



**Housing, Land Use and Transportation Policy Committee Meeting**  
**CSAC 130<sup>th</sup> Annual Meeting**  
**Wednesday, November 19, 2024 — 3:00pm – 4:30pm**  
**In-person: Pasadena Convention Center, Ballroom F**  
**Los Angeles County, California**

**Supervisor Jennifer Kreitz, Mono County, Chair**  
**Supervisor Jesse Armendarez, San Bernardino County, Vice Chair**  
**Supervisor Lucas Frerichs, Yolo County, Vice Chair**

- 3:00 pm**      **I.      Welcome and Introductions**  
*Supervisor Jennifer Kreitz, Mono County, Chair*  
*Supervisor Jesse Armendarez, San Bernardino County, Vice Chair*  
*Supervisor Lucas Frerichs, Yolo County, Vice Chair*
- 3:05 pm**      **II.     Transportation Needs: Diversifying Transportation Funding Sources**  
*Kiana Valentine, Executive Director, Transportation California*  
*Attachment 1: California’s Looming Transportation Funding Crisis*
- 3:35 pm**      **III.    Advanced Clean Fleets (ACF) Regulations: Implementation and Compliance Challenges**  
*Yachun Chow, Manager, Mobile Source Control Division, California Air Resources Board*  
*Robert Pachinger, Deputy Director of Public Works, Calaveras County Department of Public Works*  
*Chris Melton, Deputy Director of Fleet Services, Ventura County General Services Agency*  
*Attachment 2: Advanced Clean Fleets Regulations Issue Brief*  
*Attachment 3: Advanced Clean Fleets Survey Results (Sep. 2023)*
- 4:05 pm**      **IV.    2024 Year in Review and 2025 Housing, Land Use and Transportation Priorities – ACTION ITEM**  
*Attachment 4: 2024 Year in Review and 2025 HLT Priorities*  
*Attachment 5: 2024 HLT Legislative Advocacy Outcomes*
- 4:15 pm**      **V.     Housing, Land Use and Transportation Platform Updates – ACTION ITEM**  
*Mark Neuburger, Legislative Advocate, CSAC*  
*Attachment 6: Platform Memorandum*  
*Attachments 7-9: Platform Chapters 7, 10 & 17*
- 4:30 pm**      **VI.    Closing Comments and Adjournment**



*Scan for electronic copies of these attachments and all HLT Committee meeting materials.*

## LIST OF ATTACHMENTS

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### **Transportation Needs: Diversifying Transportation Funding Sources**

Attachment One.....California’s Looming Transportation Funding Crisis

### **Advanced Clean Fleets (ACF) Regulations: Implementation and Compliance Challenges**

Attachment Two.....Advanced Clean Fleets Regulations Issue Brief

Attachment Three.....Advanced Clean Fleets Survey Results (Sep. 2023)

### **2024 Year in Review and 2025 Housing, Land Use and Transportation Priorities – ACTION ITEM**

Attachment Four.....2024 Year in Review and 2025 HLT Priorities

Attachment Five.....2024 HLT Legislative Advocacy Outcomes

### **Housing, Land Use and Transportation Platform Updates – ACTION ITEM**

Attachment Six.....Platform Memorandum

Attachment Seven.....Chapter 7 – Planning, Land Use and Housing

Attachment Eight.....Chapter 10 – Transportation and Public Works

Attachment Nine.....Chapter 17 – California Environmental Quality Act  
(CEQA)



*Scan for electronic copies of these attachments and HLT Committee meeting materials.*

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Transportation Needs: Diversifying Transportation Funding Sources

**Attachment One**

California's Looming Transportation Funding Crisis



# CALIFORNIA'S LOOMING TRANSPORTATION FUNDING CRISIS

California's rapid transition to zero-emission vehicles improves air quality and reduces the state's impact on climate change, but unintended consequences of critical importance must be resolved. As more Californians switch to electric vehicles, fewer drivers pay the gas taxes that local communities rely on to fix essential roads, enhance safety and improve public transportation. The current funding system is inequitable, insufficient, and quickly becoming obsolete to meet the needs of Californians today and in the future. California needs to prioritize new ways to fund our multimodal system that 39 million people rely on to get from one place to another.

## TRANSPORTATION IS A CRITICAL NEED FOR ALL CALIFORNIANS

Nothing moves without transportation infrastructure. Nearly every trip begins on a city street or county road – whether by foot, bicycle, vehicle or mass transit. California's complex transportation network enables people and businesses to move goods, services and information to sustain the world's fifth largest economy.



## CALIFORNIA CANNOT AFFORD TO WAIT

Inaction on a viable funding solution will unnecessarily put lives at risk. California is already among the worst-rated nationally for poor road and highway conditions. However, our state and local governments cannot commit to making critical transportation safety improvements in the future without sufficient funding. Achieving a sustainable transportation funding solution will take several years to develop, pass and implement. We must act now.

### BY THE NUMBERS

**80%**

Highway and road repairs funded by the gas tax

**\$31.3 BILLION**

Loss in gas tax revenue over the next 10 years

**438,200**

Approximate job loss over the next 10 years

**\$118**

Annual fees EV drivers pay for transportation infrastructure

**1-IN-3**

EVs sold in U.S. registered to Californians

**45%**

California major roads in poor or mediocre condition

**100%**

New vehicles sold in CA to be zero-emission in 2035

# ACHIEVING SUSTAINABLE FUNDING

Transportation California and its partners are taking an evidence-based approach to achieve sustainable transportation funding through a revenue-neutral solution. The coalition has commissioned an independent study to research all viable transportation funding options and identify a solution that works for all Californians. The study will be completed in December 2024 and prioritizes the following principles:



**SIMPLE**



**ROBUST**



**FAIR & EQUITABLE**



**SECURE**



**SUSTAINABLE REVENUE**



**EFFICIENT**



**INTEGRATED**

## ADVANCING AN INCLUSIVE CALIFORNIA SOLUTION

Transportation California and its partners are building a diverse coalition of business, labor, local governments, community leaders and California drivers committed to achieving an equitable and sustainable funding solution in which everyone pays their fair share. From increasing clean transportation options like biking and walking and investing in high-quality, safe and efficient public transportation to maintaining and improving roads, streets and highways, together we can advance the transportation infrastructure of the future.

To join the coalition or learn more about its efforts, visit:

**[WWW.TRANSPORTATIONCA.COM](http://WWW.TRANSPORTATIONCA.COM)**



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Advanced Clean Fleets (ACF) Regulations: Implementation and  
Compliance Challenges

**Attachment Two**

Advanced Clean Fleets Regulations Issue Brief



## What are the Advanced Clean Fleets Regulations?

The California Air Resources Board's (CARB) Advanced Clean Fleets (ACF) regulations became effective in January 2024 and require all public fleet owners to begin purchasing Zero-Emission (ZEV) medium and heavy-duty vehicles when acquiring vehicles for their fleets. The regulations also require medium and heavy-duty vehicle manufacturers to exclusively manufacture ZEV vehicles for sale in California by 2036. The most common types of compliant ZEVs utilize either battery-electric components or hydrogen fuel cell technology. The ACF regulations offer two options for compliance:

- **Purchase Option**: Beginning in 2024, fleet managers must ensure that 50% of their medium & heavy-duty vehicle (vehicles with a Gross Vehicle Weight Rating of 8,500 lbs. and above) purchases are ZEVs. This percentage escalates to 100% for all medium & heavy-duty vehicle purchases in 2027. Beginning January 2027, counties with 10 or fewer impacted vehicles as well as fleets in 25 low-population counties must ensure 100% of their vehicle purchases are ZEVs.<sup>1</sup>
- **Fleet Percentage Option**: Alternatively, state and local government fleet owners may opt-in to the ZEV Milestones Option and meet zero-emissions vehicle (ZEV) targets as a percentage of their California fleet. This option allows for phasing ZEVs into the fleet between 2025 and 2042, depending on the type of vehicle and its usage. Additional details on this option can be provided [here](#).

## Why?

CARB drafted the regulations to further the Governor's climate goals outlined in [Executive Order N-79-20](#). The ACF regulations are intended by CARB to fully transition medium and heavy-duty vehicle fleets to zero-emissions technology by 2045 to cut air pollution, protect public health and accelerate the transition to clean vehicles. The ACF adds to [California's Advanced Clean Trucks rule](#), which requires manufacturers to accelerate sales of new zero emission heavy-duty trucks by 2035. The two regulations are meant to work in tandem to achieve CARB's goal of drastically cutting air pollution from medium and heavy-duty truck emissions.

## Who needs to comply?

Fleet operators that must comply with the ACF regulations fall into three categories:

- **Public fleets**: Defined as fleets owned by state and local government agencies that own, lease, or operate medium- and heavy-duty trucks.
- **High-priority fleets**: Defined as fleets with more than 50 trucks or belonging to private companies that make more than \$50 million in annual revenue.
- **Drayage truck fleets**: Defined as fleets with trucks that operate at California ports or intermodal rail yards.

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<sup>1</sup> CARB has designated the following as low population counties: Alpine, Amador, Butte, Calaveras, Colusa, Del Norte, Glenn, Humboldt, Inyo, Lake, Lassen, Mariposa, Mendocino, Modoc, Mono, Nevada, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity, Tuolumne, and Yuba.

## **County Challenges**

CSAC surveyed county public works directors and county fleet managers (*see Attachment Three*) to understand the promises and challenges the ACF regulations create. Based on survey responses, county staff have identified the following challenges they will face to comply with the ACF regulations:

- **Infrastructure Needs**: One of the top concerns for ACF implementation is regarding challenges related to acquiring the electrical infrastructure needed (*i.e. Recharging capabilities & Electrical utility delays*) to charge medium & heavy-duty ZEVs. Additionally, nearly all counties face costs and timeline challenges working with their local electrical utilities to acquire transformers and other equipment needed to improve electrical capacity of their local grid to support ZEV charging equipment.
- **Cost and Affordability** Available information indicates that battery electric medium and heavy-duty ZEVs are inherently more costly. For example, a state agency noted that replacing one of their current diesel-powered medium duty sweepers with a battery electric ZEV sweeper was over twice as expensive. Additionally, county fleet managers indicated that they would need to purchase 2-3 battery electric medium or heavy-duty vehicles to replace the duty cycle capabilities of one internal combustion engine.
- **Workforce**: The lack of staff capacity to service and repair ZEVs requires additional consideration. Currently, county fleets rely on trained service workers to maintain and repair their existing fleet of vehicles. Switching vehicle modes of power, specifically gas/diesel to electric or hydrogen, presents an entirely different set of technical skills. This will require counties to retrain many of existing technicians and hire ZEV trained technicians to ensure they are able to maintain these vehicles. There is already a shortage of EV trained automotive technicians worldwide, which will limit counties' ability to hire these personnel. This is further compounded by the difficulties that all levels of government, including counties, have had for filling existing positions across all departments.

## **County Solutions for Successful Implementation**

Additional implementation time and funding is needed for successful implementation of ACF. Also, the ambitious timelines for ACF implementation as well as the clear lack of suitable ZEVs to meet county fleet duty requirements supports the need for additional vehicle exemptions beyond what is currently provided for in the ACF regulations.

CARB should enhance and expand the technical assistance and educational resources to counties and local governments to support this program. Finally, although supplier pricing caps are likely outside of CARB's authority to impose, the Board should periodically review and update its implementation cost analyses to consider utility related costs as well as ZEV purchase and maintenance expenses. CSAC will continue to advocate on behalf of counties to receive the resources and flexibility they need to comply with this regulation.

### **Resources:**

- "Advanced Clean Fleets" California Air Resources Board  
<https://ww2.arb.ca.gov/our-work/programs/advanced-clean-fleets>
- "Understanding California's Advanced Clean Fleet Regulation" RMI  
<https://rmi.org/understanding-californias-advanced-clean-fleet-regulation/>
- "California Facing Electrical Transformer Troubles as New Homes Continue to be Built" CBS News  
<https://www.cbsnews.com/sacramento/news/california-facing-eletrical-transformer-troubles-as-new-homes-continue-to-be-built/>
- "EV Broken? Finding a technician to fix it may take a while" Reuters  
<https://www.reuters.com/business/autos-transportation/ev-broken-finding-technician-fix-it-may-take-while-2023-09-06/>
- "Local Governments Search for Answers to Hiring Challenges" Governing  
<https://www.governing.com/work/local-governments-search-for-answers-to-hiring-challenges>
- "Advanced Clean Fleets Survey Results" California State Association of Counties  
<https://www.counties.org/csac-bulletin-article/counties-share-feedback-advanced-clean-fleets-regulation>



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Advanced Clean Fleets (ACF) Regulations: Implementation and  
Compliance Challenges

**Attachment Three**

Advanced Clean Fleets Survey Results (Sep. 2023)



# Advanced Clean Fleets Survey Results

*Survey conducted September 2023*

The **Advanced Clean Fleet (ACF)** regulations are part of a decades-long effort by the California Air Resources Board (CARB) to reduce greenhouse gas emissions. In support of Governor's [Executive Order N-79-20](#), the ACF regulations require all public fleet owners to begin replacing their medium and heavy-duty fleet vehicles with Zero-Emission Vehicles (ZEV). The most common types of compliant ZEV's utilize either battery-electric components or hydrogen fuel cell technology. The ACF regulations offer two options for compliance:

- **Purchase Option:** Beginning in 2024, fleet managers must ensure that 50% of their medium & heavy-Duty Vehicle (vehicles with a Gross Vehicle Weight Rating of 8,500 lbs. and above) purchases are ZEVs. This percentage escalates to 100% for all medium & heavy-duty vehicle purchases in 2027. Beginning January 2027, counties with 10 or fewer impacted vehicles as well as fleets in 25 low-population counties must ensure 100% of their vehicle purchases are ZEVs.[1]
- **Fleet Percentage Option:** Elect to meet ZEV fleet composition targets using the ZEV Milestones Option, which requires fleets to ensure they have a certain percentage of ZEV medium and heavy-duty vehicles based on function by specific years.

The **Institute for Local Government (ILG)** launched a survey in September 2023 to assess a variety of factors that will impact local government's (cities, counties and special districts) ability to implement the regulations. The **California State Association of Counties (CSAC)** is proud to report counties had the highest response rate, with 79% of counties responding to the survey. Additionally, 87% of county fleet managers were aware of the ACF regulations. **This level of response and awareness provides a high confidence level and will greatly assist CSAC's advocacy efforts on the ACF regulations going forward.**

The following are the top survey results of interest to counties. The responses can be grouped into three main categories - **Fleet Statistics, Fleet Duty Cycles, ACF Implementation** and **Future Needs**.

[1] ARB has designated the following as low population counties: Alpine, Amador, Butte, Calaveras, Colusa, Del Norte, Glenn, Humboldt, Inyo, Lake, Lassen, Mariposa, Mendocino, Modoc, Mono, Nevada, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity, Tuolumne, and Yuba.

## Fleet Statistics

Obtaining better data on the total size of county vehicle fleets is a key first step to setting the context for the impact that the ACF regulations. Most counties (**82%**) reported fleets of 100 or more vehicles with **60% of respondents having more than 251 total vehicles in their fleets**. As expected, the number of medium and heavy-duty vehicles in county fleets had greater variability with 60% of respondent's fleets having 100 or fewer of these vehicles. However, with 40% of respondents having 251 or more impacted vehicles, the combined demands of county fleets to purchase sufficient compliant vehicles are likely greater than the current limited capacity of manufacturers of medium and heavy-duty ZEV's.

## Fleet Duty Cycles

Counties maintain vehicle fleets to serve specific needs that assist them in delivering critical services to the public. Counties will assess the duty cycle required for the task to determine the best what vehicle is needed to support employee tasks. In simple terms, this can mean the hours per day the vehicle will work, the amount of power required for tools (i.e. winches, cranes, pumps, welding equipment, etc.) as well as hauling and towing capabilities. Duty cycles include considering if the vehicle can be left at a remote work location far from the fleet yard for days at a time. Fleet managers must assess the number and types of vehicles they need to meet duty cycle and work needs while also calculating a cushion to accommodate for required vehicle maintenance and unscheduled repairs.

County fleet managers' survey responses expressed strong concerns on whether electric ZEVs will be able to meet the duty requirements of existing medium and heavy-duty vehicles. **Fleet managers indicated that they would need to purchase 2-3 battery electric medium or heavy-duty vehicles to replace the duty cycle capabilities of one internal combustion engine.** Additionally, other commenters noted that many of their vehicles don't return to the county fleet yard each day as operations in remote areas of their county mean that the most efficient choice is to leave the vehicle at the work site overnight for several days. In these situations, county staff would need to transport a generator to recharge a battery-electric ZEV overnight to ensure it was able to function the next day.

Fleet managers noted there are many duty cycles, such as emergency road closures, critical infrastructure failure repairs and long-distance travel to repair sites in which there is simply no electric ZEV capable of performing the required tasks. This was reiterated by respondents - **86% of county respondents indicating the ACF regulations will be a challenge for their agency's ability to reliably respond to and provide services in emergencies.** This is critical as the regulations only allow exemptions for public safety (i.e. police, fire, ambulance) vehicles from the ZEV requirements. Table 1 illustrates the operations factors that county fleet managers are most concerned with ZEVs performing.

### Question:

Does your agency have any of the following concerns about switching your fleet to ZEV?

Operations Factor*	Counties
Infrastructure needs	93%
Affordability	87%
Limited use/range	85%
Emergency preparedness & response concerns	83%
Market availability of vehicle class	83%
Electrical reliability concerns	74%
Maintenance concerns	59%
Other	11%

*\*Note: Respondents were allowed to select multiple options for these responses*

# ACF Implementation

Counties indicated implementation of the ACF regulations pose several challenges. Many respondents indicated that ZEV versions of the medium and heavy-duty vehicles they require are not currently being manufactured and that pricing was not readily available in the small number that could meet their needs. Like duty cycle concerns, respondents consistently indicated that it was unclear if current and proposed ZEV chassis could accommodate the needs of additional up-fittings, such as toolboxes, cranes, winches and other equipment that these public works vehicles require. Table 2 provides details on the issues Fleet Managers believe will hinder their ability to implement the ACF regulations.

A common concern for ACF implementation is on challenges with acquiring the electrical infrastructure needed (i.e. Recharging capabilities & Electrical utility delays) to power medium and heavy-duty ZEVs, with funding and availability following closely behind. Nearly all counties face costs and timeline challenges working with their local electric utilities to acquire transformers and other equipment needed to improve electrical capacity of their local grid to support ZEV charging equipment[2].

The lack of staff capacity to service and repair ZEVs requires additional consideration. County fleets rely on trained service workers to maintain and repair their existing fleet of vehicles. Switching vehicle modes of power, specifically gas/diesel to electric or hydrogen, presents an entirely different set of technical skills. This will require counties to retrain many of existing technicians and hire ZEV trained technicians to ensure they are able to maintain these vehicles. There is already a shortage of EV trained automotive technicians worldwide, which will limit counties' ability to hire these personnel[3]. This is further compounded by the difficulties that all levels of government, including counties, have had for filling existing positions across all departments[4].

## Question:

Are any of the listed factors below a concern to your agency that may impact the successful implementation of the ACF regulation?

ACF Implementation Factor	Counties
Infrastructure refueling/ recharging capabilities	93%
Lack of funding	85%
Electrical utility delays	83%
Market availability	83%
Lack of staff capacity/expertise	72%
Permitting process	46%
Other	9%
Unsure	2%
None	0%

*\*Note: Respondents were allowed to select multiple options for these responses*

## Future Needs

Throughout the survey it became clear it would take years to meaningfully address the identified implementation issues raised within the survey. 97% of respondents indicated they were unlikely able to implement the ACF regulations by either the Purchase options 2024/2027 deadline or the Fleet percentage options 2025 deadline.

The clear and well-founded concerns articulated by county fleet managers support the conclusion that changes are needed to make the ACF regulations. The strong response that additional time and funding is needed for successful implementation aligns with the fleet managers' concerns related to ZEV availability and costs as well as utility costs and delays.

[2] <https://www.cbsnews.com/sacramento/news/california-facing-eletrical-transformer-troubles-as-new-homes-continue-to-be-built/>

[3] <https://www.reuters.com/business/autos-transportation/ev-broken-finding-technician-fix-it-may-take-while-2023-09-06/>

[4] <https://www.governing.com/work/local-governments-search-for-answers-to-hiring-challenges>

**Question:**

What support or resources are needed from the state to assist with the implementation of the ACF regulation?

The survey concludes CARB should enhance and expand the technical assistance and educational resources to counties and local governments to support this program. Although supplier pricing caps are likely outside of CARB's authority to impose, the Board should periodically review and update its implementation cost analyses to consider utility related costs as well as ZEV purchase and maintenance expenses.

<b>Support Needed*</b>	<b>Counties</b>
Extended Implementation Deadline	89%
Funding	89%
Expanded Vehicle Exemptions	85%
Inventory of Available Manufacturers	78%
Technical Assistance	72%
Supplier Pricing Caps	61%
Educational Resources and toolkits	59%
Other	11%

*\*Note: Respondents were allowed to select multiple options for these responses*

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## Contact Information

**Mark Neuburger, CSAC Legislative Advocate for Housing, Land Use & Transportation**  
mneuburger@counties.org

**Kristina Gallagher, CSAC Legislative Analyst for Housing, Land Use & Transportation**  
kgallager@counties.org



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www.counties.org

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2024 Year in Review and 2025 Housing, Land Use and Transportation  
Priorities

**Attachment Four**  
2024 Year in Review and 2025 HLT Priorities



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November 19, 2024

To: Housing, Land Use, and Transportation Policy Committee

From: Mark Neuburger, Legislative Advocate, CSAC

Re: **2024 Year in Review and 2025 HLT Priorities – ACTION ITEM**

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**Housing, Land Use and Transportation (HLT) Policy Committee 2024 Year in Review**

The following memo includes a summary of key highlights from the work of the Housing, Land Use and Transportation Policy Committee in 2024 and draft 2025 priorities for the Committee’s consideration.

***Key highlights from the second year of the 2023-24 Legislative Session include:***

The Housing, Land Use and Transportation team tracked 618 pieces of legislation in 2024 and took active positions on 62 bills. CSAC has been a key stakeholder in deliberations around housing, land use and transportation legislation. There were a variety of high-level trends emerging on issues the HLT unit is responsible for, including:

- **General Plans:** A variety of bills were introduced that started from the notion that the General Plan update process is the ideal means to address state goals on issues spanning from wildlife connectivity to planning for increased heatwave intensity and duration. The number of bills that seek to identify and address state concerns through the General Plan process has increased over the past few years to the point where further requirements threaten to burden already overstretched planning departments. In 2024, the HLT team partnered with a variety of local government and planning associations to make the case that past and current legislation is driving planning departments to the breaking point from a workload perspective.
- **Local Land Use decisions:** The legislature has continued to take a skeptical view of the importance of local elected decisions in the land use process. These bills spanned from local involvement in housing projects to commercial properties, such as warehouse citing and approval requirements. CSAC has continued to defend the necessary and appropriate need for the appropriate involvement of local elected officials in land use decisions.
- **Public Works:** A variety of bills were introduced that would have placed severe restrictions on the ability of counties to deliver public works projects in an efficient and expeditious manner. CSAC successfully engaged on a variety of these bills and was able to secure outcomes that will allow counties to continue to deliver these vital projects in a way that meet public needs.

*Attachment Five* includes a comprehensive overview of the bills CSAC engaged on, including detailed information on our key requests for amendments and each bill's final outcome.

## **Housing and Land Use**

CSAC's AT HOME Plan again drove the HLT advocacy efforts. CSAC took a variety of positions supporting housing efforts, advocating to simplify land use procedures, and streamlining the permit approval process to support making it easier to build affordable housing. CSAC worked to address these issues through state statutes that act as barriers to housing, as well as advocating for more local flexibility in streamlining processes to ensure that counties can quickly provide shelter for the most vulnerable populations. Finally, the HLT team advocated for county needs in a variety of bills that sought to hinder the ability for local governments to provide the public services necessary to support additional housing.

In support of the AT-HOME effort, the HLT Team watched 80 bills, took support positions on 13 bills and sponsored one bill. Ultimately, 11 of the bills CSAC supported were signed by the Governor. CSAC sponsored SB 1032 (Padilla), which sought to provide HCD with the authority to forgive loans for housing providers with projects that have HCD loans attached to them. Many of these housing projects are the only affordable housing options in several counties. Although the bill was held on the Assembly Appropriations suspense file, the diligent work of the Senator's staff and HLT team brought the bill out of both the Assembly and Senate Housing policy committees, which is a significant accomplishment.

## **Transportation**

CSAC acknowledges that the state's current focus on reducing vehicle miles traveled will ultimately reduce the fuels-based funding sources that support county transportation projects, which will have long-term consequences for counties. To address this issue, CSAC is working to support efforts to diversify the funding sources that support transportation projects to reduce the volatility associated with fuels-based funding, such as road user charge or electric surcharge.

The CSAC HLT team has been a part of the SB 1121 Stakeholder Working Group. The bill required the California Transportation Commission (CTC), in consultation with California State Transportation Agency (CalSTA) and the California Department of Transportation (CalTrans) to prepare a needs assessment of the cost to operate, maintain, and provide for the necessary future growth of the state and local transportation system for the next ten years and report it to the state legislature. The purpose of the working group is to develop a report with accurate information to make sure the revenues are relevant and correct, as well as help identify any data or gaps in funding. The working group will also help identify the impact of the transition to EVs, and how they will affect the funding streams from SB 1.



There are two reports for the first round – the interim report that was completed on January 1, 2024, that identified the funding shortfall and outlined the magnitude of the problem, and then the final report that will be due on January 1, 2025 that will identify policy solutions to address the problems. There will be a report every 5 years thereafter. CSAC has been an active participant in the stakeholder meetings including submitting comments on the draft interim needs assessment report, outlining key points that were critical to raise for counties. CSAC firmly supports a new source of revenue to mitigate the projected funding shortfall, and specifically has stated that any new sources of funding should produce enough revenue to respond significantly to transportation needs, in alignment with the CSAC platform.

### ***Advanced Clean Fleets***

After significant CSAC advocacy, the final state budget includes reporting language which requires Caltrans to provide information on a variety of data points related to their purchase of vehicles that comply with California Air Resources Board's Advanced Clean Fleets regulations. The information provided by Caltrans will be highly valuable for county vehicle fleet managers to analyze and consider as they continue efforts to make their fleet purchases compliant with the Advanced Clean Fleets regulations.

### **2025 Housing, Land Use and Transportation Policy Committee Priorities**

As the issues counties face continue, many of the policy responses to these challenges have implications for other policy areas. For example, legislative approaches to address housing affordability and availability frequently implicate legislative decisions meant to address the climate impact of the state's transportation system and economic development. CSAC staff will continue to look for opportunities to work with the legislature to develop reasonable policy solutions that minimize conflict with other policy areas.

The following section of the memo summarizes a draft of priorities for the work of the Housing, Land Use, and Transportation Policy Committee for the first year of the 2025-2026 legislative session.

- I. Assist efforts to broaden and stabilize the state's transportation funding system to ensure that counties continue to receive reliable funding for transportation programs.
- II. Support bills that seek to aid the construction of all types of housing, especially housing that supports the most vulnerable, while appropriately balancing county participation in the process.
- III. Counties charge a variety of fees to support their duties to provide housing and land use planning, development and enforcement services. Advocates have begun to view these fees as excessive and have successfully passed legislation to restrict or eliminate a county's ability to collect these vital fees. CSAC will work to draw the link between these fees and the county staff they support to fulfill county responsibilities in the land use and housing spaces.

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2024 Year in Review and 2025 Housing, Land Use and Transportation  
Priorities

**Attachment Five**  
2024 HLT Legislative Advocacy Outcomes

## Housing, Land Use and Transportation: 2024 Legislative Advocacy Outcomes

Bill	Position	Bill Summary	Outcome
<b>Housing</b>			
AB 653 (Reyes)	Support	This bill mandates that all public housing authorities report specific data, such as monthly success rates, to HCD starting July 1, 2025, and annually thereafter. This data will be publicly available from January 1, 2026. Additionally, bi-annual meetings will be held with housing authorities to discuss success factors and recommendations for interventions. The bill also requires HCD, with program participants and other stakeholders, to publish a report with intervention recommendations by July 1, 2026.	Signed by the Governor.  (Chapter 672, Statutes of 2024)
AB 1053 (Gabriel)	Support	This bill allows borrowers to use approved funds for specified multifamily housing programs, including construction and permanent financing. It mandates the department to adopt emergency guidelines by July 1, 2026, and formal guidelines by January 1, 2027, following the Administrative Procedure Act. The department may also charge fees to cover administrative costs. The bill clarifies that it does not limit the use of funds for other authorized programs and is contingent on the appropriation of sufficient funds by the Legislature.	Signed by the Governor.  (Chapter 264, Statutes of 2024)
AB 2502 (Rivas, Luz)	Support	This bill aimed to clarify and expand the existing definition of "emergency" as it relates to public contracts. An emergency is considered a sudden, unexpected event that poses a serious threat to life, health, property, or essential public services and requires immediate action to prevent or minimize harm. This bill also allows county boards of supervisors to take necessary actions to address significant emergencies without going through standard bidding procedures, as long as the majority of the board approves and there is a clear need for immediate action. The bill also outlines procedures for reviewing and delegating authority for these emergency actions.	Held in Assembly. Local Government Committee.
AB 2934 (Ward)	Support	Under current law updating building standards is the responsibility of the California Building Standards Commission and Department of Housing and Community Development. One important aspect is that the commission must publish the building standards code in its entirety every 3 years. A new bill has been proposed, which would require the department to create a working group to research and recommend changes to building standards that would allow for residential developments to be built as specified. The department must provide a one-time report to the Legislature by December 31, 2026, and if changes are recommended, the department must propose them for adoption by the commission. This information may be relevant to students studying architecture or civil engineering.	Held on Senate Appropriations Suspense File
SB 1032 (Padilla)	Sponsor	CSAC's sponsored bill to further the goals of the AT-HOME effort south to provide the Department of Housing and Community Development with the authority to forgive the entire amount of principal, interest, and other outstanding balances of these loans provided specific conditions are met by the borrower. It will impose requirements on the projects benefited from loan forgiveness, such as maintaining the same level of affordable housing as in the project's original agreement. Additionally, a mechanism for appealing loan forgiveness decisions was included in the bill.	Held on the Assembly Appropriations Suspense File

Bill	Position	Bill Summary	Outcome
SB 1077 (Blakespear)	Support	Requires the California Coastal Commission and the Department of Housing and Community Development to develop, by July 1, 2026, guidance for local governments to amend local coastal programs to simplify the permitting process for accessory and junior accessory dwelling units in the coastal zone. The commission must hold a public workshop for feedback and post the final guidance online.	Signed by the Governor.  (Chapter 454, Statutes of 2024)
SB 1187 (McGuire)	Support	Creates the Tribal Housing Reconstitution and Resiliency Act, creating the Tribal Housing Grant Program Trust Fund managed by the department. Funds from the Legislature's annual Budget Act, including 10% of specified housing program money, will be deposited into this fund. The department will monitor the fund, and, when sufficient funds are available, allocate them according to a specific formula. The funds are intended for housing-related services, project costs, and management services for affordable housing, specifically benefiting Indian families and individuals in designated Indian areas. Recipients must use the funds within five years for programs and services, and seven years for projects, with possible extensions granted by the department.	Signed by the Governor.  (Chapter 295, Statutes of 2024)

Land Use			
AB 98 (Carrillo, Juan)	Oppose	<p>This bill, effective January 1, 2026, introduces statewide design and build standards for new or expanded logistics developments. These standards will cover aspects such as building design, parking, truck loading bays, landscaping, entry gates, and signage, while exempting certain existing or expanding developments and those under specific local entitlement processes. A truck routing plan to and from state highways must be developed and enforced by facility operators before receiving occupancy certificates. Cities and counties are prohibited from approving logistics developments that fail to meet these standards. Additionally, any development leading to the demolition of housing units must result in a 2-to-1 replacement unless deemed substandard, with required payments to displaced tenants.</p> <p>By January 1, 2028, cities and counties must update their circulation elements to manage truck traffic and establish safe travel routes for goods, avoiding residential areas and sensitive receptors. Specific standards for truck routes and signage will be enforced, and the Attorney General can impose fines for non-compliance. The bill also mandates the South Coast Air Quality Management District to establish a process for community input on penalty fund usage and deploy mobile air monitoring systems in Riverside and San Bernardino counties starting January 1, 2026. These systems will monitor air pollution impacts from logistics operations, with findings to be reported to the Legislature by January 1, 2033, and an interim report by January 1, 2028.</p>	Signed by the Governor.  (Chapter 931, Statutes of 2024)

Bill	Position	Bill Summary	Outcome
AB 1820 (Schiavo)	Neutral	This bill allows a development applicant to request an estimate of fees and exactions, which the city or county must provide within 30 business days. For fees imposed by other agencies, applicants must request the fee schedule directly from those agencies. Existing law requires public agencies to determine whether a development project application is complete within 30 days. The bill adds that, upon final project approval, the city or county must give an itemized list and estimate of fees and exactions within 30 business days. This estimate is informational and not legally binding. Current law requires local governments to post certain information about fees and exactions for housing projects on their websites. The bill clarifies that only the city, county, or special district has reporting obligations. Furthermore, when requesting total fees and exactions from a development proponent after project completion, the request must state there is no obligation to respond, and no penalties will ensue for non-response.	Signed by the Governor.  (Chapter 358, Statutes of 2024)
AB 1886 (Alvarez)	Oppose	This bill stipulates that a housing element is deemed compliant if it is adopted by a local agency and either Department of Housing and Community Development or a competent court finds it compliant, provided no subsequent adverse findings or court decisions override this. This clarification supports existing law without altering the meaning of "substantially complies." Additionally, the Housing Accountability Act prevents local agencies from obstructing housing projects for low to moderate-income households unless they meet specific conditions and demonstrate regional housing need compliance. A new provision states that compliance with the Housing Element Law must be established when the initial application is submitted.	Signed by the Governor.  (Chapter 267, Statutes of 2024)
AB 1893 (Wicks)	Oppose	This bill modifies conditions under which a local agency may reject or conditionally approve housing projects or emergency shelters, specifying that they can only do so if the jurisdiction's housing element is not compliant with the Housing Element Law when the application is deemed complete, and if the project does not qualify as a builder's remedy project. It redefines "housing development project" to include expanded mixed-use developments and farmworker housing, and clarifies "disapprove the housing development project" to encompass any final administrative action or improper conduct that effectively denies the project. Revisions also include new definitions for various types of income-based housing and procedural requirements for builder's remedy projects. The bill impacts local agencies by imposing new duties for reviewing and approving these projects and includes court-enforced compliance provisions if local agencies violate these rules. It also addresses procedural changes related to streamlined approval processes and affirms that no state reimbursement to local agencies is necessary as specified.	Signed by the Governor.  (Chapter 268, Statutes of 2024)
AB 2149 (Connolly)	Oppose Unless Amended	The bill proposed to require counties to regulate gates, which it defines as gates over 50 pounds and larger than specified dimensions, when intended for use by the public or large groups. It sets standards for these gates and requires building departments to update their codes by July 1, 2026, ensuring compliance. Owners must have their regulated gates inspected upon installation and every ten years thereafter, maintaining compliance reports for at least ten years and available upon request by the building department. If a gate poses an immediate safety threat, owners must halt its use and repair it promptly. Failure to comply within 30 days of notification makes the gate a public nuisance, potentially leading to legal action and penalties. The bill also mandates that only regulated gates at schools and parks existing as of January 1, 2025, will be affected by its provisions.	Held on the Senate Appropriations Suspense File

Bill	Position	Bill Summary	Outcome
AB 2371 (Carrillo, Juan)	Dropped Opposition /Neutral	This bill, effective until January 1, 2028, permits the use of electrified fences powered by solar-charged batteries (maximum 12 volts direct current) for properties used for commercial purposes such as vehicle storage, parking, servicing, sales, or rentals. It prevents cities and counties from prohibiting these installations or requiring additional permits beyond an alarm system permit, though an administrative permit may be required to confirm compliance with legal standards. Non-commercial properties must still adhere to local ordinances. The bill updates international standards and mandates that such fences not exceed 10 feet in height or be 2 feet taller than an existing non-electrified perimeter wall or fence. Additionally, it requires first responder deactivation mechanisms on these fences if mandated by local authorities. The bill addresses statewide concerns and applies immediately as an urgency statute.	Signed by the Governor.  (Chapter 235, Statutes of 2024)
AB 2433 (Quirk-Silva)	Oppose Unless Amended	Requires county and city building departments to have a clear schedule of fees for permits and certificates related to housing and construction. The bill also requires these departments to enforce building standards and codes, and allows for the use of outside professionals for plan-checking if there is a delay in the process. It also sets timeframes for issuing or denying permits and allows for appeals in certain cases. However, some facilities, like health facilities and public buildings, are exempt from these requirements.	Held in the Senate Local Government Committee
AB 2485 (Carrillo, Juan)	Support	The Planning and Zoning Law mandates that each county and city adopt a comprehensive long-term plan for physical development, which includes a housing element. For housing element revisions (4th and beyond), the Department of Housing and Community Development (HCD), in consultation with councils of governments determines housing needs for each region based on population projections from the Department of Finance and regional forecasts. The HCD must consult councils on assumptions and methodologies, and can accept or reject their data. This bill requires, starting from the 8th revision, the HCD to engage stakeholders to improve housing need determination. Before finalizing regional determinations, the HCD must publish summaries, analyses, methodologies, and assumptions for public review on its website.	Held on Senate Appropriations Suspense File
AB 2632 (Wilson)	Oppose	This bill prevents local agencies from separate rules to regulate thrift retail stores and non-thrift retail stores in zoning development standards, and permitting. However, local agencies may require thrift stores to adhere to certain aesthetic or design standards. It prohibits local agencies from restricting thrift stores from accepting used or donated items for sale, recycling, or reuse.	Signed by the Governor.  (Chapter 728, Statutes of 2024)
AB 2904 (Quirk-Silva)	Dropped Opposition / Neutral	This bill would instead require notice of the planning commission's hearing on a proposed zoning ordinance or amendment to a zoning ordinance, if the proposed ordinance or amendment to a zoning ordinance affects the permitted uses of real property, to be published, posted, mailed, and delivered, or advertised, as applicable, at least 20 days before the hearing.	Signed by the Governor.  (Chapter 747, Statutes of 2024)

Bill	Position	Bill Summary	Outcome
AB 3057 (Wilson)	Support	The California Environmental Quality Act (CEQA) mandates that a lead agency prepare and certify an environmental impact report for projects with potential significant environmental effects, or adopt a negative declaration if the project is not expected to have such effects. If a project can be revised to avoid or mitigate significant environmental effects, a mitigated negative declaration is required. CEQA exempts ordinances for issuing zoning variances or permits for dwelling units in single-family residential zones and for creating accessory dwelling units from its requirements. The proposed bill seeks to expand this exemption to include ordinances for creating junior accessory dwelling units in single-family residential zones.	Signed by the Governor.  (Chapter 210, Statutes of 2024)
SB 937 (Wiener)	Oppose Unless Amended	Amongst a variety of provisions related to development fees that counties can assess, this bill limits utility connection fees to actual connection costs. It extends the nonprofit exemption to all housing developers meeting certain conditions. Additionally, for designated residential projects, it defers fee payments for public improvements until the first occupancy certificate is issued, with some conditions allowing earlier payment. Developers can opt to secure fees through a performance bond or letter of credit; if not, cities can follow a specific collection process.	Signed by the Governor.  (Chapter 290, Statutes of 2024)
SB 1134 (Caballero)	Support If Amended	This bill revises existing laws regarding the disposal of surplus land by local agencies and the implementation of corresponding regulations. Current law mandates that local agencies declare unused land as either "surplus" or "exempt surplus" and follow specific procedures for its disposal. For residential developments on surplus land, there's a requirement that a portion be set aside for affordable housing. This bill specifies that each parcel of surplus land must be treated as a distinct unit unless contiguous parcels are being disposed of to the same entity, in which case they are considered a single unit. The Administrative Procedure Act (APA) governs how state agencies adopt, amend, or repeal regulations, including public comment procedures. The bill stipulates that any rules by the Department of Housing and Community Development (HCD) for surplus land disposal be subject to the APA. Until mid-2026, HCD must follow existing guidelines that do not conflict with current law during the rulemaking process. Currently, counties and cities must inventory surplus lands and report details to HCD, which then shares the information with the Department of General Services. HCD is authorized to manage standards and definitions for this process, currently exempt from APA procedures. The bill proposes removing this exemption, requiring these actions to follow APA rulemaking processes.	Placed on the Senate Inactive file.

Bill	Position	Bill Summary	Outcome
<b>Transportation</b>			
AB 2535 (Bonta)	Oppose Unless Amended	Under current laws, the California Transportation Commission is responsible for allocating funds from a specific portion of the state's diesel fuel tax and federal funds to projects along major transportation routes. These projects can include highway improvements to facilitate the movement of goods and efforts to reduce the environmental impact of freight transportation. When selecting projects, the commission must consider the overall economic and environmental benefits to the state, as well as potential impacts on disadvantaged communities. The state has developed the CalEnviroScreen tool to identify these communities. This new bill, effective January 2025, requires the commission, along with other agencies, to create guidelines for selecting projects that involve expanding highways in the top 10% of disadvantaged communities. By January 2028, these guidelines must be incorporated into the project selection process. Any agency seeking funding for these projects must also complete environmental assessments within 6 months of project selection. This bill also requires a percentage of funds to be allocated towards investing in zero-emission freight infrastructure, starting at 15% and increasing to 50% over time.	Held on the Assembly Appropriations Suspense File
SB 768 (Caballero)	Support	Requires the Department of Housing and Community Development, in consultation with local authorities and stakeholders, to conduct and publish a study by January 1, 2028, on the use of vehicle miles traveled (VMT) as a metric for assessing transportation impacts of housing projects under CEQA. This study should analyze the feasibility of mitigation measures for VMT in different areas (rural, suburban, urban, and low VMT regions).	Signed by the Governor.  (Chapter 773, Statutes of 2024)

<b>Public Works</b>			
AB 1890 (Patterson, Joe)	Dropped Opposition /Neutral	Existing law defines "public works" projects, which are subject to prevailing wage requirements, regulated working hours, and workers' compensation. Entities awarding public works contracts must notify the Department of Industrial Relations. Failure to provide this notice results in civil penalties, with the Labor Commissioner authorized to issue citations. This bill introduces additional notification requirements, mandating that the awarding body inform the department within 30 days if there are changes in the contractor/subcontractor identity or significant contract amount changes. However, projects under approved labor compliance programs and valid project labor agreements are exempt.	Vetoed by the Governor



Bill	Position	Bill Summary	Outcome
AB 1957 (Wilson)	Support	<p>Existing law creates a pilot program for certain counties in California, allowing them to select construction project bidders based on "best value" for projects over \$1,000,000. It also permits these counties to use this method for awarding annual contracts up to \$3,000,000 for repairs and remodeling, based on unit prices. The law sets procedures and criteria for selecting the best value contractors and requires sworn verification of specific information by bidders. Counties must report details of these projects to legislative committees by March 1, 2024, and the pilot program is set to end on January 1, 2025.</p> <p>The proposed bill would expand the program to all counties in the state and extend its duration to January 1, 2030. It also changes the reporting deadline to March 1, 2029. The bill also expands the program statewide and extending its operation increases the instances of perjury due to the verification requirements.</p>	<p>Signed by the Governor.</p> <p>(Chapter 58, Statutes of 2024)</p>

### Advanced Clean Fleets

AB 173 (Committee on Budget)	Support	<p>After significant advocacy, CSAC was able to have reporting language added to this budget trailer bill which requires Caltrans to report on a variety of data points related to their purchase of vehicles that comply with CARB's Advanced Clean Fleets (ACF) regulations. The information provided by Caltrans will be highly valuable for county vehicle fleet managers to analyze and consider as they continue efforts to make their fleet purchases compliant with the ACF regulations.</p>	<p>Signed by the Governor.</p> <p>(Chapter 53, Statutes of 2024)</p>
AB 637 (Jackson)	Support	<p>The California Global Warming Solutions Act of 2006 assigns the State Air Resources Board (ARB) the responsibility to monitor and regulate greenhouse gas emissions. The ARB is also primarily responsible for controlling vehicular air pollution by adopting and implementing motor vehicle emission standards, performance standards, and fuel specifications that are necessary, cost-effective, and technologically feasible unless preempted by federal law. A new bill proposes that if the ARB adopts a regulation requiring fleet owners to acquire zero-emission vehicles after April 28, 2023, the ARB must allow the rental of zero-emission vehicles for up to 260 days per year to be considered equivalent to owning a zero-emission vehicle for compliance purposes. Fleet owners renting these vehicles can count them as part of their fleet to meet zero-emission vehicle acquisition requirements.</p>	<p>Vetoed by the Governor</p>
AB 2266 (Petrie-Norris)	Support	<p>Current law assigns the State Air Resources Board as the agency responsible for keeping track of and managing sources that release greenhouse gases. As part of their duties, the agency runs the California Hybrid and Zero-Emission Truck and Bus Voucher Incentive Project, which offers a limited number of vouchers to encourage the purchase and use of commercial vehicles that release no emissions. This new bill proposes that the agency expands the use of these vouchers to cover the acquisition of any zero-emission vehicle that meets specific criteria.</p>	<p>Held in the Assembly Transportation Committee</p>
AB 3179 (Carrillo, Juan)	Support	<p>The State Air Resources Board has established the Advanced Clean Fleets Regulations, which mandate the transition of government and significant private fleets of medium- and heavy-duty trucks to zero-emission vehicles. This bill proposes to exempt emergency telecommunications vehicles—used in the federal Emergency Alert System, 911 services, or during service outages—from these zero-emission vehicle requirements until January 1, 2030.</p>	<p>Vetoed by the Governor.</p>

Bill	Position	Bill Summary	Outcome
SB 1387 (Newman)	Support	Existing law assigns the State Air Resources Board the role of regulating and monitoring sources of greenhouse gas emissions. The board manages the California Hybrid and Zero-Emission Truck and Bus Voucher Incentive Project, which issues vouchers to encourage the purchase of zero-emission commercial vehicles. The proposed bill requires the board to allow vouchers to be used for acquiring any zero-emission vehicle that meets specific criteria, such as having a gross vehicle weight exceeding 8,500 pounds, and being intended for fleet operations or combined personal and commercial use. Individuals using the voucher for personal and commercial purposes must declare under penalty of perjury that the vehicle will primarily support legitimate business activities, thereby expanding the perjury offense.	Held in the Assembly Transportation Committee
SB 1393 (Niello)	Support	The State Air Resources Board, under existing law, is mandated to enforce and control emission standards and fuel specifications for motor vehicles. The California Global Warming Solutions Act of 2006 further empowers the Board to govern the causes of greenhouse gases and addresses this through the creation of technological and cost-effective rules and regulations. The board has implemented the Advanced Clean Fleets Regulation to transition the medium and heavy-duty trucks owned by government entities and other specific fleets to zero-emission vehicles. The regulation permits certain exemptions under specific circumstances. The proposed bill calls for the establishment of the Advanced Clean Fleets Regulation Appeals Advisory Committee to examine appeals for exemption requests. The committee, comprising representatives from various state agencies, government entities, private fleet owners, electric vehicle manufacturers, and electrical corporations, is expected to make recommendations on exemption request appeals within 60 days of the appeal.	Held in the Senate Environmental Quality Committee

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Housing, Land Use and Transportation Platform Updates

**Attachment Six**  
Platform Memorandum



**OFFICERS**

**President**

Bruce Gibson  
San Luis Obispo County

**1st Vice President**

Jeff Griffiths  
Inyo County

**2nd Vice President**

Susan Ellenberg  
Santa Clara County

**Past President**

Chuck Washington  
Riverside County



**CEO**

Graham Knaus

November 19, 2024

To: Housing, Land Use and Transportation Policy Committee

From: Mark Neuburger, CSAC Legislative Advocate

**Re: Housing, Land Use and Transportation Policy Platform Memorandum**

At the end of each two-year legislative session, CSAC undertakes a policy platform review process to capture changes in law from bill signings and to prepare for potential policy debate in the coming session. To begin the process of updating the CSAC Policy Platform, staff sent the proposed drafts of the chapters under the purview of the Housing, Land Use and Transportation Policy Committee as well as Chapter 17 to policy committee members, public works directors, planning directors, as well as legislative coordinators on September 10<sup>th</sup> and requested feedback from counties by October 1<sup>st</sup>.

Although CSAC received a number of suggested platform changes, we note that some County suggestions are modified or not incorporated for various reasons. These include consolidation with comments submitted on the same language by other counties, consistency with overall guidance from the CSAC Board on major issues, the issue is already addressed elsewhere in the platform, ensuring that changes provide substantive advocacy direction rather than background information, and keeping language broadly focused rather than being too specific that it could be viewed as limiting.

We note that Chapters 7 and 10 are under the purview of the Housing, Land Use and Transportation Policy Committee while Chapter 17 is under the purview of the Agriculture, Environment & Natural Resources Policy Committee. In the case of Chapter 17 the staff of the Housing, Land Use and Transportation Policy Committee accepted comments on this chapter to assist the staff of the Agriculture, Environment & Natural Resources Policy Committee with their workload. The following pages provide the suggested changes, along with a brief description of any proposed changes. Staff recommend that the committee adopt all the recommended changes at this meeting.

## Proposed Changes

### Chapter Seven – Planning, Land Use and Housing

- **Section 2:** New proposed language to provide clarity and consistency within the platform that outlines that counties should protect vital resources and sensitive environments from overuse and exploitation. *(Section 2: The County Role in Land Use – General Plans and Development, Public Facilities and Service #1)*
  - 1) Within the framework of the general plan, counties should protect the integrity and efficiency of newly developing unincorporated areas and urban cores by ~~prohibiting fringe area development, which would require services and compete with existing infrastructure~~ *supporting thoughtful development in areas with existing services and readily available infrastructure.* (Page 3)
  
- **Section 2:** New proposed language to recognize the need for wildfire protective measures that may require timber harvesting. *(Section 2: The County Role in Land Use – General Plans and Development, Open Space Land #6)*
  - 6) Timber preserve zones and timber harvesting rules should ~~enhance protection of this long-term renewable resource~~ *balance the needs of protecting this long-term renewable resource while addressing the wildfire risks forest lands present. See AENR CH. 3, Section 2 for more information on CSAC’s forest lands policy.* (Page 5)
  
- **Section 4:** New proposed clarifying language consistent with CSAC’s position that states regional collaboration remains important to address issues associated with growth in California. *(Section 4: Regional Governments #7)*
  - 7) Regional agencies should also consider financial assistance to address countywide service responsibilities in counties that contribute towards the GHG emissions reductions targets by implementing policies ~~for that~~ *promote* growth ~~to occur~~ within their cities and existing urbanized areas. (Page 8)
  
- **Section 7:** Proposed language highlighting the AT HOME Plan that was developed utilizing the homelessness principles.
  - Given the growing magnitude of California’s homelessness crisis, CSAC reinstated the Homelessness Action Team in 2022 to develop guiding principles on homelessness. These Homelessness Principles were approved by the CSAC Board of Directors on September 1, 2022, *were utilized to develop the AT HOME Plan that was released in March 2023*, and will guide advocacy efforts around homelessness policies, investments, and proposals.

## Chapter Ten – Transportation and Public Works

- **Section 2:** New proposed language to clarify the severe effects of heavy vehicles on locally-maintained roads. *(Section 2: Balanced Transportation Policy, System Policy and Transportation Principles #4)*
  - 4) Heavy vehicles impose exponentially greater wear and tear on roadways than lighter vehicles. Many locally-maintained roads *were constructed many decades ago and were never ~~may not have been~~* designed to accommodate heavy vehicles. Proposed increases in weight limits to improve efficiency by reducing number of heavy vehicle trips required, or to meet other policy goals, should be balanced against the costs of additional wear and tear on roads, bridges, and highways. *(Page 2)*
  
- **Section 2:** New proposed clarifying language that outlines each jurisdiction’s responsibility in maintenance and is consistent with CSAC’s position which states that transportation systems must be regularly maintained to preserve the existing public infrastructure. *(Section 2: Balanced Transportation Policy, Financing Policy and Revenue Principles #4)*
  - 4) The cooperative mechanisms established by counties and cities to meet multi-jurisdictional needs should be responsible for the financing, construction, operation, and maintenance of regional transportation systems utilizing—as appropriate—existing transportation agencies and districts. *The owner of the transportation facility is primarily responsible for providing for the maintenance needs of their facility and must provide funding resources if this responsibility is delegated by mutual consent to another entity. (Page 3)*
  
- **Section 2:** New proposed language consistent with current CSAC policy which states that traditional sources of revenue for transportation are declining as communities develop more sustainably and compactly to reduce vehicle miles traveled and GHG emissions to meet statewide climate change goals...Additional funding is required and efforts to obtain these sources should be supported. *(Section 2: Balanced Transportation Policy, Financing Policy and Revenue Principles #16)*
  - 16) Revenue needed for operational deficits of transit systems should be found in increased user fees, implementation of operating efficiencies and/or new sources, rather than existing sources depended upon by other modes of transportation. *Local transit should receive state and federal support at a level commensurate with state and national plans that rely on transit’s role in addressing the climate impact of the transportation system. (Page 4)*

- **Section 2:** New proposed language that is consistent with CSAC policy which states that traditional sources of revenue for transportation are declining as communities develop more sustainably and compactly to reduce vehicle miles traveled and GHG emissions to meet statewide climate change goals. *(Section 2: Balanced Transportation Policy, Financing Policy and Revenue Principles, New Principle)*
  - *18) The impacts of climate change have further exacerbated issues in local agencies. Revenues should support maintenance and improvements that can provide resiliency to future climate change impacts. (Page 4)*
  
- **Section 4:** New proposed language consistent with CSAC’s position that states additional transportation funding is required and efforts to obtain these sources should be supported. *(Section 4: Conclusion)*
  - The 2021 Infrastructure Investment and Jobs Act (IIJA) was a tremendous win for counties in California. IIJA included \$1.2 trillion in investments over five years from Federal Fiscal Year (FFY) 2022 through FFY 2026, including \$550 billion in new spending on transportation, water and power infrastructure, and pollution cleanup, in addition to regular annual spending on infrastructure projects. *CSAC supports future transportation investment in the maintenance of these transportation systems. Dedicated federal funds for maintenance are critical to sustain the system that counties have built in result of the passage of IIJA.* CSAC is invested in working with the California State Transportation Agency (CalSTA) and the California Transportation Commission (CTC) on *possible future funding streams.* ~~*—the implementation of IIJA so that counties continue to get their fair share of the federal funding.*~~ *(Page 7)*

## Chapter Seventeen – California Environmental Quality Act (CEQA)

- **Section 3:** Proposed clarifying language that is consistent with current CSAC policy that states CSAC encourages state and federal agencies to provide timely and complete review of local projects within the timelines set forth in CEQA so that issues relevant to those agencies' regulatory role can be addressed at the earliest possible time. *(Section 3: Policy Statements, New Principle)*
  - *15) Support efforts for streamlined CEQA and NEPA policies and procedures for agencies after a disaster to replace damaged infrastructure in-kind. (Page 4)*

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Housing, Land Use and Transportation Platform Updates

**Attachment Seven**

Chapter 7 – Planning, Land Use and Housing





**The California County Platform | Chapter 7**  
**Planning, Land Use, and Housing**  
*Adopted by the CSAC Board of Directors March 2023*

**SECTION 1: GENERAL PRINCIPLES**

General-purpose local government performs the dominant role in the planning, development, conservation, and environmental review processes. Within this context, it is essential that the appropriate levels of responsibility at the various levels of government be understood and more clearly defined. These roles at the state, regional, county, and city level contain elements of mutual concern; however, the level of jurisdiction, the scale of the problem/issue, available funding and the beneficiaries of the effort require distinct and separate treatment.

The following policies attempt to capture these distinctions and are intended to assist government at all levels to identify its role, pick up its share of the responsibility, and refrain from interfering with the details of how other agencies carry out their responsibility.

The housing needs throughout the state, lack of revenue, and controversial planning law in the area of housing have resulted in the need for new focus on housing planning law. Housing principles are identified and included under a separate heading in this section.

Counties are charged with comprehensive planning for future growth, the management of natural resources, and the provision of a variety of public services both within the unincorporated and incorporated areas.

Although Agriculture and Natural Resources are in this Platform as a separate chapter, there is a correlation between Planning and Land Use, and Agriculture and Natural Resources (Chapter Three). These two chapters are to be viewed together on matters where the subject matter warrants.

Additionally, climate change and the release of greenhouse gases (GHGs) into the atmosphere have the potential to dramatically impact our environment, land use, public health, and our economy. Due to relationship between climate change and other issues, this chapter also should be viewed in conjunction with Chapter Fourteen that outlines CSAC's climate change policy.

- 1) Counties have and must retain a primary responsibility for basic land use decisions.
- 2) Counties are cognizant of the need for resource conservation and development, maintaining our economic and social well being, protecting the environment, and guiding orderly population growth and property development.

- 3) Counties are responsible for preparing plans and implementing programs to address land use, transportation, housing, open space, conservation, air quality, water supply/distribution and quality, solid waste, and liquid waste, among other issues.
- 4) Counties play a major role in facilitating inter-jurisdictional cooperation between all levels of government to achieve the balanced attainment of these objectives.
- 5) Counties must have sufficient funding from state sources to meet state mandated planning programs.
- 6) Counties define local planning needs based on local conditions and constraints.

## **SECTION 2: THE COUNTY ROLE IN LAND USE**

### General Plans and Development

Counties should protect vital resources and sensitive environments from overuse and exploitation. General and specific plans are policy documents that are adopted, administered, and implemented at the local level. State guidelines can serve as standards to ensure uniformity of method and procedure, but should not mandate substantive or policy content. Land use and development problems and their solutions differ from one area to another and require careful analysis, evaluation, and appraisal at the local government level. Local government is the best level of government to solve such problems equitably, economically and effectively. Further, it is important that other public agencies, (e.g., federal, state, regional, cities, schools, or special districts) participate in the local general planning process to avoid conflicts with future local decisions that are consistent with the general plan.

- 1) State requirements for general plan adoption should be limited to major planning issues and general plan mandates should include the preparation of planning elements only when appropriate given the specific characteristics, goals, and needs of each county.
- 2) Zoning and other implementation techniques should be a logical consequence to well considered and locally certified plans.
- 3) Counties support a general plan judicial review process which first requires exhaustion of remedies before the Board of Supervisors, with judicial review confined to a reasonable statute of limitations and limited to matters directly related to the initial hearing record. Counties also support retaining the current judicial standard whereby the courts defer to the judgment of the local agency when that judgment is supported by substantial evidence in the record.
- 4) Policy development and implementation should include meaningful public participation, full disclosure, and wide dissemination in advance of adoption.

## Public Facilities and Service

Counties have a vital role in ensuring that municipal services and public facilities are provided to residents in the unincorporated area in an efficient manner.

- 1) Within the framework of the general plan, counties should protect the integrity and efficiency of newly developing unincorporated areas and urban cores by ~~prohibiting fringe area development, which would require services and compete with existing infrastructure~~ *supporting thoughtful development in areas with existing services and readily available infrastructure.*
- 2) Counties should accept responsibility for community services in newly developing unincorporated areas where no other appropriate entity exists.
- 3) In the absence of feasible incorporation, County Service Areas or Community Service Districts are appropriate entities to provide needed services for urbanizing areas. They work against proliferation of single purpose districts, allow counties to charge the actual user for the service, permit direct control by the Board of Supervisors, and set the basis of reformation of multi-purpose districts.
- 4) County authority to require land and/or in-lieu fees to provide public facilities in the amount needed to serve new development must be protected.

## Environmental Analysis

The environmental review process under the California Environmental Quality Act (CEQA) provides essential information to be constructively used in local decision-making processes. Unfortunately, the CEQA process is too often used as a legal tool to delay or stop reasonable development projects.

The CEQA process and requirements should be simplified wherever possible including the preparation of master environmental documents and use of tiered environmental impact reports (EIRs) and negative declarations, including Climate Action Plans, and associated environmental impact reports for tiering under CEQA. The state should adopt statutory exemptions from environmental review for certain projects that align with Housing, Transportation Climate and Resiliency Goals the goals of counties of the state.

- 1) The length of environmental reports should be minimized without impairing the quality of these reports.
- 2) Other public agencies (federal, state, regional, affected local jurisdictions, special districts, etc.) should participate in the environmental review process for plans and projects to provide a thorough review and analysis up front and avoid conflicts in future discretionary actions.

- 3) Counties should continue to assume lead agency roles where projects are proposed in unincorporated territory requiring discretionary action by the county and other jurisdictions.
- 4) CEQA documents should include economic and social data when applicable; however, this data should not be made mandatory.

### Coastal Development

Preservation, protection, and enhancement of the California coastline is the planning responsibility of each county and city with shoreline within its boundaries. Planning regulation and control of land use are the implementation tools of county government whenever a resource is used or threatened.

Counties within the Coastal Zone are also subject to the California Coastal Act which is implemented via cooperative agreements between the California Coastal Commission and counties and cities. Most development in the Coastal Zone requires a coastal development permit issued by local agencies with a certified Local Coastal Plan (LCP) or by the Commission in the absence of a cooperative agreement. LCPs link statewide coastal policies to local planning efforts with the goal of protecting the quality and environment of California's coastline.

- 1) Counties are committed to preserve and provide access to the coast and support where appropriate beach activities, boating activities, and other recreational uses in developing and implementing precise coastal plans and appropriate zoning.
- 2) Comprehensive coastal plans should also include preservation of open space, development of commercial and recreational small craft harbor facilities, accessible camping facilities, quality water access, and commercial and industrial uses.
- 3) Local jurisdictions must have the statutory and legal authority to implement coastline programs. Statewide efforts related to the California coastline must respect local land use authority. The state should collaboratively and cooperatively work with counties and cities to ensure decisions do not erode local control and decision-making.
- 4) The State, counties, and cities should mutually encourage, seek, and support efforts to streamline, improve, and modernize coastal development permit and local coastal planning processes, without compromising or undermining the original intent and tenets of these laws.
- 5) Counties support measures to streamline the process for approving and amending Local Coastal Programs (LCPs).
  - a. Measures should re-prioritize Commission staff and resources to the early scoping phase of any proposed amendment, to help identify key issues early on.

- b. Measures should identify standard timelines for each stage of the amendment process and develop specific procedures/mechanisms for adhering to those timelines, and should also require clearly identified reasons for any extensions requested by Commission staff.
- 6) The California Coastal Commission should work with local jurisdictions with regard to the sea level rise within Local Coastal Programs Planning Assistance (LCPA) guidelines.
- 7) Counties support legislative funding options that will enhance efficiency and accountability in the local coastal planning process.

### Open Space Lands

Counties support open space policy that sets forth the local government's intent to preserve open space lands and ensures that local government will be responsible for conserving natural resources and developing and implementing open space plans and programs. Counties need state policies and fiscal resources to fully implement open space plans.

- 1) Counties support additional revenues for local open space acquisition programs, such as the subvention funds formerly provided by the Williamson Act.
- 2) Counties support reimbursement to local agencies for property tax losses.
- 3) Counties support greater use of land exchange powers for transfer of development rights.
- 4) Counties support protection of current agricultural production lands through the purchasing of development rights.
- 5) In some cases, open space easements should be created and used by local jurisdictions to implement open space programs, like the Williamson Act program.
- 6) Timber preserve zones and timber harvesting rules should ~~enhance protection of this long-term renewable resource~~ *balance the needs of protecting this long-term renewable resource while addressing the wildfire risks forest lands present. See AENR CH. 3, Section 2 for more information on CSAC's forest lands policy.*

### Healthy Communities

Counties support policies and programs that aid in the development of healthy communities which are designed to provide opportunities for people of all ages and abilities to engage in routine daily physical activity.

- 1) Counties support promoting active living via bicycle- and pedestrian-oriented design.

- 2) Counties support mixed-use development, providing recreation facilities, and siting schools in walkable communities.

### Environmental Justice

Environmental justice is the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies.

- 1) Counties support policies and programs that ensure environmental justice by providing information and raising awareness on a number of environmental issues, such as air quality, greenhouse gas emissions, water quality, noise, and heavy industrial uses.
- 2) Counties support environmental justice by providing sufficient services and infrastructure; protecting and conserving open space, natural and resource areas, and making them accessible; preventing and minimizing pollution impacts.
- 3) Counties support environmental justice by facilitating stakeholder participation in planning efforts.

### **SECTION 3: STATE ROLE IN LAND USE**

Local government recognizes that state government has a legitimate interest in proper land use planning and utilization of those lands which are of critical statewide concern.

- 1) The state interest shall be statutorily and precisely defined and strictly limited to those lands designated to be critical statewide concern in concert with attainable and specified state goals and policies.
- 2) In determining those lands of crucial statewide concern, a mechanism should be created which ensures significant local involvement through a meaningful state/local relationship.
- 3) The state should prepare a statewide plan that reconciles the conflicts between the various state plans and objectives to provide local governments with greater certainty in areas of statewide concern. This is not intended to expand the State's authority over land use decisions; rather it should clarify the state's intent in relation to capital projects of statewide significance.
- 4) The state's participation in land use decisions in those designated areas shall be strictly limited to ensuring the defined state interest is protected at the local level.
- 5) Any regulatory activity necessary to protect the state's interest, as defined in statute, shall be carried out by local government.

- 6) Counties' enforcement procedures for violations of zoning and building ordinances should not be hampered by State established maximum fines that in some cases do not serve as a deterrent.
- 7) Climate change is a programmatic issue of statewide concern that requires a clear understanding of the roles and responsibilities of each level of government as well as the state's interest in land use decisions to ensure statewide climate change goals are met. Population growth in the state is inevitable, thus climate change strategies will affect land use decisions to accommodate and mitigate the expected growth in the state.
- 8) Local government, as the chief land use decision-maker and integral part of the housing planning process, must have a clearly defined role and be supported with the resources to achieve the State's climate change goals.
- 9) Adequate financial resources shall be provided, before a state-mandate is activated, to ensure local government can carry out state-mandated planning requirements.

#### **SECTION 4: REGIONAL GOVERNMENTS**

Counties support voluntary participation within regional agencies as appropriate to resolve regional problems throughout the State. Regional approaches to planning and resolution to issues that cross jurisdictional boundaries are increasingly important. While California's growth rate has slowed since the boom in the 1980's, the State will still see significant population gains over the next 50-years with the total population projected to reach 52.7 million by 2060. Within that same time frame, 13 counties will have one million or more residents and six of those counties will have a population of two million or more residents.

Regional agencies in California play an important role in the allocation of regional housing need numbers, programming of Federal and State transportation dollars, in addressing air quality non-attainment problems, and climate change to name a few. Regional collaboration remains important to address issues associated with growth in California, such as revenue equity issues, service responsibilities, a seamless and efficient transportation network, reducing GHGs and tackling climate change, job creation, housing, agricultural and resource protection, and open space designation.

- 1) The passage of SB 375 in 2008 and the preparation of regional Sustainable Communities Strategies in most of the State's regions elevate the importance of regional collaboration. Regional agencies must make genuine and substantive efforts to include local governments in their regional planning efforts.

- 2) While planning at the regional scale is increasingly important, land use decisions shall remain the exclusive province of cities and counties based on state planning and zoning law and the police powers granted to them under the State Constitution.
- 3) Cities and counties are responsible for a vast infrastructure system, which requires that cities and counties continue to receive direct allocations of revenues to maintain, operate and expand a variety of public facilities and buildings under their jurisdiction. As an example, cities and counties own and operate 81 percent of the state's publicly maintained road miles, thus must retain direct allocations of transportation dollars to address the needs of this critical network and protect the public's existing investment.
- 4) Regional approaches to tax sharing and other financial agreements are appropriate and often necessary to address service needs of future populations; however, cities and counties must maintain financial independence and continue to receive discretionary and program dollars directly.
- 5) Counties support voluntary revenue-sharing agreements for existing revenues at the regional level, and any mandated revenue sharing must be limited to new revenues.
- 6) Regional agencies must consider financial incentives for cities and counties that have resource areas or farmland instead of (or in addition to) high growth areas. For example, such incentives should address transportation investments for the preservation and safety of city and county road systems, farm to market transportation, and interconnectivity of transportation needs.
- 7) Regional agencies should also consider financial assistance to address countywide service responsibilities in counties that contribute towards the GHG emissions reductions targets by implementing policies ~~for that promote growth to occur~~ within their cities and existing urbanized areas.

## **SECTION 5: SPECIAL DISTRICTS**

In recent years, Local Agency Formation Commissions (LAFCOs) have been generally successful at regulating incorporations, annexations, and the formation of new special districts. However, the state has a legacy of a large number of independent special districts that leads to fragmentation of local government.

- 1) Counties find that there are many fully justified districts that properly serve the purpose for which they were created. However, there are districts whose existence is no longer "defensible."
- 2) Counties find that nothing is served by rhetorically attacking "fragmentation."



- 3) LAFCOs should retain the authority to evaluate special districts to test their value to the community for whom they were initially formed to serve and identify those districts that no longer serve the purposes for which they were created.

## **SECTION 6: HOUSING**

Housing is an important element of economic development and essential for the health and well being of our communities. The responsibility to meet the state's housing needs must be borne by all levels of government and the private sector. Reductions in state and federal funding and the loss of redevelopment housing set aside funding create a need for new funding sources to support the development of affordable housing. Moreover, reforms are needed to address the current property and sales tax systems in California, which can work against housing affordability by providing fiscal disincentives for additional housing development.

Counties support the following principles in relation to housing. These principles must be taken as a whole, recognizing the importance of their interdependence. These principles provide a comprehensive approach to address the production of housing, recognizing the role of counties, which is to encourage and facilitate the production of housing. They should not be misinterpreted to hold counties responsible for the actual production of housing; instead, they should recognize the need for various interests to cooperatively strive to provide affordable housing that is accessible and available to meet the needs of California residents at all income levels and in all geographic areas.

### State Role in Housing Planning

- 1) CSAC supports a role by the state Department of Housing and Community Development (HCD) that focuses on assisting local governments in financing efforts and advising them on planning policies--both of which strive to meet the state's housing needs.
- 2) HCD's role should focus on facilitating the production of housing, rather than an onerous and unpredictable housing element compliance process that detracts from local governments' efforts to seek funding and actually facilitate housing production.
- 3) CSAC supports locally driven plans that seek to implement broad state goals allowing for the development of homes affordable to households at all income levels.
- 4) While CSAC generally opposes direct state intervention in local zoning, state laws that streamline the housing development process must also provide opportunities for counties to meet their housing element planning requirements more easily.

### Housing Element Reform

- 1) A sweeping reform of the current housing element requirements should be undertaken to streamline and simplify existing housing element law.

- 2) The housing element should place a greater emphasis on obtaining financing and enabling production, rather than the overly detailed data analysis now required under state law.
- 3) Housing element reform should provide local governments with the flexibility and creativity to adopt local housing elements, comprehensive housing assistance strategies, and other local plans and programs that will be effective in their communities.
- 4) Housing element reform should conserve state and local resources by promoting predictable HCD review consistent with statutory requirements, including transparent standards that are uniformly applied and includes timelines for comment periods and decision-making.
- 5) Housing element reform must consider the unique characteristics of unincorporated communities, including the limited availability of infrastructure to support urban development, limited transit services, and policies to protect agricultural lands and open space.
- 6) Housing element reform should allow counties to obtain RHNA credits for their resource participation in the creation of affordable housing within their incorporated jurisdiction.
- 7) Housing element reform must consider natural resources issues, including exposure to natural hazards and availability of resources to support new growth, especially in rural, unincorporated areas, and reflect solutions that address the risk and needs without stifling needed housing production.

#### Affordable Housing Funding

- 1) Counties support identifying and generating a variety of permanent financing resources and subsidy mechanisms for affordable housing, including a statewide permanent source for affordable housing.
- 2) These sources need to be developed to address California's housing needs, particularly with the reduction of federal and state contributions in recent years. The elimination of redevelopment in 2012 redirected most public funds previously dedicated to affordable housing development and preservation, as it ended all future receipts of affordable housing set-aside funds, as well as recapturing many millions of dollars in housing funds that had been received in prior years.
- 3) The need for new affordable housing units exceeds the number of new units for which financing and subsidies will be available each year. Therefore, additional funding is necessary to ensure production of new subsidized units, and adequate funds for housing subsidies to households.

- 4) Policies should be established to encourage continued flow of capital to market rate and affordable housing ownership to assure an adequate supply of low-cost, low-down payment mortgage financing for first-time and qualified buyers.
- 5) A need exists to educate the private building and financial communities on the opportunities that exist with the affordable housing submarket to encourage new investments.
- 6) Establish and adequately fund federal and state tax incentives for the provision of affordable housing. The tax codes and financial industry regulations need to be revised to provide stimulus to produce affordable housing, particularly for state moderate, median, low, and very low-income households. Counties support expansion of existing tax credit programs to better allow local governments to meet statewide goals for the development of affordable homes.
- 7) The state should develop an incentive structure to support counties who make progress towards meeting their state allocated housing goals.

#### Restructure Local Government Funding to Support Housing Affordability

The current property and sales tax systems in California are not supportive of housing development and work against housing affordability because housing is not viewed as a "fiscal winner" by local governments as they make land use and policy decisions.

- 1) Local government finance should be restructured at the state level to improve the attractiveness and feasibility of affordable housing development at the local level.
- 2) At a minimum, there should be better mechanisms to allow and encourage local governments to share tax revenues.

#### Promote a Full Range of Housing in All Communities

- 1) Local governments, builders, the real estate industry, financial institutions, and other concerned stakeholders should recognize their joint opportunities to encourage a full range of housing and should work together to achieve this goal.
- 2) Promoting a full range of housing will require cooperative effort from the beginning of the planning and approval process.
- 3) CSAC supports creatively applying incentives and development standards, minimizing regulations, and generating adequate financing to make housing more affordable and available to all income groups.

- 4) CSAC supports reforms that facilitate the ability of counties to provide for the construction and financing of affordable housing, including the repeal of constitutional limitations on the ability of local government to financially support affordable housing without voter approval.

## **SECTION 7: HOMELESSNESS**

Given the growing magnitude of California’s homelessness crisis, CSAC reinstated the Homelessness Action Team in 2022 to develop guiding principles on homelessness. These *Homelessness Principles* were approved by the CSAC Board of Directors on September 1, 2022, *were utilized to develop the AT HOME Plan that was released in March 2023*, and will guide advocacy efforts around homelessness policies, investments, and proposals. The principles outline the need for a statewide plan, call for multi-level partnerships and collaboration while recognizing the need for clear lines of responsibility across all levels of government, detail the importance of building enough housing, and highlight how critical sustained and flexible state funding is to making progress.

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Housing, Land Use and Transportation Platform Updates

**Attachment Eight**

Chapter 10 – Transportation and Public Works



**The California County Platform | Chapter 10**  
**Transportation and Public Works**

*Adopted by the CSAC Board of Directors March 2023*

**SECTION 1: GENERAL PRINCIPLES**

Transportation infrastructure and multi-modal transportation choices are essential for the current and future well-being of the State of California. A balanced transportation system utilizes all modes of travel in a complementary manner to provide all users access and mobility options to safely move about their community. Counties also recognize that climate change and the release of greenhouse gasses (GHG) into the atmosphere have the potential to dramatically impact our environment, land use decisions, transportation networks, and the economy. Due to the relationship between climate change and other issues, all sections in this chapter should be viewed in conjunction with Chapter Fourteen, which outlines CSAC's climate change policy.

- 1) Transportation infrastructure investments should balance the competing needs of all segments of society and the economy with maximum coordination between all levels of government and reasonable amounts of free choice for the consumer.
- 2) Transportation systems must be fully integrated with planned land use; support the lifestyles desired by people; and be compatible with the environment by considering GHG emissions, air and noise pollution, aesthetics, ecological factors, cost benefit analyses, and energy goals.
- 3) Transportation systems should be designed to serve the travel demands and desires of all the people of the state and support a robust economy, recognizing the principles of local control and the unique characteristics of each area.
- 4) Local control recognizes that organizational and physical differences exist and governments should have flexibility to cooperatively develop systems by which services are provided and problems solved.
- 5) Counties support new transportation funding for existing maintenance of low Pavement Condition Index (PCI) local roads to bring them up to an adequate and safe level.

**SECTION 2: BALANCED TRANSPORTATION POLICY**

System Policy and Transportation Principles

It is of statewide interest to provide for a balanced, seamless, and multi-modal transportation system on a planned and coordinated manner, consistent with social, economic, political, and environmental goals of the state. The statewide network includes the local streets and roads, state highways, transit, bicycle and pedestrian facilities, rail, and ports. Rural and urban transportation needs must be balanced to build and operate a single transportation system.

While urban transportation systems support significant daily vehicle miles traveled and the transportation of millions of people, the rural transportation network connects communities and plays a critical role in the movement of goods for the entire state. The statewide transportation system should be an asset to present and future generations. It must consider and protect the natural and built environment and support economic development of the state.

- 1) Transportation systems must be regularly and consistently maintained to preserve the existing public infrastructure (current revenues are not keeping pace with needs of the local road or state highway or transit systems), reduce the future costs to tax-payers, and protect the environment. All users of the system have a responsibility to adequately invest in the transportation infrastructure that is critical to every-day life.
- 2) Repairs to local access roads that are damaged during emergency operations (e.g., during a fire or flood) should be eligible for reimbursement under the same programs as roads which are directly damaged by the event.
- 3) System process modifications are needed to expedite project delivery and minimize project cost.
- 4) Heavy vehicles impose exponentially greater wear and tear on roadways than lighter vehicles. Many locally-maintained roads *were constructed many decades ago and were never may not have been* designed to accommodate heavy vehicles. Proposed increases in weight limits to improve efficiency by reducing number of heavy vehicle trips required, or to meet other policy goals, should be balanced against the costs of additional wear and tear on roads, bridges, and highways.

#### Financing Policy and Revenue Principles

Transportation financing needs exceed existing and foreseeable revenues despite growing recognition of these needs at all levels of government. Further, traditional sources of revenue for transportation are declining as communities develop more sustainably and compactly to reduce vehicle miles traveled and GHG emissions to meet statewide climate change goals. Additional funding is required and efforts to obtain these sources should be supported. Also, any new sources of funding should produce enough revenue to respond significantly to transportation needs.

- 1) As the owner and operator of a significant portion of the local system, counties support continued direct funding to local governments for preservation and safety needs of that system.
- 2) Counties support regional approaches for transportation investment purposes for capital expansion projects of regional significance and local expansion and rehabilitation projects through regional transportation planning agencies.

- 3) Single transportation funds—comprised of state and federal subventions—should be available at each of the local, regional, and statewide levels for financing the development, operation, and/or maintenance of highways, public transit, airports or any other modal system as determined by each area in accordance with local, regional, and statewide needs and goals.
- 4) The cooperative mechanisms established by counties and cities to meet multi-jurisdictional needs should be responsible for the financing, construction, operation, and maintenance of regional transportation systems utilizing—as appropriate—existing transportation agencies and districts. *The owner of the transportation facility is primarily responsible for providing for the maintenance needs of their facility and must provide funding resources if this responsibility is delegated by mutual consent to another entity.*
- 5) Federal and state funds for safety and preservation purposes should be sent directly to applicable operational levels without involvement of any intermediate level of government. Pass-through and block grant funding concepts are highly desirable.
- 6) The cost of transportation facilities and services should be fairly shared by the users and also by indirect beneficiaries.
- 7) Transportation funding should be established so that annual revenues are predictable with reasonable certainty over several years to permit rational planning for wise expenditure of funds for each mode of transportation.
- 8) Financing should be based upon periodic deficiency reports by mode to permit adjustment of necessary funding levels. Additional elements such as constituent acceptance, federal legislative and/or administrative actions, programmatic flexibility, and cost benefit studies should be considered.
- 9) Efforts to obtain additional revenue should include an examination of administrative costs associated with project delivery and transportation programs.
- 10) Funding procedures should be specifically designed to reduce the cost of processing money and to expedite cash flow. Maximum use should be made of existing collection mechanisms when considering additional financing methods.
- 11) In the development of long-range financing plans and programs at all levels of government, there should be a realistic appreciation of limitations imposed by time, financing, availability, and the possibility of unforeseen changes in community interest.
- 12) Existing funding levels must be maintained with historical shares of current funding sources ensured for counties (e.g., state and federal gas tax increases).



- 13) Although significant transportation revenues are raised at the local level through the imposition of sales taxes, additional state and federal revenue sources are needed such as additional gas and sales taxes, congestion pricing, public-private partnerships, and user or transaction fees, to provide a diverse financing strategy.
- 14) Additional revenue raising authority at the local and regional level is needed as well as other strategies as determined by individual jurisdictions and regions.
- 15) Transportation revenues must be utilized for transportation purposes only and purposes for which they are dedicated. They should not be diverted to external demands and needs not directly related to transportation activities.
- 16) Revenue needed for operational deficits of transit systems should be found in increased user fees, implementation of operating efficiencies and/or new sources, rather than existing sources depended upon by other modes of transportation. *Local transit should receive state and federal support at a level commensurate with state and national plans that rely on transit's role in addressing the climate impact of the transportation system.*
- 17) Future revenues must be directed to meet mobility needs efficiently and cost effectively with emphasis on current modal use and transportation choices for the public.
- 18) *The impacts of climate change have further exacerbated issues in local agencies. Revenues should support maintenance and improvements that can provide resiliency to future climate change impacts.*

#### Government Relations Policy

The full partnership concept of intergovernmental relations is essential to achieve a balanced transportation system. Transportation decisions should be made comprehensively within the framework of clearly identified roles for each level of government without duplication of effort.

- 1) Counties and cities working through their regional or countywide transportation agencies, and in consultation with the State, should retain the ability to program and fund transportation projects that meet the needs of the region.
- 2) No county or city should be split by regional boundaries without the consent of that county or city.
- 3) Counties and cities in partnership with their regional and state government, should attempt to actively influence federal policies on transportation as part of the full partnership concept.

#### Management Policy

Effective transportation requires the definite assignment of responsibility for providing essential services including fixed areas of responsibility based upon service output.

- 1) Greater attention should be devoted to delivery and maintenance of transportation infrastructure in a cost-effective manner with flexibility in delivery methods and project management.
- 2) Special transportation districts should be evaluated and justified in accordance with local conditions and public needs.
- 3) The State Department of Transportation should be responsible for planning, designing, constructing, operating, and maintaining a system of transportation corridors of statewide significance and interest. Detailed procedures should be determined in concert with regional and local government.
- 4) Restrictive, categorical grant programs at the federal and state levels should be abandoned or minimized in favor of goal-oriented transportation programs which can be adjusted by effective management to best respond to the social and economic needs of individual communities.
- 5) Policies and procedures on the use of federal and state funds should be structured to eliminate unnecessary requirements, recognize the professional capabilities of local agencies, provide post-audit procedures, and permit the use of reasonable local standards.

### **SECTION 3: SPECIFIC MODAL TRANSPORTATION POLICIES**

#### Aviation

- 1) Air transportation planning should be an integral part of overall planning effort and airports should be protected by adequate zoning and land use. Planning should also include consideration for helicopter and other short and vertical take-off aircraft.
- 2) State and federal airport planning participation should be limited to coordination of viable statewide and nationwide air transportation systems.
- 3) Local government should retain complete control of all airport facilities, including planning, construction, and operation.

#### Streets and Highways

The local street and road system, over 81-percent of the total maintained miles in the state, continues to play an important role in the mobility of Californians and critical for a vibrant economy. Further, local roads serve as the right-of-way for active transportation and transit. In a coordinated statewide transportation system, highways will continue to carry a great percentage of the goods and people transported within the state. Non-motorized

transportation facilities, such as pedestrian and bicycle facilities also are proper elements of a balanced transportation system.

- 1) Counties and cities must work cooperatively with regional agencies, the state, and the federal government to ensure the local system is maintained in a cost-effective and efficient condition and that is fully integrated into the statewide transportation network.
- 2) A program of highway maintenance and improvement of this modal system must be continued in coordination with the development of other modal components. Efforts to maximize utilization of transportation corridors for multi-purpose facilities should be supported.
- 3) Counties support efforts to design and build complete streets, ensuring that all roadway users – motorists, bicyclists, public transit vehicles and users, and pedestrians of all ages and abilities – have safe access to meet the range of mobility needs.
- 4) Given that funding for basic maintenance of the existing system is severely limited, complete streets improvements should be financed through a combination of sources best suited to the needs of the community and should not be mandated through the use of existing funding sources.

#### Public Transit

- 1) Counties and cities should be responsible for local public transit systems utilizing existing transportation agencies and districts as appropriate.
- 2) Multi-jurisdictional public transit systems should be the responsibility of counties and cities acting through mechanisms that they establish for regional decision-making, utilizing existing transportation agencies and districts as appropriate.
- 3) The State should be responsible for transportation corridors of statewide significance, utilizing system concepts and procedures similar to those used for the state highway system. Contracts may be engaged with existing transit districts and public transportation agencies to carry out and discharge these state responsibilities.
- 4) Consideration of public transit and intercity rail should be an integral part of a local agency's overall planning effort and should maximize utilization of land for multi-purpose transportation corridors.
- 5) Public transit planning should include a continuing effort of identifying social, economic, and environmental requirements. Increasing Public Transit usage can assist the state in meeting its climate goals.

#### Rail

Railroads play a key role in a coordinated statewide transportation system. In many communities, they are central for intermodal transportation.

Rail carries a significant portion of goods and people within and out of the state. The continued support of rail systems will help balance the state's commuter, recreational, and long distance transportation needs. Support for a high-speed rail system in California is necessary for ease of future travel and for environmental purposes.

- 1) Rail should be considered, as appropriate, in any local agency's overall planning effort when rail is present or could be developed as part of a community.
- 2) Research and development of innovative and safe uses of rail lines should be encouraged.
- 3) Rail infrastructure is a relevant transportation technology that can assist the state in meeting its climate goals. Investments are needed to expand or restore service to meet passenger and commercial rail service demand.

#### **SECTION 4: CONCLUSION**

Between 1994 (when the state gas excise tax was last increased) and 2017, when the Legislature passed SB 1 (Beall), California's population and travel increased, while revenues for maintenance and improvement of state highways and local roads failed to keep pace. In fact, by 2017 the value of the existing state gasoline tax had eroded to roughly half of its 1994 value due to inflation and improvements in vehicle fuel efficiency. SB 1 currently provides an ongoing source of approximately \$5 billion in revenue to invest in state highways, local roads, regional improvements, public transportation and active transportation and helps California to reverse the trend of deteriorating transportation infrastructure. However, due to the increased use of transportation modes that don't directly require fossil fuels (e.g., zero-emission vehicles, transit, and biking) revenues from SB 1 will inevitably decline. Current transportation trends and the state's current plans to reduce carbon emissions as a means to address climate change will require counties to examine new technologies and look for opportunities to diversify the revenue sources that support California's local transportation system.

The 2021 Infrastructure Investment and Jobs Act (IIJA) was a tremendous win for counties in California. IIJA included \$1.2 trillion in investments over five years from Federal Fiscal Year (FFY) 2022 through FFY 2026, including \$550 billion in new spending on transportation, water and power infrastructure, and pollution cleanup, in addition to regular annual spending on infrastructure projects. *CSAC supports future transportation investment in the maintenance of these transportation systems. Dedicated federal funds for maintenance are critical to sustain the system that counties have built in result of the passage of IIJA.* CSAC is invested in working with the California State Transportation Agency (CalSTA) and the California Transportation Commission (CTC) on *possible future funding streams.* ~~the implementation of IIJA so that counties continue to get their fair share of the federal funding.~~

The 2021 California Statewide Local Streets and Roads Needs Assessment Report Update found that the condition of California’s local streets and roads has improved 1 point since 2018. On a scale of zero (failed) to 100 (excellent), the statewide average Pavement Condition Index (PCI) is now 66 (still in the “At Risk” category).

However, 55 of 58 counties are either at risk or below, with the seven lowest being on average in the worst category of “Poor.” The costs of poor road maintenance compound as condition decreases, moving repairs to full repaving and risking expensive catastrophic washouts in extreme weather events. While the state average condition is gradually rising, state intervention in the form of additional funding is needed for these most severely degraded roads within the state to ensure safe and reliable infrastructure for all residents.

Accordingly, it is vitally important to protect the \$1.5 billion share of local street and road formula funding from SB 1, which will be adjusted based on inflation and increasing vehicle values. Furthermore, CSAC must continue to advocate for streamlining administrative processes and environmental review and promoting efficiencies and sustainable practices that allow counties to maximize the benefits of transportation funding.

The citizens of California have invested significant resources in their transportation system. This \$3 trillion investment is the cornerstone of the state's commerce and economic competitiveness. Virtually all vehicle, pedestrian, and bicycle trips originate and terminate on local streets and roads. Emergency response vehicles extensively use local roads to deliver public service. Public safety and mobility rely on a well-maintained transportation infrastructure. Protecting transportation funding is important to the economy and the economic resiliency of the state. Increased investment and incorporating mobility innovations in the transportation network is essential to stimulate the economy, improve economic competitiveness, and safeguard against loss of the public's existing \$3 trillion investment in our transportation system.

(The source of information for the statistics provided is from the Transportation California website and includes reports from the: California Transportation Commission (CTC), Legislative Analyst Office (LAO), United States Department of Transportation (USDOT), Federal Highway Administration (FHWA), and the Local Streets and Roads Needs Assessment.)

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Housing, Land Use and Transportation Platform Updates

**Attachment Nine**

Chapter 17 – California Environmental Quality Act (CEQA)



# The California County Platform | Chapter 17 California Environmental Quality Act

*Adopted by the CSAC Board of Directors March 2023*

## **INTRODUCTION**

The California Environmental Quality Act (CEQA), signed into law by Governor Ronald Reagan in 1970, establishes a process to incorporate scientific information and public input into the approval of development projects, both public and private. Viewed by many as California's landmark environmental law, CEQA has attracted controversy throughout its 43 years and its reform is a frequent subject of proposed legislation.

In order to respond to CEQA reform proposals, CSAC convened a working group of CEQA experts including, planning directors, county counsels, and public works directors to help draft policy principles to guide CSAC through ongoing reform debates. The following chapter sets forth the CEQA Working Group's principles and policy statements regarding CEQA reforms.

## **SECTION 1: ROLE OF CEQA**

Counties acknowledge that CEQA provides essential environmental information to the local decision-making process. Its purpose is to ensure that governmental decisions take full account of environmental impacts, including reducing or avoiding significant environmental impacts wherever feasible, as well as fostering transparency in the decision making process.

The protection of our environment is a responsibility that counties take very seriously. Likewise, counties know that local governments must balance environmental protection and the need to complete necessary infrastructure projects and ensure the economic vitality of our communities. This balancing role is explicitly recognized in the CEQA statute and its Guidelines, which provide that CEQA must not be subverted into an instrument for the oppression and delay of social, economic, or recreational development or advancement. However, the CEQA process remains wrought with uncertainty, costly litigation, and project delays.

Counties believe there are several opportunities for enhancing key areas of CEQA to improve its effectiveness and the efficiency of the environmental review process while ensuring that the law's environmental protection and public involvement purposes are fulfilled. As lead agencies with responsibility for a wide range of environmental resources, counties have a unique ability to provide meaningful input into the process.

CSAC's focus is to identify improvements that will streamline our delivery of public works and other public projects and make our development review processes more efficient by enhancing

CEQA in ways that apply our increasingly scarce resources to actions that actually protect the environment.

The following general principles and policy statements are CSAC's foundation for representing counties and the citizens they serve at both the administrative and legislative level.

## **SECTION 2: GENERAL PRINCIPLES**

- 1) Counties support the balance of sound environmental protection with the need to complete projects that promote economic prosperity and social equity. Any proposed CEQA revisions should seek to modernize, simplify and streamline the law, and not dismantle it or create new and equally complicated processes resulting in litigation.
- 2) Local government performs the dominant role in planning, development, conservation, and environmental procedures. Counties have and should retain the primary responsibility for land use decisions in unincorporated areas. In addition, counties should act as the lead agency where projects are proposed in unincorporated areas requiring discretionary action by the county and other jurisdictions.
- 3) The CEQA process should be integrated with the planning process wherever possible, including the preparation of programmatic or master environmental documents that allow the use of tiered environmental review (including negative declarations) to achieve a more streamlined CEQA process for subsequent development and infrastructure projects.
- 4) Counties support state funding to update and implement general plans, specific plans, sustainable communities strategies, and smart growth plans, including programmatic CEQA review of these plans.
- 5) CSAC encourages state and federal agencies to provide timely and complete review of local projects within the timelines set forth in CEQA so that issues relevant to those agencies' regulatory role can be addressed at the earliest possible time.
- 6) CSAC encourages local agencies to resolve CEQA disputes without costly litigation and in a way that buoys public confidence in local government. Examples of this include the use of non-binding mediation.
- 7) CSAC acknowledges its role in providing educational forums, informational resources and communication opportunities for counties in regards to CEQA practice and reform efforts.



### SECTION 3: POLICY STATEMENTS

- 1) Counties support statutory changes that provide lead agencies with the ability to find that de minimis contributions to a significant impact are not cumulatively considerable.
- 2) Counties strongly support statutory changes to improve the defensibility of well-prepared mitigated negative declarations (MND), including but not limited to applying the substantial evidence standard of review to MNDs that meet certain criteria, such as those prepared for projects that are consistent with current zoning or an existing general plan.
- 3) CEQA currently allows for potential issues to be raised late in the decision-making process, giving rise to disruptive and counterproductive tactics known as “late hits” and “document dumps” to stall the project review process. Counties support limits on the submittal of late input into the process. In order to raise an issue in court, counties assert that the issue with an EIR or MND must have been raised during the Draft EIR or MND public comment period, unless the new issue was not known and could not have been raised earlier.
- 4) Counties support CEQA exemptions and streamlining for infill projects in both cities and existing urbanized areas in counties. Conditions for such exemptions and streamlining processes should be based on population densities that reflect reasonable infill densities in counties or other objective measures of urban development, rather than arbitrary jurisdictional boundaries.
- 5) Roadway infrastructure projects that protect the health and safety of the traveling public are subject to project delivery delays due to environmental review, even when a project replaces existing infrastructure. Counties support categorical and/or statutory exemptions and streamlining for road safety projects in the existing right-of-way. The maintenance or rehabilitation of existing public facilities, within existing public right-of-way, with previously approved environmental documents, should also be provided a streamlined process or be exempt from having to do another CEQA document.
- 6) Support measures to reduce or eliminate duplicative environmental review for public works projects that are subject to both NEPA and CEQA. This could include action at the federal level to allow use of the CEQA document in place of a NEPA document.
- 7) Counties support programmatic Environmental Impact Reports (EIRs) and standardized mitigation measures for the flood management system, levee maintenance and capital projects that fall under certain thresholds.
- 8) Counties support providing the courts with more practical discretion to sever offending parts of a large project that is subject to CEQA litigation and allow the beneficial parts of a project to proceed when they are not relevant to the court’s CEQA decision.

- 9) Counties support transparency in the preparation and distribution of environmental documents. To accomplish this, CSAC supports state funding and assistance for the electronic filing of documents. Further, counties believe they are in the best position to decide how to make governmental information available to non-English speaking communities within their jurisdictions. Counties do not support state-mandated translation of CEQA documents.
- 10) Counties believe that in some circumstances existing environmental laws and regulations can be used to streamline the CEQA process and help avoid unnecessary duplication. However, counties also believe that any such standards or thresholds must be found by the lead agency to be specifically applicable to the project where they are applied. If the use of existing environmental laws is intended to exempt a project from further CEQA review, it should be focused on specific impacts and limited to “qualified standards” that the lead agency reasonably expects will avoid significant impacts in the area addressed by the standard.
- 11) Challenges to the contents of the administrative record have become a common way to create litigation delays and increased costs. Counties support a statutory clarification that the contents of an administrative record only include all documents that were submitted to the relevant decision making body before the challenged decision. Counties further support a statutory clarification allowing public agencies to certify both accuracy and completeness of an administrative record prepared by a petitioner. Counties support statutory clarification that resolution of disputes regarding preparation and certification of the administrative record should occur through motions to supplement which run parallel to briefing on the merits, not prior.
- 12) Counties support statutory revisions that increase the transparency by limiting the standing of parties filing CEQA lawsuits and actions to persons or entities with an environmental concern rather than economic interest in the project.
- 13) Counties support statutory revisions to the private attorney general statute governing awards of attorneys’ fees, which are available to petitioners but not defendants. This low-risk, high-return imbalance in favor of petitioners is one of the primary drivers for CEQA litigation.
- 14) Counties support the use of the substantial evidence standard for challenges to a categorical exemption.
- 15) *Support efforts for streamlined CEQA and NEPA policies and procedures for agencies after a disaster to replace damaged infrastructure in-kind.*