

Memorandum

To: CHAIR AND COMMISSIONERS

CTC Meeting: October 18-19, 2023

From: TANISHA TAYLOR, Executive Director

Reference Number: 4.21, Action

Prepared By: Elika Changizi
Associate Governmental Program Analyst

Published Date: October 6, 2023

Subject: Approval of the Semi-Annual Proposition 1B Status Report

Recommendation:

Staff recommends that the California Transportation Commission (Commission) approve the Proposition 1B Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act of 2006 (Proposition 1B) Semi-Annual Status Report for submittal to the California Department of Finance (Attachment A).

Issue:

Senate Bill 88 (Committee on Budget and Fiscal Review, Chapter 181, Statutes of 2007) requires the Commission to report semi-annually on the progress of the Proposition 1B program. The Proposition 1B Semi-Annual Status Report to the California Department of Finance and the Commission's Annual Report to the California State Legislature, issued annually in December, fulfill the reporting requirements.

Background:

Senate Bill 88 designates the Commission as the administrative agency for the following Proposition 1B Programs: Corridor Mobility Improvement Account, State Route 99 Corridor Account, Trade Corridor Improvement Fund, State-Local Partnership Program, Local Bridge Seismic Retrofit Account, Highway Railroad Crossing Safety Account, and Traffic Light Synchronization Program. As the administrative agency, the Commission is required to report semi-annually to the California Department of Finance the progress of the projects in these Proposition 1B Programs. The purpose of the Report is to provide an overview and current status of each program's progress.

Attachments:

- Attachment A: Proposition 1B Semi-Annual Status Report
- Attachment B: Commission Transmittal Letter of Proposition 1B Semi-Annual Report to the California Department of Finance



CALIFORNIA TRANSPORTATION COMMISSION

**Proposition 1B Highway Safety, Traffic Reduction, Air Quality
and Port Security Bond Act of 2006**

**Semi-Annual Status Report
June 30, 2023**

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CALIFORNIA TRANSPORTATION COMMISSION

Proposition 1B Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act of 2006

Semi-Annual Status Report June 30, 2023

BACKGROUND

The Proposition 1B Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act of 2006 (Proposition 1B), approved by the voters in November 2006, authorized the issuance of \$19.925 billion in state general obligation bonds with \$12.025 billion to be programmed and allocated by the California Transportation Commission (Commission) for specific transportation programs intended to relieve congestion, facilitate goods movement, improve air quality, and enhance the safety of the state's transportation system. These transportation programs include the Corridor Mobility Improvement Account; State Route 99 Corridor Account; Trade Corridors Improvement Fund; State-Local Partnership Program; Local Bridge Seismic Retrofit Account; Highway-Railroad Crossing Safety Account; Public Transportation Modernization, Improvement, and Service Enhancement Account (PTMISEA); Traffic Light Synchronization Program; and the augmentation of the existing State Transportation Improvement Program (STIP) and the State Highway Operation and Protection Program (SHOPP) (collectively Proposition 1B Programs). Consistent with the requirements of Proposition 1B, and except for the PTMISEA, the Commission programs and allocates bond funds in each of the above-mentioned programs.

CLOSE-OUT PHASE

As of June 30, 2023, the Commission allocated \$12.249 billion of the \$12.475 billion in bond funds programmed under its purview. With almost all Proposition 1B funds allocated, and most of the allocated projects either constructed or finishing construction, the Commission continues to monitor progress of the projects through the close-out phase of the program. As projects are completed, the Commission works with Caltrans and project sponsors to determine the degree to which benefits identified at the time of programming are achieved. For project benefits that are not immediately identifiable, the Commission will continue to monitor and require that project sponsors report the benefits achieved over time. In addition, the Commission continues to consult with Caltrans to ensure that the annual Caltrans audit plan encompasses bond funded projects. Status reports for Proposition 1B programs and projects can be found at:

- <http://www.bondaccountability.dot.ca.gov/bondacc/>
- <https://catc.ca.gov/programs/proposition-1b-highway-safety-traffic-reduction-air-quality-and-port-security-bond-act-2006>

Table 1 provides a summary of allocated projects, projects completed, and active projects.

PROGRAM SPECIFIC UPDATES

Corridor Mobility Improvement Account

Proposition 1B authorized \$4.5 billion in general obligation bond proceeds to be deposited in the Corridor Mobility Improvement Account (CMIA). Funds in the CMIA are available for performance improvements on the state highway system, or major local access routes to the state highway system, that relieve congestion by expanding capacity, enhancing operations, or otherwise improving travel times within high-congested travel corridors.

As of June 30, 2023, the Commission has allocated \$4.477 billion to 129 CMIA projects. The remaining \$23 million of Corridor Mobility Improvement Account funding has been reserved for bond program administration costs. In FY 2022-23, two projects were completed.

Of the 129 allocated projects, 127 projects totaling \$4.412 billion are complete and two projects totaling \$65 million are under construction.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

State Route 99 Corridor Account

Proposition 1B authorized \$1 billion in general obligation bond proceeds to be deposited in the State Route 99 (SR-99) Account. Funds in the SR-99 Account may be used for safety, operational enhancement, rehabilitation, or capacity improvement projects on the SR-99 corridor. The corridor traverses approximately 400 miles of the state's central valley. The Commission programmed 29 State Route 99 corridor projects. Some of the corridor projects are constructed in stages, thus resulting in 34 individual project segments.

As of June 30, 2023, the Commission has allocated \$992 million to 34 State Route 99 project segments. Of the 34 allocated projects, 30 projects totaling \$951 million are complete and four project segments totaling \$41 million are under construction or will soon begin construction. Two million remains uncommitted. In FY 2022-23, no additional projects were completed.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

Trade Corridors Improvement Fund

Proposition 1B authorized \$2 billion in general obligation bond proceeds to be deposited in the Trade Corridors Improvement Fund (TCIF). Funds in the TCIF are available for allocation to California infrastructure improvements along federally designated “Trade Corridors of National Significance” or along other corridors that have a high volume of freight movement. TCIF funds may be used for highway capacity and operational improvements to more efficiently accommodate the movement of freight from seaports, land ports of entry and airports to warehousing and distribution centers; for freight rail improvements to move goods from seaports and land ports of entry to warehousing and distribution centers throughout California; truck corridor improvements, including dedicated truck facilities or truck toll facilities; and border access improvements to enhance goods movement between California and Mexico.

Proposition 1B requires that the Commission allocate funds on projects that improve trade corridor mobility while reducing diesel particulate and other pollutant emissions.

The Commission proposed a strategy to increase TCIF funding by moving \$500 million from the State Highway Account (via the SHOPP Program) to fund State-level priorities that are critical to goods movement. This strategy was subsequently codified in AB 268 (Committee on Budget, Chapter 756, Statutes of 2008). Pursuant to this action, the final target available for TCIF programming was set at \$2.450 billion.

As of June 30, 2023, 108 projects have been programmed in the TCIF program totaling \$2.44 billion, exhausting the available TCIF programming capacity.

Some of the corridor projects are constructed in stages, thus resulting in 135 individual project segments. The Commission has allocated nearly \$2.447 billion to 135 project segments. Of the 135 allocated projects, 110 projects totaling \$1.73 billion are complete and 25 projects totaling \$713 million are under construction. In FY 2022-23, two projects totaling \$29 thousand were completed.

The Close-Out Policy adopted by the Commission in May 2019 redirected all project savings to the Trade Corridor Enhancement Program as of June 30, 2020. Senate Bill 87, passing the Short-Line Infrastructure Improvement Act of 2019, directed the Commission to redirect up to \$7.2 million in TCIF Program cost savings and adopt program guidelines as of July 1, 2020, for the newly created competitive Short-Line Railroad Improvement Program. All remaining and future program cost savings will be redirected to the TCEP program.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

Traffic Light Synchronization Program

Proposition 1B authorized \$250 million in general obligation bond proceeds for the Traffic Light Synchronization Program (TLSP). The TLSP is a program for traffic light synchronization or other technology-based improvements to safely operate and effectively manage capacity of local streets and roads.

SB 88 (Chapter 181, Statutes of 2007) directed that \$150 million from the TLSP be allocated to the City of Los Angeles for upgrading and installing traffic signal synchronization within its jurisdiction. SB 88 also designated the Commission as the administrative agency responsible for adopting guidelines and programming funds for the TLSP program. Of the \$250 million of TLSP funding, \$5 million is reserved for bond program administration costs, setting the amount available for TLSP programming at \$245 million.

The Commission originally programmed 22 traffic light synchronization projects for the City of Los Angeles and 59 traffic light synchronization projects for agencies other than the City of Los Angeles for a total of 81 TLSP projects. A total of \$227.13 million was allocated to 81 TLSP projects leaving \$17.87 million unallocated.

Nearly \$22.2 million in savings has been deallocated, \$18.3 million from City of Los Angeles projects and \$3.9 million from agencies other than the City of Los Angeles. No additional cost savings are expected.

In December 2020, the Commission approved a Close-Out Policy that specified the provisions to close out the TLSP Program. The Commission programmed the remaining \$22.2 million to two projects in the City of Los Angeles. The Close-Out Policy required the funds be allocated for both projects by December 31, 2021.

As of June 30, 2023, the Commission has allocated \$980 million to 257 TLSP projects. Of the 257 projects allocated, 254 projects totaling \$872 million are complete, and three projects totaling \$91 million are under construction. In FY 2022-23, no additional projects were completed.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

Highway-Railroad Crossing Safety Account

Proposition 1B authorized \$250 million in general obligation bond proceeds for the Highway-Railroad Crossing Safety Account (HRCSA) program to fund the completion of high-priority grade separation and railroad crossing safety improvements.

The HRCSA program is subject to the provisions of Government Code Section 8879.23 (j) which divides the HRCSA program funding into two parts as follows:

- Part 1 - \$150 million for projects on the Public Utilities Commission (PUC) project list pursuant to the process established in Chapter 10 (commencing with Section 2450) of Division 3 of the Streets and Highways Code.
- Part 2 - \$100 million for high-priority railroad crossing improvements that are not part of the PUC priority list process.

Since 2008 the HRCSA program has gone through five two-year programming cycles. As projects are completed and final expenditures are recorded, program savings are recycled.

As of June 30, 2023, the Commission has allocated \$245 million to 39 projects. Of the 39 projects allocated, 36 projects totaling \$221.2 million are complete and three projects totaling \$23.8 million are under construction.

In June 2021, the Commission approved a close-out policy for the Highway-Railroad Crossing Safety Account program and programmed the available funds of \$2.8 million to the McKinley Street Grade Crossing Separation project in Riverside County. All remaining savings identified after June 30, 2021 will be redirected to the Section 190 Grade Separation Program.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

Public Transportation Modernization, Improvement, and Service Enhancement Account (Intercity Rail Improvement Program)

Proposition 1B authorized \$4 billion for the Public Transportation Modernization, Improvement, and Service Enhancement Account (PTMISEA). Funds in the PTMISEA account are available for intercity rail projects; commuter or urban rail operators; bus operators; waterborne transit operators; and other transit operators in California for rehabilitation, safety or modernization improvements, capital service enhancements or expansions, new capital projects, bus and rapid transit improvements, and rolling stock procurement and/or rehabilitation.

Of the \$4 billion authorized for the PTMISEA, \$3.6 billion was available for allocation by the State Controller in accordance with the following PUC distributions:

- 50 percent allocated by formula to local transit operators as specified in PUC Section 99314
- 50 percent allocated by formula to regional entities as specified in PUC Section 99313

Table 2 provides a summary of allocated projects by fiscal year.

Intercity Rail Improvement Program

The remaining \$400 million was made available for programming and allocation by the Commission for intercity rail capital improvements. From the \$400 million, \$8 million is reserved for bond program administration costs, setting the amount available for intercity rail capital improvements programming at \$392 million.

As of June 30, 2023, the Commission has programmed a total of \$391.7 million to 33 intercity rail projects and allocated \$363.3 million to 29 projects. Of the 29 projects allocated, 22 projects totaling \$202 million are complete and seven projects totaling \$161.3 million are under construction. Four projects remain unallocated. In FY 2022-23, one project was completed.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

Local Bridge Seismic Retrofit Account

Proposition 1B authorized \$125 million for the Local Bridge Seismic Retrofit Account (LBSRA) with \$2.5 million reserved for bond administration. The LBSRA provides the 11.47% required match for the Federal Highway Bridge Program funds available to the state for seismic retrofit work on local bridges, ramps and overpasses, as identified by Caltrans. The Commission makes an annual allocation of LBSRA funds to Caltrans based on projects that are expected to advance to the construction phase in the upcoming year. The annual allocation authorizes Caltrans to sub-allocate LBSRA funds to local agencies, as needed, throughout the year. Any funds not sub-allocated by Caltrans by the end of each federal fiscal year (FFY) reverts to the LBSRA.

Subsequent to the 1989 Loma Prieta earthquake, Caltrans identified 1,235 local bridges as needing seismic evaluation. In 2006, at the time Proposition 1B was approved, Caltrans reported that local agencies had completed retrofit work on 756 of the 1,235 bridges. In April 2007, Caltrans reported that the 479 remaining local bridges on the Local Bridge Seismic Retrofit Program (LBSRP) list were eligible to receive LBSRA funds as required match to their Federal Highway Bridge funds.

Caltrans updates the LBSRP list as projects progress through the delivery process. The list is updated on the FFY basis since 88.53% of funds used to retrofit local bridges are Federal Highway Bridge Program funds. The current updated list stands at 371 bridges after bridges that were retrofitted with other funds or were found to be privately-owned were removed from the list.

As of June 30, 2023, of the \$125 million available, \$87 million has been sub-allocated to 354 bridges. Of the 371 bridges in the program, 332 bridges are complete, and 39 bridges are incomplete. Of the 39 incomplete bridges, 22 bridges are in construction and 17 bridges have yet to move into construction. According to the executed Project Delivery Agreements, all remaining LBSRA projects are expected to move to construction by December 2025.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

State-Local Partnership Program Account

Proposition 1B authorized \$1 billion for the State-Local Partnership Program (SLPP) Account for allocation by the Commission over a five-year period to eligible transportation projects nominated by local transportation agencies. With \$19 million set aside for bond program administration, \$981 million was available for allocation over the five-year SLPP period that ended June 30, 2013.

During the five cycles, the Commission programmed 260 projects, and those projects received 279 allocations, fully allocating the \$981 million. Three of the projects with \$1.4 million in SLPP funds were removed by the respective agencies. The remaining 257 projects received 276 allocations that totaled \$979.6 million in SLPP funds.

Although nearly \$17 million in savings has been identified for projects that have been completed, by law no further allocations can be made from the SLPP Account. The Commission's role is now limited to project delivery and accountability.

As of June 30, 2023, the Commission has allocated \$980 million to 257 SLPP projects. Of the 257 allocated projects, 254 projects totaling \$872 million are complete and three projects totaling \$91 million are in construction.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

State Transportation Improvement Program (STIP) Augmentation

Proposition 1B authorized \$2 billion in bond proceeds to augment the STIP. Through this augmentation, the Commission conducted a special STIP development cycle for the 2006 STIP in advance of the development of the 2008 STIP. The Commission's primary intent for augmenting the 2006 STIP was to advance the programming of funds for STIP projects so that projects were delivered prior to the adoption of the 2008 STIP, freeing up capacity to program additional projects. Thus, the Commission was able to provide an early opportunity for the regions to program new STIP projects with the added capacity created by the bond funds. Projects are tracked as part of the normal STIP process. The Commission allocated approximately \$1.96 billion to 87 STIP projects as part of the 2006 STIP Augmentation.

As of June 30, 2023, the Commission has allocated \$1.97 billion to 91 STIP projects. Of the 91 allocated projects, 85 projects totaling \$1.898 billion are complete and six projects totaling \$76 million are in construction. In FY 2022-23, no additional projects were completed.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

State Highway Operation and Protection Program (SHOPP) Augmentation

Proposition 1B set aside \$500 million to augment the SHOPP. Projects funded with SHOPP funds serve to rehabilitate and improve the operation of state highways. Projects are tracked as part of the normal SHOPP process.

As of June 30, 2023, the Commission has allocated \$444 million to 35 SHOPP projects. Of the 35 allocated projects, 34 projects totaling \$435 million are complete, and one project totaling \$9 million is in construction. In FY 2022-23, no additional projects were completed.

Table 1 provides a summary of allocated projects, projects completed, and active projects.

ACCOUNTABILITY

Executive Order S-02-07, signed by Governor Arnold Schwarzenegger on January 24, 2007, significantly increased the Commission's responsibility for monitoring delivery of bond-funded projects. In response, the Commission developed and implemented an accountability plan, primarily focused on bond-funded projects delivery within the approved scope, cost, and schedule.

In addition, on August 24, 2007, Governor Arnold Schwarzenegger signed into law Proposition 1B clarifying legislation, Senate Bill (SB) 88, which designates the Commission as the administrative agency for the CMIA, SR99, TCIF, SLPP, TLSP, LBSRA, HRCSA, STIP Augmentation, and SHOPP Augmentation Proposition 1B programs. SB 88 imposes various requirements for the Commission relative to adopting guidelines, making allocations of bond funds, reporting on projects funded by the bond funds, and ensuring that the required bond project audits of expenditures and outcomes are performed.

A key element of the Commission's responsibility for accountability as an administrative agency for specific bond programs is submitting reports to the Department of Finance on a semi-annual basis. The purpose of these reports is to report whether projects are proceeding on schedule and within their estimated cost. As part of its Accountability Implementation Plan, the Commission requires bond fund recipients to report on a quarterly basis (beginning in 2019-20, the reports will be received on a semi-annual basis). These reports are reviewed by the Commission and posted on the Bond Accountability website.

Another key element of bond accountability is the audit of bond project expenditures and outcomes. Specifically, the Commission developed and implemented an accountability plan which includes provisions for bond audits. Under the Executive Order, expenditures of bond proceeds are subject to audit to determine whether the expenditures made from bond proceeds:

- Were made according to the established front-end criteria and processes.
- Were consistent with all legal requirements.
- Achieved the intended outcomes.

The Commission's Accountability Implementation Plan includes provisions for the audit of bond projects. To ensure that the Commission is meeting the auditing requirements as the administrative agency and as mandated by SB 88 and the Governor's Executive Order, Caltrans is performing the required audits on behalf of the Commission. Caltrans, in consultation with the Commission, develops and carries out the Audit Plan for the Proposition 1B Bond Program.

Table 1

(\$ in millions)

| Program | Authorized | Allocated Projects | Allocated Funds | Completed Projects | Expenditures to Date | Active Projects | Unallocated Projects | Remaining Funds to Be Expended |
|-------------------|-----------------|--------------------|-----------------|--------------------|----------------------|-----------------|----------------------|--------------------------------|
| CMIA | \$4,500 | 129 | \$4,477 | 127 | \$4,412 | 2 | 0 | \$65 |
| SR 99 | \$1,000 | 34 | \$992 | 28 | \$925 | 4 | 2 | \$67 |
| TCIF ¹ | \$2,450 | 135 | \$2,447 | 110 | \$1,904 | 25 | 0 | \$543 |
| TLSP | \$250 | 83 | \$245 | 81 | \$239 | 2 | 0 | \$6 |
| HRCSA | \$250 | 39 | \$245 | 36 | \$239 | 3 | 0 | \$6 |
| IRI | \$400 | 29 | \$358 | 20 | \$329 | 9 | 4 | \$29 |
| LBSRA | \$125 | 354 | \$87 | 332 | \$83 | 39 | 17 | \$4 |
| SLPP | \$1,000 | 257 | \$980 | 253 | \$955 | 4 | 0 | \$25 |
| STIP | \$2,000 | 91 | \$1,974 | 85 | \$1,898 | 6 | 0 | \$76 |
| SHOPP | \$500 | 35 | \$444 | 34 | \$435 | 1 | 0 | \$9 |
| Totals | \$12,475 | 1,186 | \$12,249 | 1,106 | \$11,419 | 97 | 25 | \$830 |

Note:

Individual numbers may not add to total due to independent rounding.

¹The Authorized amount was augmented by \$450 million from the SHA, pursuant to AB 268.

CMIA – Corridor Mobility Improvement Account

SR 99 – State Route 99 Corridor Account

TCIF – Trade Corridors Improvement Fund –

TLSP – Traffic Light Synchronization Program

HRCSA – Highway-Railroad Crossing Safety Account

IRI – Intercity Rail Improvements Program

LBSRA – Local Bridge Seismic Retrofit Account

SLPP – State-Local Partnership Program

STIP – State Transportation Improvement Program Augmentation

SHOPP – State Highway Operation and Protection Program

Table 2

(\$ in millions)

| Fiscal Year | PUC 99313 | PUC 99314 | Totals |
|----------------------|----------------|----------------|----------------|
| 2007-08 | \$265 | \$265 | \$530 |
| 2008-09 ¹ | \$0 | \$0 | \$0 |
| 2009-10 | \$160 | \$160 | \$320 |
| 2010-11 | \$39 | \$39 | \$78 |
| 2011-12 | \$383 | \$383 | \$766 |
| 2012-13 | \$376 | \$376 | \$752 |
| 2013-14 | \$139 | \$139 | \$278 |
| 2014-15 | \$334 | \$334 | \$668 |
| 2015-16 | \$59 | \$59 | \$118 |
| 2016-17 | \$18 | \$18 | \$36 |
| 2017-18 | \$43 | \$43 | \$86 |
| 2018-19 | \$15 | \$15 | \$30 |
| Totals | \$1,831 | \$1,831 | \$3,662 |

Note:

Individual numbers may not add to total due to independent rounding.
¹Bonds were on hold. No funds were allocated.



CALIFORNIA TRANSPORTATION COMMISSION

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STATE OF CALIFORNIA
GAVIN NEWSOM, Governor



October 20, 2023

Ms. Cheryl McCormick
Chief, Office of State Audits and Evaluations
California Department of Finance
915 L Street, 6th Floor
Sacramento, CA 95814

RE: Proposition 1B Semi-Annual Status Report

Dear Ms. McCormick

Senate Bill 88 (Committee on Budget and Fiscal Review, Chapter 181, Statutes of 2007) designates the California Transportation Commission (Commission) as the administrative agency for the following programs under the Proposition 1B Highway Safety Traffic Reduction, Air Quality and Port Security Bond Act of 2006 (Proposition 1B): Corridor Mobility Improvement Account, State Route 99 Corridor Account, Trade Corridor Improvement Fund, State-Local Partnership Program, Traffic Light Synchronization Program, Local Bridge Seismic Retrofit Account, Highway Railroad Crossing Safety Account, State Transportation Improvement Program Augmentation and State Highway Operation & Protection Program. As the administrative agency, the Commission is required to report on a semi-annual basis to the California Department of Finance on the progress of the projects in these Proposition 1B Programs. The purpose of the report is to convey whether the projects are executed in a timely manner and within the approved scope and budget.

In accordance with Senate Bill 88, the Commission has prepared the attached Proposition 1B Semi-Annual Status Report (Report). The Report provides an overview of the status of the Proposition 1B Programs for which the Commission is the administrative agency. As the administrative agency, the Commission also requires recipient agencies to report on the activities and progress made toward the implementation of the bond funded projects on a semi-annual basis. The most recent quarterly report is attached for your information.

LEE ANN EAGER, Chair
CARL GUARDINO, Vice-Chair
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ASSEMBLY MEMBER LAURA FRIEDMAN, EX OFFICIO
SENATOR JOSH NEWMAN, EX-OFFICIO
TANISHA TAYLOR, Executive Director

Ms. McCormick
RE: Proposition 1B Semi-Annual Status Report
October 20, 2023
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If you have any questions, please contact the Commission's Deputy Director of Programming Teresa Favila at (916) 653-2064.

Sincerely,

TANISHA TAYLOR
Executive Director

Attachments:

- Attachment A: Proposition 1B Semi-Annual Status Report