As part of the CMP, Alameda CTC must develop a Capital Improvement Program to identify projects intended to maintain or improve the performance of the multimodal transportation system in Alameda County, to move people and goods, and to mitigate regional transportation impacts identified through the Land Use Analysis Program. Capital Improvement Program projects must conform to the Regional Transportation Plan (RTP), the Alameda Countywide Transportation Plan (CTP), and air quality mitigation measures for transportation-related vehicle emissions.

As the Regional Transportation Planning Agency for the Bay Area, the Metropolitan Transportation Commission (MTC) is responsible for developing regional project priorities for the Regional Transportation Improvement Program (RTIP) for the nine counties of the Bay Area. As part of the CMP, Alameda CTC must also include in the Capital Improvement Program the list of projects proposed for Alameda County’s share of State Transportation Improvement Program (STIP) funding. MTC incorporates the list of Alameda County’s proposed STIP projects into the RTIP. MTC then submits the RTIP to the California Transportation Commission (CTC) for inclusion in the STIP.

In 2013, Alameda CTC adopted a Strategic Planning and Programming Policy to consolidate existing planning and programming processes to improve the efficiency and effectiveness of future policy decisions on transportation investments in Alameda County. This policy directed the development of Alameda CTC’s Comprehensive Investment Plan (CIP), a programming and allocation document that identifies funding under Alameda CTC’s programming purview toward countywide transportation projects and programs over a five-year horizon. The CIP translates long-range plans into a short-range investment strategy by establishing a list of near-term priority improvements to enhance and maintain Alameda County’s multimodal transportation system. The first CIP was adopted in June 2015 and the most recent CIP (2020 CIP), adopted in June 2019 covers fiscal years 2019-20 through 2023-2024.

Alameda CTC’s CIP serves as the CMP Capital Improvement Program and has three primary objectives:

- **Translate long-range plans into short-range implementation** by focusing on project/program delivery over a five-year programming window with a two-year allocation plan.
• Serve as Alameda CTC’s strategic plan for voter-approved transportation funding (such as 1986 Measure B, 2000 Measure B, 2010 Vehicle Registration Fee, and 2014 Measure BB) as required by the respective legislation for each funding program. The revenue and expenditure assumptions for each fund source are confirmed annually and serve as the basis for the financial management of each fund source.

• Establish a comprehensive and consolidated programming and allocation plan for fund sources under Alameda CTC’s authority for capital improvements, operations, and maintenance projects and programs. The CIP integrates all fund sources into one programming document that ensures coordinated programming and allocation of funds to maximize the effectiveness of transportation investments in the Alameda County transportation system.

Each year, Alameda CTC’s CIP financial assumptions are updated to include the latest revenue projections. New projects and programs are considered through updates of the CIP, generally occurring every two years.

### Relationship of CIP to Other Plans and Studies

Projects included in the Capital Improvement Program must be consistent with the RTP and the CTP. To identify transportation needs and improvements to include in Alameda CTC’s CIP, Alameda CTC performs periodic monitoring and uses the following various countywide and area-wide/corridor studies or plans.

**Regional Transportation Plan**

Since the RTP action element is required to consider the congestion management actions occurring within the region, projects selected for the Capital Improvement Program must be consistent with the assumptions, goals, policies, and actions identified in the RTP. The RTP, prepared by the MTC, is the basic statement of the Bay Area transportation investment policy. Because of the interdependence of transportation planning and other regional planning, the regional plan strives to adopt policies that complement and support programs of federal, state, and regional agencies.

Adopted in July 2017, the most recent RTP, Plan Bay Area 2040 (PBA 2040), is a focused update of the region’s previous integrated transportation and land use plan, Plan Bay Area 2013 (PBA 2013). As required by Senate Bill 375, PBA 2013 integrates land use and transportation in one Sustainable Communities Strategy to reduce greenhouse gas emissions from the transportation sector. The investment policy for PBA 2040 continues the approach adopted in PBA 2013 and focuses more on preserving and maintaining the existing transportation infrastructure, supporting Priority Development Areas and Priority Conservation Areas, and investing in transit. PBA 2040 investments focus on operating, maintaining, and modernizing the existing transportation system with limited and strategic expansion. PBA 2040 includes seven specific goals and 13 related performance targets (see Chapter 9, “Program Conformance and Monitoring”). Two of the seven goals were legislatively required for housing and climate protection and have mandated targets. The next update to PBA 2040, called PBA 2050, is underway and is anticipated by adopted in summer of 2021.

**Countywide Transportation Plan**

Each county within the jurisdiction of MTC prepares a long-range transportation plan (countywide transportation plan) in cooperation with the respective cities, county, and transit operators. The CTP is the basis for the county’s component of the RTP.

The Commission adopted the most recent CTP for Alameda County in May 2016 that resulted from a comprehensive effort and coordination with various

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27 Assembly Bill 3705 (Eastin), Statutes of 1988.
Capital Improvement Program

regional and local agencies. Alameda CTC coordinated development of the 2016 CTP with MTC’s development of PBA 2040 and focused on identifying projects to meet the long-term transportation needs to better integrate land use and transportation to reduce greenhouse gas emissions in Alameda County. Performance-based planning used for the first time in the 2012 CTP was continued in the 2016 CTP. This approach effectively identified projects and programs that meet the adopted vision and goals for the plan. Alameda CTC used a set of performance measures to provide an objective and technical means to measure how well projects and programs performed together to meet the goals. The next update to the CTP (2020 CTP) is currently underway and is anticipated to be adopted by the end of 2020. The CTP update is being coordinated with the PBA 2050 development.

The 2016 CTP’s vision and goals for Alameda County are as follows:

Alameda County will be served by a premier transportation system that supports a vibrant and livable Alameda County through a connected and integrated multimodal transportation system promoting sustainability, access, transit operations, public health, and economic opportunities.

The Alameda County transportation system will be:

- **Well maintained**
- **Supportive of a healthy and clean environment**

The 2016 CTP serves as a performance-based, long-range plan for Alameda County’s multimodal transportation network through 2040. The vision and goals for the Alameda Countywide Transportation Plan were originally developed during the 2012 CTP update in parallel with development of a new Transportation Expenditure Plan (adopted by over 70 percent of voters in 2014 as Measure BB). The process was comprehensive and grounded with extensive input from a broad range of stakeholders. As such, the vision statement and goals capture the broad array of needs and transportation system demands in a county as diverse and large as Alameda County.

### Air Quality Attainment Plans

The CMP CIP is closely related to federal and state air quality attainment plans regarding transportation-related vehicle emission air quality measures. Because the Bay Area failed to attain national ambient air quality standards before the 1977 Federal Clean Air Act Amendments’ 1987 deadline, a revised State Implementation Plan (SIP) was developed. The purpose of this plan is to show the measures to be taken to reduce air pollution and maintain compliance with federal requirements for annual emission reductions. The RTP is required by federal law to conform to the SIP. State air quality legislation, specifically the California Clean Air Act of 1988, requires the Bay Area Air Quality Management District (BAAQMD) to prepare a Clean Air Plan designed to bring the Bay region’s air basin into compliance with state air quality standards by the earliest practicable date. The Clean Air Plan must include transportation control measures as well as stationary (e.g., oil refinery) source controls to achieve and maintain the respective standards for ozone and carbon monoxide. Other legislation established a joint process between the MTC and BAAQMD for preparing the transportation control measures plan as part of the...
Main content starts here...

State Clean Air Plan. BAAQMD adopted the most recent Clean Air Plan in 2017.

To respond to air quality and climate protection challenges in the years ahead with a comprehensive planning approach, BAAQMD developed the 2017 Clean Air Plan to be a dual plan—to include the required update to the Bay Area’s State ozone plan as well as to serve as a multi-pollutant action plan, consistent with the GHG reduction targets adopted by the State of California, to protect public health and the climate. The 2017 Clean Air Plan Control Strategy component builds on a solid foundation established by the 2010 Clean Air Plan Control Strategy, the 2005 Ozone Strategy, and previous ozone plans prepared in the 1991-2005 period. It includes updated and new measures in the following control measure categories: Stationary Source, Transportation Sector, Buildings Sector, Energy Sector, Agricultural Sector, Natural and Working Lands Sector, Waste Sector, Water Sector, and Super-GHG Pollutants. Out of the total 85 control measures in the 2017 Clean Air Plan, 23 are Transportation Sector measures.

The federal and state transportation control measures listed in the attainment plans have implications for county CMPs. MTC will give priority to proposed projects that support or help implement any of the transportation sector measures outlined in this revised Clean Air Plan (see Appendix H for federal and state transportation control measures).

**Areawide and Corridor Studies**

The 2016 CTP focused on maximizing the efficiency and effectiveness of our existing multimodal infrastructure and identified a need for advanced and integrated corridor management, re-emphasizing the prior policy on corridor/areawide transportation management planning, which is described in Chapter 6, “Land Use Analysis Program.” As part of the 2012 CTP, Alameda CTC developed a Briefing Book and many issue papers on key transportation issues. These collectively identified transportation issues to address, potential focused plans/studies to develop and strategies to explore as part of those plans, and studies to develop an accessible, reliable, and safe multimodal transportation system in Alameda County that is well connected and better integrated with land use.

As part of the next steps identified in the 2012 CTP, Alameda CTC developed a comprehensive TDM strategy that the Commission adopted in May 2013. Alameda CTC also developed and adopted three countywide modal plans in 2016—Countywide Goods Movement Plan, Countywide Multimodal Arterial Plan, and Countywide Transit Plan.

The three modal plans being implemented do the following:

- Provide valuable information and performance measures to assess short- and long-term impacts to roadways, alternative modes, land use, and goods movement, as well as possible solutions;
- Identify comprehensive approaches to congestion management that offer improvement options to a larger multimodal network, where level-of-service standards have been or are expected to be exceeded; and
- Provide support that allows each community within the corridor/area to demonstrate how the community’s share of cumulative/regional transportation impacts could be mitigated through cooperative planning and investment.

Based on the outcome of the modal plans and as part of the next steps identified in the 2016 CTP, Alameda CTC is in the process of developing the following corridor studies that will identify specific implementable projects and strategies:

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28 Assembly Bill 3971 (Cortese).
A Diversified Investment Strategy

The 2016 CTP points to an integrated and diversified investment strategy for congestion management and environmental sustainability through connecting land use and transportation investment, and improving multimodal options. The following findings highlight this need for a strategy, which includes all reasonable options:

- The 2016 CTP includes $9.5 billion in projects, programs, and planning studies.
- Even with this extensive investment, the Countywide Travel Demand Model forecasts congestion to become severe by 2040. Therefore, Alameda County cannot rely solely on investment in facilities as a way out of the congestion problem.
- The transportation needs in Alameda County outweigh the available revenues over the 24-year period.
- The Briefing Book and issue papers developed for the 2012 CTP made it apparent that all available diverse and multimodal options must be considered to sustain an acceptable level of mobility, improved connectivity, and environmental sustainability in Alameda County—these options include land use strategies, pricing strategies, managing the existing multimodal system better to stretch its capacity, better TDM options for trip reduction, carefully selected transportation investments, new and/or expanded revenue sources, and other approaches which may surface, including strategies to reduce vehicle miles traveled and reduce greenhouse gas emissions.
- Any single approach by itself is unlikely to be successful.

Through a performance-based evaluation in the development of the CTP, Alameda CTC has considered operational improvements intended to efficiently use existing facilities, improve transit investment and coordination, and support transit oriented developments (PDAs), intermodal freight facilities, non-motorized facilities, as well as other investment strategies to address all transportation issues. As mentioned in Chapter 6, “Land Use Analysis Program,” Alameda CTC developed a Priority Development Area Growth and Investment Strategy that supports and encourages development in the county’s PDAs and aims to coordinate transportation projects and programs with the county’s land use patterns. The CIP includes projects and programs that reinforce the diversified strategy identified in the CTP and supported in the Priority Development Area Growth and Investment Strategy.

Funding Sources

Various federal, state, and local funding sources fund the projects and programs identified in the CIP, which relate to the projects and programs identified in the CTP. To obtain funding from these sources, projects and programs must meet specific requirements.

Federal Surface Transportation Program

As Alameda County’s congestion management agency, Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for a portion of the federal Surface Transportation Program (STP). The STP provides funding from the reauthorization of federal funding for surface transportation, the legislation by which Alameda CTC receives federal monies. MTC currently allocates these funds through its One Bay Area Grant (OBAG) Program.
**Congestion Mitigation and Air Quality Program**

Similar to STP funding, Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for a portion of the federal Congestion Mitigation and Air Quality Program (CMAQ). These funds are used on projects that will provide an air-quality benefit. MTC currently allocates these funds through MTC’s OBAG Program.

**State Transportation Improvement Program**

Under state law, Alameda CTC works with project sponsors, including Caltrans, transit agencies, and local jurisdictions to solicit and prioritize projects that will be programmed through the Regional Transportation Improvement Program that makes up 75 percent of funds (county share) in the State Transportation Improvement Program. The remaining 25 percent of STIP funds are programmed at the state level and are part of the Interregional Transportation Improvement Program (ITIP). During each STIP cycle, the California Transportation Commission adopts a fund estimate that serves as the basis for financially constraining STIP proposals from counties and regions.

**Transportation Fund for Clean Air Program**

State law permits BAAQMD to collect a fee of $4 per vehicle per year to reduce air pollution from motor vehicles through its Transportation Fund for Clean Air (TFCA) Program. Of these funds, BAAQMD directly programs 60 percent and annually allocates the remaining 40 percent to the designated overall program manager for each county, which for Alameda County is Alameda CTC. Projects and programs that receive funding under this program must result in vehicle emission reductions and meet BAAQMD requirements for project cost effectiveness.

**State Transit Assistance County Block Grant Program**

Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for the State Transit Assistance (STA) funding MTC provides to the regional STA County Block Grant Program (formerly the Lifeline Transportation Program). The STA County Block Grant Program provides funds for transportation projects that serve low-income communities using a mixture of State and federal fund sources.

**Regional Measure 2 and Regional Measure 3**

In 2004, voters passed Regional Measure 2 (RM2), raising the toll on the seven state-owned toll bridges in the San Francisco Bay Area by $1. This extra dollar funds various transportation projects within the region determined to reduce congestion or to make improvements to travel in the toll-bridge corridors, as identified in Senate Bill 916 (Chapter 715, Statutes of 2004). In October 2017, Senate Bill 595 (Beall) passed which allowed Regional Measure 3 (RM3) to be placed on the ballot to increase bridge tolls to fund congestion-relief projects and improve mobility in the bridge corridors. RM3 includes a bridge toll increase of up to $3 and a set of projects and operational categories and was passed by voters in June 2018.

**Measure B Program Funds**

In 1986, Alameda County voters approved the Measure B half-cent transportation sales tax, which was reauthorized in November 2000. Approximately 60 percent of Measure B transportation sales tax dollars are allocated to 20 separate organizations via direct local distribution (DLD) funds or discretionary grant programs. The funds allocated to jurisdictions include:

- 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)

The remaining 40 percent of the transportation sales tax dollars are allocated to specific projects as described in the voter-approved 2000 Transportation Expenditure Plan. Funds are allocated through an annual strategic planning process that identifies project readiness and funding requirements. Project-specific funding allocations are made via specific recommendations approved by the Commission.

**Measure BB Program Funds**

In November 2014, Alameda County voters approved the 2014 Transportation Expenditure Plan (2014 TEP). This plan distributes approximately 65 percent of the net sales tax revenues to essential programs in Alameda County through DLD funds and discretionary grant awards. The DLD funds are distributed as prescribed in the 2014 TEP as follows:

• Transit Operations, Maintenance, and Safety Program (21.55 percent)
• Local Streets Maintenance and Safety (20 percent)
• Bicycle and Pedestrian Infrastructure and Safety (3 percent)
• Affordable Transit for Seniors and People with Disabilities (9 percent)

The discretionary programs are distributed based on the percentage or amounts specified in the 2014 TEP:

• Affordable Student Transit Pass Program ($15 million)
• Affordable Transit for Seniors and People with Disabilities/Coordination and Service Grants (1 percent)
• Bicycle and Pedestrian Program (2 percent)
• Community Investments That Improve Transit Connections to Jobs and Schools (4 percent)
• Congestion Relief, Local Bridge Seismic Safety ($639 million)
• Freight and Economic Development Program (1 percent)
• Technology, Innovation and Development Program (1 percent)
• Transit Innovation Program (2.24 percent)

The remaining transportation sales tax dollars (approximately 35 percent) are identified for specifically named projects as described in the 2014 TEP. Alameda CTC distributes sales tax funds for capital projects on a reimbursement basis in accordance with funding agreements between Alameda CTC and the recipient agency, or for eligible project costs incurred directly by Alameda CTC.

**Vehicle Registration Fee**

The Measure F Alameda County Vehicle Registration Fee (VRF) Program was approved by the voters on November 2, 2010. The $10 per year vehicle registration fee generates approximately $12 million in annual net revenue. Each year, Alameda CTC distributes 60 percent of these funds to the 14 cities and the county as DLD funds to support Local Road Improvement and Repair Programs. The remaining 40 percent of funds are used to support the following programs:

• Transit for Congestion Relief Discretionary Program (25 percent)
• Local Transportation Technology Program (10 percent)
• Pedestrian and Bicycle Access and Safety Discretionary Program (5 percent)

**Proposition 1B**

As approved by the voters in the November 2006 general elections, Proposition 1B enacted the Highway Safety, Traffic Reduction, Air Quality, and Port Security Bond Act of 2006, authorizing $19.9 billion of State general obligation bonds for specified purposes. Proposition 1B includes funding for multiple programs, including the Corridor Mobility Improvement Account...
Alameda CTC has successfully secured approximately $420 million in Proposition 1B Bond funding to complete the $800 million Alameda CTC I-Bond construction program. The seven projects that use Proposition 1B funds are either complete or under construction.

**Project Delivery and Timely Use of Funds Policy**

In light of the focus on project delivery, Alameda CTC has adopted a “Timely Use of Funds Policy” which applies to funds allocated by Alameda CTC. For delivery of projects with funding from multiple sources, Alameda CTC incorporates its Timely Use of Funds Policy with the timely use of funds requirements for other funding, including STIP, federal STP/CMAQ, and TFC A funding. In addition, projects are also subject to regional deadlines outlined in MTC Resolution 3606.

**2020 STIP**

The projects identified for STIP funding are consistent with the CTP and RTP. The revenue estimate for Alameda County’s share of the 2020 STIP is approximately $34.7 million. The Alameda CTC Commission is scheduled to approve the following list of 2020 STIP projects from Alameda County in October 2019. MTC will consider these projects for incorporation into the RTIP that will be forwarded to the California Transportation Commission for the 2020 STIP.

**Table 8.1—Projects Recommended for Funding in the 2020 STIP ($ x 1,000)**

Upon adoption of the 2020 STIP program by the Alameda CTC Commission in October 2019, this table will be updated and the 2020 STIP projects information will be sent to MTC.

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<tr>
<th>Index #</th>
<th>Project</th>
<th>Proposed for 2020 STIP ($ x 1,000)</th>
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The Comprehensive Investment Plan (CIP)

Alameda CTC is responsible for planning, programming, and allocating local, regional, state, and federal funding from a number of sources for transportation investments throughout Alameda County. The investments approved by Alameda CTC result in a wide range of transportation improvements and services that facilitate safe, efficient, and accessible travel for all types of transportation in all parts of Alameda County.

Alameda CTC updates the CTP every four years, which matches the approximately 30-year horizon of the RTP and establishes the Alameda County vision and goals for transportation over the planning horizon. Alameda CTC also prepares short- and long-range plans to address needs and priorities for transit, highways, roads, goods movement, transportation for seniors and people with disabilities, bicycle and pedestrian facilities and programs, and community-based transportation improvements that link transportation, housing, and jobs countywide.

Alameda CTC’s CIP brings the long-range and countywide plans into the near term by focusing on investments over a five-year programming and allocation window. The CIP identifies a list of near-term priority transportation improvements to enhance and maintain Alameda County’s transportation system in accordance with the objectives established in the CTP. The CIP identifies anticipated transportation funding over a five-year horizon and strategically matches the funding sources to targeted investments in Alameda County’s transportation system. The programming and allocation recommendations included in the CIP establish funding commitments under Alameda CTC’s purview to projects and programs that maintain and enhance the countywide transportation system.

Figure 8.1 - Summary of CIP Investments by Transportation Mode

Figure 8.2 - Summary of CIP Investments by Phase

(Dollars in Thousands)
Once funds are allocated, they become subject to the Alameda CTC Timely Use of Funds Policy to ensure timely implementation of the intended improvements or services funded by the allocation.

**Five-Year CIP and Two-Year Allocation Plan**

The 2020 CIP adopted in June 2019 includes programming, allocation, and technical adjustment recommendations within the five-year programming and allocation window, from fiscal years 2019-20 through 2023-24. The 2020 CIP incorporates the new programming and allocation recommendations and carries forward the programming policies and project selection criteria from the 2018 CIP. Projects and programs included in the CIP and funded by sources aside from Measure BB were selected through the specific guidelines associated with those sources. The funds programmed over the five-year CIP horizon totals $213.4 million from a variety of sources. The two-year allocation plan totals $155 million.

**CIP Update Process**

The Alameda CTC’s CIP is updated annually, at a minimum to incorporate any off-cycle programming actions into the CIP document. Every two years, Alameda CTC comprehensively updates the CIP to review existing CIP projects and to open a nomination window for new projects. The biennial update occurs on odd number fiscal years and represents a shift of the programming window to add the next two fiscal years. Biennial CIP updates include a review of existing projects and programs to determine whether to recommend continuing or postponing funding and delaying, removing, or reincorporating projects/programs. Alameda CTC may recommend additional funding to continue existing approved projects. As part of this update, Alameda CTC opens a nomination window to consider new projects for additional capacity created with the two-year shift of the programming horizon. Projects submitted during the nomination window that meet the Commission-adopted screening criteria are evaluated and prioritized for funding consideration. Periodically, Alameda CTC reassesses the CIP development process, prioritization methodology, and allocation process for consistency with any updated policies and goals. Alameda CTC updates and amends the CIP accordingly to account for changes to project funding resulting from schedule modifications, changes in priorities, new policies, regulations or laws, and funding adjustments.

**Local Government Responsibilities and Conformance**

Alameda CTC is responsible for monitoring conformance of local jurisdictions with the adopted CMP. Among the requirements, Alameda CTC must develop a CMP Capital Improvement Program that includes projects and programs to improve or maintain the performance of the countywide multimodal transportation system. Alameda CTC’s Comprehensive Investment Plan (CIP), updated in coordination with the local jurisdictions and transit agencies will continue to serve as the CMP Capital Improvement Program. The CTP updated every four years will inform Alameda CTC’s CIP development process.

**Next Steps**

- Through the next CMP update in 2021, Alameda CTC will continue its coordination of long-range planning documents with short-range implementation via the Alameda CTC’s CIP. In spring of 2021, the CIP will receive its next full, biennial update, including new revenue projections and project/program allocations for FY 2021-22 through FY 2025-26 and will continue to reflect a

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30 California Government Code Section 65089.3.
combination of near-term transportation investments to achieve the vision and goals of the 2020 CTP and the Alameda CTC’s modal plans (Countywide Goods Movement Plan, Countywide Multimodal Arterial Plan, Countywide Transit Plan and Countywide Active Transportation Plan).

- With the passage of Senate Bill 1 (SB 1), the Road Repair and Accountability Act of 2017, on April 28, 2017, California is estimated to receive over $50 billion by 2027 for various state and local investments. SB 1 contains a focus on road maintenance and rehabilitation investments, with a significant amount of SB 1 funding going directly to local jurisdictions based on a formulaic distribution contained in the bill. The California Transportation Commission (CTC) is responsible for the administration of SB 1 revenues and is currently in the process of developing additional policy framework and guidelines for a number of existing and newly created SB 1 programs. Over the next two years, Alameda CTC will work collaboratively with the CTC and the MTC to administer the programming of SB 1 funds based on the programming process set forth by the CTC’s guidelines. Future SB 1 funds programmed through Alameda CTC will be incorporated, when feasible, within Alameda CTC’s CIP programming and allocation process.
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