



SAN MATEO COUNTY
**Transportation
Authority**



NEW MEASURE A PROGRAM

Short-range Highway Plan (2011-2021)

October 2011

Short-range Highway Plan

Adopted by the San Mateo County Transportation Authority
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Project Staff

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Chuck Harvey
Joe Hurley
Marian Lee
Jim McKim
Rick Napier (C/CAG)
Jason Nesdahl
Sandy Wong (C/AG)

Consultant Support

Wilbur Smith Associates
Nancy Whelan Consulting

Table of Contents

Executive Summary.....	1
Chapter 1: Overview.....	2
Chapter 2: Planning Process	3
Chapter 3: 2004 Measure A Highways Program.....	4
<i>Key Congested Areas</i>	5
<i>Supplemental Roadways</i>	6
Chapter 4: Funding Challenge	7
Chapter 5: Funding Guidelines	8
Chapter 6: Funding Investment Benchmarks	9
Chapter 7: Technical Evaluation Criteria and Ranking	10
Chapter 8: Original Measure A Streets and Highway Program	12
Chapter 9: Next Steps.....	14

Tables and Figures

Table 1. Key Congested Areas Projects, Status and Estimated Sales Tax Contribution by Corridor.....	5
Table 2. Supplemental Roadways Candidate Projects and Status	6
Table 3. Key Congested Areas Estimated Cost & Funding Projects by Corridor.....	7
Table 4. Supplemental Roadways Estimated Cost & Funding	7
Table 5. Key Congested Areas Funding Benchmarks.....	9
Table 6. Supplemental Roadways Funding Benchmarks.....	9
Table 7. Technical Evaluation Criteria, Weights and Definitions	10
Table 8. Key Congested Areas Technical Project Ranking by Type.....	11
Table 9. Supplemental Roadways Technical Project Ranking by Type	11
Table 10. Original Measure A Projects, Status and Committed Funding.....	12

Executive Summary

In 2004, the San Mateo County voters approved the continuation of the county's half-cent transportation sales tax (New Measure A) and accompanying Transportation Expenditure Plan (TEP). The New Measure A Program is a 25-year program (2009 to 2033).

In 2008 and 2009, the Transportation Authority (TA) Board of Directors adopted a Strategic Plan and an Implementation Plan, respectively, to guide the execution of the Measure A program. These documents and plans define general policy parameters for making investment decisions related to San Mateo County sales tax collected through this measure and can be found at www.smcta.com.

Specifically for the Highways Program, direction was provided to develop a short-range highway plan focused on an aggressive funding strategy that would advance the total program. The program is oversubscribed and select project funding would not achieve notable system level improvements to the highway network. The rough estimated cost to fund the 2004 Measure A Highways Program is \$1.8 billion. The forecasted sales tax revenues to be generated over the life of the Measure A Program is \$446 million.

This Short-range Highway Plan is a 10-year outlook which includes a policy framework for making investment decisions and developing a capital improvement plan (CIP) over time. Due to varying levels of project definition for all of the projects in the Highways Program and the unpredictability of state funding for highway projects, the largest sustaining external funding source, developing a CIP for the life of the program at this time would be speculative.

Following adoption of this plan, which will serve as a living document to be updated regularly, the TA will conduct calls for planning and capital projects guided by the policies outlined in this plan. The call for projects process will be used to make short-term funding decisions anchored to long-term goals for the program and complete a CIP which will become a useful tool for leveraging funds for the program.

This process will also be used to program the remaining revenue from the Original Measure A Program. Only the Original Measure A Streets and Highways projects will be eligible to receive the revenues from the Original Measure A Program.

Chapter 1: Overview

This short-range transportation plan provides guidelines to make funding decisions for the Highways Program. Each chapter will cover a key element of the plan, specifically:

- Chapter 2 describes the planning process;
- Chapter 3 describes the Highways Program as outlined in the 2004 Measure A Transportation Expenditure Plan;
- Chapter 4 describes the funding challenge;
- Chapter 5 describes established policies and new guidelines for making investment decisions;
- Chapters 6 and 7 provide definition for implementing the new guidelines;
- Chapter 8 provides an update on the status of the Original Measure A Streets and Highway Program projects;
- And lastly, Chapter 9 summarizes the next steps.

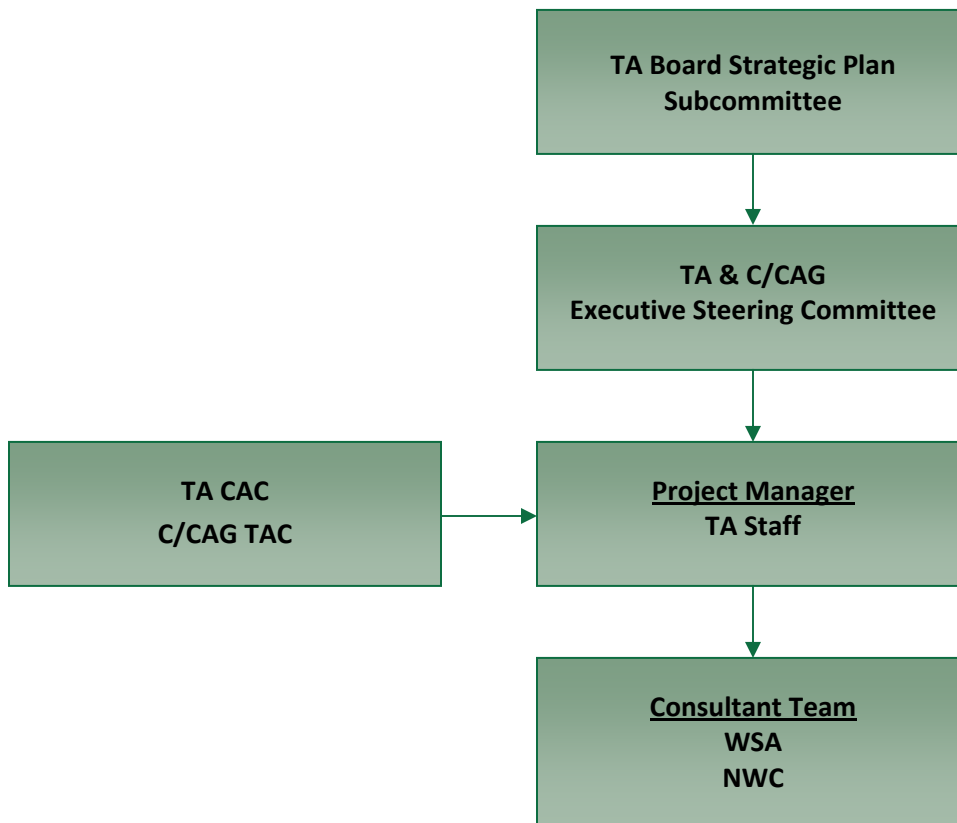
Chapter 2: Planning Process

The guidelines included in this plan reflect significant input from our stakeholders (from project users to project sponsors to funding decision-makers) collected over the past year, with a broad range of perspectives.

The plan was developed by TA staff with support from a consulting team comprised of Wilbur Smith Associates (WSA) and Nancy Whelan Consulting (NWC). Policy direction was provided by the Transportation Authority (TA) Board Strategic Plan Subcommittee. Project direction was provided by an Executive Steering Committee comprised of City/County Association of Governments (C/CAG) and TA executive staff.

Stakeholder input was provided by the TA Citizens Advisory Committee (CAC) and the C/CAG Technical Advisory Committee (TAC). Periodic updates were provided to the San Mateo County/City Managers.

The following visual reflects the key participants in the planning process:



The participants were critical in supporting the planning process and informing the policy guidelines described in this plan.

Chapter 3: 2004 Measure A Highways Program

This chapter provides information about the Highways Program project status and funding caps set for the forecasted sales tax to be collected through the Measure A Program.

The 2004 Measure A Transportation Expenditure Plan (TEP) is comprised of six programs. The Highways Program, which is the second largest program, is divided into two subcategories:

- Key Congested Areas (KCA) which focus on removing bottlenecks in the most congested highway commute corridors, and
- Supplemental Roadways (SR) which focus on reducing congestion and improving throughput along critical congested commute corridors.

The Highways Program is committed to receive a 27.5 percent share of the total sales tax revenue collected for the New Measure A Program. Those funds are distributed as follows:

- 17.3% for KCA projects, and
- 10.2% for SR projects.

Based on the TEP, sales tax funding in one subcategory cannot be used for another.

There are 26 projects in the program. Twenty-one projects are in project development and five projects have not yet commenced. Some of the projects are active because they were also included in the Original Measure A Program and were able to utilize sales tax funding from the Original Measure A Program.

Key Congested Areas

The KCA is comprised of five key congested highway corridors. The specific projects, status and estimated sales tax by corridor are listed in Table 1. The estimated sales tax by corridor is as identified in the TEP.

Table 1. Key Congested Areas Projects, Status and Estimated Sales Tax Contribution by Corridor			
Corridor	Sales Tax*	Projects	Status**
Highway 280 (I-280) North Improvements	\$77M	Reconstruct I-280/State Route 1 Interchange	CS
		Construct Auxiliary Lanes between I-380 and Hickey Blvd.	Not initiated
Coastside Highway Improvements	\$24M	State Route 1/San Pedro Creek Bridge Replacement	E&D
		State Route 1/Manor Drive Overcrossing improvement and widening	CS
		State Route 1 and 92 safety and operational improvements within and in the proximity of Half Moon Bay	CS
Highway 92 (SR-92) Improvements	\$50M	Auxiliary Lanes and interchange improvements between I-280 and the San Mateo Hayward Bridge	CS
Highway 101 (US-101) Mid-County Improvements	\$49M	Reconstruction of the US-101/Broadway Interchange	E&D
		Modification of the US-101/Peninsula Avenue Interchange	CS
		Operational Improvements on US-101 from Hillsdale to State Route 92	CS
Highway 101 (US-101) South Improvements	\$60M	Reconstruct the US-101/Woodside Road Interchange	CS
		US-101 improvements between State Route 84 and the Santa Clara county line and access improvements to the Dumbarton Bridge	CS
Total:	\$260 million		

* As estimated in the 2004 Measure A Transportation Expenditure Plan

** CS (Conceptual Studies); E&D (Environmental & Design); C (Construction)

Supplemental Roadways

The SR subcategory includes 15 candidate projects. SR projects, unlike KCA projects identified for Measure A funding, reflect a partial list of candidate projects. Additional candidate projects may be submitted to the TA for consideration to account for changing needs during the 25-year term. Projected revenues are not expected to be adequate to fund all candidate projects.

Table 2. Supplemental Roadways Candidate Projects and Status	
Estimated Sales Tax Contribution \$153 million*	
Candidate Projects	Status**
State Route 35 (I-280 - Sneath Lane) widening	Not initiated
US 101/Produce Avenue Interchange	CS
State Route 92 (I-280 to State Route 35) truck climbing lane	E&D
Willow Road adaptive signal control system	Not initiated
US-101 (Sierra Point Pkwy - SF/SM County Line) auxiliary lanes	CS
Geneva Ave extension	CS
I-280/John Daly Blvd - Overcrossing (north side) widening	Not initiated
Junipero Serra Blvd Improvements in Daly City, Colma, and South San Francisco	Project Complete
US-101/Candlestick Point Interchange	CS
US-101(Sierra Point Pkwy - San Bruno Ave) auxiliary lanes	CS
I-280/I-380 local access improvement	CS
US-101/Sierra Point Pkwy Interchange replacement and Lagoon Way extension	CS
Triton Drive widening (Foster City)	E&D
Sand Hill Road signal coordination	Not initiated
Woodside Road Widening (US-101 - El Camino Real)	E&D

* As identified in the 2004 Measure A Expenditure Plan

** CS (Conceptual Studies); E&D (Environmental & Design); C (Construction)

Chapter 4: Funding Challenge

This chapter provides information about the forecasted funding shortfall for the Highways Program.

The total Highways Program cost, which includes all of the projects listed in the 2004 TEP under the KCA and SR subcategories, is estimated at \$1.8 billion. It is important to know that the estimated total cost is based on the best available project information to date.

The certainty of the project cost estimates vary significantly. Active projects (as identified in the previous chapter) have better project definition and cost estimation. Inactive projects have very limited information. For the inactive projects, the project team conceptualized the project enough to apply relevant unit costs at a very broad level to derive a total project cost. As projects become better defined, it is expected that the estimated shortfall forecast will change.

The estimated Measure A revenue shortfall is \$655 million assuming receipt of approximately \$446 million in funding (as noted in the TEP and adjusted for inflation) and an aggressive strategy for leveraging funds. This assumes funding from other sources exceed what was identified in the 2004 TEP. The other funding sources contemplated include the State Transportation Improvement Program (STIP), state initiatives, federal programs/appropriations, and developer fees/contributions, all of which are uncertain in the current economy.

Tables 3 and 4 provide information about the projected funding gap for the KCA projects and SR projects, respectively.

Table 3. Key Congested Areas Estimated Cost & Funding Projects by Corridor	
Highway 280 (I-280) North	\$193.8 million
Coastside Highway Improvements	\$ 59.4 million
Highway 92 (State Route) Improvements	\$174.5 million
Highway 101 (US-101) Mid-County Improvements	\$202.1 million
Highway 101 (US-101) South Improvements	\$506.8 million
Total Estimated Program Cost	\$ 1,136.6 million
New Measure A*	\$280.7 million
Other Funding	\$409.6 million
Total Estimated Funding	\$690.3 million
Funding Gap	(\$446.3 million)

* The New Measure A revenue has been escalated for expected population growth based on California Department of Finance Demographic Data. The estimated revenue from the 2004 Expenditure Plan is \$260 million in 2004 dollars.

Table 4. Supplemental Roadways Estimated Cost & Funding	
Total Estimated Program Cost	\$664.4 million
New Measure A*	\$165.5 million
Other Funding	\$289.9 million
Total Estimated Funding	\$455.4 million
Funding Gap	(\$209.0 million)

* The New Measure A revenue has been escalated based on expected population growth. The estimated revenue from the 2004 Expenditure Plan is \$153 million in 2004 dollars.

Chapter 5: Funding Guidelines

This chapter identifies established policies and newly developed funding guidelines for the Highways Program. The newly developed guidelines reflect the interest of the stakeholders to spread investment throughout the county, utilize available funds as soon as possible, advance cost-effective projects, and seize other funding sources.

The established policies in the TEP, Strategic Plan and Implementation Plan are the following:

1. ***New Measure A revenues will only be used to fund New Measure A projects.*** They cannot be used to fund Original Measure A projects unless they are also included in the New Measure A Program.
2. ***Funding caps established in the Measure A must be met.*** The TEP sets funding caps for the total program, KCA subcategory, and SR subcategory.
3. ***Pay as you go.*** Funds will be allocated based on amounts collected annually. If there is a compelling need to advance funds from future years, an exceptional case justification and Board action will be required.
4. ***Funding match goals should be met.*** The matching goal for other funding is 50 percent for KCA projects and 30 percent for SR projects. Given the shortfall, leveraging funds will be critical to advancing the total program.

The following are additional policy guidelines to be applied to the Highways Program:

5. ***Invest in different types of highway projects and both planning and capital projects.*** There are three types of projects in the Highways Program: Interchange, Freeway, and Arterial. Efforts will be made to invest in all three types of projects. It is important to advance both construction and planning projects. Projects ready-to-go are needed to seize funding opportunities. Funding benchmarks have been established to implement this guideline and are described in Chapter 6.
6. ***Project merit is a key criterion for investment decisions.*** Projects need to compete for funding. Anchoring investment decisions to the technical merit of each project will be essential to substantiating unbiased decisions. Other additional important considerations related to cost effectiveness, geographic equity, ease of implementation, economies of scale achieved from grouping projects will also be considered. Project technical criteria and ranking have been completed and are described in Chapter 7.
7. ***Projects must remain active to keep allocated funds.*** If there is no substantial activity on the project for five years or more, reallocation of funds to other active projects will be considered.
8. ***Implement call for projects to make yearly investment decisions and inform the development of a CIP.*** The framework for decision making for New Measure A projects will utilize the funding policies and guidelines outlined above. While the Old Measure A Streets and Highways Program is not subject to the funding policies and guidelines outlined above, this call for projects general process will be used to distribute the remaining funds in the Original Measure A Streets and Highways Program. The status of the Original Measure A Streets and Highway Program is described in Chapter 8.

Chapter 6: Funding Investment Benchmarks

For the KCA and SR subcategories, sales tax funding benchmarks have been defined to ensure investment in different types of projects in the Highways Program, as well as investment in both capital and planning projects. It is important to know that these are benchmarks and not set caps.

The KCA subcategory benchmarks are defined for three types of projects: Interchange, Freeway, and Arterial. The split of funding between the three types of projects required identifying each project by type and totaling the estimated sales tax by type consistent with the estimated sales tax revenues defined by corridor in Table 1 of Chapter 3.

Within each type of project, the benchmark is further subdivided into pre-construction (20 percent) and construction (80 percent) activities. Generally, 20 percent of a highway project's cost is for pre-construction activities (includes environmental clearance, design) and 80 percent is for right of way (ROW) and construction.

These percentages were developed as a general rule of thumb based on stakeholder input and historical project costs. As the Highway program progresses, this benchmark will be monitored and may be updated as appropriate. Table 5 presents the funding benchmarks by category for the KCA for the life of the Measure.

Table 5. Key Congested Areas Funding Benchmarks		
Project Type (% of Total Cost)	Phase	Estimated Sales Tax Revenue* (25 year total)
Interchange (33%)	ROW & Construction (80%)	\$68,640,000
	Pre-Construction (20%)	\$17,160,000
	Categorical Total	\$85,800,000
Freeway (62%)	ROW & Construction (80%)	\$128,960,000
	Pre-Construction (20%)	\$32,240,000
	Categorical Total	\$161,200,000
Arterial (5%)	ROW & Construction (80%)	\$10,400,000
	Pre-Construction (20%)	\$2,600,000
	Categorical Total	\$13,000,000
Total		\$260,000,000

* Benchmarks are subject to change with cost estimate updates at key project development milestones.

The SR benchmarks are defined for pre-construction and right of way and construction activities only. The SR benchmarks are not being defined by project type because, unlike the KCA projects, the SR projects are candidate projects only and do not represent a finite list of projects for Measure A funding consideration. Table 6 presents the SR funding benchmarks.

Table 6. Supplemental Roadways Funding Benchmarks	
Phase	Funding (25-year total)
ROW & Construction (80%)	\$122,400,000
Pre-Construction (20%)	\$30,600,000
Total	\$153,000,000

Chapter 7: Technical Evaluation Criteria and Ranking

Project merit evaluation criteria and ranking is defined to ensure a technical level playing field for project competition. Anchoring investment decisions to the merit of each project will be essential to substantiating unbiased decisions.

The Highways Program projects have been evaluated and ranked by technical consultants from Wilbur Smith Associates and reviewed by staff and the stakeholders. The technical project ranking is based on the following five core project selection and prioritization categories established in the Strategic Plan and associated Implementation Plan for competitive programs: Effectiveness, Readiness, Need, Policy Consistency, and Sustainability.

Table 7 provides the weighting and definition for each criterion.

Table 7. Technical Evaluation Criteria, Weights and Definitions			
Criteria	Weight	Points	Definition (1 point for each factor)
Effectiveness	45%	3	<ul style="list-style-type: none"> o Ability to relieve congestion and improve safety achieves at least a minimal benefit among comparable projects o Additional point if performance is at least average among comparable projects o Additional point if a top performer among comparable projects
Readiness	20%	3	<ul style="list-style-type: none"> o Active and in a phase up to or including completion of a conceptual development phase o Active, has completed a Project Study Report or Alternative Analysis, and has moved into subsequent development phase o Active and has secured all environmental clearances
Need	15%	3	<ul style="list-style-type: none"> o Mitigates current congestion o Mitigates future congestion o Located in a 2000 Countywide Transportation Plan Priority Corridor (high or very high)
Policy Consistency	10%	3	<ul style="list-style-type: none"> o Project need or purpose recognized in regional planning documents o Project is referenced in county planning documents o Project is referenced in local planning documents
Sustainability	10%	2	<ul style="list-style-type: none"> o Project is primarily an operational improvement rather than an infrastructure expansion o Project supports alternative modes (transit, bicycle, or pedestrian) and/or transit oriented development
Total Points		14	

Projects were assigned up to 14 points based on satisfaction of the criteria. Table 8 lists the KCA projects in ranked order and Table 9 lists the SR projects in ranked order.

The technical ranking coupled with other additional important considerations related to cost effectiveness, geographic equity, ease of implementation, economies of scale achieved from grouping projects will be used to evaluate projects and make funding decisions. The decision making process is through calls for projects described in Chapter 9.

Table 8. Key Congested Areas Technical Project Ranking by Type	
Rank	Project Name
Project Type: Interchange	
1	US-101: Reconstruct Broadway Interchange
2	I-280: Reconstruct I-280/State Route 1 Interchange
3	US-101: Reconstruct Woodside Road Interchange
4	US-101: Modification of the Peninsula Avenue Interchange
Project Type: Freeway	
1	US-101: Make Improvements Between State Route 84 and Santa Clara County Line, including Access Improvements to Dumbarton Bridge
2	I-280: Construct Auxiliary Lanes Between I-380 and Hickey Blvd.
3	US-101: Make Operational Improvements From Hillsdale to State Route 92
4	State Route 92: Construct Auxiliary Lanes and Interchange Improvements Between I-280 and the San Mateo-Hayward Bridge
Project Type: Arterial	
1	State Route 1 and 92: Make Safety and Operational Improvements within and in the proximity of Half Moon Bay
2	State Route 1: Manor Drive overcrossing improvement and widening
3	State Route 1: San Pedro Creek Bridge Replacement

Table 9. Supplemental Roadways Technical Project Ranking by Type	
Rank	Candidate Project Name
Project Type: Interchange	
1	US-101: Replace Sierra Point Parkway Interchange and Extend Lagoon Way
2	US-101: Produce Avenue Interchange
3	US-101: Candlestick Point Interchange
4	I-280/I-380 Interchange: Make Local Access Improvements
Project Type: Freeway	
1	US-101: Construct Auxiliary Lanes Between Sierra Point Parkway and San Francisco County Line
2	US-101: Construct Auxiliary Lanes Between Sierra Point Parkway and San Bruno Ave.
Project Type: Arterial	
1	Geneva Avenue extension
2	State Route 92: Add Truck Climbing Lane Between I-280 and State Route 35
3	State Route 84: Woodside Road: Widen Between US-101 and El Camino Real
4	Sand Hill Road: Coordinate Signals
5	Triton Drive (Foster City): Widen
6	I-280: Widen John Daly Blvd Overcrossing (North Side)
7	State Route 35: Widen Between I-280 and Sneath Lane
8	Willow Road: Adaptive Signal System

The above ranking is based on information that is approximately five years old. At the time of the calls for projects, the technical ranking will be updated with current project information provided by the project applicants and travel forecasting modeling efforts prepared by the C/CAG.

Chapter 8: Original Measure A Streets and Highway Program

Funding commitments for the Original Measure A Program is nearly complete. The total Original Measure A sales tax collected for this program is approximately \$350 million, with \$323 million committed to projects over the life of the Original Measure Program. Remaining funds to be committed are approximately \$27 million.

The projects that are still active are in various stages of project development. While the collection of sales tax revenue under the Original Measure ended in December 2008, the program continues on encumbered funds.

The following is background information on the Original Measure A projects comprised of five corridors. The specific projects, committed funding and status are listed in Table 10.

Table 10. Original Measure A Projects, Status and Committed Funding			
Corridor	Projects	Committed Funds	Status*
1. Highway 1 (State Route 1) Improvements	Fassler Avenue to Westport Drive in Pacifica (Calera)	\$5.6 million	E&D
	State Route 1 within the City Limits of Half Moon Bay	\$1,342**	Not initiated
2. Bayshore Corridor Highway (US-101) Improvements	Widen US-101 to 8 lanes from Whipple Ave to Santa Clara County Line	\$0	Completed
	Reconstruct Peninsula Interchange	***	Partially Completed
	Reconstruct Broadway Interchange	\$19.3 million	E&D
	Reconstruct Willow Interchange	\$5.0 million	CS
	Reconstruct University Interchange	\$1.1 million	Completed
	Reconstruct Brittan Interchange	\$8.4 million	Completed
	Reconstruct Candlestick Park Interchange	\$1.0 million	CS
	Reconstruct Marsh Road Interchange	\$7.2 million	Completed
	Reconstruct Oyster Point Interchange	\$20.9 million	Completed
	Auxiliary Lanes and Safety Improvements (multiple segments)	\$173.2 million	In Various stages
3. Highway 92 (State Route 92) Improvements	San Mateo Bridge to US-101	\$0	Not initiated
	US-101 to I-280	\$1.1 million	CS
	I-280 to State Route 1 (multiple projects)	\$43.7 million	In Various stages

Table 10. Original Measure A Projects, Status and Committed Funding (continued)			
Corridor	Projects	Committed Funds	Status*
4. Improvements to Approach of the Dumbarton Bridge	Dumbarton Bridge to Bayfront Expressway (widen to 4 lanes)	\$0	Not initiated
	Bayfront Expressway from Willow to Marsh Road (widen to 4 lanes)	\$2.9 million	Completed
	Bayfront Expressway from Marsh Road to Woodside Road (construct 4-lane road)	\$0.8 million	CS
	Woodside Road from US-101 to El Camino Real including modification of US-101 Interchange and add ramps to Maple Street	\$8.7 million	E&D
	Study Alternatives to allow traffic to flow more directly from the Dumbarton Bridge to destinations south of the Bridge	\$0.10 million	Completed
5. Highway 280 (I-280) Improvements	Improve Southbound off-ramp to Sullivan Avenue in Daly City	\$1.1 million	Completed
	Improve Southbound connection from State Route 1 to Serramonte Boulevard	\$0.7 million	CS
	Improve Access and Transitions at I-280/I-380 Interchange	\$1.7 million	CS
	Crestview Drive connection to I-280	\$ 2,200**	Removed****
	D Street on-ramp to I-280 and State Route 1 in Daly City	\$10.1 million	Completed
Program Evaluation & Management		\$4.5 million	N/A
Total:		\$322.5 million	

* CS (Conceptual Studies); E&D (Environmental & Design); C (Construction)

** Represents actual funding spent (less than \$2,500)

*** Partial reconstruction of interchange completed as part of the US 101 Auxiliary Lane project.

**** This project was deemed infeasible and removed by Board action (Resolution 2008-32).

In November 2008, the Board took action (Resolution 2008-23) to apply the remaining funds for projects included in the Original Measure A Program only.

Funding decisions for the remaining Original Measure A sales taxes (that are to be committed) plus potentially freed up funds from projects that are determined to be inactive for five years or more will be made through the call for projects process described in Chapter 9.

Staff will be issuing letters to project sponsors with inactive projects. If it is determined that previously allocated moneys should be reallocated, staff will bring such recommendations to the Board for consideration.

Chapter 9: Next Steps

A comprehensive capital improvement plan for the Highways Program is needed to meet the goal of advancing the total program. Due to insufficient information related to the projects identified in the program and a complete unknown about the availability of state funding for highway projects, developing a CIP for the life of the program at this time would be speculative.

To begin populating the CIP with the goal of completing it over time, calls for projects will be issued for both planning and construction projects. Initially, the call for project cycles for planning projects will be issued annually, and construction projects, biennially. The schedule for the future call for projects may be adjusted based on need.

The intent of the proposed cycle is to provide sufficient opportunity to develop the project concepts in parallel with projects that are advancing into construction. Additionally, the proposed cycle reflects the need to coordinate with regional planning and funding cycles, including Metropolitan Transportation Commission's Regional Transportation Plan (RTP) and the State Transportation Improvement Program (STIP).

The initial call for projects for both planning and construction projects is scheduled for winter of 2011. Available funding will reflect new Measure A revenues collected since January 1, 2009 and the remaining revenues from the Original Measure A Program. All projects that meet the program goals are eligible to receive New Measure A funds. Only the Original Measure A Streets and Highways projects will be eligible to receive the remaining funds from the Original Measure A Program.

In preparation for the call for projects, staff will develop materials and define a process with the stakeholders on project evaluation and selection consistent with the policy guidelines and benchmarks established in this plan.