP/PIP period. The annual revenue information is also separated into Pass-through and Discretionary components (refer to Attachment C, Tables 2A – Pass-through Revenues and Table 2B – Discretionary Revenues).

Alameda CTC distributes or programs revenue from various funding sources including:

- 2000 Measure B
- Vehicle Registration Fee (VRF)
- Surface Transportation Program (STP) / Congestion Management Air Quality (CMAQ)
- State Transportation Improvement Program (STIP)
- Transportation for Clean Air (TFCA)
- Lifeline Transportation Program

For the purposes of developing a revenue forecast for the duration of the CIP/PIP, Alameda CTC is using the historical grant programs’ funding availability as the basis for future revenue assumptions. The future revenue assumptions for the following funding sources are described in detail below:

- The STP/CMAQ funds are distributed through MTC. The One Bay Area Grant (OBAG) policy sets the priorities for the funds available from FY 2012/13 to 2015/16. The Alameda CTC is programming the OBAG funding through the FY 2012/13 Coordinated...
Funding Programming. Approximately $60.3 million will be programmed through FY 2015/16. It is assumed that the program will continue at approximately the same level through the CIP/PIP time-frame.

- The STIP funds are distributed through the State and the California Transportation Commission. The next available STIP funding will be programmed in summer 2013 and is anticipated to be available to expend in FY 2017/18 and 2018/19. It is assumed that the program will continue at approximately the same historical levels through the CIP/PIP time-frame. Revenue through FY 19/20 and FY 20/21 is forecasted assuming a similar level of funding.

- The Lifeline Transportation Program is funded with a mix of federal Job Access Reverse Commute (JARC) and Surface Transportation Program (STP) funds, State Transit Assistance (STA), and State Proposition 1B Transit funds. Approximately $9.6 million in discretionary funds is anticipated to be available for Alameda County projects over a three year funding cycle. The current Cycle 3 ends in FY 2014/15. It is assumed that the program will continue at approximately the same historical levels through the CIP/PIP time-frame.

- TFCA funding is allocated to the Alameda CTC annually with about $1.7 million available per year. It is assumed that the program will continue at approximately the same historical level through the CIP/PIP time-frame.

- The 2000 Measure B revenue reflects a two percent annual increase in revenue, consistent with the Capital Program Strategic Plan update for FY 2013/14. It is assumed that the program will continue at approximately the same historical level through the CIP/PIP time-frame.

- The VRF revenue is $11.5 million, consistent with the VRF Strategic Plan/Allocation Plan update for FY 2013/14. It is assumed that the program will continue at approximately the same historical level through the CIP/PIP time-frame.

The timing of the availability of the funding and the corresponding programming action dates for the various funding sources under Alameda CTC’s purview are depicted in Attachment D, Current/Future Programming Cycles. As shown, the individual funding sources represent from one to four years of programming revenue, with the anticipated schedule for Alameda CTC programming actions.

CIP/PIP Development Methodology

The methodology used to develop the CIP and PIP will include the following steps:

1. Establish a prioritization process for projects/programs
   a. CIP/PIP prioritization criterion will be derived from the current CMP, CWTP, RTP, Countywide Bicycle Plan, Countywide Pedestrian Plan, and previously approved selection criteria from Alameda CTC’s current discretionary grant programs such as the FY 2012/13 Coordinated Funding Program, TFCA, and Measure B Paratransit Gap Cycle 5 Program.
b. Prioritization criterion may include project readiness, needs and benefit, proximity to Priority Development Areas (PDAs), maintenance/sustainability, cost effectiveness/leveraging funds, and geographic equity.

2. Create an inventory of projects and programs through an examination of
   a. CWTP’s Tier 1 and Tier 2 projects, and programmatic categories
   b. Recent discretionary grant project/program applications
   c. Countywide Bicycle Plan, Countywide Pedestrian Plan, and other approved planning documents.

   Alameda CTC may request updated or additional project/program information from project sponsors to better evaluate the readiness of potential projects. If required, this would occur at the end of June 2013.

3. Evaluate and prioritize projects and programs based on defined performance measures.

4. Establish a multi-year CIP/PIP.
   a. Projects/programs will be prioritized in the CIP/PIP for future funding allocations.
   b. Projects/programs that are programmed for funding through the current “calls for projects” will be included in the CIP/PIP as committed projects.
   c. Projects/programs not selected for funding in the current call for projects may be considered for inclusion in the CIP/PIP.

5. Include the CIP/PIP in the CMP.

6. Establish a two-year Allocation Plan based on the multi-year CIP/PIP (assume a 5-7 year time period). The two-year allocation plan will identify projects/programs from the multi-year CIP/PIP that would be approved for programming in the first two years of the CIP/PIP period (i.e. through FY 14/15). Additional evaluation will be considered to determine the projects/programs identified to receive programming in this period. Criteria that may be considered will include project readiness, needs and benefit, proximity to Priority Development Areas (PDAs), maintenance/sustainability, cost effectiveness/leveraging funds, and geographic equity. The Allocation Plan revenue assumptions are discussed in more detail in the next section.

In future programming cycles, Alameda CTC will use the CIP/PIP and allocation plan to identify projects and programs for consideration. The CIP/PIP and Allocation Plan will be updated every 2 years as part of the CMP. In future CIP/PIP updates, Alameda CTC will reassess the prioritization of projects/programs for consistency with any updated policies, goals, and performance criterion.

Two-Year Allocation Plan

The two-year Allocation Plan will include the annual programmatic pass-through funds from Measure B and VRF to local jurisdictions.
The discretionary funding available for programming during this timeframe will total approximately $92.0 M. The funding sources and available funding amounts are depicted in detail on Attachment D, Current/Future Programming Cycles, and summarized in the table below.

<table>
<thead>
<tr>
<th>Discretionary Funding Sources (Funds with Programming Actions during FY 13/14 to FY 15/16)</th>
<th>Amount (in millions)</th>
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<td>STP/CMAQ</td>
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<td>Lifeline Transportation Program</td>
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<td>Measure B</td>
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<td>VRF</td>
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<td><strong>Total</strong></td>
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Based on the prioritization of projects in the CIP/PIP, projects/programs will be recommended for programming under the two-year Allocation Plan.

**Schedule/Next steps**
The following schedule details milestones for the CIP/PIP (and two-year Allocation Plan) Development.

<table>
<thead>
<tr>
<th>Timeline</th>
<th>Milestones</th>
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</table>
| May 2013 | ▪ Approval of CIP/PIP revenue assumptions  
▪ Review CIP/PIP Project/Program Prioritization Methodology |
| June 2013 | ▪ Approval of CIP/PIP Methodology and Draft CIP/PIP screening and evaluation criteria  
▪ Initiate Request for Information from sponsors for additional or updated project/program information if required |
| July 2013 | ▪ Approval of Final CIP/PIP screening and evaluation criteria  
▪ Consolidate updated project/program information  
▪ Evaluate programs/projects using prioritization criteria |
| October 2013 | ▪ Review Draft 2013 Strategic Plan/CMP that includes the draft CIP/PIP |
| November/December 2013 | ▪ Approval of Final Strategic Plan/CMP and CIP/PIP |
| January through April 2014 | ▪ Develop and adopt Alameda CTC’s two-year Allocation plan |

**Fiscal Impact**
There is no fiscal impact at this time.

**Attachments**
Attachment A: Alameda CTC Policy Framework for Planning, Programming and Monitoring Feedback Loop Process Chart
Attachment B: Annual Programming Revenue
Attachment C: Annual Programming Revenue: Pass-through and Discretionary Funds
Attachment D: Current Program Funding and Current/Future Programming Cycles
Attachment E: Description of Funding Sources Programmed by Alameda CTC
Attachment A: Alameda CTC planning, programming and monitoring Feedback Loop Chart
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**Summary:**
The Alameda CTC is responsible for approximately $160 million in funding annually for capital projects and programs over the seven-year CIP time-frame (FY 13/14 through FY 19/20). This annual revenue forecast was developed from actual revenue, and future funding assumptions.

<table>
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<tr>
<th>FUNDING SOURCES</th>
<th>FY 13/14</th>
<th>FY 14/15</th>
<th>FY 15/16</th>
<th>FY 16/17</th>
<th>FY 17/18</th>
<th>FY 18/19</th>
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<td>MB Programs (60%)</td>
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<td>$10,925,000</td>
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<td>VRF Local Rd Pass-through (60%)</td>
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<td>VRF Discretionary (40%)</td>
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### Table 1: Pass-through Funding Revenue

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<td>Vehicle Registration Fee</td>
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*Highlighted gray boxes are anticipated discretionary funds requiring Alameda CTC actions, and are in the time frame of the allocation plan.*
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Summary:
This table depicts current and future programming cycles of various funding sources, and notes the anticipated year of programming decisions by the Alameda CTC’s Commission. Also provided, is a general implementation schedule of planning documents associated with the CIP development.

- The DARK GRAY BOXES represents the cycle duration of available revenues in FY 12/13 Coordinated Call for Projects, Paratransit Gap, TFCA, etc.
- The PATTERN BOXES represents future funding cycles and the anticipated programming actions associated with these call for projects.
- The DARK BOX from FY 13/14 to FY 15/16 represents the time period of the allocation plan.

### Capital Improvement Program
#### Current/Future Programming Cycles

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<thead>
<tr>
<th>FUNDING SOURCES</th>
<th>FY 12/13</th>
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<th>FY 15/16</th>
<th>FY 16/17</th>
<th>FY 17/18</th>
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<td>TFCA</td>
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<td>TFCA Management (70%)</td>
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<td>TFCA Discretionary (30%)</td>
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<tr>
<td>Lifeline Transportation Program</td>
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<td>2000 Measure B Discretionary</td>
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<td>Express Bus ¹</td>
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<tr>
<td>Bike/Pedestrian ¹</td>
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<td>Transit Center Development</td>
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<td>Vehicle Registration Fee Discretionary</td>
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<tr>
<td>Mass Transit (25%) ²</td>
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<td>Local Technology (10%)</td>
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<tr>
<td>Bike/Pedestrian Safety (5.0%) ³</td>
<td>$1,500,000</td>
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### ALAMEDA CTC APPROVAL SCHEDULE

<table>
<thead>
<tr>
<th>ALAMEDA CTC APPROVAL SCHEDULE</th>
<th>4 year Cycle - June Approval</th>
<th>4 year Cycle - Dec. Approval</th>
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<tr>
<td>Countywide Transportation Plan (CWTP)</td>
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<tr>
<td>Congestion Management Plan (CMP) / CIP</td>
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#### Allocation Plan

**LEGEND**
- Approval (Alameda CTC)
- Programming Decision (Alameda CTC)
- Current Programming Cycle
- Future Programming Cycles

Notes:
¹ Included in the FY 12/13 Coordinated Call for Projects
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Attachment E: Description of Funding Sources Programmed by Alameda CTC

FEDERAL FUNDING PROGRAMS

**Surface Transportation Program.** The Alameda CTC, as Alameda County’s congestion management agency, is responsible for soliciting and prioritizing projects in Alameda County for a portion of the federal Surface Transportation Program (STP). The STP is provided through funding from the reauthorization of federal funding for surface transportation, the legislation by which the Alameda CTC receives federal monies. MTC’s One Bay Area Grant Program is how these funds will be allocated in the coming years.

**Congestion Mitigation & Air Quality Program.** The Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for a portion of the federal Congestion Mitigation & Air Quality Program (CMAQ). These funds are used on projects that will provide an air quality benefit. MTC’s One Bay Area Grant Program is how these funds will be allocated in the coming years.

STATE AND REGIONAL FUNDING PROGRAMS

**State Transportation Improvement Program.** Under state law, the Alameda CTC works with project sponsors, including Caltrans, transit agencies and local jurisdictions to solicit and prioritize projects that will be programmed in the State Transportation Improvement Program (STIP). Of the STIP funds, 75 percent are programmed at the county level and earmarked as “County Share,” The remaining 25 percent are programmed at the state level and are part of the Interregional Transportation Improvement Program. Each STIP cycle, the California Transportation Commission adopts a Fund Estimate (FE) that serves as the basis for financially constraining STIP proposals from counties and regions.

**Transportation Fund for Clean Air Program (TFCA).** State law permits the BAAQMD to collect a fee of $4/vehicle/year to reduce air pollution from motor vehicles. Of these funds, the District programs 60 percent; the remaining 40 percent are allocated annually to the designated overall program manager for each county—the Alameda CTC in Alameda County. Of the Alameda CTC’s portion, 70 percent are programmed to the cities and county and 30 percent are programmed to transit-related projects.

**Lifeline Transportation Program (LTP).** Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for the LTP. The LTP provides funds for transportation projects that serve low income communities using a mixture of state and federal fund sources. The current program is made up of multiple fund sources including: State Transit Account, Job Access Reverse Commute and State Proposition 1B funds. The make-up of this program will likely change due to the passage of MAP-21 and most of the Proposition 1B funds already allocated.

LOCAL FUNDING PROGRAMS

**Measure B Program Funds:** These include 60% of the sales tax dollars that are allocated to 20 separate organizations via direct pass-through funds or discretionary grant programs. In April 2012, the Alameda CTC entered into new Master Program Funding Agreements with all recipients, which require more focused reporting requirements for fund reserves. Agreements were executed Alameda-Contra Costa Transit District (AC Transit), Water Emergency Transportation Authority (WETA), Altamont Commuter Express (ACE), the Livermore Amador Valley Transit Authority (LAVTA), and the Bay Area Rapid Transit District (BART); cities include Alameda, Albany, Berkeley, Dublin, Emeryville, Fremont, Hayward, Livermore, Newark,
Oakland, Piedmont, Pleasanton, San Leandro, and Union City (same agreement as for Union City Transit); and Alameda County.

The funds allocated to jurisdictions through the Master Program Funding Agreements include the following:

- Local Transportation, including local streets and roads projects (22.33 percent)
- Mass Transit, including express bus service (21.92 percent)
- Special Transportation (Paratransit) for seniors and people with disabilities (10.5 percent)
- Bicycle and Pedestrian Safety (5 percent)
- Transit-Oriented Development (0.19 percent)

- **Measure B Capital Funds**: These include 40% of the sales tax dollars that are allocated to specific projects as described in the voter approved November 2000 Expenditure Plan, as amended. Each recipient has entered into a Master Projects Funding Agreement and Project-Specific Funding Agreements for each project element. Funds are allocated through the project strategic planning process which identifies project readiness and funding requirements on an annual basis. Project-specific funding allocations are made via specific recommendations approved by the Commission.

- **Vehicle Registration Fee**: The Alameda County Vehicle Registration Fee (VRF) Program will be allocated in part through the Alameda CTC Master Program Funding Agreements as pass-through funds, and others through discretionary programs, as noted below:
  - Local streets and roads (60 percent, allocated through MPFA)
  - Transit (25 percent, allocated through discretionary program)
  - Local transportation technology (10 percent, discretionary program)
  - Bicycle and pedestrian projects (5 percent, discretionary program)

**Local Exchange Program.** Under this program, the Alameda CTC can exchange state and federal funds for local monies, giving project sponsors the flexibility to streamline and expedite project delivery. The local funds also allow agencies to begin projects that would otherwise have been delayed due to the lack of available STIP funding. The program includes projects such as bus purchases, overpasses, intermodal facilities, local road improvements and arterial management projects.

**OTHER FUNDING SOURCES**

There are numerous other funding programs that fund transportation investments in Alameda County, but the Alameda CTC does not have a direct role in programming these funds, including, but not limited to:

- Federal Disaster Assistance
- Federal Transit Sections 5300 series
- State Interregional Transportation Improvement Program
- State Environmental Enhancement and Mitigation Program
- State Transportation Development Act (transit, paratransit and bicycle/pedestrian)
- State Transit Assistance
- State Highway Operations and Protection Program
- Local BART Sales Tax
- Local Bridge Tolls (Regional Measure 2) – sometimes Alameda CTC may have a role in identifying projects for these funds
- Local Gas Tax (Highway Users Tax Account)