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DEPARTMENT OF  
PUBLIC WORKS

CITY OF SACRAMENTO  
CALIFORNIA

1023 J STREET  
SUITE 200  
SACRAMENTO, CA  
95814-2819

TRANSPORTATION DIVISION

916-449-5307

April 17, 1990

Transportation and Community Development Committee  
Sacramento, California

Honorable Members in Session:

SUBJECT: RECOMMENDATIONS FROM THE CITY OF SACRAMENTO FOR THE 1990 REGIONAL  
TRANSPORTATION IMPROVEMENT PROGRAM

#### SUMMARY

The Sacramento Area Council of Governments (SACOG) has requested that the City nominate projects for inclusion in the 1990 Regional Transportation Improvement Program (RTIP). This report describes projects that the City recommends for the RTIP and recommends that City Council adopt the attached resolution which is necessary to forward these project nominations to SACOG.

This report is scheduled for both Committee and City Council on the same date in order to meet the deadline for project nominations to be funded by the State Transportation Improvement Program.

#### BACKGROUND INFORMATION

See attached City Council report.

#### FINANCIAL DATA

See attached City Council report.

#### POLICY CONSIDERATIONS

See attached City Council report.

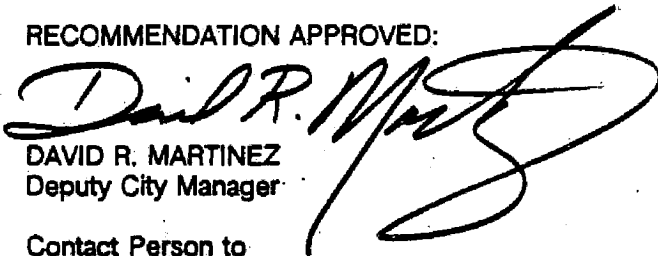
#### MBE/WBE EFFORTS

This report will have no effect upon the City's MBE/WBE efforts.

RECOMMENDATION

It is recommended that the attached resolution, which nominates candidate projects for the RTIP process, be forwarded to the full City Council for approval.

RECOMMENDATION APPROVED:

  
DAVID R. MARTINEZ  
Deputy City Manager

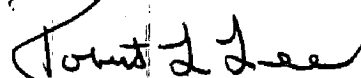
Contact Person to  
Answer Questions:

MARILYN KUNTEMAYER, Supervising Engineer or  
JOHN PRESLEIGH, Associate Engineer  
Transportation Division, 449-5307

Attachments

JP:lm  
CA3-10.L  
04.03.90

Respectfully submitted,



ROBERT L. LEE  
Deputy Director of Public Works

APPROVED:

  
MELVIN H. JOHNSON  
Director of Public Works

April 17, 1990  
All Districts



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SUMMARY

The Sacramento Area Council of Governments (SACOG) has requested that the City nominate projects for inclusion in the 1990 Regional Transportation Improvement Program (RTIP). This report describes projects that the City recommends for the RTIP and recommends that City Council adopt the attached resolution which is necessary to forward these project nominations to SACOG.

This report is scheduled for both Committee and City Council on the same date in order to meet the deadline for project nominations to be funded by the State Transportation Improvement Program.

BACKGROUND INFORMATION

Each year SACOG requests that the City nominate projects for the RTIP. Local agencies are asked to propose projects for inclusion in a regional document for adoption by the SACOG Board. This regional document is submitted for the 1990 State Transportation Improvement Program (TIP). With several changes in the statutes relating to the programming and funding of projects made by the State during the last legislative session, there are a number of differences between the TIP process this year and past years (Exhibit A). These differences include:

- Extending the State TIP to a seven-year programming document which will be prepared biennially. This is different from the past when the State TIP consisted of the preparation of a five-year programming document prepared annually.
- Local jurisdictions may now nominate projects for funding under a newly created Flexible Congestion Relief (FCR) Program. The FCR program allows greater flexibility in reducing congestion problems in both urban and rural areas. FCR projects are those designed to reduce or avoid congestion on existing routes by increasing the capacity of the transportation system, including new facilities, local arterials, state highways, and transit improvements.

The establishment of a separate program for addressing the needs of the state highway system outside of urbanized areas, known as the Interregional Road System (IRRS), for which the Department of Transportation (Caltrans) has primary planning and programming responsibility. Funding of these and other new transit and transportation funding programs, as well as funding needed to complete the existing projects contained in the 1988 State TIP, are dependent on the passage of Propositions 108 and 111 on the June 1990 ballot.

Staff recommends that the following projects be nominated for inclusion in the Sacog Board's regional document and listed in order of their priority:

Priority #1

State Route 99 from Elk Grove Boulevard to Mack Road

The proposed project would consist of the construction of a new interchange, modification of two existing interchanges, and the addition of two lanes from Elk Grove Boulevard to Mack Road. One of these lanes would be proposed as a high occupancy vehicle (HOV) lane. The project would relieve congestion and improve circulation in the State Route 99 Corridor.

Priority #2

Folsom Boulevard and Howe Avenue/Power Inn Road Grade Separation

The proposed project would consist of the construction of an urban interchange or alternative grade separation project at the City/State intersection of Folsom Boulevard and Howe Avenue/Power Inn Road, also known as the State Route 16 Corridor (Exhibit C). The project would increase traffic capacity at the intersection and reduce vehicle delays due to congested conflicting movements. Currently during peak periods, queues extend back to the State Route 50 freeway offramps, causing backups on the freeway and the Howe Avenue overcrossing.

Priority #3

Exhibition Boulevard and State Route 160 Interchange

The proposed project would consist of the construction of an interchange at State Route 160 and Exhibition Boulevard (Exhibit D). Exhibition Boulevard would have to be extended from its current terminus. The project would improve traffic circulation and reduce existing traffic congestion on surface streets in the Arden Way and Point West areas.

FINANCIAL DATA

Since these projects have been identified in the Measure A Expenditure Program, local funding will be available for the RTIP program. Also, if State funding becomes available, staff time will be spent to determine the exact cost estimates and the State-local funding arrangements.

POLICY CONSIDERATIONS

These projects will require some level of local financial commitment (available in the Measure A Expenditure Program) if approved for State funding. This does not conflict with any current City policy.

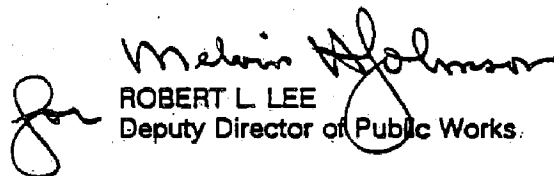
MBE/WBE EFFORTS

This report will have no effect upon the City's MBE/WBE efforts.


RECOMMENDATION

It is recommended that the attached resolution, which nominates candidate projects for the RTIP process, be approved by City Council.

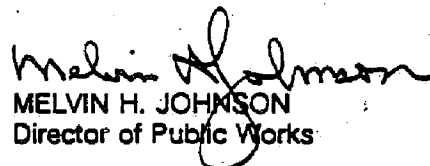
Respectfully submitted,

  
ROBERT L. LEE  
Deputy Director of Public Works.

RECOMMENDATION APPROVED:

  
WALTER J. SLIPE  
City Manager

APPROVED:

  
MELVIN H. JOHNSON  
Director of Public Works

Contact Person to  
Answer Questions:

MARILYN KUNTEMAYER, Supervising Engineer or  
JOHN PRESLEIGH, Associate Engineer  
Transportation Division, 449-5307

April 17, 1990  
All Districts:

Attachments

JP:lm  
CA3-10.L  
04.03.90

MBE/WBE EFFORTS

This report will have no effect upon the City's MBE/WBE efforts.

RECOMMENDATION

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Respectfully submitted,

ROBERT L LEE  
Deputy Director of Public Works

RECOMMENDATION APPROVED:

APPROVED:

WALTER J. SLIPE  
City Manager

MELVIN H. JOHNSON  
Director of Public Works

Contact Person to  
Answer Questions:

April 17, 1990  
All Districts

MARILYN KUNTEMEYER, Supervising Engineer or  
JOHN PRESLEIGH, Associate Engineer  
Transportation Division, 449-5307

Attachments

JP:lm  
CA3-10.L  
04.03.90

# RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF \_\_\_\_\_

## RESOLUTION FOR ESTABLISHING CITY OF SACRAMENTO 1990 NOMINATIONS AND PRIORITIES FOR THE REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM

BE IT RESOLVED THAT THE CITY COUNCIL OF THE CITY OF SACRAMENTO:

Recommends the following priorities for projects to be included in the 1990 Regional Transportation Improvement Program (RTIP).

| <u>Priority</u> | <u>Project</u>   | <u>Proposed Funding</u>                                 |
|-----------------|--|---|
| 1               | State Route 99 from Elk Grove Boulevard to Mack Road. Construction of a new interchange, and the addition of two lanes. One of these lanes would be an HOV lane. | Split to be determined between State and Local Agencies |
| 2               | Folsom Boulevard and Howe Avenue/Power Inn Road Grade Separation   | Split to be determined between State and Local Agencies |
| 3               | Exhibition Boulevard Interchange   | Split to be determined between State and Local Agencies |

\_\_\_\_\_  
MAYOR

ATTEST:

\_\_\_\_\_  
CITY CLERK

CA3-10.L

FOR CITY CLERK USE ONLY

RESOLUTION NO.: \_\_\_\_\_

DATE ADOPTED: \_\_\_\_\_



**Sacramento Area  
Council of Governments**

106 "K" Street, Suite 200  
Sacramento, California 95814  
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**Directors**

GUY GIBSON, JR. (Chairman)  
Councilman  
City of Folsom

GEORGE P. DeMARS (Vice-Chairman)  
Supervisor  
Yolo County

GEORGE DEVERAUX  
Supervisor  
Yuba County

CHARLES KELLAR  
Councilman  
City of Lincoln

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Supervisor  
Butter County

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Mayor  
City of Yuba City

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City of Woodland

LYNN ROBIE  
Councilwoman  
City of Sacramento

JIM STRENG  
Supervisor  
Sacramento County

RICHARD B. WOOD  
Councilman  
City of Marysville

ROBERT O. WATKINS  
Caltrans District 3  
Ex-Officio

MICHAEL HOFFACKER  
(Executive Director)

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City of Yuba City  
Yolo County  
City of Davis  
City of West Sacramento  
City of Winters  
City of Woodland

**RECEIVED**

MAR 05 1990

TRANS DIVISION ADMIN.

March 1, 1990

Mr. Bob Lee  
Deputy Director, Public Works  
City of Sacramento  
915 I Street  
Sacramento, CA 95814

Dear Bob:

Once again it is time for us to ask for your project nominations for the Regional Transportation Improvement Program (Regional TIP) so that SACOG can prepare the region's project nominations for the 1990 State TIP. Due to changes to the statutes relating to the programming and funding of transportation projects made by the State during the last legislative session, there are a number of differences between the TIP process this year and prior years.

Some of the more basic changes are that the State TIP is now a seven-year instead of a five-year programming document and will be prepared on a biennial and not an annual basis. Local jurisdictions now nominate projects to be funded under a newly-created Flexible Congestion Relief (FCR) program which allows greater flexibility in trying to reduce congestion problems in both urban and rural areas. Flexible congestion relief projects are those projects designed to reduce or avoid congestion on existing routes by increasing the capacity of the transportation system, including new facilities, local arterials, state highways, and transit improvements.

A separate program has been established for addressing the needs on the state highway system outside of urbanized areas, known as the Interregional Road System (IRRS), for which Caltrans has primary planning and programming responsibility. Funding of these and other new transit and transportation funding programs, as well as funding needed to complete the existing projects contained in the 1988 State TIP, are dependent on the passage of Propositions 108 and 111 on the June 1990 ballot.

While all the information needed to complete the Regional TIP is not available at this time, we must begin the process of obtaining your jurisdiction's project nominations in order to meet the statutory deadline for submission of the Regional TIP to the California Transportation Commission (CTC) by May 31. Information not yet avail-

Mr. Bob Lee

-2-

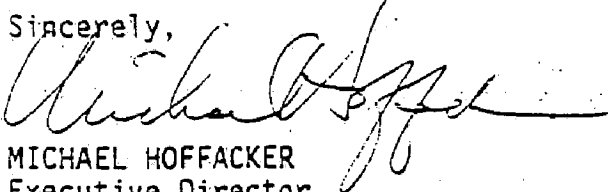
March 1, 1990

able, which we will provide you as soon as it is made available by the CTC, includes the county minimum amounts, county and regional "bid pot" limits, and the CTC State TIP policy guidelines. Extracts from the draft CTC State TIP policy guidelines and the draft FCR guidelines are enclosed as the best available information for you to use in preparing your Regional TIP nominations. A timetable for the development of the 1990 Regional and State TIP's is also enclosed.

Please complete a Project Information Sheet (Attachment C) for each project you elect to nominate. A resolution or minute order from your board or council adopting a project listing in priority order must be received before your projects can be included in the Regional TIP. Please note that we will need to receive your nominations no later than April 16.

If you have any questions regarding the draft CTC State TIP policy guidelines, the FCR program and draft guidelines, or completing the project information sheets, please contact Gary Keill of SACOG staff at 441-5930.

Sincerely,



MICHAEL HOFFACKER  
Executive Director

MH:GK:bb  
Enclosures

cc: Marilyn Kuntemeyer  
Walt Slipe

## EXTRACTS FROM DRAFT CTC STATE TIP POLICY GUIDELINES

Funding Policies

1. The Commission will accept project nominations in accordance with the adopted Fund Estimate for the 1990 STIP, which assumes that Propositions 111 and 108 (SCA 1 and rail transit bonds) will be passed by the voters in June 1990. Programming and county minimum targets are subject to revision depending on June 1990 election results.
2. The 1990 STIP will be funded with a mix of state and federal funds, which means most state highway projects, and local street and road projects wherever possible, must be eligible for federal funding. The Commission expects the regions to propose local funding in the mix as well for some projects.
3. A reserve of 25.9 percent within each of the highway capital programs has been set aside in the fund estimate for capital outlay support (engineering) expenditures, against which capital outlay support (engineering) expenditures may be designated as described in Policy #22. No reserve has been set aside within the rail bond program, so that nominations for capital outlay support (engineering) funding must be made within the program and bidding limits.
4. Cost increases beyond 20 percent in 1988 STIP projects must be bid the same as new projects within a county bidding limit. The region and Caltrans should give first consideration to changing project scope to reduce cost, and second consideration to dropping the project, when faced with a cost increase greater than 20 percent. If the project is still worthwhile and desired even at the increased cost, additional funding will be assigned to the project in the year it is to be delivered, but will be counted against bidding limits for 1993-98.
5. Caltrans or a region may propose that a 1988 STIP project (not now designated for Highway System Operations and Protection Plan [HSOPP]) be dropped. The Commission does not intend to accept direct project trades within a region that would bring a new project into the 1990 STIP; the Commission will consider direct trades of scheduling and funding among projects within the STIP.
6. The Commission expects projects in both the PSTIP and the RTIPs to be arranged by priority. In the RTIPs, the priority list should show Flexible Congestion Relief and Commuter and Urban Rail Transit projects on one mixed list, with an option for the region to include Interregional Road projects nominated by Caltrans interwoven in the priority list for information purposes only (even if the Interregional Road projects are not being bid in the RTIP). Multi-county regions may present one regional priority list or separate priority lists for each county. In Caltrans' PSTIP, Interregional Road projects, Soundwalls, and Intercity Rail projects should be shown on three separate priority lists. Based on the availability of revenues statewide, and assuming essentially all transit

rail bond programming will go into about a dozen of the largest urban counties, the Commission estimates that, on a statewide average, about 75-80 percent of programming in these large urban counties will have to be for transit rail projects, before highway project cost increases are accounted for.

7. All regions, urban and rural, are advised to nominate in their RTIPs enough projects from the Flexible Congestion Relief or Rail Transit programs at least to meet their county minimums (after HSOPP is programmed). The Flexible Congestion Relief program is available for projects on state highways, both on and off the interregional road system, on certain local streets and roads, and on rail transit lines, in all counties for the purpose of meeting county minimums.

#### Project Nomination Policies

8. The Commission intends to screen STIP candidate projects for conformance with the Regional Transportation Plan, consistency with air quality plans in all nonattainment areas, existence of congestion for Flexible Congestion Relief projects (or an indication that the region has no congestion), and willingness and capability to maintain and operate any project not on the state-owned system. The Commission will not use Congestion Management Programs as a consideration in its programming decisions for the 1990 STIP, but intends to use those plans for the 1992 STIP.
9. The Commission offers the following bid limits for regions in their RTIPs and for Caltrans in the PSTIP:
  - Regions may bid 120 percent of 5-year county minimums, plus any county minimum deficit carryover for the years 1988-93, plus an amount equivalent to any 1988 STIP projects to be dropped, minus the amount projected to be spent on HSOPP projects during 1993-98, minus any carryover (due to cost increases) in those few counties that exceeded the 100 percent county cost cap from the 1988 STIP. This bidding limit is offered for Flexible Congestion Relief and Commuter and Urban Rail Transit programs combined, and may be used in any combination for the two programs. Any region may alternatively bid one single project larger than this bidding limit. A region may also bid a combination of projects to at least the amount of its 5-year county minimum, and then bid one last project as its lowest priority even if that last project goes beyond the bidding limit.
10. Multicounty regions may pool their bidding limits. Within such pooled bidding, the region should nominate enough projects to satisfy at least 80 percent of each individual county's minimum, or be in a position to provide a formal agreement among counties to pool bidding limits for the 1990 STIP or share county minimums for the 1993-98 county minimum period.

11. The Commission and the statutes regard the STIP as a delivery schedule, so all projects nominated must be deliverable by 1996-97.
12. The Commission intends that most state highway projects, and where possible local street and road projects, be eligible for federal funding. If a region wants a project to be programmed with state-only funding, that should be clearly indicated in the project nomination.
13. Very high cost projects should be shown divided into phases or stages; the Commission's preference is for phases that could be usable when completed, but stages such as right-of-way, grading, drainage, structures, and final project paving may have to be used for some projects. If a project is to be built in phases or stages, the Commission expects later phases to be identified for information purposes as part of a project nomination. For these policies, very high cost projects are those that exceed the five-year county minimum, or those that cost more than \$10 million and significantly exceed the remaining margin in a county minimum within a county's priorities, or those for which only an early stage can be delivered by 1996-97.
14. In the Flexible Congestion Relief program, projects that can improve the capacity or operation of any state highway, local transit service, local street that is a principal arterial in an urbanized area, or local road that is a minor arterial in a rural area can be nominated for the 1990 STIP. In rural areas where no congestion is found, projects may be nominated on state highways or rural principal or minor arterials.
15. Regions may bid specific (minor) projects costing \$100,000-\$300,000 on local streets and roads, but not on state highways, as part of the Flexible Congestion Relief program. There is not lump sum reservation for state highway minor projects in the 1990 STIP; Caltrans' minor projects are not in the HSOPP.
16. The Commission will accept nomination of corridor improvements for which the final alternative has not yet been selected. The Commission may program such projects pending the choice of alternative when the environmental document is completed, and will place either a state dollar cap, or a state percentage participation cap, or a delineation of state responsibility for a part of the project, on any such projects that it chooses to program.
17. Specific corridor right-of-way protection may be nominated as a project, providing environmental clearance for the corridor can be obtained before the programming year and, for transit rail bonds, the project can be under construction by year 2000.
18. Local interchange projects can be nominated in the Flexible Congestion Relief program if existing congestion is present. Federal criteria for interchange spacing must be cleared in advance. The Commission intends to examine closely any local interchange projects that do not meet its

1984 interchange policy, which defines a state funding share as indicated in a formula that is part of that Commission policy, and may pass over such projects in programming the STIP.

19. The Commission expects regional agencies to inform transit operators in their areas that applications for transit rail bond funding can only be made through the RTIP, as a request for STIP programming. The Commission can program rail transit projects in the Flexible Congestion Relief program only in those counties with voter approval, pursuant to Proposition 5, to use Article XIX fuel tax funds for rail transit purposes.
20. A region, in its RTIP, may bid to substitute state and federal funding for local funding on projects in the 1988 STIP, in competition within its bidding limit. Regions should seek clarification in the 1990 STIP of the extent of the state funding share in any project, either from the adopted 1988 STIP or from new programming, where project funding includes a mix of local and state/federal funds; the Commission intends that state funding commitments be made clear in advance, to forestall controversy, in case the project needs a cost increase in the future.
21. Project nominations should show both current cost (1989-90) and escalated cost for the programming year (for cost increases during 1990 through 1994 or new programming after 1994). Bidding limits are given escalated dollars, and must be de-escalated to 1990 before comparison with project current costs. The RTIP should indicate the year in which a project is proposed for programming, which for rail transit bonds can be any year from 1990-91 to 1996-97, and for projects in other programs can be 1994-95 through 1996-97; the fund estimate shows 20 percent of funds available in 1994-95, 40 percent available in 1995-96, and 40 percent available in 1996-97, so regions should divide their nominations to fit that distribution as best as project sizes, priorities, and deliverability allow.
22. Regions may propose capital outlay support (engineering) expenditures for Flexible Congestion Relief projects on local streets and roads that are also being nominated for construction. Such non-capital expenditures will be taken against the reserve for capital outlay support in the highway programs, not against the county bidding limits, and the Commission may choose to limit the non-capital funding to 35 percent of the project's capital cost. For state highway projects, non-capital funding is assigned to Caltrans, but may be contracted out by Caltrans for any project. In the rail transit program, capital outlay support nominations will be taken from within the program and bidding limits, since no reserve has been made in those programs. Regions may not propose capital outlay support (engineering) expenditures for highway projects with no capital funding in the STIP, although such expenditures may be covered elsewhere in Caltrans' budget or through the Long Lead program.

23. The Commission encourages but does not require completion of a Project Study Report on each project nominated for the 1990 STIP. The Commission expects sound information as to scope, delivery time, and cost estimate for each nominated project, including reasonable alternatives, similar to what would be provided in a Project Study Report, to be available by August 1990 for Commission, if needed.

#### STIP Programming

24. The Commission can program projects into the 1990 STIP only from an RTIP or the PSTIP, or from the adopted 1988 STIP (as amended), or from within the Interregional Road Plan or the retrofit soundwall priority list.
25. The Commission intends to program the 1990 STIP in such a way that all county minimums for 1993-98, including any carryover deficits from the period 1988-93, can be met by the time the Commission adopts the 1992 STIP.
26. The Commission intends to follow regional priorities at least to the point of meeting county minimums, after first priority is given to projects from the HSOPP program, as far as possible within the Commission's reasonable responsibility to make programming progress in all the programs.
27. The Commission intends that all rural counties get at least one STIP project (beyond the HSOPP) during the county minimum period 1993-98.
28. The Commission intends that the 30 percent statewide discretionary funding be used first for concentrations of HSOPP work in counties where HSOPP exceeds the county minimum, and then for Interregional Road projects or for high priority Flexible Congestion Relief or Transit Rail Bond projects on the margin in urban counties.
29. The Commission intends to use the following factors to set its programming priorities:
  - In the highway program: county minimums, regional and Caltrans priorities, coverage of cost increases, local funding match, programming of later stages of projects already in the STIP, projects on routes important to interregional commerce, projects that are cost effective in dealing with current congestion, and projects that contribute to broad system improvement or help to close gaps in the existing system.
  - In the transit program: transit and highway county minimums, project delivery for timely use of funds, capability for local match funding and subsequent operation and maintenance, existing multi-year Commission commitments toward project phases, effectiveness in service or system development, and cost effectiveness in moving people.

FLEXIBLE CONGESTION RELIEF PROGRAM GUIDELINES

Adopted by The California Transportation Commission

April \_\_, 1990

FCR Task Force

Second

Draft

February 8, 1990

## I. AUTHORITY AND PURPOSE

A. Authority. These guidelines implement the Flexible Congestion Relief (FCR) Program in accordance with Section 164.2 of the Streets and Highways Code, effective with the 1991-92 State Transportation Improvement Program (STIP) cycle. Section 164.2 requires program guidelines be prepared by the Department of Transportation (Department) in cooperation with local transportation officials and adopted by the California Transportation Commission (Commission). The Commission may revise the guidelines in consultation with local transportation officials and the Department.

B. Intent and Purpose.

The FCR Program provides both rural and urban regions throughout the State the opportunity to compete for State funding for projects designed to relieve traffic congestion by increasing the capacity of the transportation system. It is the responsibility of the regional transportation planning agencies to propose projects to accomplish this end.

Section 164 of the Streets and Highways Code states the intent of the Legislature to establish a 10-year state transportation funding plan, including \$3.0 billion for flexible congestion relief.

The intent of the FCR Program is to reduce or avoid congestion, based on current year traffic conditions, on existing streets, roads, highways, and commuter and urban rail systems that carry a significant portion of the regional traffic and goods through the major transportation corridors. This intent is to be accomplished by increasing the vehicle and/or person capacity of either the congested facility itself, or adjacent roadways or commuter and urban rail transit systems. This may include constructing new roadways and rail systems, modifying or expanding existing roadways and rail systems, or implementing traffic flow improvements that increase vehicle and/or person capacity of a facility. Each project, alone or as an element of a larger project, is expected to be the most cost effective alternative in reducing traffic congestion along a corridor.

Proposed FCR projects should result in integrated and coordinated solutions to congestion. Proposed projects along a corridor may add capacity on any portion of the transportation system as long as the net effect is to relieve congestion along the corridor. Projects shall support and be consistent with regional transportation

plans for their area. For counties with urbanized areas, projects shall also be included in a congestion management program. FCR projects should be an integral component of a long-range regional effort to reduce traffic congestion and delay and improve the connectivity of all viable transportation modes. The private sector is encouraged to work with the public sector in proposing and even implementing roadway and rail solutions to congestion.

A project proposed by a local agency must be included in an adopted Regional Transportation Improvement Program (RTIP) before the Commission will consider it for FCR funding. RTIPs are developed by Regional Transportation Planning Agencies (regional agencies) and submitted to the Commission. All public agencies eligible to construct roads or rail systems and the private sector are encouraged to become involved in the process to develop the RTIPs. The Department, because of its responsibility for the State Highway System is expected to work with the regional agencies in developing RTIPs. In cases where its project priorities differ from the regions, the Department may include in its Proposed State Transportation Improvement Program (PSTIP) a recommendation of FCR projects on State Highways which should receive a higher priority than that proposed by the regional agencies.

Section 164 of the Streets and Highways Code established other funding programs which complement the FCR Program. Projects eligible for Interregional Road System (IRRS) Program, Commuter and Urban Rail Transit Program, or Traffic Systems Management (TSM) Program funding may compete for FCR program funding if they meet the eligibility requirements and screening criteria of these guidelines. A project may not be nominated for funding within more than one program category.

The purpose of these guidelines is to promote the identification, selection, and development of those projects that have the greatest potential for meeting the intent of the FCR Program.

## II. ELIGIBILITY

- A. Eligible Agencies. To be eligible for FCR Program funding, a project should be proposed either by the Department or a local public agency authorized under law to implement the project.
- B. Eligible Area. Roadway projects throughout California are eligible for funding under the FCR Program.

Commuter and urban rail transit projects within voter-approved Article XIX counties, as specified by Article XIX of the State Constitution, are eligible for funding under the FCR Program.

- C. Eligible System. To be eligible for funding under the FCR Program, a project shall reduce or avoid congestion on existing routes by increasing the capacity of the transportation system. Projects may be on city streets, county highways, State highways, commuter rail corridors and urban rail corridors.

For the purpose of these guidelines, the following definitions apply:

- o For a rural county, congestion occurs when an existing route operates at an unacceptable level of service based on the traffic conditions that exist when a project is nominated for inclusion in the STIP.
  - o For an urbanized county, congestion occurs when an existing route operates at an unacceptable level of service, as described in its congestion management program, based on the traffic conditions that exist when a project is nominated for inclusion in the STIP.
  - o Existing routes are those streets, roads, highways, and commuter or urban rail transit systems that carry a significant portion of the regional traffic and goods through the major transportation corridors or networks as identified in regional transportation plans (RTP) and congestion management programs (where applicable).
  - o Capacity is the maximum rate which vehicles and/or persons can reasonably be expected to traverse a section of roadway or rail corridor under prevailing conditions.
- D. Eligible Costs. All identifiable costs of, or related to, a capital project are eligible for funding under the FCR Program. These costs include, but are not limited to, costs incurred for environmental studies, preliminary engineering, the preparation of plans, specifications, and estimates, construction engineering, right-of-way related

activities, utility relocations, and construction.

For local agencies, all project costs are eligible subject to allocation by the Commission. Only costs incurred after the date of the Commission allocation and in accordance with the scope and terms of the allocation are eligible.

FCR projects do not require a local funding match.

E. Eligible Project Types. Section 164.2 of the Streets and Highways Code defines FCR Program projects as "those projects designed to reduce or avoid congestion on existing routes by increasing capacity of the transportation system, including new facilities." Eligible project types include, but are not limited to, the following:

- o Lane additions including mixed flow lanes, high occupancy vehicle lanes, auxiliary lanes, exclusive busways, and bicycle lanes. Lane additions may be accomplished by roadway widenings or restriping.
- o New roadways and the upgrade (e.g., conversion from expressway to freeway) of existing roadway facilities.
- o New and modified interchanges and grade separations of both intersections and guideway facilities.
- o Geometric roadway and guideway improvements.
- o Traffic flow improvements that increase the vehicle and or person capacity on roadways or rail corridors.
- o New guideway roadbed, and the upgrade of existing roadbed facilities, way structures, and superstructure trackwork, including mainline facilities, sidings, double-tracking, crossovers, and storage tracks, grade crossings, signalization, trolley overheads, and electrification.
- o Park and ride facilities, multimodal passenger stations and boarding facilities.

A local project within a county containing an urbanized area must be included in an adopted congestion management program to be eligible for FCR funding.

Projects are ineligible for FCR Program funding if they are primarily safety, non-capacity increasing operational improvements, rehabilitation or maintenance projects. In addition, funding limitations specified by Article XIX of the State Constitution apply. As such, the purchase or rehabilitation of guideway rolling stock is ineligible for program funding.

### III. PROGRAM PROCEDURES

(NOTE: Some of the following procedures may be described in greater detail in the STIP/RTIP Development Guidelines and the financial guidelines for the TSM and FCR programs).

- A. Flexible Congestion Relief Program. Section 164.2 of the Streets and Highways Code defines the Flexible Congestion Relief Program (FCR) and Section 14529 of the Government Code specifies that the FCR Program of specific projects is to be included in the STIP adopted by the Commission. The Commission is to adopt the STIP on April 1 of each even numbered year beginning in 1992. Section 14527 of the Government Code specifies that the regional agencies are responsible for developing the regional FCR programs, including them in the RTIP and submitting them to the Commission and the Department.
- B. Preparation and Submittal of the FCR Program. Each regional agency is responsible for developing an FCR Program of specific projects to be included in its adopted RTIP. Public agencies responsible for implementing a rail or road project may nominate to the regional agency FCR candidates for inclusion in the RTIPs. The regional agencies are encouraged to work cooperatively with all implementing public agencies. The Department will prepare RTIPs for those non-urbanized regional agencies which do not elect to prepare their own. In those cases, the Department shall group the RTIP projects by state transportation district. The RTIPs are to be submitted to the Commission and the Department on December 1, of each odd numbered year beginning in 1991.

Section 14526 of the Government Code provides the Department the opportunity to recommend to the Commission alternative priorities for FCR projects on state highways which the Department believes should receive a higher priority than projects proposed by the RTPA. The recommendations are to be included in the Department's PSTIP, which is to be submitted to the Commission on the same schedule as the RTIP. To facilitate development of the PSTIP, each regional agency should advise the Department as far in advance as possible of its staff recommendations and draft proposals regarding FCR projects on State highways.

- C. Display of Projects in the RTIP & PSTIP. The FCR Program shall be included in the RTIPs in accordance with the STIP/RTIP Guidelines. FCR projects should be listed in priority ranking for each county. A region-wide priority listing may be submitted in lieu of a county ranking. At a minimum, the rankings should include the projects in a

tiered list. Each region may use its own criteria to prioritize FCR projects, however, consideration should be given to the criteria in Section IV of these guidelines.

Project funding from the FCR Program may be supplemented with funds from other sources not allocated by the Commission. The costs to be funded from other sources are to be noted in the project description.

When a project is to be programmed prior to environmental clearance, and the project alternatives have a significant difference in cost, then the cost shown in the RTIP shall be the highest cost of the most probable alternative. For projects in this phase, the project information sheet shall include the total project cost estimate for each of the alternatives under consideration. After completion of the environmental report, if the cost of selected alternatives is significantly different than the programmed cost, the Commission may reevaluate the project scope, the commitment to the project and the funding of the project.

- D. Project Information Sheet. A project information sheet for each proposed FCR project is to be included with each adopted RTIP or PSTIP submitted. The Commission will utilize these information sheets in evaluating projects and in programming projects in the STIP.

Project information sheets, as illustrated in Appendix A, are to include a map and summarize the key elements of a project, including the location, description, scope, cost, sources of financing, relationship to other projects, the factors making the project eligible and contact person for the project. The information sheets are to be submitted in county and location (route or street and post mile) order.

- E. Project Evaluation Sheet. A project evaluation sheet is to be completed for each FCR project and included with each RTIP and PSTIP submitted. The evaluation sheet is based on the project evaluation criteria shown in Section IV of these guidelines. The format for the project evaluation sheet is illustrated in Appendix B. The Commission will utilize the evaluation sheets in its evaluation of competing projects. If a particular criteria is not pertinent, then non-applicable (NA) is an appropriate response. However, evaluation of a project will be difficult if pertinent criteria are not responded to.

- F. Project Study Report A project study report (PSR) or its equivalent must be completed for each proposed FCR project prior to including the project in the STIP.

For projects on State highways, a PSR is to be completed.

For projects on city streets and county highways, a report

equivalent to a PSR is to be completed. The report should include project related factors such as location, limits, description, scope, costs and schedules. The format currently used for a PSR as described in the Department's Project Development Procedures Manual may be used.

For projects on commuter and urban rail corridors, the equivalent report should be completed in conformance with the requirements of the Supplemental Information Package contained in Appendix A to the Commuter and Urban Rail Transit Program Guidelines. The report should also include a description of efforts being made to ensure the project is (1) coordinated with other commuter/urban rail transit services and intercity rail services, and (2) provides connections to other rail services where appropriate.

Copies of the Department's Project Development Procedures Manual and the Supplement to Appendix A of the Commuter-Urban Rail Guidelines are available at all of the Department's District offices.

G. County Minimums. Funds programmed in the STIP and allocated to projects from the FCR Program shall be applied toward meeting the county minimum funding level of the county in which the project is located, pursuant to Sections 188 and 188.8 of the Streets and Highways Code. In order to meet county minimums, the Commission may include projects in the FCR Program which may not satisfy all the criteria in these guidelines.

H. Allocation of Funds: Pursuant to Section 14533 of the Government Code, the Commission may allocate funds for a major project only after the project is included in the adopted STIP. The allocations are to be consistent with other statutes and with Commission policies. Allocations to fund project activities scheduled after the environmental stage require documentation of environmental clearance.

When an agency is ready to begin a project, the agency shall submit a project allocation request by letter to the appropriate District Director of Transportation. The request shall state the amount of the requested allocation, include an expenditure plan for the funds requested, and include documentation of environmental clearance if appropriate. Allocation requests that vary from the programmed amount must be fully justified.

I. Transfer of Funds. The Department shall transfer funds to a local agency responsible for implementing the project after all of the following has occurred: 1) the Commission has allocated funds to the project; 2) the Department and the agency have executed an agreement which identifies the joint and separate responsibilities; 3) the project has

been shown to be consistent with Federal regulations for projects with Federal fund participation; and 4) guideway projects satisfy the reviews specified in Sections 14085-14088 of the Government Code.

Funds will be transferred on a reimbursement basis after costs are incurred and on a schedule agreed to between the implementing agency and the Department. Costs which are incurred before Commission allocation of funds will not be reimbursed.

The transfer and expenditure of funds allocated to local agencies for FCR projects shall be subject to the financial guidelines for the Flexible Congestion Relief Program and the Traffic Systems Management Program adopted by the Commission. Those guidelines shall supersede any contrary provisions of these guidelines.

J. Project Review. Projects on State highways will be developed consistent with State highway design standards and the Department will be lead agency through all phases of development. Projects on city streets and county highways will be developed consistent with standards approved by the Department in consultation with implementing agencies. Projects on city streets, county highways and State highways shall also be developed consistent with the pavement management program adopted by the City, County, State Cooperative Committee

Rail projects are to be designed consistent with the standards applicable for the particular rail system. All Federally participating projects are subject to the requirements and reviews required by Federal regulations, as described in the Department's Local Program Manual. Guideway projects are subject to the requirements stated in Article 6 of the Government Code, Section 14080 and following.

After construction is complete, the local agency shall have a financial and technical audit prepared. The audit is to be submitted to the appropriate District Director of Transportation for the Department. The Department is to review the audit for consistency with these guidelines, project allocations and the cooperative agreement and accept the audit or recommend corrective actions.

#### IV. PROJECT EVALUATION CRITERIA

- A. Purpose. The Commission will use the evaluation criteria contained in these guidelines to prioritize those FCR projects which are competing for placement in the STIP. The Commission does not intend to develop a prioritized statewide list of all proposed FCR projects.
- B. Application of Criteria. There are three categories of criteria: 1) Screening, 2) Quantitative and 3) Qualitative. Each project should satisfy the screening criteria in order for the project to be evaluated. The quantitative criteria are listed in order of general importance. The cost used in determining cost effectiveness will be the total project cost for right of way and construction. The qualitative criteria provide other supportive information that may be influential in evaluating projects. In evaluating projects, the Commission may give due consideration to the accuracy, reliability and completeness of information available in project information sheets and project evaluation forms.
- C. Evaluation Criteria.

SCREENING CRITERIA. A project must meet the following criteria before it is evaluated by the Commission.

1. Current congestion. The subject facility/corridor is congested as defined in Section II. C of these guidelines. (County minimums exception may apply - See Section III. Program Procedures, Paragraph G County Minimums).
2. Regional Approval. For all regional agencies, the project is consistent with the most recent update of the Regional Transportation Plan.  
  
For regional agencies with urbanized counties, the locally proposed project is included in the most recent update of the Congestion Management Program.
3. Ability to maintain and operate. The implementing agency demonstrates the willingness and ability to maintain and operate the facility once the improvement is completed.
4. Air Quality. For non-attainment areas, the project has been cleared, individually or as part of a system, through the local air quality conformity process.

QUANTITATIVE CRITERIA. Projects which have successfully passed the screening criteria will be evaluated according to the criteria described below. The criteria are listed in

order of general importance. For those criterion requiring future year projections, the year 2000 or another readily available horizon not exceeding 10 years will be used. Project costs are to be based on total costs for R/W and construction.

1. Existing congestion problem. The extent of the existing congestion problem will be determined by the following measures:
  - o The duration of existing Level of Service E or worse. The duration is the number of hours per week and weeks per year for both directions.
  - o The peak hour volume on the existing route (vehicles or persons).
  - o The volume to capacity ratio (V/C) and the capacity adequacy ratio when the V/C ratio is 1.00. Both of these factors are available for all State Highway segments. These factors can be calculated as described in the 1985 Highway Capacity Manual, and the Department's State Highway Inventory instructions.
  - o For rail transit, the peak hour load factor by direction.
  
2. Cost effectiveness of the investment. The cost effectiveness will be determined by the following measures based on design capacity before and after the project.
  - o Cost to provide additional hourly vehicle capacity. This is the cost of the improvement divided by the change in vehicle flow rate (vehicle per hour) due to the improvement.
  - o Cost to provide additional person trips per hour. This is the cost of the improvement divided by the change in person trips per hour due to the improvement.
  
3. Travel time savings. This is the dollar savings resulting from reducing travel time during peak hours. It is measured by comparing the annual value of the time saved per dollar expended. The dollars expended include increase in annual operating and maintenance costs as well as annualized project costs. The method used for calculation is described in Attachment 1, Appendix A of the TSM guidelines, except the year 2000 or another readily available horizon not exceeding 10 years should be substituted for completion date.

4. Local financial participation. This is the amount of local and private financial contribution relative to total project cost for right of way and construction. (Local and private costs divided by total project costs.)
5. Marginal cost for peak hour improvement. This is total project cost for right of way and construction per additional peak hour person trips served. This measure should be estimated for the year 2000 or another readily available horizon not exceeding 10 years.
6. Estimated Level of Service. This is the estimated peak hour LOS or rail transit load factor. The estimate should be for the year 2000 or another readily available horizon not exceeding 10 years.

QUALITATIVE CRITERIA. The following criteria will also be used in evaluating competing FCR projects. These criteria are subjective in nature and not listed in any relative order of importance.

1. Modal integration. The degree to which the project integrates alternative transportation modes (e.g., HOV facilities for rideshare vehicles and buses, rail transit, park-and-ride facilities, pedestrian and bicycle facilities.) The degree to which a guideway project is coordinated with and provides connections to other commuter and urban rail transit and intercity rail services (if applicable).
2. System linkage. The degree to which the project is part of an integrated program to solve congestion within a larger system setting. The degree to which the project is compatible with or enhances adjacent projects.
3. Trip generators. The degree to which the project serves major trip generators (e.g., airports, seaports, freight rail centers, commercial and industrial centers, and recreational facilities).
4. Community, environmental, energy. The degree to which the project fits into community plans and is accepted by the community. The relative benefit of a project as a trade-off against significant environmental impacts. The energy efficiency of constructing and operating the project.
5. Freight movement. The degree to which truck traffic is expedited and/or congestion is reduced by modifying truck traffic.

Appendix A  
PROJECT INFORMATION SHEET  
Flexible Congestion Relief

File No: \_\_\_\_\_

FY: \_\_\_\_\_  
(for CTC \_\_\_\_\_ only)

Project I.D. No. \_\_\_\_\_

Planning Program No. \_\_\_\_\_

Dist. \_\_\_\_\_ Co. \_\_\_\_\_ Rt. \_\_\_\_\_ PM \_\_\_\_\_

Responsible Transportation Agency: \_\_\_\_\_

Location of Project: \_\_\_\_\_

Location of Congestion: \_\_\_\_\_

(Attach Detailed Location Map)  
(Show cross street detail)

Description of current facility: \_\_\_\_\_

Description of proposed facility: \_\_\_\_\_

Federal Aid Category \_\_\_\_\_

Regional Ranking: \_\_\_\_\_ of \_\_\_\_\_

County Ranking: \_\_\_\_\_ of \_\_\_\_\_

Congestion Problem and Proposed Improvement (Impact on Area Congestion): \_\_\_\_\_

|                                  |               |                 |
|----------------------------------|---------------|-----------------|
| AADT or Average Ridership:       | Current _____ | Year 2000 _____ |
| Level of Service (LOS):          | Current _____ | Year 2000 _____ |
| Rail Load Factor:                | Current _____ | Year 2000 _____ |
| Percent Trucks:                  | Current _____ | Year 2000 _____ |
| Duration of congestion (hrs/day) | Current _____ | Year 2000 _____ |

Additional Person Trips Provided by Improvement: \_\_\_\_\_ Average Time Saved/\$ Expended \_\_\_\_\_

Project Financing (\$1,000's): (Cost as of November of RTIP Year)

|               |                      |       |         |       |         |
|---------------|----------------------|-------|---------|-------|---------|
|               | Support              | R/W   | Constr  | =     | Total   |
| TOTAL PROJECT | _____                | _____ | _____   | =     | _____   |
|               | FCR<br>(State + Fed) | Local | Private | Other | = Total |
| TOTAL PROJECT | _____                | _____ | _____   | _____ | = _____ |

Year Project is expected to be Advertised \_\_\_\_\_ Length of Construction Period \_\_\_\_\_

Contact Person \_\_\_\_\_ Date \_\_\_\_\_  
Address and Telephone No.: \_\_\_\_\_

**APPENDIX B  
PROJECT EVALUATION SHEET  
Flexible Congestion Relief**

File No.: \_\_\_\_\_  
 \_\_\_\_\_  
 FY: \_\_\_\_\_  
 (for CTC use only)

Project I.D. No. \_\_\_\_\_  
 Planning Program No. \_\_\_\_\_  
 Dist. \_\_\_\_\_ Co. \_\_\_\_\_ Rt. \_\_\_\_\_ PM \_\_\_\_\_

**SCREENING CRITERIA**

- |   |           |          |
|---|-----------|----------|
| 1. Congestion Exists                              | Yes _____ | No _____ |
| 2. Consistent with Regional Transportation Plan   | Yes _____ | No _____ |
| Consistent with Congestion Management Program     | Yes _____ | No _____ |
| 3. Willing and able to maintain and operate       | Yes _____ | No _____ |
| 4. Cleared through air quality conformity process | Yes _____ | No _____ |

**QUANTITATIVE CRITERIA**

- |   |   |                      |
|---|---|----------------------|
| 1. Existing Congestion                            |   |                      |
| • Duration of LOS E or worse                      | _____ Hrs./wk                           | _____ Wks./yr.       |
| • Peak-hour volume, peak direction (vehicles)     | _____ V/hr.                             |                      |
| (persons)   | _____ P/hr.                             |                      |
| • Volume Capacity (v/c) ratio                     | _____ VC                                |                      |
| • Capacity Adequacy ratio (if v/c=1)              | _____ VC                                |                      |
| • Peak hour rail load factor by direction         | _____ L.F. Dir _____                    | _____ L.F. Dir _____ |
| Cost Effectiveness                                |   |                      |
| • Cost of increase in hourly vehicle capacity     | _____ \$/vehicle-hr.                    |                      |
| • Cost of increase in hourly person trip capacity | _____ \$/person trip-hr.                |                      |
| 3. Travel Time Savings                            | _____ \$ time saved/\$ spent (per year) |                      |
| 4. Local Financial Participation                  | _____ Local \$/tot. prj. \$             |                      |
| 5. Cost per peak-hour improvement                 | _____ \$/add. trips                     |                      |
| 6. Level of Service                               | _____ Current _____ yr. 2000            |                      |

**QUALITATIVE CRITERIA**

1. Modal integration: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
2. System linkage: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
3. Trip generators: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
4. Community, environmental, energy: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
5. Freight movement: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

PROJECT INFORMATION SHEET  
(Flexible Congestion Relief)

LOCATION OF PROJECT: \_\_\_\_\_

LOCATION OF CONGESTION: \_\_\_\_\_

DESCRIPTION OF CURRENT FACILITY: \_\_\_\_\_

DESCRIPTION OF PROPOSED FACILITY: \_\_\_\_\_

DESCRIPTION OF CONGESTION PROBLEM AND IMPACT OF PROPOSED IMPROVEMENT ON AREA OF CONGESTION: \_\_\_\_\_

|                                   |         |       |           |       |
|-----------------------------------|---------|-------|-----------|-------|
| AA DT or Average Ridership:       | Current | _____ | Year 2000 | _____ |
| Level of Service (LOS):           | Current | _____ | Year 2000 | _____ |
| Percent Trucks:                   | Current | _____ | Year 2000 | _____ |
| Rail Load Factor:                 | Current | _____ | Year 2000 | _____ |
| Duration of Congestion (hrs/day): | Current | _____ | Year 2000 | _____ |

Source(s) of information above: \_\_\_\_\_

PROJECT COSTS (\$1,000 of FY 1989-90 Costs):

|          |          |              |            |
|----------|----------|--------------|------------|
| Support  | R/W      | Construction | Total      |
| \$ _____ | \$ _____ | \$ _____     | = \$ _____ |

PROJECT FINANCING (\$1,000 of FY 1989-90 Costs):

|                      |          |          |          |            |
|----------------------|----------|----------|----------|------------|
| FCR<br>(State & Fed) | Local    | Private  | Other    | Total      |
| \$ _____             | \$ _____ | \$ _____ | \$ _____ | = \$ _____ |

Year Project is expected to be advertised: \_\_\_\_\_

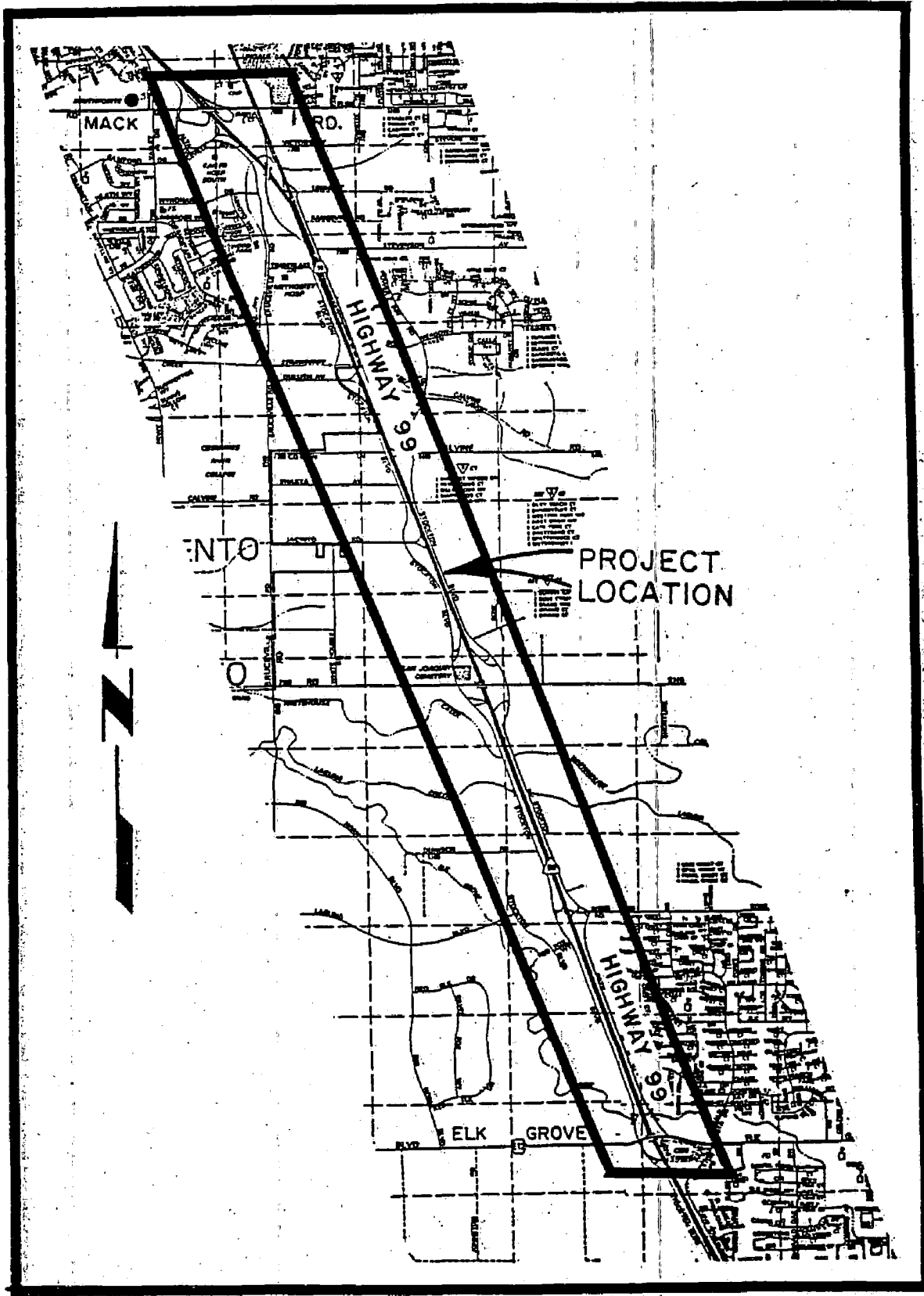
Length of Construction Period: \_\_\_\_\_

Contact Person: \_\_\_\_\_

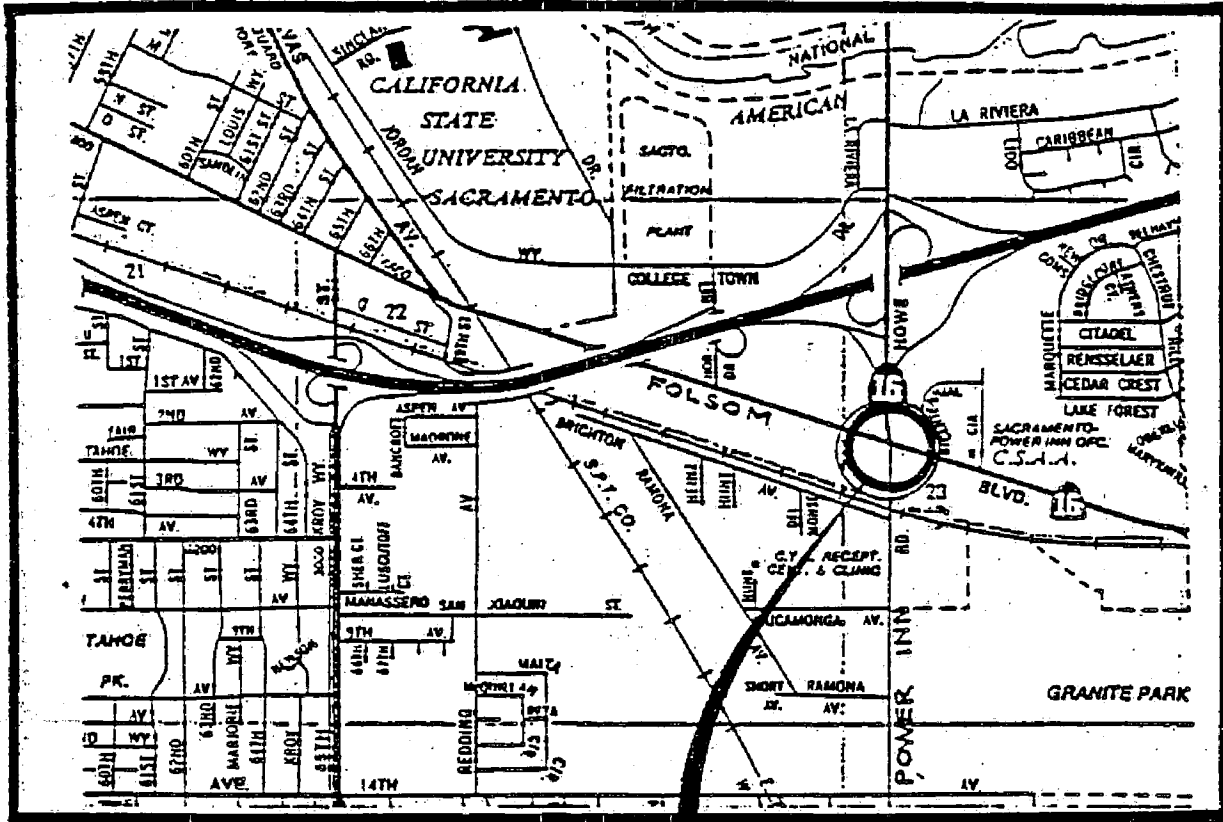
Date: \_\_\_\_\_

Telephone No. \_\_\_\_\_

CITY OF SACRAMENTO  
DEPARTMENT OF PUBLIC WORKS



CITY OF SACRAMENTO  
DEPARTMENT OF PUBLIC WORKS



PROJECT  
LOCATION

CITY OF SACRAMENTO  
DEPARTMENT OF PUBLIC WORKS

