

Date of Hearing: March 25, 2019

ASSEMBLY COMMITTEE ON TRANSPORTATION

Jim Frazier, Chair

AB 285 (Friedman) – As Amended March 6, 2019

SUBJECT: California Transportation Plan

SUMMARY: Updates requirements of the California Transportation Plan (CTP) to reflect the state's recent environmental legislation. Specifically, **this bill:**

- 1) Updates legislative findings and declarations related to the CTP, including declaring the Legislature's intent that future transportation plans improve transparency, interagency coordination, and the impact of California's transportation investments and planning to meet the state's objective for achieving California's greenhouse gas emissions targets and pollution standards.
- 2) Includes environmental justice as one of the subject areas the CTP must consider for the movement of people and freight.
- 3) Updates the greenhouse gas emissions target and air quality goals that the CTP must achieve to reflect the targets and goals in current law.
- 4) Requires the California Department of Transportation (Caltrans) to include in the CTP due in 2025, and to submit in an interim report by January 31, 2022, the following information:
 - a) An overview of all sustainable communities strategies and alternative planning strategies and an assessment of how implementation of these strategies will influence the configuration of the statewide integrated multimodal transportation system.
 - b) A review of the potential impacts and opportunities for coordination of specified transportation grant programs, conducted in consultation with administering agencies, and recommendations for the improvement of these grant programs or other relevant transportation funding programs to better align the programs to meet long-term common goals.
 - c) A forecast of the impacts of advanced and emerging technologies, including shared, autonomous, connected, and electric transportation options, over a 20-year horizon on infrastructure, access, and transportation systems.
- 5) Requires Caltrans to include in the CTP due in 2025 a review of the progress made implementing past CTPs, including actions taken by each of Caltrans' districts to achieve the goals and policies outlined in the plan.

EXISTING LAW:

- 1) Requires Caltrans, under federal law, to develop a 20-year state and regional long-range transportation plan as a pre-requisite for receipt of federal transportation funds. The plan is required to be developed in cooperation with the state's metropolitan planning organizations, local transportation officials, Native American Tribal Governments, and other interested

parties. It is also to be coordinated with development of the transportation portion of the State Implementation Plan, as required by the federal Clean Air Act.

- 2) Requires the most recent update to have been completed by 2015 and additional updates every five years thereafter.
- 3) Requires the policy element of the CTP to reflect additional legislative intent related to greenhouse gas emission targets as identified in 2009.
- 4) Requires that the CTP consider all the following subject areas for the movement of people and freight:
 - a) Mobility and accessibility;
 - b) Integration and connectivity;
 - c) Efficient system management and operation;
 - d) Existing system preservation;
 - e) Safety and security;
 - f) Economic development, including productivity and efficiency; and,
 - g) Environmental protection and quality of life.
- 5) Requires Caltrans, in developing the CTP, to address how the state will achieve maximum feasible emissions reduction to attain a statewide reduction of greenhouse gas emissions, taking into consideration the use of alternative fuels, new vehicle technology, tailpipe emissions reductions, and expansion of public transit, commuter rail, intercity rail, bicycling, and walking. Caltrans is required to identify the statewide integrated multimodal transportation system needed to achieve these results.
- 6) Requires Caltrans to have completed an interim report by December 31, 2012, and to include an overview of all sustainable communities strategies and assess how implementation of the sustainable communities strategies will influence the configuration of the statewide integrated multimodal transportation system.
- 7) Requires Caltrans to consult with and coordinate its activities with the California Transportation Commission (CTC), the Strategic Growth Council, State Air Resources Board, the State Energy Resources Conservation and Development Commission, air quality management districts, public transit operators, and the regional transportation planning agencies. Caltrans is also required to provide an opportunity for input by the general public.
- 8) Requires Caltrans to make a final draft of the CTP available to the Legislature and Governor, prior to the Governor adopting the CTP or any updates.

FISCAL EFFECT: Unknown

COMMENTS: Because transportation is so vital to the economy and each individual's well being, and because transportation projects can take so long to develop and complete, public agencies do a lot of transportation planning. Local governments often have both long-term plans as well as near-term capital improvement programs outlining future transportation spending. Regions are required to do long-range transportation plans as well as regional transportation improvement program (RTIPs) outlining their planned spending over the next 4-5 years. The state is also required to develop a long-range transportation plan as well as a state transportation improvement program which incorporates all the RTIPs and is submitted to the federal government. In all these cases, the long-range plans are intended to be policy documents outlining strategies for achieving broad goals, while the near-term plans are fiscally-constrained programs identifying specific projects and their costs, scopes, and schedules.

SB 391 (Liu), Chapter 585, Statutes of 2009, directed Caltrans to develop the CTP, a long-range, statewide transportation plan intended to identify the integrated multi-modal transportation system needed to move people and freight and to achieve the state's greenhouse gas emission reduction and air quality goals. This was important because Caltrans was not regularly updating the CTP, and it was becoming increasingly clear that transportation planning and development has a significant impact on the state's ability to reach its sustainability goals.

In 2014, the Legislature passed and Governor Brown signed SB 486 (DeSaulnier), Chapter 917, to link the CTP with Caltrans' other planning and programming processes. The linear process set forth in SB 486 is meant to ensure that only those transportation projects that support the state's broad policy objectives and strategies, as set forth in the CTP, are planned, environmentally reviewed, designed, and funded. Consequently, the significance of the CTP should not be underestimated because it forms the basis for future investment decisions that will affect California's transportation system.

This bill updates existing law to reflect the most recent legislatively-adopted greenhouse gas emission reduction and air quality goals and targets of which future iterations of the CTP should contemplate. In addition, reflecting the Legislature's move toward concern about transportation's impacts on disadvantaged communities, AB 285 adds environmental justice to the subjects the CTP should consider. Finally, this bill requires both an interim report and the 2025 iteration of the CTP to include assessments of various programs and plans and their efficacy of implementing the state's goals.

According to the author, "Direct emissions from the tailpipe of cars, trucks, off-road transportation sources, intrastate aviation, and more, accounted for 39% of the inventory in 2016 (a 2% increase from 2015). Data shows that California is not on the trajectory to meet SB 375 greenhouse gas emission reduction targets for the automobile and light truck sector for 2020 and 2035. AB 285 requires the Department of Transportation to address in future updates to the California Transportation Plan how the state will achieve its greenhouse gas emissions reductions goals consistent with SB 32 (Pavley, 2016) and to review and develop recommendations for improvements of various grant programs to meet long-term emission reduction goals."

Committee comment: In order to achieve statewide greenhouse gas emission reduction goals, current regional transportation plans count on a 9.6% reduction in per capita passenger vehicle CO2 emissions by 2020 compared to 2005 levels, and an 18% reduction by 2035. Data from a recent report from the State Air Resources Board (SB 150 report) indicate that statewide

passenger vehicle miles traveled per capita has increased. These data suggest that California is not on the trajectory to meet statewide greenhouse gas emission reduction targets for the automobile and light truck sector for 2020 and 2035.

Further, in their 2018 report, “Assessing California’s Climate Policies-Transportation,” the Legislative Analyst’s Office highlighted how the large number of disparate state agency programs targeting transportation emissions created challenges in achieving statewide goals. According to the report, these challenges included: (1) interactions whereby emission reductions from one policy offset those from another policy, (2) challenges in evaluating the net effects of each policy, (3) a potential lack of coordination among policies, and (4) increased administrative costs. This bill proposes to address the above challenges by requiring Caltrans and other grant-awarding state agencies to review the six different programs highlighted in the LAO report and increase their policy coordination and evaluation.

While the need appears real, and the aim of the bill seems reasonable, it is unclear whether requiring Caltrans to tackle the evaluation of these disparate programs in its effort to develop its long-range transportation planning document makes much sense. Such an evaluation and coordination effort may yield great benefit, but it may better be served as a stand-alone report outside the long-range transportation plan.

Double referral: This bill will be referred to the Assembly Natural Resources Committee should it pass out of this committee.

Previous legislation. SB 64 (Liu), Chapter 711, Statutes of 2015, directs CTC to review recommendations in the CTP and to make its own specific recommendations for transportation system improvements to the Legislature and the Governor.

SB 486 (DeSaulnier), Chapter 917, Statutes of 2014, among other things, linked the CTP with Caltrans' other planning and programming processes.

SB 391 (Liu), Chapter 585, Statutes of 2009, modified requirements of the CTP in an effort to reflect additional legislative intent related to statewide greenhouse gas emission targets.

REGISTERED SUPPORT / OPPOSITION:

Support

American Lung Association in California
Coalition for Clean Air

Opposition

None on file

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