



# IIJA

INFRASTRUCTURE INVESTMENT AND JOBS ACT

## FIX IT FIRST TEAM ACTION PLAN

MAY 2022

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## INTRODUCTION

The transportation system in California connects people to opportunities and powers the economy of the State. The elaborate network of roads, bridges, drainage systems and transportation management systems (TMS) comprise the most heavily used transportation system in the nation. California is home to the two largest ports in the nation supplying goods to the entire Western United States. The transportation system provides access for residents to get to schools, jobs, shopping, and health services. The transportation system also serves a large tourism industry that brings significant visitors and taxes into the state. Our transportation system also serves a critical role in providing emergency access during major disaster events such as wildfires and earthquakes. We need a system that is in good condition to withstand these events in order to serve this important emergency access and public evacuation functions. Collectively, the transportation system in California is serving significantly more vehicle miles of travel than any other state in the nation.

The heavy use of the transportation system and aging infrastructure creates significant demand for rehabilitation and replacement of existing assets. Funding provided by the 2017 Senate Bill 1 has provided much needed revenue for “Fix it First” repairs of existing infrastructure. These funds have been put to good use repairing the transportation system up and down the state. Even with the increased statewide gas tax, analysis of the backlog of deferred state and local infrastructure repairs needs indicates that available funding is only about half of what is needed. The Infrastructure Investment and Jobs Act (IIJA) provides an opportunity to improve the condition of roads, bridges and associated transportation assets and simultaneously improve climate resiliency, safety for all users, and modal choice. The “Fix it First” investment strategy means prioritizing investment in the infrastructure we already have relative to expanding the system.

The Fix it First Team (Team) is aware of the many competing priorities facing asset owners and believes that investing in improving the condition of the existing infrastructure is an important priority for IIJA funding.

## EXISTING ASSET CONDITIONS

The condition of pavement, bridges, culverts and TMS elements are well documented in the State Highway System Management Plan (SHSMP) and Local Streets and Roads Needs Assessment (LSRNA). These documents report regularly on the size and condition of existing infrastructure assets in California.

- From 2018 to 2020 the condition of local pavement improved 1 point on a 0-100 scale with increased funding from SB1. Local pavement has generally been on a downward condition trajectory since 2008.
- Caltrans has directed much of the SB1 funding to pavement, bridges, culvert and TMS elements on the State Highway System. With this significant investment, conditions are improving but require sustained investment to keep condition gains achieved to date.
- California received more IIJA bridge funding than any other state in the nation due to the size of our bridge inventory and its condition relative to other states.
- Currently there are almost 1,500 state and local bridges classified in poor condition. These bridges represent almost 20 million square feet of bridge deck surface area. These bridges serve major urban centers, provided the singular access into and out of rural California communities and provide critical ingress and egress in high wildfire risk areas.

- The condition of other transportation system assets such as drainage systems and TMS are less susceptible to traffic impacts as compared to roads and bridges, but their age and deterioration require renewal in many cases. If not maintained, the failure of these assets can lead to safety concerns and operational impacts.
- The “Fix it First” strategy recognizes that timely maintenance and rehabilitation can reduce the long-term costs of ownership of the transportation system. The life cycle cost benefits are well documented.
- Inflation of material prices and labor costs are driving up the cost of transportation infrastructure projects. These cost increases threaten to reduce the buying power of available funding putting further pressure on our ability to improve asset conditions.
- State agencies are responsible for 523 poor condition bridges accounting for 11.9 million square feet of poor condition surface area. These bridges are some of the most heavily used bridges in the nation and have an existing 10 year need of over \$7 billion. Additional needs for toll bridges and climate related vulnerabilities are above and beyond the cited \$7 billion need.
- Cities, counties and towns in California are responsible for 967 poor condition bridges accounting for 7.9 million square feet of poor condition surface area. The LSRNA identifies an estimated 10 year shortfall of \$4.3 billion to maintain the safety and integrity of the local bridge infrastructure.
- Caltrans Local Assistance has authorized funding for local bridge projects as advanced construction and needs to reimburse cities and counties over \$600 million. Additional local bridge funding is necessary to program identified local projects.
- Bridge funding improves condition, reduces long term costs and ensures the safety of our bridges in California.
- Many TMS elements in California are very old and in need of replacement. As older systems are replaced, there is an opportunity to modernize the systems to be able to better support autonomous and connected vehicles, signal pre-emption, and transit signal priority. The Information Technology (IT) security of these systems can also be improved to prevent software hacking of these systems.
- The Team identified considerable needs associated with older culverts draining water under roadways throughout California. A complete statewide inventory and condition assessment of culverts is not available; however, Team representatives agreed that there are considerable needs.

## IDENTIFIED NEEDS AND CURRENT FUNDING SHORTFALL

The SHSMP and LSRNA evaluates the existing transportation infrastructure in California and quantifies the needs as follows:

- The State Highway System requires approximately \$2 billion annually to maintain existing pavement condition.
- LSRNA identifies an additional \$1.41 billion needed to maintain local pavements at current levels and \$5.6 billion in additional funds needed to reach optimal condition levels.

## ASSOCIATED BENEFITS OF “FIX IT FIRST” PROJECTS

Projects that rehabilitate or replace transportation system components often have associated benefits. Timely asset preservation, rehabilitation and replacement can help reduce the long-term cost of ownership of the transportation system, reduce operating costs and improve safety. Common associated benefits include bicycle and pedestrian infrastructure being added, rural safety improvements, or climate resiliency being incorporated within the project. The additional costs associated with these added benefits are often lower if implemented as part of a larger pavement and bridge rehabilitation project. For example, adding sidewalks to a bridge replacement project will be considerably less expensive than widening a bridge to add a sidewalk. There is also a life cycle cost benefit of doing climate resiliency work or complete streets work in conjunction with “Fix it First” projects. For example, if we need to raise an asset to get it out of the way of sea level rise, the opportune time to do the raising is at the end of the service life of the asset or treatment when feasible. Raising an asset that has remaining service life is like throwing away the remaining years of service.

## “FIX IT FIRST” TEAM RECOMMENDATIONS

### Recommendations

The “Fix it First” funding needs referenced within this Action Plan exceed the total expected value the State of California anticipates receiving through formula allocations associated with IIJA. In other words, the deferred needs of the existing infrastructure are considerable. The Fix It First team discussed and evaluated the needs of all assets — including TMS, culverts, and pavement. Recommendations follow below for all assets as well as an expansion of Bridge related recommendations specific to bridge program funding.

The Team recognize the importance of other objectives such as complete streets, fish passage, and climate adaptation, etc. Other IIJA Teams have not developed recommendations specific to these priorities as conversations for other new federal programs are evolving. The Fix It First Team will work with other teams to align investment strategies to support these priorities while improving the condition of California’s infrastructure.

*Recommendations for all assets:*

1. Pavement, drainage and TMS needs exceed \$5 billion annually across all transportation agencies in California. These needs are a combination of years of deferred work. Funding from the National Highway Performance Program (NHPP) and Surface Transportation Block Grant Program (STBGP) should be utilized strategically to meet the needs of existing infrastructure assets. These investments should be evaluated in parallel to other programs (ie. System Resiliency, Carbon Reduction, etc.) after other Teams have finalized recommendations.

2. National Highway Performance Program and Surface Transportation Block Grant funding should be distributed to the State Highway Account for state owned assets and apportioned directly to agencies for local pavement, drainage and TMS projects using existing processes.

*Bridge Program Recommendations:*

3. Based on the options evaluated for the Bridge Improvement Program (BIP) formula funding, Caltrans representatives are recommending moving forward with Option #4 as noted in the Appendix A following these recommendations. This option is recommended because it is objectively derived from the existing inventory and condition of poor condition bridges in California. This option places emphasis on the bridges most in need of rehabilitation or replacement in California. Caltrans is fully supportive of preservation activities for bridges to lower the long-term cost of ownership. However, given the relatively short duration of IJA funding (5 years) the Team felt this duration was not adequate to sustain a high-level preservation program of fair condition bridges. This recommended option reflects a 60% state and 40% local funding split. See Appendix A for all options considered.
4. IJA Bridge Improvement Program formula funding should be distributed to the State Highway Account for State Highway Bridge funding and to the Local Bridge Advisory Committee for prioritization and distribution to specific bridge projects. The California Transportation Commission (Commission) has expressed interest in tracking the bridges receiving funds from this program.
5. Given the emphasis on poor condition bridges in the funding distribution option selected, the authors are recommending that the poor condition be a top consideration for the use of these funds within California.
6. If California is unable to obligate the bridge formula funds in a timely manner the state may lose the funding. To ensure that this does not happen in California, the Team recommends that the funding distribution be reevaluated for federal fiscal year 2023/24. The reevaluation should consider allocations and an evaluation of obligation plans to ensure that California maximizes available funding.

# FIX IT FIRST TEAM ACTION PLAN: APPENDIX A

## BRIDGE FORMULA FUNDING OPTIONS CONSIDERED

### Introduction

The California State Transportation Agency established working teams to evaluate specific areas of the Infrastructure Investment and Jobs Act (IIJA) program and funding opportunities. The “Fix if First” Team (Team) was established to look at programs and funding related to the preservation, rehabilitation, and replacement of existing transportation system assets. One area of considerable analysis relates to the bridge inventory, condition, and funding distribution options for the IIJA Bridge Formula Funding. The Federal Highway Administration (FHWA) apportionment levels for California is approximately \$575 million per year for bridges owned by state and local agencies in California. Additional funding opportunities exist in IIJA for discretionary bridge grants. The following section documents seven options considered by the Team for the bridge formula funding distribution.

### Funding Distribution Options

The first four funding distribution options are all based on the California National Bridge Inventory (NBI). Figure 1 shows the inventory, condition breakdown, counts and areas by owner in California.

**Figure 1 — Breakdown of California NBI Bridges by Agency**

	Good		Fair		Poor		TOTALS
	Count	Area (sq. ft)	Count	Area (sq. ft)	Count	Area (sq. ft)	
California Dept of Transportation (non-Toll)	6,585	120,668,209	5,372	114,882,564	491	9,597,206	245,147,979
California Dept of Transportation (Toll)	3	2,960,732	6	4,853,566	1	2,209,874	10,024,172
City/Town/County	5,129	28,800,024	6,306	37,667,255	967	7,913,509	74,380,788
Department of Water Resources	2	1,594	30	240,379	10	68,901	310,874
California Dept of Parks and Recreation	6	26,274	31	61,462	16	30,979	118,715
California Department of Forestry	6	4,113	19	30,430	4	2,562	37,105
Department of Fish and Game	-	-	-	-	1	549	549
Golden Gate Bridge Highway & Trans Dist.	-	-	5	727,124	-	-	727,124
College/University	8	22,163	7	20,689	-	-	42,852
California State Lands Commission	-	-	1	18,320	-	-	18,320
Bay Area Rapid Transit	1	11,388	1	5,909	-	-	17,297
CDCR - Centinela State Prison	-	-	1	3,520	-	-	3,520
California High Speed Rail Authority	5	31,937	-	-	-	-	31,937
TOTALS	11,745	152,526,434	11,779	158,511,218	1,490	19,823,580	330,861,232
				Total NBI Bridges	25,014		



### Fund Distribution Option #1

The first option considered was a distribution based on the total surface area of bridges owned by each agency irrespective of condition. The surface area is used to equalize the relative sizes of the bridges under each agency’s jurisdiction. For example, the Golden Gate Bridge is a single bridge with a relatively large surface area. The funding necessary to address this bridge is orders of magnitude larger than a smaller 40-foot long bridge carrying two lanes of traffic. The use of surface area is the common practice used by FHWA for apportionment to the states and with all asset management regulations because it equalizes the varying sizes of bridges. Option #1 does not however consider the actual condition of the inventory, just the total magnitude of surface area. Table 1 shows the total bridge surface area distribution for all bridge owners in California.

**Table 1 — Option #1 — Total Inventory Fund Distribution**

	Option 1	
	Total Inventory Approach %	Fair Share (millions)
California Dept of Transportation (non-Toll)	74.09	425.88
California Dept of Transportation (Toll)	3.03	17.41
City/Town/County	22.48	129.22
Department of Water Resources	0.09	0.54
California Dept of Parks and Recreation	0.04	0.21
California Department of Forestry	0.01	0.06
Department of Fish and Game	0.00	0.00
Golden Gate Bridge Highway & Trans Dist.	0.22	1.26
College/University	0.01	0.07
California State Lands Commission	0.01	0.03
Bay Area Rapid Transit	0.01	0.03
CDCR - Centinela State Prison	0.00	0.01
California High Speed Rail Authority	0.01	0.06

### Funding Distribution Option #2

Funding distribution option #2 uses the same methodology that FHWA used to appropriate funds to each state. In this case we just carry that distribution to each organization in California. In other words, this option shows the proportion of IIJA funds coming to California by agency who owns the bridges that were responsible for the money coming to the state. In IIJA there is a 75% weight placed on POOR condition bridge area and a 25% weight placed on FAIR condition bridge area. Good condition bridge area is not responsible for funding coming to California. Applying the defined weights to the FAIR and POOR bridge surface area results in the distribution shown in Table 2 below.

**Table 2 — Option #2 — IIJA Distribution Methodology**

	Option 2	
	IIJA Weighted 75% Poor Area	Fair Share (millions)
California Dept of Transportation (non-Toll)	65.91	378.85
California Dept of Transportation (Toll)	5.27	30.28
City/Town/County	28.17	161.92
Department of Water Resources	0.21	1.18
California Dept of Parks and Recreation	0.07	0.41
California Department of Forestry	0.02	0.10
Department of Fish and Game	0.00	0.00
Golden Gate Bridge Highway & Trans Dist.	0.33	1.92
College/University	0.01	0.05
California State Lands Commission	0.01	0.05
Bay Area Rapid Transit	0.00	0.02
CDCR - Centinela State Prison	0.00	0.01
California High Speed Rail Authority	0.00	-



### Funding Distribution Option #3

It was recognized by the Team that there is a relatively large disparity between state and local agencies in the FAIR condition category. Option #3 and option #4 look at reducing the weighting of the FAIR condition category and thus placing more emphasis on POOR condition area. Option #3 evaluated an increase in POOR weighting from the IJA methodology of 75% to a weighting of 90% for POOR condition bridge area. This effectively shifts funding from the state to the local agencies because the disparity in area is less pronounced when looking at POOR condition compared to FAIR. Table 3 shows the annual distribution by owner under this approach.

**Table 3 — Option #3 — 90% POOR Condition Weighting**

	Option 3	
	Poor Area Weighted 90%	Fair Share (millions)
California Dept of Transportation (non-Toll)	59.73	343.34
California Dept of Transportation (Toll)	7.34	42.21
City/Town/County	32.32	185.76
Department of Water Resources	0.26	1.47
California Dept of Parks and Recreation	0.10	0.58
California Department of Forestry	0.02	0.09
Department of Fish and Game	0.00	0.01
Golden Gate Bridge Highway & Trans Dist.	0.22	1.24
College/University	0.01	0.04
California State Lands Commission	0.01	0.03
Bay Area Rapid Transit	0.00	0.01
CDCR - Centinela State Prison	0.00	0.01
California High Speed Rail Authority	0.00	-

### Funding Distribution Option #4

Option #4 is similar in approach to option #3 but the weight of the POOR condition has been increased to 100%. This option essentially ignores any bridge area in FAIR condition. Because of the disparity in FAIR condition inventory this option has the effect of shifting the funding to mirror the distribution of POOR condition area only. Table 4 includes a breakdown of fund distribution based on option #4 methodology.

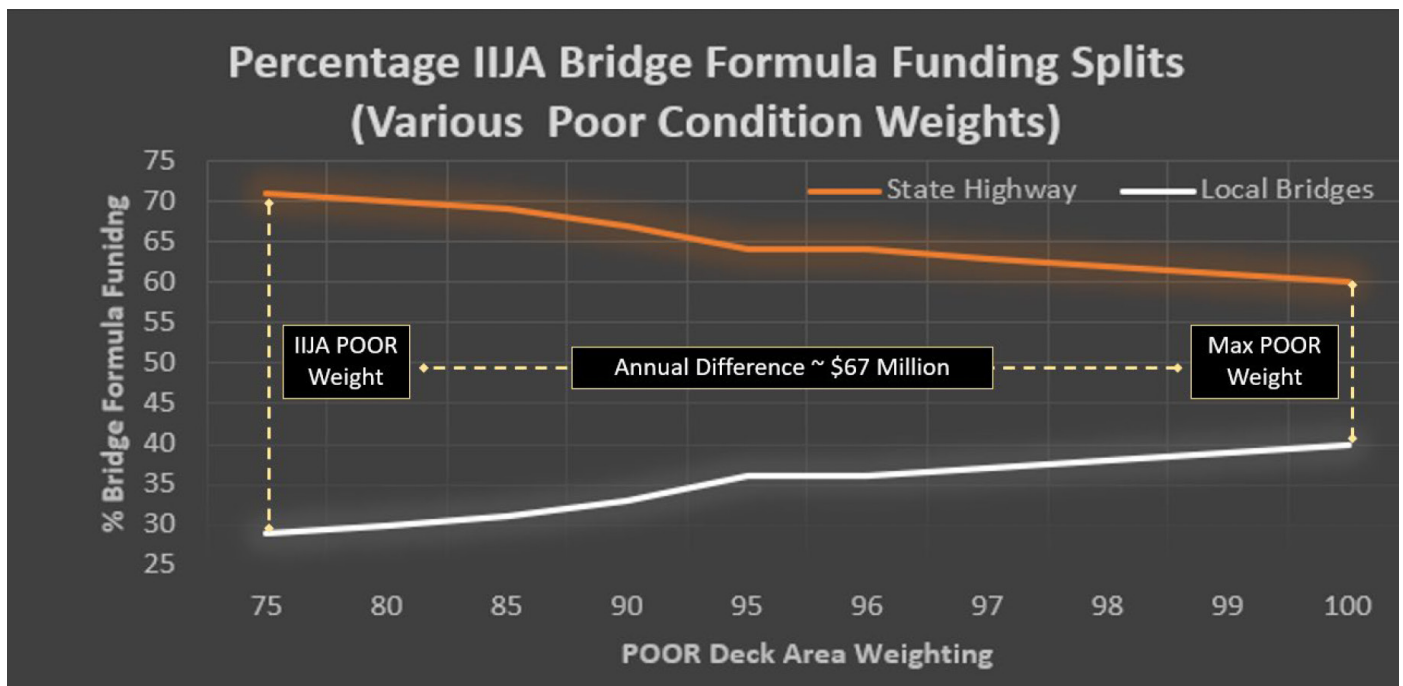
**Table 4 — Option #4 — 100% POOR Condition Weighting**

	Option 4	
	Poor Area Weighted 100%	Fair Share (millions)
California Dept of Transportation (non-Toll)	48.41	278.27
California Dept of Transportation (Toll)	11.15	64.08
City/Town/County	39.92	229.45
Department of Water Resources	0.35	2.00
California Dept of Parks and Recreation	0.16	0.90
California Department of Forestry	0.01	0.07
Department of Fish and Game	0.00	0.02
Golden Gate Bridge Highway & Trans Dist.	0.00	-
College/University	0.00	-
California State Lands Commission	0.00	-
Bay Area Rapid Transit	0.00	-
CDCR - Centinela State Prison	0.00	-
California High Speed Rail Authority	0.00	-

### Discussion of Options 1-4

The first 4 options presented are data driven approaches that utilize the NBI and associated condition breakdowns. The range of distribution of funds based on these four options can be presented in graphical format as shown in Figure 2 below.

**Figure 2 — Range of Funding Distributions based on National Bridge Inventory**



### Funding Distribution Option #5

Option #5 is based on broader historical allocation methodologies that have resulted in an overall 60% state and 40% local share of all federal funding. This 60/40 split has been negotiated several times in the past and provides a historical basis for the fund distribution. Because this distribution methodology is not drawn directly from the current inventory and condition bridges it is not possible to provide an organizational share. Table 5 shows option #5 funding distribution.

**Table 5 — Option #5: Historical Overall 60/40 Federal Funding Distribution**

Organization	Annual Funding Share
State	\$345 million
Local	\$230 million

### Funding Distribution Option #6

Option #6 proposes a funding distribution based on a Commission action made in 1997. The Commission action established a 55% local and 45% state distribution for the Highway Bridge Rehabilitation and Replacement Program (HBRRP) that was based on the “current ratio of needs” in existence at the time. In 1997, the locals did not receive any additional bridge funding from other federal funding sources. The HBRRP program funding was subsequently eliminated with the passage of the Moving Ahead for Progress in the 21st Century (MAP-21) in 2012. Prior to MAP-21, the distribution of HBRRP funds at 55% for local bridges and 45% for state bridges was included in the calculations that resulted in the overall distribution of funds at 60% for state and 40% for local. When the HBRRP program funding was eliminated under MAP-21, Caltrans maintained the prior funding levels provided by the HBRRP for local bridges through allocations of federal NHPP and STBGP funds. Based on state law, the STBGP funds that are distributed by population are considered local share. Under the Fixing America's Surface Transportation (FAST) Act, the STBGP funds that were distributed by population increased by 1% per year. This annual increase in the local share of STBGP funds resulted in a mirrored reduction in NHPP for local bridges to maintain the overall 60/40 federal funding splits. No detailed analysis for the 55/45 split was included in the Commission action. Table 6 shows option #6 funding distribution.

**Table 6 — Option #6: 1997 California Transportation Commission Action**

Organization	Annual Funding Share
State	\$259 million
Local	\$316 million

### Funding Distribution Option #7

Option #7 proposes the use of the LSRNA and SHSMP to determine comparable unmet needs levels. The proposal is to utilize these unmet needs levels to develop the funding distribution percentages. This proposal in theory would capture the needs as self-reported by each agency prior to passage of IIJA. The LSRNA identified \$7.2 billion over the next 10-year period. This figure includes the following items: replacement needs, preservation needs, bridge scour, bridge seismic, strengthening and widening needs. For this funding option we looked at comparable needs from the two reports for these items in order to have a like comparison. The widening portion of the \$7.2 billion needs was defined as \$2.6 billion of the total. The SHSMP does not consider widening because this action is not permitted in the

State Highway Operation and Protection Program (SHOPP) by law. The strengthening needs are considerably larger on the state system. To facilitate the comparison of like needs, the widening and strengthening are being excluded from the analysis. Table 7 itemizes the needs for the remaining items for both systems.

**Table 7 — Bridge Needs Assessment Levels**

Item	SHSMP*	LSRNA**
Replacement, rehabilitation and Preservation	\$7.0 billion	\$3.6 billion
Bridge Scour Needs	\$1.1 billion	\$0.5 billion
Bridge Seismic Needs	\$1.5 billion	\$0.3 billion
<b>Totals</b>	<b>\$9.6 billion</b>	<b>\$4.5 Billion</b>

\* 2021 State Highway System Management Plan

\*\* 2021 Local Streets and Roads Needs Assessment

There was a desire on the part of the Team to characterize the needs shown above with respect to the available funding. A quantification of available funding is quite complex when considering all funding sources available. For example, the LSRNA mentions the federal gas tax funding distributed by Caltrans but is silent on local sales tax funds, other federal funding sources, Road Maintenance and Rehabilitation Act funds, local preservation funds and State Transportation Improvement Funds. Similarly for the State Highway System, the funding from all sources available for bridges is tricky to quantify because Caltrans receives funds that are not specifically identified for bridges. Based on the

magnitude of needs shown above, Option #7 funding distribution would be \$391 million state and \$184 million local or 68% for state and 32% for local bridges.

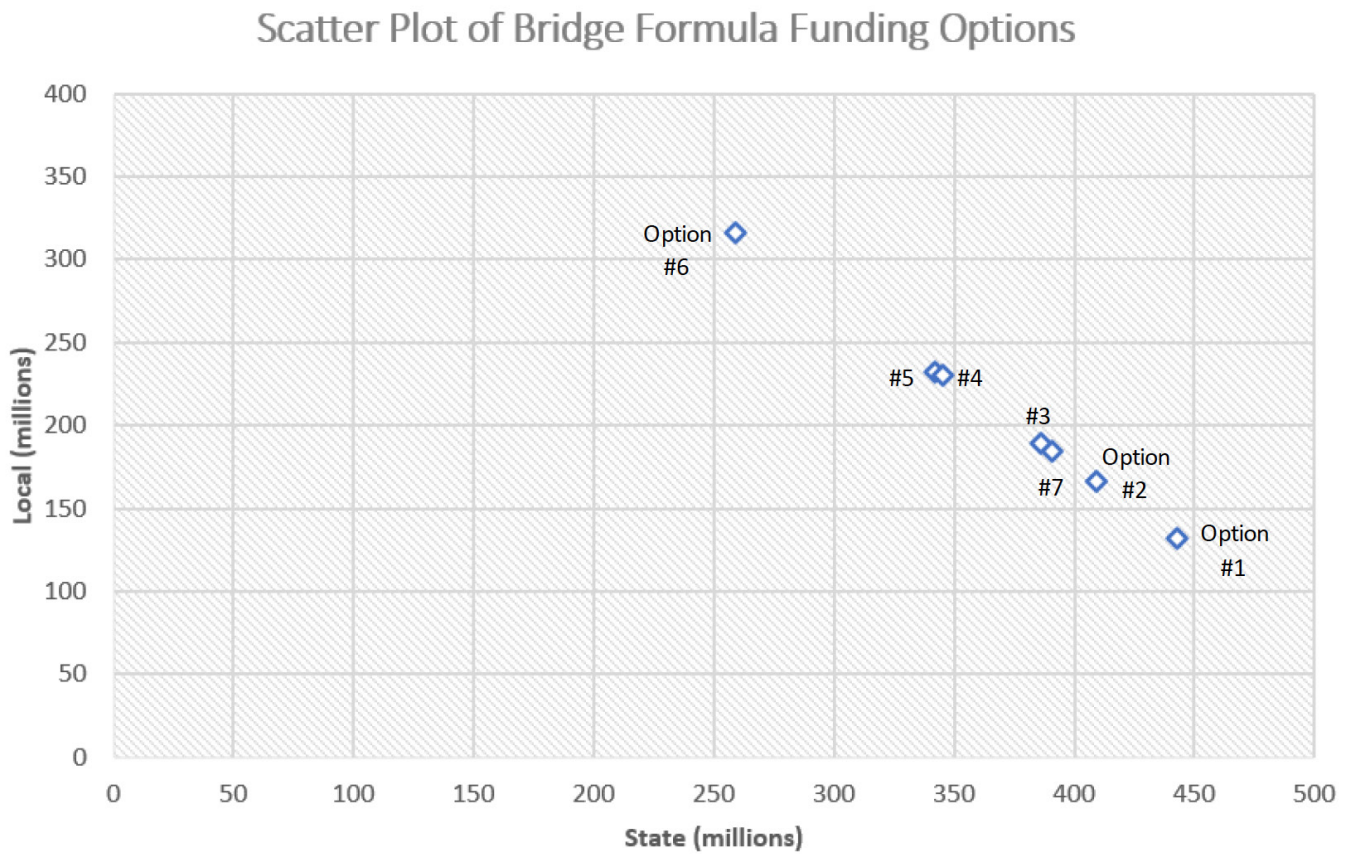
### Summary of Options

The Team evaluated a total of seven potential funding distribution options. Four of the seven options are based on current bridge inventory and condition and the remaining three are based on historical decisions and needs assessments recently completed. The table below summarizes the results in a side-by-side format.

Option	Description	State Share / Year (millions)	Local Share / Year (millions)
1	Total Bridge Inventory Distribution	\$443	\$132
2	IIJA methodology (75% Poor /25% Fair weighting)	\$409	\$166
3	90% Poor Condition Weighting	\$386	\$189
4	100% Poor Condition Weighting	\$342	\$232
5	Historic Overall 60 State /40 Local Split	\$345	\$230
6	1997 CTC Action 55% Local/ 45% State	\$259	\$316
7	Needs Assessment Based	\$391	\$184
<b>Average Value</b>		<b>\$368</b>	<b>\$217</b>

Although the average of options is not a specific option presented, it is interesting to note that the average results in a 64% state and 36% local share is approaching the historic 60/40 split used and approaching the 100% poor condition weighting option. Figure 3 below displays the funding options in scatter plot form.

**Figure 3 — Scatter Plot of Funding Distribution Options**



### Coordination with State/Local Overall Funding Split Sub Working Group

The Fix it First Team has been coordinating with the IIJA State/Local Overall Funding Split Sub Working Group (Funding Split Team), led by the Caltrans Division of Budgets looking at the overall distribution of funding across all federal programs. The Team is aware that broader budgetary considerations may require adjustments from the distribution proposed for the BIP formula funding. The Funding Split Team has developed a proposed distribution of funding for the first year's allocation across all formula programs, with the federal trust fund formula programs being held to an overall 60% state/40% local funding split, and an identical 60% state/40% local split for the two federal general funded programs under IIJA, which includes BIP and the National Electric Vehicle Investment (NEVI) Program. The state/local funding split for the NEVI program is dependent on the development and approval of an electric vehicle infrastructure plan. For the

initial distribution year, a 100% state/0% local split was assumed pending the approval of the NEVI Plan expected later in 2022. The Team recommendation of 60% state/40% local split for the BIP would need to be adjusted by 4% to reflect the assumed NEVI split. Accordingly, the Funding Split Team is recommending a 56% state/44% local funding split for the BIP. Upon approval of the NEVI Plan, the distribution across these two general funded federal programs, as well as all other federal formula programs, will be reevaluated and may need to be adjusted.

At the adjusted 56% state/44% local split, local bridges would receive \$253 million and state bridges would receive \$322 in the first-year distribution. For the state share of the bridge funding, the fair share target among state organizations is shown below in Table 8. Local funding would be distributed based on priorities established by the Local Bridge Advisory Committee.

**Table 8 — Fair Share Distribution for State Agencies**

State Organization	Year 1 Fair Share Funding (millions)
California Department of Transportation (Non-Toll)	\$259.5
California Department of Transportation (Toll)	\$59.8
California Department of Water Resources	\$1.9
California Department of Parks	\$0.8
California Department of Forestry	\$0.07
California Department of Fish and Game	\$0.02

