

# Memorandum

To: CHAIR AND COMMISSIONERS

CTC Meeting: August 14-15, 2025

From: TANISHA TAYLOR, Executive Director

Reference Number: 4.23, Action

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Subject: Evaluation of Caltrans' 2024-25 Progress in Meeting Asset Management Performance Targets

## **Recommendation:**

Staff recommends the California Transportation Commission (Commission) approve the evaluation of the [2024-25 Performance Benchmark Report](#), as detailed in Attachment A, and finds that the California Department of Transportation (Caltrans) is making progress towards reducing deferred maintenance and improving road conditions on the state highway system. Staff further recommends that the findings of this evaluation be included in the Commission's Annual Report to the Legislature pursuant to Government Code Section 14535.

## **Issue:**

Senate Bill 1 (Beall, Chapter 5, Statutes of 2017) requires Caltrans to report to the Commission on its progress toward meeting the targets and performance measures established for the asset management plan and requires the Commission to evaluate Caltrans' effectiveness in reducing deferred maintenance and improving road conditions on the state highway system, as demonstrated by the progress made toward meeting the goals set forth in Senate Bill 1.

At the June 2025 Commission meeting, Caltrans reported to the Commission on its progress toward meeting the targets and performance measures established by Senate Bill 1.

## **Background:**

Senate Bill 486 (DeSaulnier, Chapter 917, Statutes of 2014) created requirements for Caltrans to develop an asset management plan to guide the selection of State Highway Operation and Protection Program projects and to provide for a transparent means to track and evaluate performance of the program relative to established targets and benchmarks approved by the Commission.

Senate Bill 1 enacted ten-year performance targets for the state highway investments and requires Caltrans to incorporate the performance targets into the asset management plan, along with benchmarks to measure the degree to which progress is made towards achieving the overall 2027 targets.

Attachments:

- Attachment A: Evaluation of Caltrans' Effectiveness in Reducing Deferred Maintenance and Improving Conditions on the State Highway System

**California Transportation Commission**  
**Evaluation of Caltrans' Effectiveness in Reducing**  
**Deferred Maintenance and Improving Conditions on the**  
**State Highway System**  
**Caltrans' 2025 Performance Reporting**

**Statutory Requirements**

Senate Bill 486 (DeSaulnier, Chapter 917, Statutes of 2014) created requirements for the California Department of Transportation (Caltrans) to develop an asset management plan to guide the selection of State Highway Operation and Protection Program (SHOPP) projects and to provide for a transparent means to track and evaluate performance of the program relative to established targets and benchmarks adopted by the Commission.

Referred to as goals, outcomes, and targets, Senate Bill 1 (Beall, Chapter 5, Statutes of 2017) states that it is the intent of the Legislature that Caltrans meet the following preliminary performance outcomes for additional state highway investments by the end of 2027:

- 1) Not less than 98% of pavement on the state highway system in good or fair condition.
- 2) Not less than 90% level of service achieved for maintenance of potholes, spalls, and cracks.
- 3) Not less than 90% of culverts in good or fair condition.
- 4) Not less than 90% of transportation management system units in good condition.
- 5) Fix not less than an additional 500 bridges.

Government Code section 14526.7 requires Caltrans to incorporate performance targets into the asset management plan, along with benchmarks to measure the degree to which progress is made toward achieving the overall 2027 targets. In March 2018, the Commission adopted annual benchmarks for the four SHOPP primary asset classes (pavement, bridges, culverts, and traffic management system elements) to measure progress toward meeting the Senate Bill 1 performance targets. In March 2021, the Commission adopted revisions to the Good and Fair performance targets for Bridges and Culverts. These revisions do not change the Senate Bill 1 and Commission adopted 2027 performance targets or annual benchmarks.

**Evaluation of Caltrans' Progress**

Government Code section 14526.7(b) and Streets and Highways Code section 2032.5 require that Caltrans report to the Commission on its progress toward meeting the

targets and performance measures established for state highways.

Streets and Highways Code section 2032.5(c) states that annually, the Commission shall evaluate the effectiveness of Caltrans in reducing deferred maintenance and improving road conditions on the state highway system, as demonstrated by the progress made toward achieving the goals set forth in Senate Bill 1.

**Basis for Evaluation**

In June 2025, Caltrans reported on its progress toward meeting the targets established for the state highway system in the [2024-25 Performance Benchmark Report](#).

Pursuant to statute, Commission staff utilized Caltrans’ assessment of its progress toward achieving the annual benchmarks to evaluate the effectiveness of Caltrans in reducing deferred maintenance and improving road conditions on the state highway system.

**Progress Towards 2027 Senate Bill 1 Targets**

The table below summarizes Caltrans’ progress toward achieving the Senate Bill 1 targets through the 2024 year end.

<b>Asset Class</b>	<b>2027 Senate Bill 1 Target</b>	<b>Caltrans Reported 2024 Year End Condition***</b>	<b>Status of Progress</b>
<b>Pavement</b>	98% Good or Fair Condition	99.2%	On Track
<b>Pavement</b>	90% level of service achieved for maintenance of potholes, spalls, and cracks	94%	On Track
<b>Bridges</b>	Fix an additional 500 bridges	1,250 additional bridges fixed	Target Achieved
<b>Culverts</b>	90% Good or Fair Condition	90.1%	On Track
<b>Transportation Management Systems</b>	90% Good Condition	78.8%	Monitor

\*\*\* Reported conditions are through March of 2025 for bridges and transportation management systems, April of 2025 for culverts and the end of the 2024 calendar year for pavement. (Beginning in 2023, the Automated Pavement Condition Survey (APCS) is conducted in odd years only. As such, the conditions of pavement and Level of Service (LOS) presented in the

report are based on a projection of 2024 pavement conditions using the 2023 APCS and project-level condition improvements delivered over the past year.)

### Progress Towards 2027 Transportation Asset Management Plan Targets

The table below summarizes Caltrans' progress toward achieving the Commission-adopted targets and benchmarks through the 2024 year end.

<b>Asset Class</b>	<b>Commission Adopted 2027 Performance Targets</b>	<b>Commission Adopted 2024 Year End Benchmark</b>	<b>Caltrans Reported 2024 Year End Actual***</b>	<b>Status of Progress</b>
<b>Pavement* in good and fair condition</b>				
<b>Class 1*</b>	99%	98.2%	99.3%	On Track
<b>Class 2*</b>	98%	97.4%	99.1%	On Track
<b>Class 3*</b>	98%	96.9%	99.3%	On Track
<b>Bridges in good and fair condition**</b>	98.5%	98.1%	96.1%	Monitor
<b>Culverts in good and fair condition</b>	90%	88.7%	90.1%	On Track
<b>Transportation management systems in good condition</b>	90%	86.1%	78.8%	Monitor

\* Class 1 includes interstates, other principal arterials, and urban freeways and expressways, (54% of the state highway system). Class 2 includes rural freeways and expressways, and minor arterials (32% of the state highway system). Class 3 includes major and minor collector routes (14% of the state highway system).

\*\* A poor rating for a bridge does not mean that the bridge is unsafe for use. Any bridge determined to be unsafe for use is immediately repaired or closed to traffic regardless of condition ratings.

\*\*\* Reported conditions are through March of 2025 for bridges and transportation management systems, April of 2025 for culverts and the end of the 2024 calendar year for pavement. (Beginning in 2023, the Automated Pavement Condition Survey (APCS) is conducted in odd years only. As such, the conditions of pavement and Level of Service (LOS) presented in the report are based on a projection of 2024 pavement conditions using the 2023 APCS and project-level condition improvements delivered over the past year.)

### Supplementary Asset Classes

In the Commission's Transportation Asset Management Plan (TAMP) Guidelines adopted in June 2017, nine supplementary asset classes were approved: drainage pump plants, highway lighting, office buildings, overhead signs, roadside rest facilities, sidewalks (ADA accessibility), park and ride facilities (ADA accessibility), transportation related facilities, and weigh in motion scales. Targets were adopted by the Commission

in March 2018 that reflected system condition levels based on unconstrained system needs. In December 2021, the Commission adopted performance targets based on a more robust condition assessment analysis and the replacement of the “Sidewalks and Park and Ride Facilities” asset class with “Bicycle and Pedestrian Infrastructure.”

Condition assessments for the Supplementary Assets are conducted biennially, with no assessments available in odd-numbered years. The table below summarizes Caltrans’ progress reported toward achieving the revised Commission adopted targets for the supplementary assets through the end of 2024 (which is the last year condition data was reported).

<b>Asset Class</b>	<b>Commission Adopted 2027 Performance Targets (Good and Fair Condition)</b>	<b>Caltrans Reported 2024 Year End Actual</b>
<b>Drainage Pump Plants</b>	90%	57.9%
<b>Highway Lighting</b>	75%	51.1%
<b>Office Buildings</b>	90%	72.2%
<b>Overhead Sign Structures</b>	85%	92.6%
<b>Roadside Rest Facilities</b>	75%	68.6%
<b>Transportation Related Facilities</b>	80%	60.9%
<b>Bicycle and Pedestrian Infrastructure</b>	98%	82.1%
<b>Weigh in Motion Scales</b>	90%	89.0%

### **Evaluation**

As reported by Caltrans, the Commission’s adopted 2024 year end benchmarks are being exceeded for culverts and all pavement classes. In addition, Caltrans is exceeding the Pavement Level of Service benchmark and has met the “fix 500 additional bridges” Senate Bill 1 target.

Pavement Classes I, II, and III all experienced decreases in poor pavement conditions (a positive development). However, it should be noted that this is the first year where Caltrans has moved to testing pavement conditions every-other-year instead of every-year. As a result, this year’s pavement conditions are not based on actual 2024 pavement survey data. The current conditions are projected conditions based on a compilation of the 2023 pavement survey data and project-level condition improvements delivered over the past year. It will be important to monitor the actual pavement condition results in next year’s report to validate this year’s projected conditions. Overall, Caltrans’ continued investment in all pavement classes has resulted in relatively stable condition assessments year over year. This underscores the

importance of maintaining current funding levels to ensure 2027 Senate Bill 1 performance targets are met.

The condition of poor bridges and tunnels decreased from 4.8% to 3.9% (a poor rating for a bridge does not mean that the bridge is unsafe for use). This is a positive change, and Caltrans projections indicate the percentage of poor bridges will continue to move closer to achievement of the 1.5% target over the next few years. These improvement trends reflect the surge in bridge focused work from projects programmed in the 2018 SHOPP supported by SB1 funding. However, even with this positive direction, the number of bridges in poor condition is projected to fall short of meeting the 2027 TAMP target. Longer project timelines for bridge and tunnel rehabilitation and replacement projects are limiting the degree of reduction in poor bridges and tunnels. Caltrans is implementing process improvements to reduce the time between identifying bridges in poor conditions and delivering bridge improvement projects. For example, Caltrans will be working to program bridge projects as needs are identified, rather than waiting until the next SHOPP cycle. Commission staff will continue to work with Caltrans to help expedite projects and monitor progress towards meeting the 2027 TAMP bridge target, but the current projections show 2.5% poor bridges in 2027, not 1.5%.

The current condition of poor Transportation Management Systems (TMS) decreased from 22% to 21.2% from the prior year. Caltrans' projections indicate the percentage of poor TMS elements will decrease more rapidly over the next few years and meet the 2027 TMS target of 10% poor condition. This will be accomplished through projects currently programmed in the 2024 SHOPP, many of which were allocated for construction funds in the past fiscal year. The Commission appreciates Caltrans' increased efforts to program projects to meet the 2027 TMS target. Commission staff will continue to work with Caltrans to ensure timely delivery of these projects.

Commission staff compared the actual "Caltrans reported 2024 year end conditions" to the previously projected 2024 conditions from last year's Benchmark Report and noted several primary assets did not meet their projections. This discrepancy can be attributed to project delays and other factors, such as accelerated asset deterioration. Recognizing the variability of projections, it is essential to underscore the importance of identifying, managing, and mitigating project delivery risks to ensure the successful attainment of both SB1 and TAMP targets. Commission staff will continue to work with Caltrans to address these challenges and optimize the likelihood of achieving success.

Supplementary asset conditions are updated every even year, as part of the development of the State Highway System Management Plan for the following year. While Caltrans remains committed to delivering projects through the SHOPP related to these supplementary asset classes, most supplementary asset classes are not meeting their Commission adopted targets. This is an indication of the prioritization framework which focuses investments more heavily on the primary asset classes, as well as the significant level of unfunded needs that still exist in the SHOPP. It is worth noting that improvements were reported for Drainage Pump Plants, Transportation

Related Facilities and Bicycle and Pedestrian Infrastructure inventories.

Caltrans continues to make progress towards meeting the 2027 Targets and is meeting the Commission adopted 2024 year end benchmarks for pavement and culverts. Caltrans is within 2.0% of the Commission's 2024 benchmarks for bridges and 7.3% for TMS elements. Caltrans is monitoring the programmed TMS and Bridge projects closely to improve the probability of meeting the 2027 Targets. This progress is a clear indication of efforts to reduce deferred maintenance and improving conditions on the state highway system.