SENATE RULES COMMITTEE SB 1087
Office of Senate Floor Analyses
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UNFINISHED BUSINESS

Bill No: SB 1087
Author: Cabaldon (D)
Amended: 8/21/26
Vote: 21

SENATE ENVIRONMENTAL QUALITY COMMITTEE: 5-0, 4/8/26
AYES: Blakespear, Allen, Gonzalez, Hurtado, Menjivar
NO VOTE RECORDED: Valladares, Dahle

SENATE TRANSPORTATION COMMITTEE: 9-1, 4/21/26
AYES: Cortese, Archuleta, Arreguín, Blakespear, Dahle, Gonzalez, Grayson, Richardson, Wiener
NOES: Strickland
NO VOTE RECORDED: Menjivar, Seyarto, Valladares

SENATE APPROPRIATIONS COMMITTEE: 5-0, 5/14/26
AYES: Cervantes, Cabaldon, Grayson, Richardson, Wahab
NO VOTE RECORDED: Seyarto, Dahle

SENATE FLOOR: 31-3, 5/27/26
AYES: Allen, Alvarado-Gil, Archuleta, Arreguín, Ashby, Becker, Blakespear, Cabaldon, Caballero, Cervantes, Cortese, Durazo, Gonzalez, Grayson, Hurtado, Laird, Limón, McGuire, McNerney, Menjivar, Padilla, Pérez, Reyes, Richardson, Rubio, Smallwood-Cuevas, Stern, Umberg, Wahab, Weber Pierson, Wiener
NOES: Choi, Niello, Strickland
NO VOTE RECORDED: Dahle, Grove, Jones, Ochoa Bogh, Seyarto, Valladares

ASSEMBLY FLOOR: Passed, 8/30/26

SUBJECT: Transportation planning: sustainable communities strategies: transportation funding programs

SOURCE: Metropolitan Transportation Commission & Association of Bay Area Governments

Sacramento Area Council of Governments
San Diego Association of Governments
Southern California Association of Governments

DIGEST: This bill changes existing Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) guidelines and requirements including processes for setting greenhouse gas emissions (GHG) reduction targets, timelines, and evaluation of GHG reduction strategy. Extends GHG reduction targets to 2045 and makes changes to certain transportation funding programs to support implementation of the strategies.

Assembly Amendments established interim progress report requirements, reinstated the existing California Environmental Quality Act review of RTP/SCSs, established requirements for the California Transportation Plan, and made numerous technical changes to the development of RTP/SCS targets and plans.

ANALYSIS:

Existing federal law:

1) Requires any urbanized area with a population greater than 50,000 to establish a metropolitan planning organization (MPO) that, among other things, is responsible to ensure that regional transportation planning is cohesive across local jurisdictions. (23 United States Code (U.S.C.) §134–135)

2) Requires MPOs to prepare long-range (i.e. at least 20-year) regional transportation plans (RTPs) to establish regional goals, identify present and future needs, deficiencies, and constraints, analyze potential solutions, estimate available funding, and propose investments. (23 U.S.C. §134)

Existing state law:

1) Establishes the Air Resources Board (CARB) as the air pollution control agency in California and requires CARB, among other things, to control emissions from a wide array of mobile sources and coordinate, encourage, and review the efforts of all levels of government as they affect air quality. (Health and Safety Code (HSC) §39500 et seq.)

2) Requires transportation planning agencies to prepare and adopt regional transportation plans (RTPs) that, with specifications, achieve a coordinated and balanced regional transportation system. (Government Code (GOV) §65080 et seq.)

3) Requires, as a part of the regional transportation plan, a Sustainable Communities Strategy (SCS) with specifications, to be prepared by each MPO. (GOV §65080)

4) Establishes a process for, and requires, CARB to provide regional transportation planning agencies with GHG emissions reductions targets that must be included in their SCS. (GOV §65080)

This bill makes substantial changes to numerous transportation programs and planning processes, including but not limited to, briefly:

1) Expands the scope of the California Transportation Plan to include planning, progress on projects, and performance metrics;

2) Changes the processes surrounding how CARB sets SB 375 emission reduction targets, including but not limited to:

   a) Moving from a four- to an eight-year cycle;

   b) Prescribing many details about how CARB sets GHG emission reduction targets;

   c) Requiring CARB to set updated targets for 2035 and 2045; and

   d) Specifying factors CARB must consider;

3) Changes how RTP/SCS plans are prepared by MPOs, including but not limited to:

   a) Requiring the SCS take into account current and projected housing needs; and

   b) Requiring specified enhanced public outreach activities of MPOs;

4) Attempts to streamline the process by which CARB reviews draft RTP/SCSs by:

   a) Having the MPO submit their technical methodology at least 1 year before submitting the plan itself;

   b) Setting a 60 day limit for CARB to review the plan, as specified; and

c) Requiring CARB to adopt or update guidelines for SCS preparation, as specified, including specific stakeholder consultations and opportunities for public comment;

5) Requires MPOs to provide a progress report, as specified, to CARB and the Strategic Growth Council 4 years after adoption of an 8-year RTP/SCS;

6) Makes changes to the administration of several transportation funds and programs, generally to better align with the GHG emission reduction targets established in RTP/SCSs, including: the Public Transportation Account, the Trade Corridor Enhancement Program, and the Solutions for Congested Corridors Program; and

7) Specifies greater detail for the preparation of an Alternative Planning Strategy (APS), and makes various conforming changes in various funds and programs to enable the use of an approved APS for eligibility purposes.

Background

Sustainable Communities and Climate Protection Act of 2008 (SB 375). In 2008, the Legislature passed SB 375 (Steinberg, Chapter 728, Statues of 2008), a first-of-its-kind law to recognize the critical role of integrated transportation, land use, and housing decisions to meet state climate goals. The law requires each of California's 18 regional MPOs to include a new element in their RTPs – a SCS.

Updated regional plan targets. In an update to the SB 375 targets originally set in 2010, CARB staff proposed new targets for 2020 and 2035, which were approved in 2018. These more stringent targets again varied by MPO, but still represented a compromise between what the MPOs believed possible, and what CARB deemed necessary to achieve SB 32 targets. Specifically, the original 2010 targets would cumulatively contribute a 13% reduction in GHG emissions, and the updated targets would get to 19%. According to the 2017 Scoping Plan update, this reduction needs to be 25% - well above even the increased targets. Program reviews prepared pursuant to SB 150 (Allen, Chapter 353, Statutes of 2017) have found that California is not on track to meet the SB 375 GHG emission reduction targets under the program as currently implemented.

Comments

1) *Purpose of Bill.* According to the author, "California passed SB 375 in 2008 with a bold and necessary vision: that the way we plan our communities, where we build homes, how we connect people to jobs and services, and how we

invest in transportation, is inseparable from our ability to meet our climate goals. That vision was right then, and it is more urgent now. But nearly two decades of implementation have made one thing clear: the law as currently structured is not delivering the results Californians deserve. Our regions are still sprawling. Commutes are still growing. Families, especially those with the fewest options, are spending more and more of their incomes just to get to work and back. SB 1087 is a course correction. It aligns state dollars with regional climate plans, so that the billions California spends on transportation each year are working toward our goals, not against them. It streamlines a planning process that has become a compliance exercise rather than a tool for action, freeing our regional agencies to do what we need them to do: deliver projects, build housing in the right places, and invest in the transit and infrastructure that will determine whether California meets its climate commitments."

2) *Targets with considerations.* One aspect of CARB's authority that SB 1087 does not attempt to move to California Transportation Commission (CTC) is the GHG emission reduction target-setting process. However, this bill does propose several changes to the process, through directly amending the relevant statute and placing certain requirements upon the metrics themselves used in the targets.

   Ultimately, setting a GHG emission reduction target for a region is certain to be a contentious, iterative, and consequential process. Many of the specific factors and topics included in SB 1087 are important pieces of what makes a target ambitious yet achievable, and they should remain in the legislation. By providing CARB direction in scope and discretion in implementation, SB 1087 can be more effective in achieving its stated goals without tying CARB's hands.

3) *A long and bumpy road.* The four largest MPOs, Southern California Association of Governments (SCAG), Metropolitan Transportation Commission (MTC), San Diego Association of Governments (SANDAG), and Sacramento Area Council of Governments (SACOG)—the sponsors of this bill—have been convening a large group of affected stakeholders for over nine months to discuss concerns regarding the implementation of SB 375 and potential reforms. The key stakeholders include climate, environmental justice, housing, transit, labor, and active transportation advocates.

   As it exists today, SB 1087 represents the latest in a long line of bills attempting to improve the RTP/SCS process. While the scope of the bill is expansive and many of its policy outcomes may be slow to manifest, it is clear that this bill approaches the original goals of SB 375 with the level of ambition necessary to address its persistent and well-documented shortfalls.

FISCAL EFFECT: Appropriation: No Fiscal Com.: Yes Local: Yes

According to the Assembly Appropriations Committee:

1) [C]ARB estimates costs of approximately $4.9 million in fiscal year (FY) 2026-27, $8 million in FY 2027-28, and $9 million in FY 2028-29 and ongoing (Cost of Implementation Account) for new staff, contracts, operating expenses, equipment, travel, and translation. ARB anticipates numerous tasks related to, among other things, (a) developing the required guidelines, including forming an advisory committee, hosting public workshops, and developing examples of acceptable data sources, assumptions, and technical methodologies to estimate GHG emissions; (b) appointing and convening the RTAC; (c) updating and providing each MPO with GHG reduction targets for 2035 and 2045, which will involve hosting dozens of regional workshops and hearings within each applicable region; (d) reviewing technical methodologies submitted by MPOs to ensure consistency with ARB′s most current model used to assess emissions from on-road vehicles; (e) reviewing SCSs and APSs within specified timeframes; and (f) reporting to the Legislature.

   Striking [C]ARB′s interim (four-year) target revision authority and extending the SCS cycle from four to eight years means [C]ARB will need to review SCSs less frequently, which might reduce [C]ARB′s workload and costs. However, [C]ARB asserts these savings will be significantly offset by the new procedural requirements in the bill, including hosting 40 regional workshops and hearings on its targets, adopting guidelines via a formal rulemaking, and reconvening the RTAC.

2) The Department of Transportation (Caltrans) estimates ongoing annual costs of about $2.6 million for 13 new staff distributed across Caltrans′ headquarters and 12 districts to develop district-specific performance management plans every four years and update them annually to identify and prioritize projects that help meet the California Transportation Plan requirement of a multimodal transportation system that supports the state′s GHG emission reduction targets and air quality standards (State Highway Account or Public Transportation Account).

3) [The Strategic Growth Council] SGC preliminarily estimates ongoing annual General Fund costs of around $600,000 once MPOs begin to publish their progress reports. SGC asserts it will need three staff – one analyst and two air pollution specialists – to organize meetings and prepare meeting materials, review reports, brief councilmembers, perform public outreach and engagement, and coordinate with MPOs. SGC expects each public meeting to cost between $5,000 and $7,000 for meeting location, supplies, facilitation, and travel. SGC notes its actual costs may vary significantly and will depend on, among other things, when MPOs begin publishing progress reports, how many of the 18 MPOs publish reports in the same year, with each report requiring SGC to conduct a public meeting, the level of detail in each progress report, and the location of each meeting.

4) Potential one-time costs of an unknown amount for the CTC to incorporate changes to its TCEP and SCCP programs (Trade Corridor Enhancement Account, SHA, federal funds). CTC is in the middle of its 2026 cycle for both programs and released draft guidelines for the programs in June of this year and expects to adopt final guidelines in August. Should this bill go into effect, CTC notes it would need to revise and adopt updated guidelines, which involves, among other things, a series of public workshops with agency partners and stakeholders and which would necessitate either a redirection of staff from other programs and priorities or a delay in getting program funding out the door – potentially resulting in cost increases and delays for regional projects.

5) While no MPO has prepared an APS to date, by allowing projects that meet certain criteria in an MPO area with an adopted APS to qualify for TCEP and SCCP funding, this bill creates potential ongoing cost pressures on both programs to provide funding for projects that would otherwise be ineligible for such funding.

   For context, TCEP – which funds projects designed to move freight more efficiently on corridors with high volumes of freight – will provide about $1.2 billion in funding over FYs 2026-27 and 2027-28. And SCCP – which funds projects to reduce congestion in heavily traveled corridors – will provide about $525 million in funding over FYs 2027-28 and 2028-29.

SUPPORT: (Verified 8/27/26)

Abundant Housing LA
Active San Gabriel Valley
Association of Bay Area Governments
Cal Asian Pacific Islander Chamber of Commerce
California Asian Pacific Chamber of Commerce
California Association of Councils of Governments
California Bicycle Coalition
California Forward (ca Fwd)
California Walks
Center for Biological Diversity
Center for Community Action and Environmental Justice (CCAEJ)
Center for Progressive Reform
Citrus Heights, City of
City of El Cerrito
City of Elk Grove
City of Fairfield
City of Folsom
City of Live Oak
City of Los Alamitos
City of Martinez
City of Oakley
City of Rancho Cordova
City of Rio Vista
City of Rocklin
City of Sacramento
City of Vacaville
City of Woodland
Climate Plan
Councilmember Alice Dowdin Calvillo
County of Placer
County of Sutter
County of Yolo
County of Yuba
East Bay Yimby
Eastern Contra Costa Transit Authority
El Dorado County Transportation Commission
Enterprise Community Partners, INC.
Greenbelt Alliance
Greenlining Institute; the
Grow the Richmond

House Sacramento
Leadership Counsel for Justice & Accountability
Medical Advocates for Healthy Air
Metropolitan Transportation Commission-association of Bay Area Governments
Mountain View Yimby
Movela
Napa-solano for Everyone
Nextgen Climate Amercia, INC.
Northern Neighbors Sf
Nrdc Action Fund
Peninsula for Everyone
Placer County Supervisor
Placer County Transportation Planning Agency
Sacramento Area Council of Governments
Sacramento Area Council of Governments,
Sacramento Metropolitan Air Quality Management District
Sacramento Metropolitan Chamber of Commerce
Sacramento; County of
San Diego Association of Governments
San Francisco Yimby
San Jose Yimby
San Jose; City of
San Mateo Forward
Santa Cruz Yimby
Santa Rosa Yimby
Seamless Bay Area
Sierra Club
Sloco Yimby
Sonoma County Transportation and Climate Authorities
South Bay Cities Council of Governments
South Bay Yimby
Southern California Association of Governments
Streets for All
Supervisor Brian Veerkamp, County of El Dorado
Sutter; County of
The Nature Conservancy
Valley Vision
Valley Vision, INC.
Ventura County Yimby
Wildlife Conservation Network

Yes! in Redwood City
Yimby Action
Yimby Los Angeles
Yimby Monterey Peninsula
Yimby Slo

OPPOSITION: (Verified 8/27/26)

Building Industry Association of Southern California
Building Owners and Managers Association of Californoa
California Building Industry Association
California Business Properties Association
California Business Roundtable
Coalition for Clean Air
Commercial Real Estate Development Association
Construction Industry Air Quality Coalition
Equitable Land Use Alliance
Families and Homes San Jose
Inland Empire Economic Partnership
Institute on Real Estate Management
Los Angeles Area Chamber of Commerce
Los Angeles County Business Federation
Orange County Business Council
Orange County Council of Governments
Rebuild Socal Partnership
San Gabriel Valley Economic Partnership
Southern California Leadership Council

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