



## **VENTURING BEYOND THE LAND OF TRUE BELIEVERS: ADVANCING "HEALTH IN ALL POLICIES" WITH AN HIA OF STATE GAS TAX ALTERNATIVES**

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# Topics

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1. Purpose of this HIA
2. Target audiences and what we hope they will learn from the HIA
3. Negotiating expectations and minefields
4. Finding guides and sages along the way
5. Next steps

# Project Team

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## Project Staff

- **Eric Braun**, Research Analyst, Graduate Student, Department of Urban Planning, UCLA Luskin School of Public Affairs
- **Brian Cole**, Project Manager, Adjunct Asst. Professor, Dept. of Environmental Health Sciences, UCLA Fielding School of Public Health
- **Jonathan Fielding**, Principal Investigator, Professor, Dept. of Health Policy & Management, UCLA Fielding School of Public Health
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- **Martin Wachs**, Senior Research Advisor, Prof. Emeritus, UC Berkeley

## Project Partners

- **Madeline Brozen**, Program Director, Lewis Center, UCLA Luskin School of Public Affairs
- **Ruben Cantu**, Program Director, California Pan-Ethnic Health Network (CPEHN)

# Technical Advisory Committee Members

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- **Laurie Anderson**, Senior Research Associate, Wash. State Institute for Public Policy
- **Ricardo Basurto-Davila**, Health Economist, L.A. County Dept. of Public Health
- **Julia Caplan**, Project Lead “Health in All Policies Task Force” Calif. Dept. of Public Health
- **Doug Farquhar**, Program Director, National Conference of State Legislators
- **Justine Hearn**, Project Coord (SR2S), Calif. Dept. of Public Health
- **John MacArthur**, Sustainable Transportation Program Manager, Oregon Trans. Research & Ed. Collaborative
- **Shireen Malekafzali**, Associate Director, PolicyLink
- **Annie Nam**, Southern California Association of Governments
- **Annette Nellen**, Professor, San Jose State University
- **Mel Rader**, Co-Director, Upstream Public Health, Oregon
- **Jeffery Rosenhall**, Active Communities Specialist, Calif. Dept. of Public Health
- **Victor Rubin**, Vice President for Research, PolicyLink
- **Lisa Schweitzer**, Assoc. Professor, USC School of Public Policy
- **Brian Weatherford**, High Speed Rail/Business, Calif. Legislative Analyst’s Office
- **Aaron Wernham**, Director, Pew Health Impact Project

# Project Aims

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## General

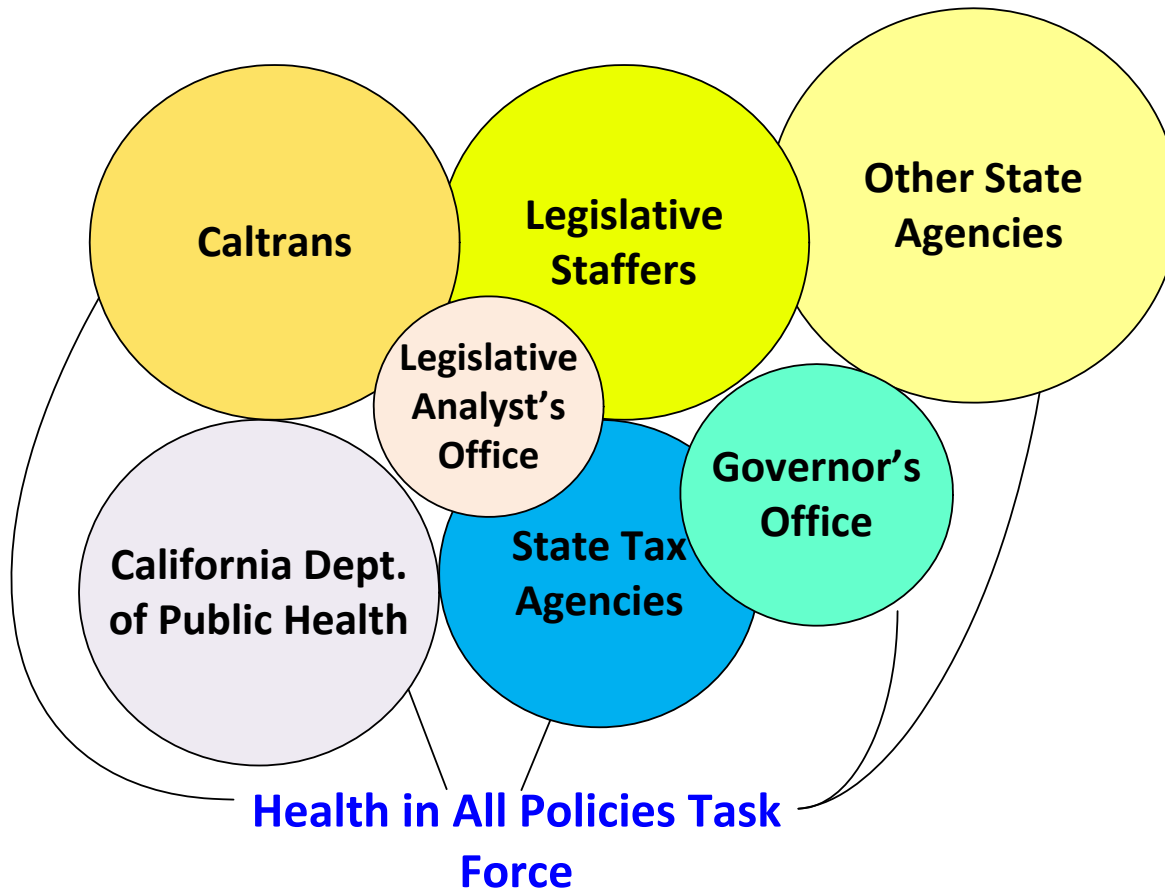
1. Increase policy-makers' recognition of health effects of policies outside the traditional domain of public health;
2. Highlight links between public health and fiscal issues;
3. Provide HIA training to agency and legislative staffers;
4. Demonstrate analytic methods for assessing equity and distributional effects in HIA.

## Gas Tax Specific

1. Identify potential health effects of changes to California's state gas tax, including replacing it with a mileage-based user fee;
2. Show the geographic & socio-economic distribution of environmental effects of automobile use;
3. Demonstrate whether any of the gas tax alternatives adversely affect existing socio-economic or geographic health disparities;
4. Develop recommendations for minimizing potential health risks and maximizing benefits;
5. Provide a template for examining the potential health impacts of related state and local policies (e.g. toll roads, vehicle license fees, sales tax, etc.)

# Audiences

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1. Legislative Analyst's Office
2. Legislative Staffers
3. Governor's Office
4. Caltrans
5. Advocacy groups active on public health, equity/tax fairness, environmental justice, transportation and smart growth
6. State Department of Public Health

# Audience-specific messages

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## **Legislative Analyst's Office (LAO)**

- a. Tax policies have public health consequences
- b. During LAO analysis consider flagging bills with potential public health effects for which the legislature may want further analysis (e.g. HIA)
- c. Revenue-neutral mileage-based user fees would on average cost rural and low income households less than current gas tax

## **Legislative Staffers**

*(see LAO and Advocacy Groups)*

## **Governor's Office**

"Health in All Policies" includes tax policy

## **Caltrans:**

HIA can help lead to more robust policy decisions outside the confines of CEQA.

## **Advocacy groups**

Changes to the state's gas tax are important for creating a sustainable transportation infrastructure AND if designed well can yield public health and environmental benefits. *(see also LAO (c))*

## **CA Dept. of Public Health:**

The legislature and state agencies are making policy decisions affecting public health without necessarily understanding the potential consequences.

# Bridges to state government audiences

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## **Legislative Analyst's Office (LAO)**

Conducts fiscal and other policy analysis for the State Legislature on pending bills and policy issues

Legislative branch agency that consults with many executive branch agencies on policy analyses when it lacks internal capacity.

## **Health in All Policies Task Force**

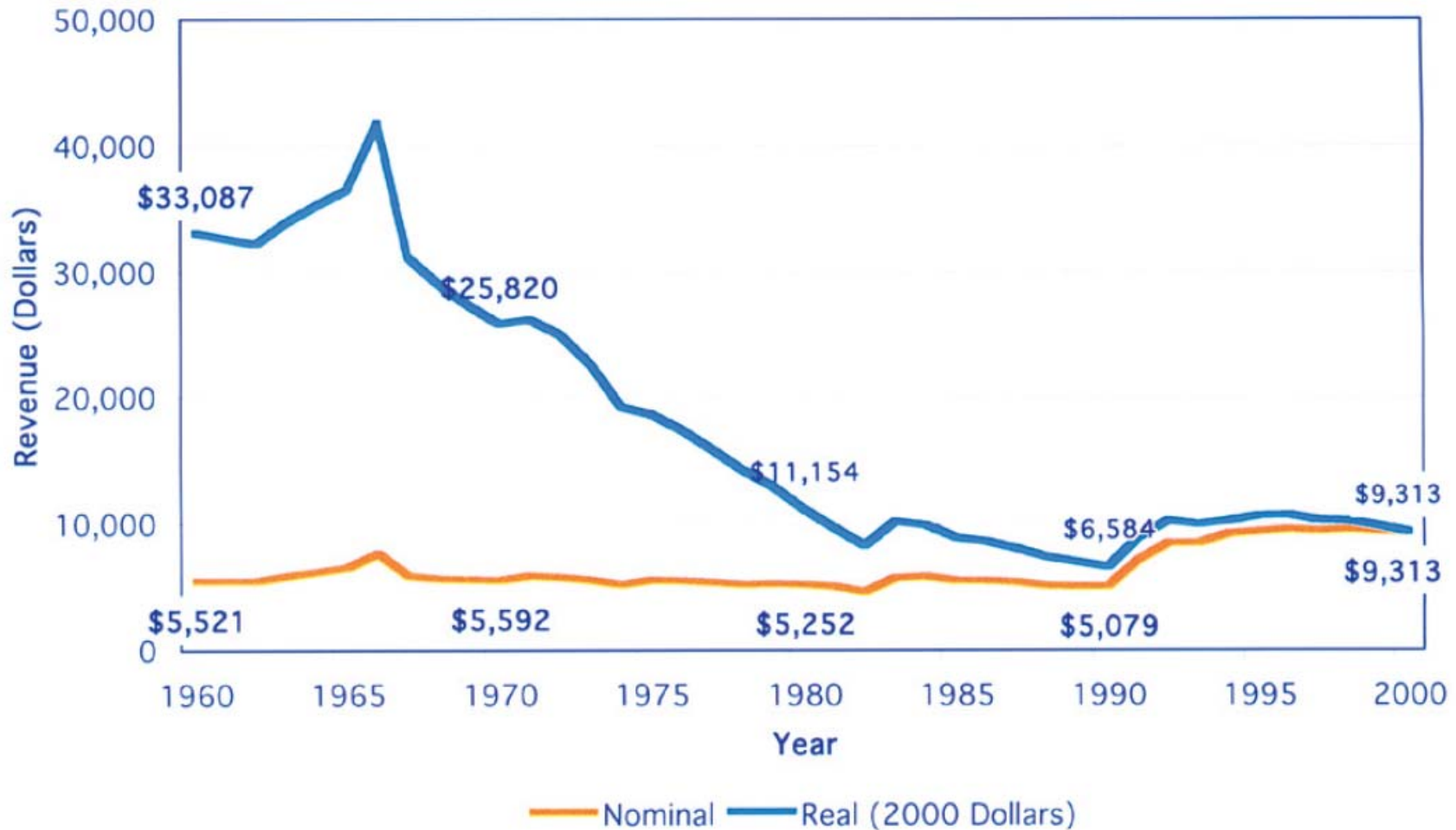
Formed in 2010 by Executive Order by Governor Schwarzenegger as part of the State's "Strategic Growth Initiative. Includes 19 state agencies and governor's office.

Initial recommendations fall into two strategic directions:

1. Healthy and safe communities (including active transportation, affordable housing, access to parks and green space, neighborhood safety, and access to healthy, affordable foods;
2. Applying a "health lens" during public policy and program development.



## Declining California Fuel Tax Revenue (due to inflation & increased mpg) (Per Million Vehicle Miles Traveled)

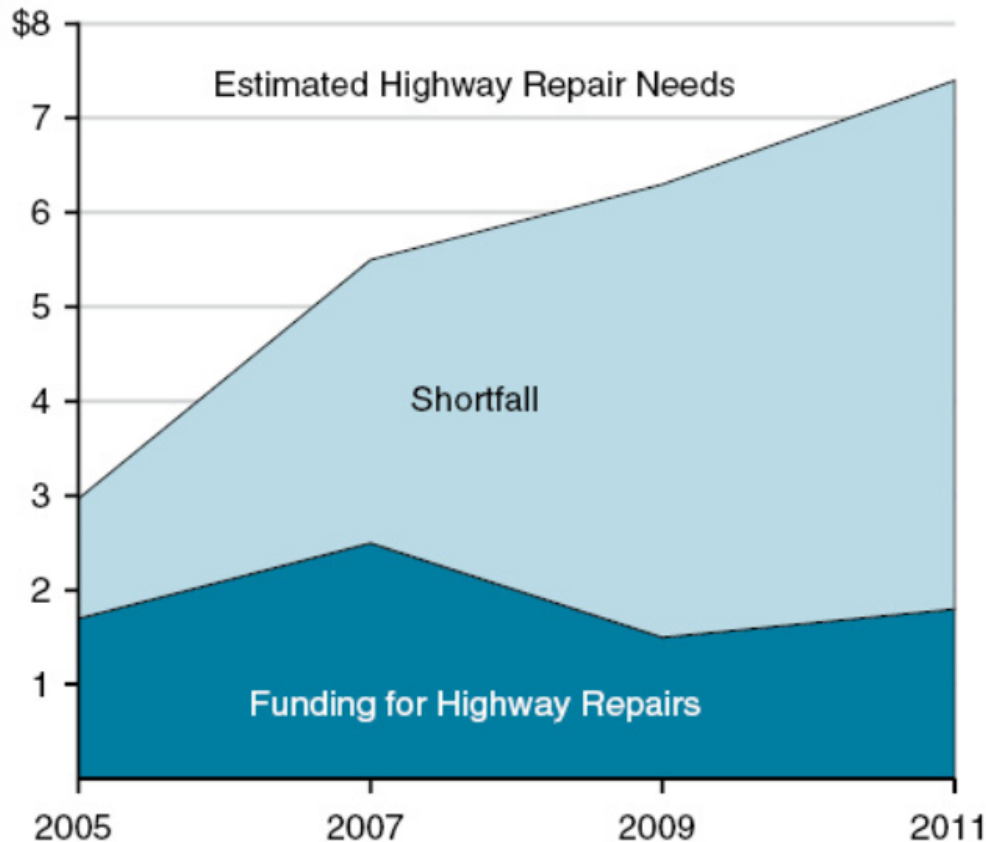


From California Transportation Plan 2025 (2006)

[http://www.dot.ca.gov/hq/tpp/offices/osp/ctp2025\\_files/ctp07.pdf](http://www.dot.ca.gov/hq/tpp/offices/osp/ctp2025_files/ctp07.pdf)

## Growing shortfall in funds needed for highway repairs in California

(In Billions)



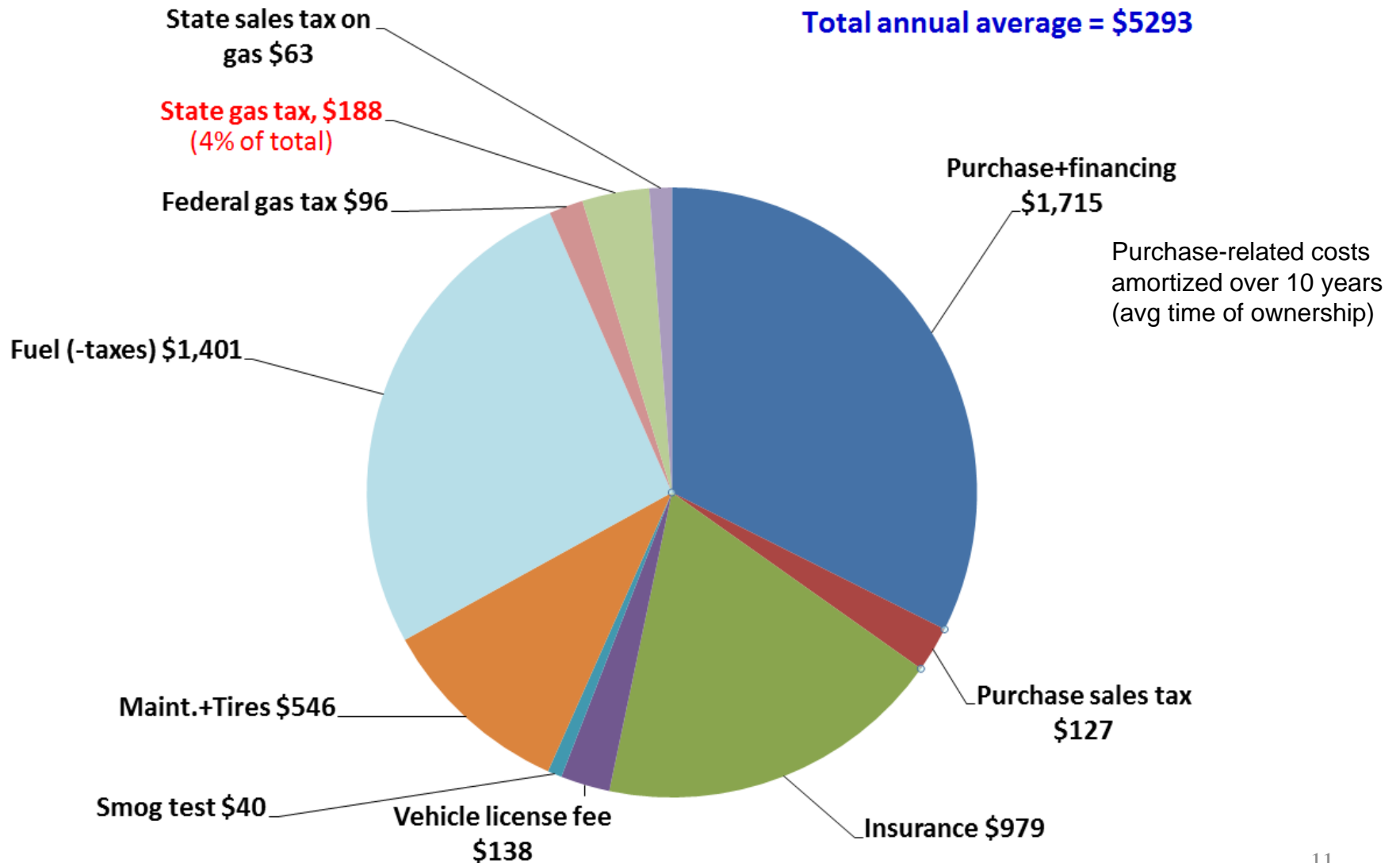
- Many of California's over 50,000 lane miles of state highways are reaching the end of their useful life.
- In 2011, Caltrans estimated it needed \$7.4 billion each year to repair the state's aging highway system. However, the state currently only provides about \$1.8 billion each year for repairs.
- One way the state can slow the growth of highway repair costs is to adequately fund and perform maintenance to extend the useful life of roads.

California Legislative Analyst's Office. 2013 Cal Facts

[http://www.lao.ca.gov/reports/2013/calfacts/calfacts\\_010213.aspx#60](http://www.lao.ca.gov/reports/2013/calfacts/calfacts_010213.aspx#60)

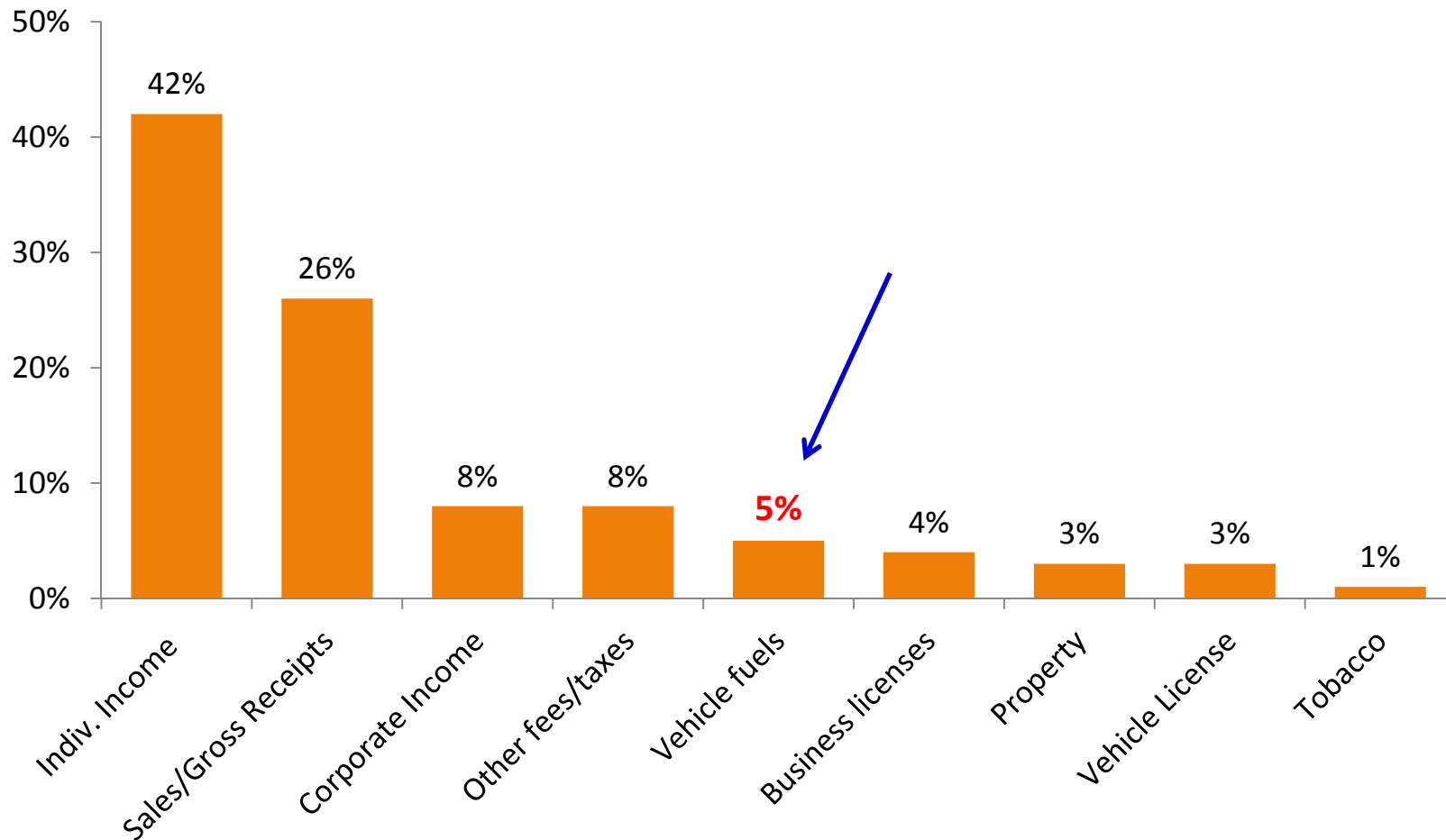
# Gas taxes compared to other vehicle costs

Average annual cost of owning and operating an automobile in California:



# State gas tax revenue compared to other tax collections

## 2011 California State Tax Collections

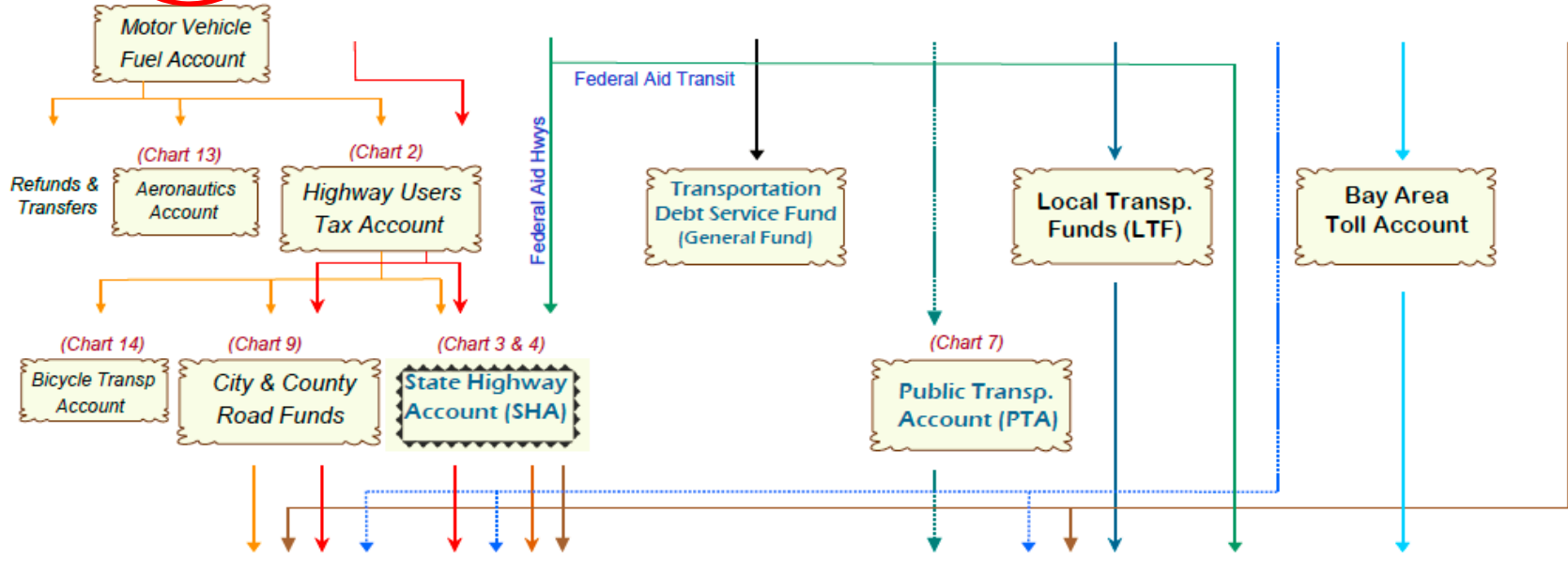


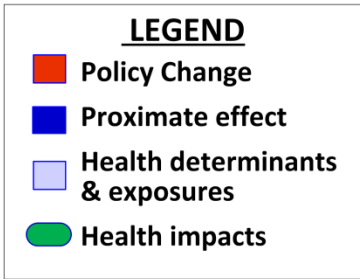
Source: U.S. Census Bureau, Annual Survey of State Government Tax Collections, reported by Jan Norman, OC Register, 4/25/ 2012

2009-2010  
State  
Revenue:  
(billions)

# California Transportation Funding

*Simplified Overview*

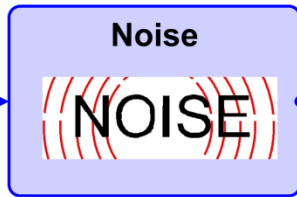
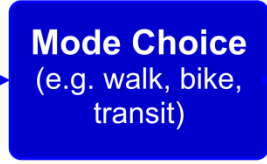




*Main focus will be effects related to alternative approaches for revenue generation*



$\Delta$  travel costs



*Expenditure-related effects will probably not be addressed in detail*

$\Delta$  revenue



## Pitfalls averted (and not)

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1. After much deliberation we resisted stakeholder requests to expand scope to include analysis of how funds are spent. This would have greatly complicated the analysis and opened it to attack from vested interests, thus comprising the value of the HIA for both its narrow and broad aims.
2. Technical advisory committee members quickly narrowed the scope to exclude commercial travel and diesel-fuel taxes which involve entirely different policies and behavioral responses.
3. Cost/benefit analyses (of which there are many in transportation research) provided a way to easily and uniformly translate diverse transportation effects into monetized health impacts (e.g. injuries, air pollution, noise).
4. Quick analysis of the likely magnitude of shifts in household costs (which turned out to be small) could have averted highly complex and time-consuming modeling. (“good enough” vs. academic standards for policy analysis).

# What facilitated inter-sectoral openness

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1. Health-in-All-Policies is already on the state's agenda. People generally understand what it is and why it's valuable.
2. Having a senior, well-respected transportation researcher on the team opened countless doors and ears.
3. If a gas tax bill had been pending in the legislature many state agency staff would not have been as free to collaborate with us as they were.
4. Using transportation data (NHTS), modeling methods and metrics (e.g. cost/benefit analysis) as a foundation for the HIA.



## Next steps

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1. Equity analysis
2. Policy-briefings/trainings
3. Generalized tax HIA model linked with data sources for related HIAs
4. Working with the technical advisory committee to identify other opportunities for tax policy HIAs