

## M e m o r a n d u m

To: CHAIR AND COMMISSIONERS

CTC Meeting: March 13-14, 2019

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Action

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From: SUSAN BRANSEN  
Executive Director

Prepared By: Chris Traina  
Chief Engineer

Subject: **COMMENTS ON THE DRAFT 2019 STATE HIGHWAY SYSTEM MANAGEMENT PLAN**

**ISSUE:**

Should the California Transportation Commission (Commission) approve and transmit the comments set forth in Attachment 1 to the California Department of Transportation (Caltrans) for incorporation into the Final 2019 State Highway System Management Plan?

**RECOMMENDATION:**

Commission staff recommends the Commission approve and transmit the comments set forth in Attachment 1 for incorporation into the Final 2019 State Highway System Management Plan.

**BACKGROUND:**

The State Highway System Management Plan is an integrated management plan that fulfills requirements contained in California Streets and Highways Code Section 164.6 for the State Highway Operation and Protection Program (SHOPP) ten-year plan and the five-year maintenance plan. The State Highway System Management Plan integrates maintenance, rehabilitation, and operation into a single management plan. The State Highway System Management Plan utilizes national performance measures for pavement and bridges, presents performance targets approved under provisions of Senate Bill 486 (DeSaulnier, Chapter 917, Statutes of 2014), includes asset classes and their performance targets as adopted by the Commission, and implements ongoing asset management improvements into a single plan. The plan is required to include specific quantifiable accomplishments, goals, objectives, costs and performance measures consistent with the asset management plan required by Section 14526.4 of the Government Code. Caltrans is required to prepare an update to this plan every two years.

The State Highway System Management Plan includes both a needs assessment and an investment plan that will guide the management of the State Highway System. The needs assessment presents the total needs assessment of the existing State Highway System from a performance management analysis that estimates the costs necessary to close all condition and performance gaps on the State Highway System. The needs assessment is not constrained by

current funding levels for the management of the State Highway System. The investment plan defines how available funding with budget constraints is recommended to be allocated and prioritizes where available resources should be focused.

Assembly Bill 515 (Frazier, Chapter 314, Statutes of 2017) revised Section 164.6 of the Streets and Highway Code and requires Caltrans to prepare a State Highway System Management Plan that includes a ten-year plan for the rehabilitation and reconstruction of all state highways and bridges owned by the state. Pursuant to Streets and Highways Code 164.6(a)(2), the State Highway System Management Plan must include a five-year maintenance plan that addresses the maintenance needs of the State Highway System, limited to maintenance activities that if not performed, could result in increased SHOPP costs in the future. The maintenance plan is required to identify any existing backlog in those activities and recommend a strategy, specific activities, and an associated funding level to reduce or prevent any backlog during the five-year period of the plan. The maintenance plan shall be updated every two years.

The integration of the investments made in the SHOPP ten-year plan and the five-year maintenance plan must attempt to balance resources between SHOPP activities and maintenance activities to achieve identified milestones and goals at the lowest possible long-term cost. The maintenance plan must identify projected future SHOPP costs that would be avoided if the plan recommends an increase in maintenance spending.

The draft State Highway System Management Plan must be submitted to the Commission for review and comment not later than February 15 of each odd-numbered year. Caltrans must also make the plan available to regional transportation agencies for review and comment and shall include and respond to comments from the Commission and these agencies in the final plan. Caltrans is required to submit the final plan to the Governor and Legislature not later than June 1 of each odd-numbered year.

#### Attachments

Attachment 1 - Transmittal Letter- Comments to the Draft 2019 State Highway System Management Plan.



## CALIFORNIA TRANSPORTATION COMMISSION

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March 14, 2019

Ms. Laurie Berman, Director  
California Department of Transportation  
1120 N Street, MS 49  
Sacramento, CA 95814

RE: Comments to the Draft 2019 State Highway System Management Plan

Dear Director Berman,

California Streets and Highways Code Section 164.6 requires the California Department of Transportation (Caltrans) to prepare and submit the draft State Highway System Management Plan to the California Transportation Commission (Commission) for review and comment not later than February 15 of each odd numbered year, and the final plan shall be transmitted to the Governor and the Legislature not later than June 1 of each odd numbered year. This biennial plan, along with the Transportation Asset Management Plan (TAMP) approved by the Commission in March 2018, will establish the policy foundation and performance framework for future Commission actions related to the State Highway Operation and Protection Program (SHOPP).

The Commission offers the following comments for inclusion in the Final 2019 State Highway System Management Plan:

1. On page 2 of the Executive Summary, revise the first sentence of the third paragraph to state that the TAMP utilizes Commission adopted performance measures and targets "pursuant to" Senate Bill 486 instead of "as defined" by Senate Bill 486.
2. Page 3 details the "current" inventory. Please indicate the date.

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3. On page 4, please clarify whether the estimated value (\$296 billion) of the State Highway System considers benefits these assets provide to local, interstate, and international economies.
4. On page 5 of the Executive Summary there is a discussion of Projected 10-year Performance Accomplishments from 2019 to 2029 and Projected 10-year Condition based on the TAMP and Senate Bill 1 (SB 1) targets from 2017 to 2027. Add labels to Tables B, C, D and E to clarify the date range for the data contained in each table.
5. On page 5 of the Executive Summary, include in Table D the SB 1 target of achieving a minimum level of service for pavement, potholes, spalls and cracking.
6. Table D on page 5 of the Executive Summary lists the SB 1 performance targets including the requirement to fix an additional 500 bridges over the ten-year period of 2017-2027. Please provide additional discussion and information regarding how Caltrans intends to meet this requirement, including how the fixed bridges are defined and will be quantified.
7. Table 2-3 on page 2-10 and Table 4-2 on page 4-6 both contain rounding errors that lead to the Sum column totals appearing to contain minor mathematical errors. These errors propagate to the Sums totaled in the Pipelined Projects, Performance Gap and Remaining Performance columns. Please correct this issue or provide a footnote that explains this rounding anomaly.
8. Section 2.7 on page 2-11 mentions that the improvements to the State Highway System funded through programs outside of the SHOPP and Maintenance Program would exceed several hundred billion dollars. This includes programs such as the State Transportation Improvement Program and the Trade Corridor Enhancement Program. Please discuss how the benefits to the primary asset classifications from the projects in all Commission programs will be quantified. Additionally, the use of the phrase "improvement needs" in this section is unclear and should be clarified.
9. The 2017 Plan identified 34 performance objectives, including Zero Emission Vehicles (ZEV) Infrastructure and Hazardous Waste Mitigation in the Sustainability Category, that are not included in the 2019 Plan. The 2017 SHOPP Ten-Year Investment Plan provided \$15 million for ZEV infrastructure and \$5 million for Hazardous Waste Mitigation to fund projects that were planned. Provide a summary for any projects initiated, and the Capital Outlay Support and Capital Outlay expenditures for these projects.
10. On page 4-3, describe the extent to which the SHOPP and Maintenance Investment Strategies consider emerging technologies.

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11. On page 4-5, please provide more detail about how funds are apportioned based on the TAMP to the Caltrans Districts.
12. In Table 4.2 on page 4-7, the Minor Program Investment Plan is stated to be \$2.4 billion for the period of 2019 to 2029. This appears to be an increase of \$800 million over the next 10 years as compared to the recent funding level of the Minor Program. This level will be included in the State Transportation Improvement Program Fund Estimate assumption that will be considered for approval by the Commission in May 2019. Please ensure that the amount shown in Table 2.3 for Minor Program is updated, if necessary, to reflect the May action.
13. The first sentence on page 5-1 classifies the four primary asset classes adopted by the Commission as “focus areas”. Please remove “focus areas” from this sentence.
14. Pages 5-4 through 5-12 discuss the cross-cutting focus areas of Complete Streets, Environmental Stewardship, and Freight Activities. Describe Caltrans’ estimates of Capital Outlay Support and Capital Outlay resources necessary for these activities and the inventory of needs established for each.
15. The System Resiliency and Climate Change focus area on page 5-10 discusses greenhouse gas reduction measures and climate change impacts and identifies assets vulnerable to sea level rise, storm surge, coastal erosion, and wildfires. Provide the approximate plan year where these efforts become a major role in maintaining our assets.
16. In Table C-1 on page C-1, describe the basis for the SHOPP Cost Avoidance amounts calculated. Provide additional information or reference other areas in the plan where the costs might be found.
17. Revise the name of Appendix D from Feedback to Summary of Feedback.
18. Provide an appendix that lists Commission Resolutions associated with the State Highway System Management Plan, the SHOPP, and the TAMP.

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We understand that regional transportation agencies and other stakeholders are also providing comments and appreciate your consideration of their input prior to plan finalization. If you have any questions or wish to discuss the Commission comments further, please contact Chris Traina, Chief Engineer at (916) 653-0161.

Sincerely,

FRAN INMAN

Chair

c: Commissioners, California Transportation Commission

Susan Bransen, Executive Director, California Transportation Commission