

Date of Hearing: April 22, 2024

ASSEMBLY COMMITTEE ON TRANSPORTATION

Lori D. Wilson, Chair

AB 2086 (Schiavo) – As Amended April 15, 2024

SUBJECT: Transportation funding: California Transportation Plan: public dashboard

SUMMARY: Requires the California Transportation Plan (CTP) to include a financial element that summarizes the cost of implementation, available revenue, and feasibility of the plan, and requires the Department of Transportation (Caltrans) to enhance an existing online dashboard to display how annual project investments are advancing the vision and goals of the CTP.

EXISTING LAW:

- 1) Requires Caltrans to update the CTP every five years (Government Code (GOV) Section 65071)
- 2) Requires the CTP to consider all of the following subject areas for the movement of people and freight: mobility and accessibility, integration and connectivity, efficient system management and operation, existing system preservation, safety and security, economic development, including productivity and efficiency, environmental protection, air quality, and quality of life, environmental justice. (GOV Section 65072.1)
- 3) Requires the CTP to include or address:
 - a) A policy element that describes the state’s transportation policies and system performance objectives;
 - b) Strategies that incorporate the broad system concepts and strategies synthesized from the adopted regional transportation plans, though not be project specific;
 - c) A recommendations element that includes economic forecasts and recommendations to the Legislature and the Governor to achieve the plan’s broad system concepts, strategies, and performance objectives;
 - d) How the state will achieve maximum feasible emissions reductions in order to attain a statewide reduction of greenhouse gas emissions to 1990 levels by 2020 and 40% below 1990 levels by December 31, 2030;
 - e) How the plan is consistent with, and supports attaining, all state and federal ambient air quality standards, national ambient air quality standards;
 - f) Statewide integrated multimodal transportation system needed to achieve these results;
 - g) A forecast of the impacts of advanced and emerging technologies over a 20-year horizon on infrastructure, access, and transportation systems; and,
 - h) A review of the progress made implementing past California Transportation Plans including, but not limited to, a review of actions taken in each region of the state to achieve the goals and policies outlined in the plan. (Government Code (GOV) Section 65072-65072.2)

- 4) Requires, Caltrans to update the CTP, as specified, and requires the Strategic Growth Council (SGC), by January 31, 2022, to submit a report to the Legislature on interactions of the CTP and Sustainable Communities Strategies (SCS) plans, and a review of the potential impacts and opportunities for coordination between specified programs. (GOV Section 65072.2)

FISCAL EFFECT: Unknown

COMMENTS: California's transportation network consists of streets, highways, railways, bicycle routes, and pedestrian pathways. This network provides people and businesses the ability to access destinations and move goods and services throughout the state. Construction, operations, and maintenance responsibilities are shared amongst state, regional, tribal and local governments. Funding for these activities comes from federal, state, and local taxes, fees and assessments, private investments and tribal investments. Currently, roughly \$35 billion (federal, state, and local funds combined) is spent annually in California on building and maintaining the transportation network. Additionally, with the passage of the federal Infrastructure Investment and Jobs Act (IIJA), California is expected to receive approximately \$40 billion over five years.

In 2017, the Legislature passed and Governor Brown signed into law, SB 1 (Beall, Chapter 5, Statutes of 2017), which provided roughly \$5.2 billion annually for highways, local streets and roads, public transit, and bicycle and pedestrian facilities; recognized the need to prioritize maintenance and better utilize the system we have. "Fix it first" was the guiding principle of SB 1, or focusing the state's transportation spending to maintain a state of good repair of the existing system.

SB 1 included specific performance outcomes for Caltrans to meet for the state highway system by 2027, through investments in the State Highway Operations Protection Program (SHOPP) and maintenance programs, including not less than 98% of pavement on the state highway system in good or fair condition; not less than 90% level of service achieved for maintenance of potholes, spalls, and cracks; not less than 90% of culverts in good or fair condition; not less than 90% of the transportation management system units in good condition; and to fix not less than an additional 500 bridges.

SB 1 also created the Independent Office of Audits and Investigations and the Inspector General (IG). The IG is responsible for ensuring Caltrans and external entities that receive state and federal transportation funds from Caltrans are spending those funds appropriately. SB 1 also led to the creation of the RebuildingCA website, which publishes a statewide project map and data on monies spent under SB 1 and IIJA.

This bill seeks to display on the RebuildingCA website how annual transportation project investments are advancing the goals and vision of the CTP.

CTP 2050, is the state's long-range transportation roadmap for policy change. It was most recently updated in February 2021. CTP 2050 is designed to provide a unifying and foundational policy framework for making effective, transparent, and transformational transportation decisions in California and identify a timeline, roles, and responsibilities for each plan recommendation. The CTP does not contain specific projects, but rather policies and strategies to close the gap between what regional plans aim to achieve and how much more is required to meet 2050 goals.

One of the shortcomings of the CTP is that it is not fiscally unconstrained. Therefore, some see the CTP as an aspirational document. Moreover, the lack of fiscal constraint makes it and is difficult to evaluate when compared to regional plans that are required to provide an assessment of expected future funding necessary to implement the plan.

AB 285 (Friedman, Chapter 605, Statutes of 2019), required the SGC to develop a report to look at various aspects of state and regional transportation planning and funding. The California Transportation Assessment Report was developed through work of the University of California Institute for Transportation Studies (UC ITS). The report includes findings and provides recommendations to help the state align transportation funding with state climate goals. Specifically, the report suggest this could be done through, “the reviewing and prioritizing various state goals within transportation funding program guidelines or statute”.

One of the recommendations of the AB 285 report that is universally supported by stakeholders is “updating and better aligning among existing state and regional plans,” including adding a fiscal constraint analysis to the CTP. This bill requires the CTP to include a financial element that summarizes the full cost of plan implementation constrained by a realistic projection of available revenues. Additionally, the financial element may include a discussion of tradeoffs with the plan considering financial constraints.

According to the author, “Transparency is what Californians need and deserve. Being able to see how our state departments spend taxpayer dollars and witnessing how their actions better serve our community is our goal. AB 2086 will show how our tax dollars bring safety, equity, and economic prosperity to our disadvantaged communities. Further, this bill will give us a look into how are tax dollars are working to help us reach our climate goals.”

In support, the Greenlining Institute writes, “While there have been piecemeal efforts towards transparency and accountability of the roughly \$21 billion annually in state and federal transportation funds that flow through Caltrans -- these efforts are not coordinated and do not paint a full picture. Without a much stronger lens of transparency on our massive transportation investments, decision makers are not well equipped to direct future spending. AB 2086 looks comprehensively at Caltrans transportation program budget and requires annual reporting...”

Previous legislation. SB 695 (Gonzalez), Chapter 629, Statutes of 2023, requires Caltrans to prepare and make available on its internet website data and information about projects on the state highway system covering the period from July 1, 2018, to June 30, 2023, inclusive.

AB 7 (Friedman of 2023) would have, among other provisions, required the CTP to include a financial element, and an analysis of how CalSTA, Caltrans, and CTC are achieving principles outlined in the CAPTI, the federal Infrastructure Investment and Jobs Act of 2021 (IIJA), and the federal Justice 40 initiative.

AB 285 (Friedman), Chapter 605, Statutes of 2019, updates requirements of the California Transportation Plan (CTP) to reflect the state’s recent environmental goals.

REGISTERED SUPPORT / OPPOSITION:

Support

350 Bay Area
ACT LA
Bike East Bay
Calbike
California Environmental Justice Alliance
California Environmental Voters
California Walks
Campaign for Sustainable Transportation - Santa Cruz
Canal Alliance
Center for Community Action & Environmental Justice
Center for Independent Living
Climate Plan
Coalition for Clean Air
Environmental Defense Fund
Extinction Rebellion San Francisco Bay Area
Friends Committee on Legislation of California
Gray Panthers
Greenbelt Alliance
Greenlining Institute
Move LA
Natural Resources Defense Council (NRDC)
Nextgen California
Partnership for The Advancement of New Americans
Planning and Conservation League
Policylink
Public Advocates INC.
Rails-to-trails Conservancy
Safe Routes to School National Partnership
San Diego 350
Sierra Club California
Spur
Streets for All
Sustainable Claremont
Transbay Coalition
Transform
Urban Habitat

Opposition (based on February 5, 2024, as introduced, version)

None on file

Analysis Prepared by: Julia Kingsley / TRANS. / (916) 319-2093