

Memorandum

To: CHAIR AND COMMISSIONERS

CTC Meeting: May 28, 2015

Reference No.: 4.13
Action

From: WILL KEMPTON
Executive Director

Subject: **COMMENTS TO THE DRAFT CALIFORNIA TRANSPORTATION PLAN 2040**

ISSUE:

Should the Commission provide comments in response to the draft California Transportation Plan (CTP) 2040 prepared by Caltrans?

RECOMMENDATION:

Staff recommends the Commission approve the attached letter for transmittal to Caltrans in response to the draft CTP 2040.

BACKGROUND:

Pursuant to federal regulation (23 CFR Section 450.214) and state statute (Government Code Sections 14000.6 and 65071 [et al]) Caltrans is required to prepare a statewide long-range transportation plan.

In 2009, SB 391 (2009, Liu) expanded the statutory requirements of the CTP. Specifically, SB 391 directed Caltrans to complete the CTP 2040 by December 31, 2015; and to prepare an update every five years thereafter. SB 391 further specified that Caltrans must address 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 80 percent below 1990 levels by 2050; 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.

SB 391 also required that Caltrans complete an interim report by December 31, 2012, providing a list and an overview of all sustainable communities strategies and alternative planning strategies with an assessment of how implementation of the sustainable communities strategies and alternative planning strategies would influence the configuration of the statewide integrated multimodal transportation system. At its March 2013 meeting, the Commission considered the interim report and provided comments to Caltrans recommending the CTP: 1) Include a summarization of MPO efforts to generate forecasted development patterns captured in sustainable communities strategies that

meet state housing goals; 2) Assess how regional forecasted development patterns influence the configuration of the statewide integrated multimodal transportation system in the CTP; and 3) Ensure early and continuous coordination during development of the CTP with the State Department of Housing and Community Development and other agencies and stakeholders.

Caltrans has stated CTP 2040 complies with federal public participation requirements to ensure the public has an opportunity to provide input during the development of the plan. Caltrans also formed a Policy Advisory Committee and Technical Advisory Committee to provide guidance, direction and necessary approvals with respect to the continuing, comprehensive and cooperative statewide planning process as required by federal regulations.

Pursuant to SB 486 (2014, DeSaulnier), the Commission may develop guidelines, in cooperation with Caltrans, to inform the next CTP due in December 2020.

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CALIFORNIA TRANSPORTATION COMMISSION

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May 28, 2015

Mr. Malcolm Dougherty, Director
California Department of Transportation
P.O. Box 942873, MS-49
Sacramento, CA 94273-0001

Dear Mr. Dougherty,

The California Transportation Commission (Commission) considered the March 2015 draft California Transportation Plan 2040 (CTP) at its May 28, 2015 meeting. The Commission commends the California Department of Transportation (Caltrans) and other stakeholders for their extensive efforts in responding to landmark legislation impacting how California must plan for transportation now and in the years to come. The multimodal integration planned through 2040 will provide more transportation opportunities for Californians as we strive to reduce environmental impacts while improving mobility and accessibility for all.

Importantly, the CTP, once complete, will serve as a framework for the Commission and others to consult when carrying out measures directed towards achievement of the greenhouse gas emissions targets called for in the Governor's recently released Executive Order B-30-15 (Executive Order). The Commission believes it is vitally important that state agencies take climate change into account in their planning and investment decisions, and employ full life-cycle cost accounting to evaluate and compare infrastructure investments and alternatives as required in the Executive Order.

The Commission recognizes the CTP is an important document in informing California's future vitality. Once finalized, the CTP will guide long-term planning and form the basis for future investment decisions that will affect California's transportation system. From our review of the CTP, it is evident that Caltrans is planning for significant actions that will fundamentally alter how Californians will utilize our transportation system. Therefore, it is important for the CTP to provide clear priorities, while balancing environmental goals with economic and mobility needs. It is with this understanding that the Commission offers comments and recommendations to inform the final plan.

1. Economic Impacts

Balancing California's greenhouse gas emission reduction goals with economic and other goals is critical to ensure the vitality of future generations. This balance is not evident in the draft CTP. As an example, Table 24 (page 105) provides data on the net economic impacts of CTP Alternative 1 to Alternative 2; while an overall net increase of 13,000 jobs is projected during the plan period, a net loss of 77,000 jobs between 2026 and 2040 is anticipated. There are no similar economic projections for the third most aggressive alternative. The economic impacts resulting from the actions planned to reduce GHG emissions from the planned transportation system should be clearly and transparently identified and considered. Great care should be exercised in the development of this plan to ensure that necessary strategies are incorporated for a robust and thriving economy through 2040 and beyond.

The CTP focuses primarily on methods to reduce overall vehicle miles traveled (VMT) for purposes of reducing statewide transportation related GHG emissions. Issues related to ensuring mobility, connectivity and economic development as required by California Government Code Sections 65071 (et seq.) appear secondary to the plan objectives. To promote a robust economy and quality of life, the plan must balance statewide goals and objectives to provide for a comprehensive multimodal transportation network well into the future.

2. Current State Government Efforts to Reduce GHG Emissions

The CTP places little emphasis on current and planned efforts within the Legislature, Administration, local government and private industry to promote technological improvements underway that will reduce GHG emissions. For example, the CTP does not transparently integrate the California Air Resources Board's (ARB) Low Carbon Fuel Standard, draft Sustainable Freight Initiative, or Greenhouse Gas Reduction Fund (GGRF) strategies despite that these strategies are anticipated to reduce GHG emissions from the transportation sector during the plan period.

3. Road User Charge

The draft CTP refers numerous times to a "road user charge" as a method to reduce VMT by increasing vehicle operating costs. SB 1077 (2014, DeSaulnier) provided for a process to guide the development and evaluation of a pilot program to assess the potential for mileage-based revenue collection for California's roads and highways as an alternative to the gas tax system. The pilot program is intended to identify and evaluate issues related to the potential implementation of a road usage charge program in California. The objective of the road usage charge called for in SB 1077 is not to reduce VMT by increasing vehicle operating costs. The objective of SB 1077 is to explore a road usage charge program as an alternative to the antiquated gas tax structure now in place. Language in the CTP regarding a road user charge and incorrect references to SB 1077 should be revised to reflect current legislative direction.

4. CTP Implementation

Funding, including dollars from the Cap and Trade Program, will be a key issue to implement the actions identified in each of the three CTP alternatives. We encourage Caltrans to include an estimate of, and identify a likely source(s) for, the funding necessary to implement each of the

individual actions identified in the alternatives and recommendations chapter of the CTP. We also recommend Caltrans refine and prioritize the individual recommendations contained in Chapter 8, removing any duplication, and clearly identifying the priorities, timeline, practicality, cost, funding source proposed, and implementation responsibility.

To assist in prioritization, we recommend that a focus be placed on proposed actions that are the most feasible, cost effective and expected to achieve the greatest reductions in GHG emissions. Vague and confusing recommendations such as to “avoid projects with high health and environmental costs, such as general land uses” and “develop a tax and fee structure that facilitates an efficient and affordable transportation system consistent with long-term transportation, housing, land use, and resource management plans” should be clarified or removed. Recommendations to streamline the environmental review process and to promote efficient infill housing development and redevelopment opportunities should acknowledge that streamlining the California Environmental Quality Act (CEQA) is extremely difficult and infill housing is costly and prohibitive without incentives and subsidies. We also recommend that greater emphasis be placed on strategies to streamline and reduce costs such as innovative procurement methods and the consolidation of transit agencies for greater efficiency, effectiveness, and customer experience.

5. Road Capacity Projects

Road capacity expansion projects, in addition to other project types, must be strategically planned to address California’s growing population and promote a robust economy. Further, funding required for road capacity expansion projects must be identified and secured to address population growth, local land use decisions, the need for economic vitality, the safety of motorized and non-motorized public and other factors. Therefore, the Commission believes that statements such as to “avoid projects that add road capacity” and “any transportation projects on the State Highway System or on local streets that are capacity increasing should not be supported for funding” should be removed.

6. Land Use and Housing

It is vital the CTP provide for a transportation network that aligns with projections for land use and housing. As recommended to Caltrans on March 5, 2013 in response to the California Interregional Blueprint Interim Report, the Commission continues to recommend the CTP reflect a summarization of the regional efforts to generate forecasted development patterns in adopted regional transportation plans that meet state housing goals; and assess how such efforts influence the configuration of the statewide integrated multimodal transportation system. This is very important since the CTP has the potential to influence and facilitate the achievement of statewide goals pertaining to housing in addition to transportation and air quality. As stated in 2013, the Commission acknowledges this will likely require early and continuous coordination during development of the CTP with the State Department of Housing and Community Development and other agencies and stakeholders.

The CTP is an important and aspirational document, serving to inform future decisions affecting California’s quality of life. Since this document will be used to inform fiscally constrained multimodal regional and state plans, the information presented should be transparent and easily understood by the public. We believe particular care should be exercised in the preparation of this document to ensure

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information presented is as accurate as possible and we recommend a peer review by industry or other experts be performed, as applicable.

The Commission appreciates the opportunity to provide comments for your consideration. Please contact Susan Bransen, the Commission's Chief Deputy Director, at (916) 654-4245 if you have any questions.

Sincerely,

WILL KEMPTON
Executive Director

c: Commissioners, California Transportation Commission
Secretary Brian P. Kelly, California State Transportation Agency
Katie Benouar, Chief, Caltrans Division of Transportation Planning

Memorandum

Tab 17

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: May 28, 2015

Reference No.: 4.13
Action Item

From: NORMA ORTEGA
Chief Financial Officer

Prepared by: Katie Benouar, Chief
Division of
Transportation Planning

Subject: **California Transportation Plan 2040**

SUMMARY:

This is the California Department of Transportation's briefing on the Draft California Transportation Plan 2040 to the California Transportation Commission.

The California Transportation Plan 2040 (CTP 2040) is a statewide, long-range transportation plan developed to meet the State's future travel needs while reducing greenhouse gas (GHG) emissions. The CTP 2040 calls for a sustainable transportation system that improves mobility for all, strengthens our communities, and enhances our quality of life. To accomplish this, the CTP 2040 presents a set of goals, policies, strategies and performance measures.

The goals are:

- Improve Multimodal Mobility and Accessibility for All People;
- Preserve the Multimodal Transportation System;
- Support a Vibrant Economy;
- Improve Public Safety and Security;
- Foster Livable and Healthy Communities and Promote Social Equity; and
- Practice Environmental Stewardship.

The goals were developed in conjunction with a policy advisory committee. The Draft CTP 2040 was formulated through an extensive public involvement process, government to government engagement with tribal communities, and close work with local, regional, state, and federal partners. This consisted of a series of seven public workshops, seven focus groups, multiple advisory committees, as well as direct tribal interaction, listening sessions, and consultation as requested. The result is a transportation policy framework designed to serve all of California's diverse populations and economic interests.

BACKGROUND:

The CTP 2040 is the latest iteration of a statewide transportation plan that began in April 2006 with the release of the CTP 2025. The CTP 2025 was approved in 2006 and updated by a 2030 Addendum in 2007. The CTP 2040 was initiated in early 2010 with the development of the California Interregional Blueprint (CIB) in response to Senate Bill 391 (Liu, 2009). The CIB is a state-level transportation blueprint that articulates the State's vision for an integrated multimodal transportation system that complements regional transportation plans and land use visions. It reflects the evolution of stakeholder expectations to move California's transportation system from a focus on infrastructure, capital improvements, and delivery, to a more sustainable focus that supports equitable economic prosperity in concert with GHG emission reductions. The CIB provides the foundation for the CTP 2040, which will conclude with plan approval by the Secretary of the California State Transportation Agency (CalSTA) in December 2015.

While the CTP 2040 document retains relevant strategies from the previous CTP 2025 and CTP 2030 update, it also reflects the changing transportation environment. Seminal climate change legislation enacted at the State level over the last decade requires establishment of new priorities affecting all aspects of transportation in California.

For more information on the CTP 2040, please refer to the following links:

Draft CTP 2040:

http://www.dot.ca.gov/hq/tpp/californiatransportationplan2040/Documents/index_docs/CTP_Report_PublicDraft_03022015.pdf#zoom=75

CTP 2040 Brochure:

http://www.dot.ca.gov/hq/tpp/californiatransportationplan2040/Documents/index_docs/CTP2040_Brochure.pdf

CTP 2040 Factsheet:

http://www.dot.ca.gov/hq/tpp/californiatransportationplan2040/Documents/index_docs/CTP-FactSheetEnglish_NewLogo_022315.pdf