



CAPTI 2.0

Climate Action Plan for
Transportation Infrastructure



January 2025 • Final Draft



“As California faces more extreme heat and severe wildfires, our way of life is under threat. We have the chance to reduce toxic emissions and improve public health — and we need to act fast and effectively.”

Gavin Newsom
Governor, State of California



“CalSTA’s Climate Action Plan for Transportation Infrastructure delivers on our ‘Core Four’ priorities of safety, climate action, equity, and economic prosperity. By integrating a wide and diverse array of perspectives, CAPTI is designed to be a holistic framework for aligning state transportation investments with the state’s climate, health, and social equity goals.

Over the past three years, CAPTI implementation has shown that with the appropriate action, we can make enormously significant strides in tackling transportation emissions from infrastructure investments. California must continue to invest in mobility options that are sustainable, convenient, seamless, and affordable while also connecting our communities throughout the state. This update to CAPTI includes a commitment to ongoing initiatives as well as new ones. These actions confront longstanding inequities and focus on reducing harms and increasing benefits to all Californians, including the most vulnerable communities in our state. Over the remaining years of the Newsom administration, CalSTA and our eight departments, boards and commissions will work diligently to implement these new actions to deliver lasting results for all Californians, with the intention to ensure this work lives on into the future.”

Toks Omishakin
Secretary, California State Transportation Agency (CalSTA)

Acknowledgments

The California State Transportation Agency (CalSTA) extends our sincere appreciation to the dedicated staff at lead agencies and supporting agencies for their work on the update to CAPTI.

CalSTA staff compiled this report with input from the lead agency staff and stakeholders. Additionally, we express deep gratitude to all our local and regional partners and stakeholders whose thoughtful comments, feedback, and expertise helped to shape and ultimately improve this Action Plan.



Although not an exhaustive list, key contributors include:

Darwin Moosavi

*Deputy Secretary of Environmental Policy and Housing Coordination,
California State Transportation Agency*

Jimmy Tran

Senior Climate Change Coordinator, California State Transportation Agency

Eric Sundquist

Deputy Director, Office of Sustainability, California Department of Transportation

Ann Fox

Acting Deputy Director, Planning & Modal Programs, California Department of Transportation

Nailah Pope-Harden

Deputy Director, Equity & Tribal Affairs, California Department of Transportation

Marlon Flournoy

Deputy Director, Planning & Modal Programs, California Department of Transportation

Matthew Yosgott

Deputy Director, SB 1 Programming, California Transportation Commission

Laura Pennebaker

Deputy Director, Transportation Planning, California Transportation Commission

Table of Contents

Acknowledgments	3
Introduction	5
Updating the Climate Action Plan for Transportation Infrastructure	7
CAPTI's Investment Framework	12
Building on CAPTI's Success	15
Strategies & Actions to Further Implement the Investment Framework	19
S1. Transforming the Future of the State Highway System	20
S2. Reducing GHG Impacts of Transportation Investments	21
S3. Delivering Equitable Outcomes	22
S4. Improving Transparency and Accountability	23
Implementation: A Two-Year Outlook	25
Appendix A. Additional Resources	26
Appendix B. Glossary of Terms and Acronyms	27



Introduction

As the largest contributor of California's GHG emissions — accounting for more than half of all emissions — the transportation sector must do more to tackle this issue head-on. The climate crisis directly impacts the health and safety of all Californians and disproportionately affects the most vulnerable. With climate change exacerbating the frequency and severity of natural disasters — from extreme heat and drought to unprecedented storms and wildfires — we need to prepare and adapt our transportation system to withstand, respond to, and recover quickly from these extreme events.

As California works towards achieving 100% of in-state sales of new passenger cars and light duty trucks to be zero-emission by 2035, we know that internal combustion engine (ICE) vehicles sold prior to 2035 will remain on California roads in high numbers for decades to come. Reducing GHG emissions from the transportation sector goes beyond phasing out combustion technology and producing cleaner fuels. Reducing the miles people need to drive will play a critical role in reducing the overall transportation energy demand. Moreover, overall increases in driving

and vehicle miles traveled (VMT) will continue to cause impacts on the road network and state highway system, which result in significant costs to the state. Consequently, CAPTI responds to the Governor's call to action in Executive Order (EO) N-19-19 by outlining strategies and actions that will advance more sustainable and healthy modes of transportation, such as walking, biking, transit, and rail, as well as accelerate the transition to zero-emission vehicle (ZEV) technology.

Over the past three years, CAPTI implementation has shown that with the appropriate action, we can make huge strides in tackling transportation emissions from infrastructure investments. A study conducted by the Mineta Transportation Institute (MTI) at San Jose State University estimates that discretionary transportation infrastructure investments made by the State of California now generate only 1/5th the amount of GHG emissions across the portfolio of funding programs as compared to investments made during prior administrations. All four programs that previously funded VMT increasing components saw a decrease in the amount of VMT generated after CAPTI adoption compared to the previous two cycles. Notably, two of the four programs are now VMT neutral or VMT decreasing.

Other key successes by CAPTI include:

- All \$533 million dollars of Cycle 3 Solutions for Congestion Corridors (SCCP) program investments went to multi-modal projects throughout the state.
- A significant increase in zero-emission and active transportation components of freight projects funded in the Trade Corridor Enhancement Program (TCEP) in Cycle 3.
- The launch of the interagency Transportation Equity Advisory Committee (EAC) will give communities a platform to share their input as the State works to improve transportation access, environmental impact, and economic opportunities.
- The establishment of the Reconnecting Communities: Highways to Boulevard Program (RC:H2B) to transform underutilized transportation infrastructure in historically underserved communities.
- The release of Caltrans Strategic Investment Systems (CSIS) to guide the evaluation and prioritization of transportation infrastructure projects in alignment with CAPTI.

Although we have made great strides, we know that there is still a long road ahead for implementation to meet our state climate goals. The 2022 California Air Resources Board's (CARB) Scoping Plan for Achieving Carbon Neutrality calls for a 25% reduction in VMT by 2035 compared to 2019 levels. VMT reduction will play a key role in reducing the overall transportation

energy demand and achieving the state's climate goals. Driving alone with no passengers remains the primary mode of travel in California amounting to 75% of the mode share for daily commutes. This CAPTI update aims to build upon our past successes, and further implement the CAPTI framework.



Executive Order N-19-19 and N-79-20

CAPTI builds on executive orders signed by Governor Gavin Newsom in 2019 and 2020 targeted at reducing GHG emissions in transportation, which account for more than 40% of all polluting emissions, to reach the state's ambitious climate goals.

- EO N-19-19 directs CalSTA to leverage discretionary state transportation funds to reduce GHG emissions in the transportation sector and adapt to climate change.
- EO N-79-20 reaffirms the state's commitment to implementing EO N-19-19, and sets a date no later than July 15, 2021, for CalSTA to "identify near term actions, and investment strategies, to improve clean transportation, sustainable freight and transit options, while continuing a 'fix-it-first' approach to our transportation system."



Updating the Climate Action Plan for Transportation Infrastructure (CAPTI)

Process

Since the adoption of CAPTI in 2021, CalSTA reported on its implementation progress with the release of two annual reports and one study by MTI.

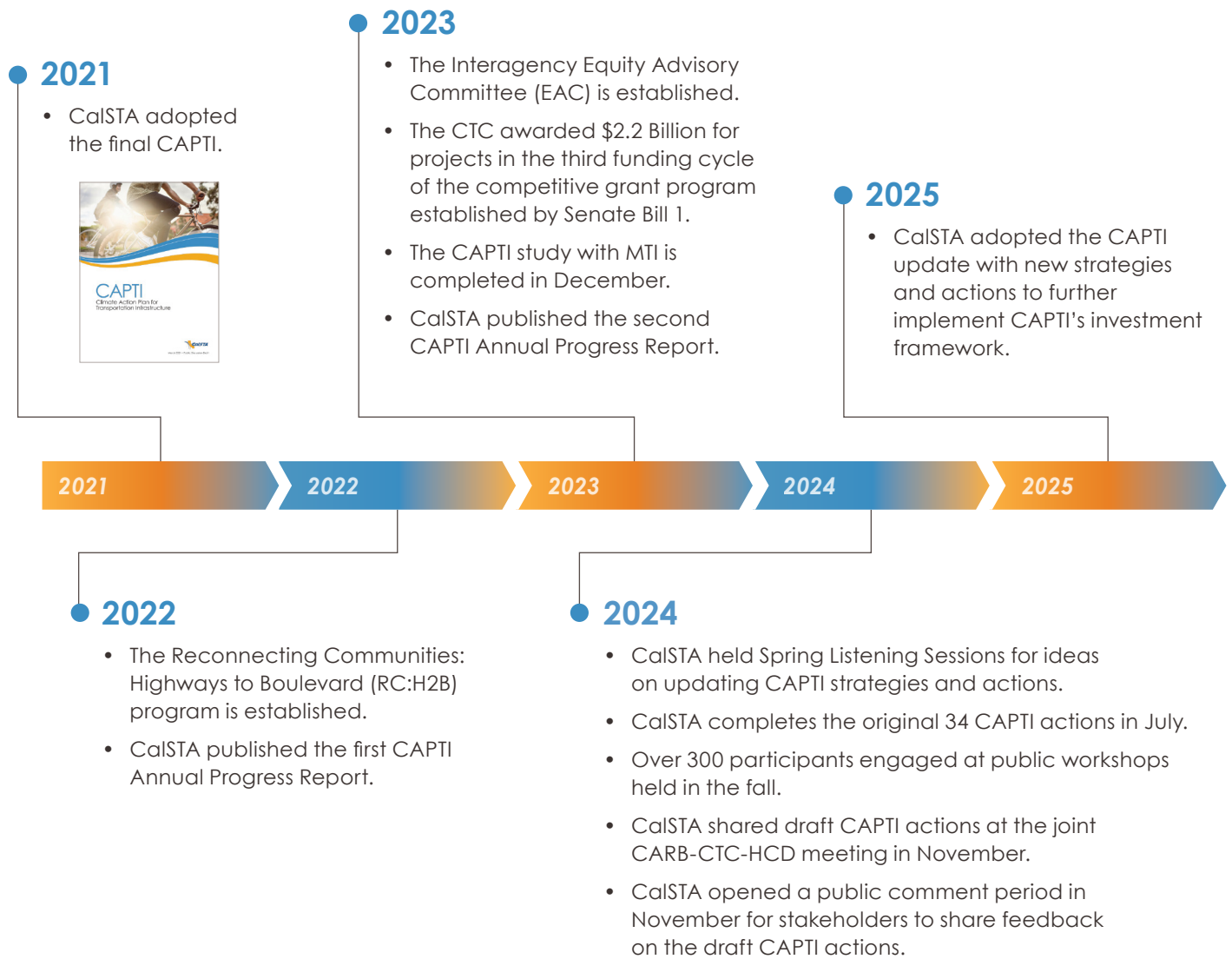
With the release of the first CAPTI Annual Progress Report in January 2022, CalSTA reported over 88% of the original 34 actions were complete or underway.

CalSTA finalized its CAPTI Second Annual Progress Report in January 2024, after releasing a draft for public feedback in November 2023. This report detailed how, in only two years since the adoption of CAPTI, California nearly completed all of the actions outlined in the original plan to align the state's transportation funding programs with its climate goals. As of July 2024, all 34 original actions have been completed.

Throughout 2024, CalSTA conducted a public engagement process to update CAPTI strategies

and actions in order to further implement the existing CAPTI framework. This included hosting three listening sessions in the spring, three public workshops in the fall, and presenting draft actions to the joint CARB-CTC-HCD board meeting in November 2024.

The four new CAPTI strategies outlined in this update were developed using feedback from listening sessions held in the spring. CalSTA used the feedback received from our stakeholders to draft a short list of potential action ideas for consideration with the support of partner agencies. These actions were then refined with stakeholder feedback from public workshops held in the fall, which were then developed into detailed draft actions and descriptions for the joint meeting. In addition, CalSTA hosted a public comment period in November to allow additional time for stakeholders to share feedback on the new draft actions. The feedback from this final round of engagement informed the release of the CAPTI update in 2025.



CAPTI Vision & Scope

The vision for CAPTI is to outline a holistic framework that aligns the state's transportation infrastructure investments with the state's climate, health, and social equity goals, while also maintaining the commitment made in Senate Bill (SB) 1 (Chapter 5, Statutes of 2015) to a fix-it-first approach to transportation. This update to CAPTI will maintain the existing CAPTI framework

while committing to new strategies and actions to further implement the existing CAPTI guiding principles through initiatives that the CalSTA and CalSTA departments can commit to and implement by 2026. CAPTI continues to be a key implementation component of CalSTA's commitment to its Core Four priorities of safety, equity, climate, and economic prosperity.

A continued commitment to a “fix-it-first” approach to our transportation system is fundamental to CAPTI. This ensures the continued maintenance and repair of transportation infrastructure necessary to serve communities and support the goals of the Road Repair and Accountability Act of 2017, also known as SB 1. The state must be strategic and thoughtful when expanding the existing system as we cannot afford to invest in projects that ultimately run up our long-term maintenance costs without bringing an outsized benefit to climate, health, and equity goals.

CalSTA will continue to implement CAPTI within the existing framework and goals set forward in the California Transportation Plan (CTP) 2050.

Another important contextual document for CAPTI is the 2022 Scoping Plan for Achieving Carbon Neutrality, which contains the state's strategy for achieving the 2045 GHG target and other long-term climate goals. CARB is responsible for

developing and updating the Scoping Plan, in coordination with the Governor's Office, many state agencies, and stakeholders that include the public and the Environmental Justice Advisory Committee.

To reduce emissions from transportation, the Scoping Plan calls for significant reductions in VMT. A report CARB completed in 2022, pursuant to SB 150 (Chapter 646, Statutes of 2017), evaluated the state's primary measure to reduce VMT — the Sustainable Communities and Climate Protection Program (also known as SB 375 (Chapter 728, Statutes of 2008)) — and revealed that VMT continued to increase since the first report in 2018. The report recommends better aligning transportation funding programs to support implementation of projects consistent with the Sustainable Communities Strategies (SCS) adopted pursuant to SB 375. The strategies identified in CAPTI are intended to align with the objectives of the Scoping Plan, as directed within EO N-19-19.

CAPTI is ...

- A holistic framework and statement of intent for aligning state transportation infrastructure investments with state climate, health, and social equity goals, built on the foundation of the “fix-it-first” approach established in SB1.
- A suite of ongoing and needed changes to state transportation planning, project scoping, programming, and mitigation activities to align with the CAPTI Investment Framework.
- A living document that can adapt, pivot, and modify approaches and actions, as needed.
- A structure to monitor and evaluate progress of the transportation sector's efforts to align with state climate, health, and equity goals.

As previously mentioned, EO N-19-19 specifically calls on CalSTA to leverage \$5 billion in annual discretionary transportation infrastructure funding. The funding identified in EO N-19-19 includes the following programs:

Active Transportation Program (ATP)

Statutory Intent: To encourage increased use of active modes of transportation through investments in walking, biking, Safe Routes to Schools, and trail infrastructure projects and non-infrastructure programs.

Interregional Transportation Improvement Program (ITIP)

Statutory Intent: To improve interregional movement for people and goods across California on the state highway system and develop Intercity Passenger Rail corridors of strategic importance.

Local Partnership Program (LPP)

Statutory Intent: To provide funding to local and regional agencies with voter approved fees/taxes dedicated solely to transportation improvements to improve aging infrastructure; road conditions; active transportation; transit and rail; or health and safety benefits.

Solutions for Congested Corridors (SCCP)

Statutory Intent: To achieve a balanced set of transportation, environmental, and community access improvements within highly congested travel corridors throughout the state.

State Highway Operations & Protection Program (SHOPP)


Statutory Intent: To preserve and protect the state highway system through improvements relative to the maintenance, safety, operation, and rehabilitation of state highways and bridges that do not add a new traffic lane to the system.

Trade Corridor Enhancement Program (TCEP)

Statutory Intent: To improve infrastructure on federally designated Trade Corridors of National and Regional Significance, on the Primary Freight Network, and along other corridors that have a high volume of freight movement.

Transit & Intercity Rail Capital Program (TIRCP)

Statutory Intent: To fund transformative capital improvements that will modernize California's intercity, commuter, and urban rail systems, and bus and ferry transit systems, to significantly reduce emissions of GHGs, VMT, and congestion.



While many of these programs already have statutorily established parameters and goals that align with CAPTI, and many of these programs have made changes to further align with CAPTI, opportunities still exist to further ensure funding applicants consider climate change through changes to planning, project scoping, programming, and mitigation. This Action Plan will work within the established funding programs created under SB 1 to bolster the outcomes of the projects funded under these programs and their alignment with California's climate goals. It is important to note that while EO N-19-19, EO N-79-20, and CAPTI focus on these existing funding programs, these funds alone cannot fully meet the investment needs to achieve our state's climate change goals.



CAPTI Investment Framework

Although California's statewide transportation funding programs have different statutory directions and invest in various types of infrastructure, collectively they can help us work toward our transportation vision. Understanding that there is not a one-size-fits-all approach to achieving the needs of the state's diverse communities, realizing the outcomes outlined in the CTP 2050 requires a range of investment strategies. These guiding principles for investment will work to reduce Californians' dependence on driving, increase multimodal options for all communities, and fairly meet the state's climate goals. These programs should collectively focus on prioritizing projects that align with the following guiding principles, as applicable within their existing structure.

Guiding Principles

Within the "fix-it-first" approach and through existing funding frameworks, the state's transportation infrastructure investments should be deployed to do the following, where feasible:

Per EO N-79-20, invest to create new clean transportation options in urban, suburban, and [rural settings](#) for all Californians as well as for goods movement by:



Building toward an integrated, statewide rail and transit network, centered around the existing California State Rail Plan that leverages the California Integrated Travel Project to provide seamless, affordable, multimodal travel options in all context, including suburban and rural settings, to all users.



Investing in networks of safe and accessible bicycle and pedestrian infrastructure, particularly by closing gaps on portions of the state highway system that intersect local active transportation and transit networks or serve as small town or rural main streets, with a focus on investments in low-income and disadvantaged communities throughout the state.



Including investments in light, medium, and heavy-duty zero-emission vehicle (ZEV) infrastructure as part of larger transportation projects. Support the innovation in and development of the ZEV market and help ensure ZEVs are accessible to all, particularly to those in more rural or remote communities.

Additionally, per EO N-19-19, invest in ways that encourage further adoption and use of these clean modes of transportation mentioned above by:



Strengthening our commitment to equity by reducing public health and economic harms and maximizing community benefits to disproportionately impacted disadvantaged communities, including low-income communities, in urbanized and rural regions, and involve these communities early in decision-making.



Making safety improvements to reduce fatalities and severe injuries of all users towards zero on our roadways, railways and transit systems by focusing on context-appropriate speeds, prioritizing vulnerable user safety to support mode shift, designing roadways to accommodate for potential human error and injury tolerances, and ultimately implementing a safe systems approach.



Assessing physical climate risk as standard practice for transportation infrastructure projects to enable informed decision-making, especially in communities that are most vulnerable to climate-related health and safety risks.



Promoting projects that do not significantly increase passenger vehicle travel, particularly in congested urbanized settings where other mobility options can be provided and where projects are shown to induce significant auto travel. These projects should generally aim to reduce VMT and not induce significant VMT growth. When addressing congestion, consider alternatives to highway capacity expansion, such as providing multimodal options in the corridor, employing pricing strategies, and using technology to optimize operations.



Promoting compact infill development while protecting residents and businesses from displacement by funding transportation projects that support housing for low-income residents near job centers, provide walkable communities, and address affordability to reduce the housing-transportation cost burden and auto trips.



Developing a zero-emission freight transportation system that avoids and mitigates environmental justice impacts, reduces criteria and toxic air pollutants, improves freight's economic competitiveness and efficiency, and integrates multimodal design and planning into infrastructure development on freight corridors.



Protecting natural and working lands from conversion to more intensified uses and enhance biodiversity by supporting local and regional conservation planning that focuses development where it already exists and align transportation investments with conservation priorities to reduce transportation's impact on the natural environment.



Executive Order N-2-24

On July 31, 2024, Governor Newsom issued EO N-2-24 to support efforts to transform undeveloped and underutilized infill sites and buildings into housing. The EO sets the goal to create 2.5 million new homes by 2030 and directs several state agencies to work together to address barriers in the development of infill housing. The order's action to align infill housing development with state climate policies directly advances a 2021 CAPTI action to explore mitigation banks and exchanges. A mitigation bank is a system in which VMT reduction is monetized and credits are exchanged for money and applied to local, regional, or state level VMT reduction projects to mitigate a project's VMT impacts. A mitigation exchange is a system that would match VMT-generating projects with VMT-reducing projects, facilitated by a payment or other exchange.

The order states:

"The Governor's Office of Land Use and Climate Innovation (LCI) shall establish an interagency Task Force on Mitigation Banks, to include CalSTA, BCSH, Caltrans, HCD, and other state agencies as appropriate, for the purpose of developing a framework for a Statewide Mitigation Bank to provide flexibility in the use of infill housing as a mitigation strategy for transportation and housing projects with significant environmental impacts under CEQA."

The update to CAPTI will further the efforts of the EO through the coordination between LCI and supporting agencies to explore the option of creating a statewide exchange or bank and to create guidance and technical assistance that will support local and regional agencies in creating mitigation exchanges and banks at a regional or local level.



Building on CAPTI's Successes

CAPTI's implementation led to new investments, guidance, tools, and partnership structures that have advanced the state's climate goals. The following are a few examples of outcomes that resulted from actions completed by the 2021 CAPTI.

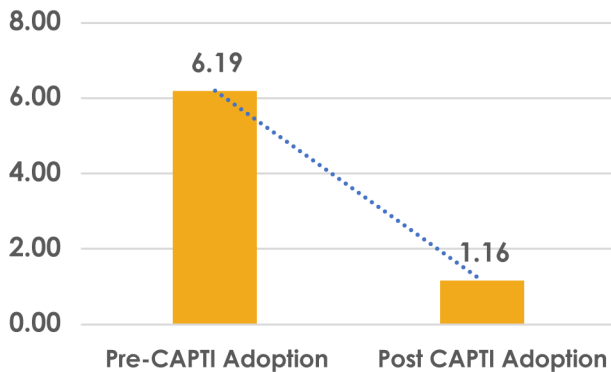
MTI CAPTI Metrics Study: Lower Emissions from CAPTI Investments

CalSTA, in partnership with Caltrans, contracted with MTI at San Jose State University to develop a set of quantitative and qualitative metrics to track program level outcomes through the implementation of CAPTI to determine how state transportation investments are shifting. In order to quantify the VMT and GHG outcomes of CAPTI investments, the study created a VMT ratings scale by assigning values representing VMT impact to different project components (e.g., adding a crosswalk, widening a lane, or adding bicycle

lanes). The higher the VMT rating, the more VMT that is projected to be generated by the projects being funded in that program while negative VMT ratings represented VMT decreases. Overall, using VMT as a proxy for GHG emissions, the MTI CAPTI study found a reduction of approximately 1/5th the amount of greenhouse gas (GHG) emissions generated across the portfolio of programs in the post-CAPTI adoption timeframe, as compared to earlier (pre- and post-N-19-19) timeframes. Inversely, the number of investments that do not result in higher greenhouse gas emissions and other pollutants increased post-CAPTI adoption, and the number of investments that do not induce

vehicle miles traveled (VMT) also increased post-CAPTI adoption. This is a significant shift and improvement in the climate related outcomes of CAPTI investments.

VMT Rating per Total Program Dollar Cost by Program Cycle by Time Period



The VMT ratings were created for the purposes of this study based on best available research regarding VMT outcomes of certain project types, and are not directly based on project level reported VMT numbers, and therefore may not reflect project specific estimates as reported by applicants.

Solutions for Congested Corridors Program

In Cycle 3, for the first time in program history, all 10 SCCP awarded projects were multi-modal projects, totaling nearly \$533 million in investments. The program saw an increase in multi-modal projects that reduce VMT, and a decrease in [highway expansion](#) investments that induce VMT. Through the new workstreams from CAPTI, there is an opportunity to move the program closer to VMT neutrality.

Trade Corridor Enhancement Program

In Cycle 3, TCEP program guidelines were updated to include incentives to support zero-emission infrastructure projects. Of the 26 Cycle 3 projects that were awarded, 38% included zero-emission investments and over 40% had active transportation improvements bundled with freight improvements. CalSTA sees future opportunities through CAPTI to address and mitigate passenger VMT impacts of freight projects while focusing on freight benefits as a key criterion of project selection. Additionally, CAPTI will explore how to further reduce environmental justice burdens on underserved communities from these important freight investments.

Quantitative Tools

The use of data and quantitative tools are important to implementing the direction of CAPTI in our work. To further guide their investment-making in alignment with CAPTI, Caltrans created and refined two tools—the Transportation Equity Index (EQI) and its Caltrans Strategic Investment System (CSIS), both called for as actions in the 2021 CAPTI. In spring 2024, the Department completed development of Version 1.0 of the EQI, a tool to assist in the evaluation and prioritization of Department projects through data-driven assessment of transportation equity needs. CSIS, an investment framework for evaluation of transportation infrastructure projects in alignment with CAPTI, was also piloted on SB1 Cycle 4 Caltrans project nominations. An engagement process informed development of the tool, and additional outreach and training continue to be offered to Caltrans employees, interagency partners, and other stakeholders.

Interagency Equity Advisory Committee

The Interagency Transportation Equity Advisory Committee (EAC) was established as a joint effort by the CTC, CalSTA, and Caltrans. The EAC aims to provide input on achieving effective outcomes in transportation access, environmental impact, and economic opportunities. Consisting of up to 15 members serving two-year staggered terms, the committee includes representatives from California's diverse communities, including underserved and low-income areas. Members bring expertise from tribal and indigenous communities, community organizations, climate and air quality groups, housing organizations, accessibility and disability advocates, and diverse geographic regions, including rural areas.

Reconnecting Communities: Highways to Boulevard Pilot Grant Program

Building on a CAPTI 2021 action to "Explore a Highways to Boulevards Conversion Pilot Program," the Fiscal Year 2022-2023 State Budget established the Reconnecting Communities Highways to Boulevard Pilot Program (RC:H2B), with the primary goal to reconnect communities harmed by transportation infrastructure, through community-supported planning activities and capital construction projects that are championed by those communities. The RC:H2B pilot offers an opportunity to form and grow best practices in community reconnection, where transportation investments increase community benefits without exacerbating existing burdens, embracing the



Inaugural Equity Advisory Committee Members and Interagency Staff convened in Stockton on September 26, 2023. Pictured left to right, back to front: Laura Pennebaker, Paul Golaszewski, Randy Torres Van Vleck, Kristine Williams, Ana Gonzalez, Marta Armas, William Walker, Cheryl Viegas Walker, Amber Novey, Abigail Jackson, Carolyn Abrams, Sequoia Erasmus, Alexis Lantz, Cherry Zamora.

guiding principles of the CAPTI framework. In 2024, the City of Arcata, South San Francisco, and Southeast San Diego/National City were selected for proposals to partner with local and

state agencies to develop solutions that would reconnect neighborhoods impacted by the state highway system.



Transit Priority on the State Highway System

The recovery from the COVID-19 Pandemic was challenging for many industries, including transportation. Public transit in particular faced slow recoveries in ridership. In a report on the effects of the pandemic on transit ridership, the Federal Transit Administration (FTA) reported that transit ridership decreased 81% between April 2019 and April 2020 (overlapping with the peak of the Pandemic). While some agencies attempted to ease the burden on essential workers and underserved communities, cuts in transit services most heavily impacted these groups who depend on transit. The sudden loss of fare-box revenue to support transit operations presented fiscal challenges to transit agencies nationwide. Additionally, changing commute patterns and the rise of telework have drastically changed how and when people use transit, further straining agencies throughout the nation.

Two important pieces of legislation were passed in 2023 and 2024 to help address short and long-term needs for transit operations and ridership in California.

First, Senate Bill 125 (Chapter 54, Statutes of 2023) guides the distribution of \$4 billion in General Fund to the Transit and Intercity Rail Capital Program (TIRCIP) to fund transit operations or capital improvements while also convening a Transit Transformation Task Force to develop policy recommendations to grow transit ridership and improve transit experience for all transit riders. In 2024, CalSTA announced \$1.3 billion in competitive awards for the TIRCIP program to improve transit and passenger rail service in California. This funding follows more than \$2.2 billion distributed to agencies in the summer of 2024 on a formula basis pursuant to SB 125.

Senate Bill 960 (Chapter 630, Statutes of 2024) requires; Caltrans to adopt a transit policy to guide the implementation of transit priority facilities and transit stops on the state highway system. CalSTA is committed to the expeditious implementation of SB 960 and sees its implementation as a key action to further implement the CAPTI framework.

Thinking about the future of transit networks, ridership and overall sustainability of the transit industry is complementary to new and existing CAPTI workstreams.



Strategies & Actions to Further Implement the Investment Framework

To ensure that state transportation investments are aligned with the Investment Framework's guiding principles, further changes may be necessary to current transportation planning, programming, project delivery, maintenance, and operations activities. Such changes will help advance a slate of projects that meet climate goals, ensure that these projects are prioritized for state funding, and promote project construction and operations that minimize emissions and impacts from climate change.

Building off the successes of the original 34 CAPTI actions, this Action Plan update identifies four new strategies and 14 new key actions necessary for further implementation of the CAPTI framework.

The MTI study showed encouraging trends towards advancing more sustainable, equitable, and healthy modes of transportations, as well as acceleration in the transition to ZEV technology,

indicating the CAPTI Investment Framework's effectiveness in producing results that combat the climate crisis. Dedicated efforts of transportation partners and state agencies have been key in implementing the plan and bringing this work to fruition. Despite our progress, we know that these efforts alone will not result in achieving the Climate Change Scoping Plan VMT reduction targets needed to meet our state climate goals.

Previous streams of work tied to the original 2021 CAPTI will continue as appropriate. New actions will commit CalSTA to new work streams to implement the framework beyond previous commitments to make further progress towards our goals. We anticipate the completion of these new actions by the end of the current Newsom Administration and will report on our progress by the end of 2026. The new strategies and actions are as follows:

S1. Transforming the Future of the State Highway System

These actions help re-envision a state highway system where projects are developed to meet the state's current and future transportation, climate health and equity needs. This includes exploring initiatives that more efficiently manage the existing system, prioritize the movement of transit, deliver zero emission freight infrastructure, and improve our systems resilience in the face of climate impacts.

Key Action	Description	Agencies*
<p>S1.1 Create a Caltrans Statewide Express Mobility Action Plan that defines the role of roadway pricing and includes equity-based best practices, in consultation with the Roadway Pricing Working Group and the Interagency EAC.</p>	<p>This action commits Caltrans to the development and release of the Statewide Express Mobility Plan, in consultation with the State Roadway Pricing Working Group (SRPWG), the Interagency EAC, and other key stakeholder and community partners, including the California Toll Operators Committee (CTOC). The Plan will outline the role of roadway pricing on planned and existing facilities, include a clear roadmap for expanding facilities-based pricing mechanisms across California. Stakeholder workshops will focus on understanding local and regional transportation needs, potential impacts of roadway pricing on underserved and low-income individuals and communities, and developing inclusive strategies for fair pricing models. The Plan will include actionable steps for the implementation of fair pricing, addressing applicability, or lack thereof, in both urban and rural contexts.</p>	<p>Lead: Caltrans</p> <p>Support: CTC</p>
<p>S1.2 Implement a climate adaptation planning and delivery framework and corresponding performance targets at Caltrans.</p>	<p>This action commits Caltrans to develop a prioritization methodology for climate adaptation projects currently identified in Caltrans District plans. This effort will consider the diverse set of climate risks found throughout the state and work to reduce the vulnerability of the state highway system by exploring nature-based solutions and improving habitat and wildlife connectivity. Caltrans will work with LCI and their Integrated Climate Adaptation and Resiliency Program (ICARP), as well as regional partners and other stakeholders to develop the methodology. Caltrans will continue to support climate adaptation projects through state and federal funding opportunities where feasible. Caltrans will also review existing processes to identify opportunities within the Project Approval and Environmental Document (PAED) phase to standardize project delivery practices related to climate adaptation. Caltrans will strive to meet its climate change adaptation performance objectives identified in the 2024-2028 Caltrans Strategic Management Plan. These objectives include decreasing closures on the state highway system associated with climate stressors and increasing the return on project investment for projects associated with climate risk.</p>	<p>Lead: Caltrans</p> <p>Support: LCI</p>

**The support agency is at the discretion of the lead agency to consult or include.*

Key Action	Description	Agencies*
S1.3 Establish a Central Delivery Team to support planning and investment in zero-emission freight, as recommended by the SB 671 (Chapter 769, Statutes of 2021) Assessment.	This new action commits CalSTA and GO-Biz to establish a Central Delivery Team to support zero-emission (both battery-electric and hydrogen fuel cell electric) freight infrastructure planning and implementation, including carrying out the actions identified in the CTC's Clean Freight Corridor Efficiency Assessment, where feasible. The Central Delivery Team will function as a cross-agency team including the California Energy Commission (CEC), Caltrans, CalSTA, the Governor's Office of Business and Economic Development (Go-Biz), CARB, California Public Utilities Commission (CPUC), and the CTC. The Central Delivery Team will identify leads from Regional Transportation Planning Agencies, Metropolitan Planning Organizations, ports, utilities, trucking fleets, infrastructure developers, and other stakeholders that are necessary to deliver stations quickly. The Central Delivery Team will build off existing state equity efforts, in coordination with impacted communities, community-based organizations, tribal nations, and equity, public health, and environmental advocates, to develop a process for engaging stakeholders in infrastructure project planning, deployment, and implementation.	Lead: CalSTA GO-Biz Support: CTC Caltrans CEC CPUC CARB

**The support agency is at the discretion of the lead agency to consult or include.*

S2. Reducing GHG Impacts of Transportation Investments

The MTI study on the impact of CAPTI investments on GHG and VMT showed encouraging trends that indicate the CAPTI Investment Framework's effectiveness in producing results that combat the climate crisis. The study showed a five-fold reduction in projected VMT generation in the first cycle of funding since CAPTI adoption compared to pre-CAPTI adoption investments. Dedicated efforts of transportation partners and state agencies have been key in implementing the plan and bringing this work to fruition. Despite our progress, we know there are additional opportunities to support agencies in further reducing VMT impacts from projects, as well as opportunities to evaluate and improve on the evolving state of practice of VMT analysis and mitigation.

Key Action	Description	Agencies*
S2.1 Create a statewide VMT mitigation bank or exchange program that facilitates mitigation directly and/or assists regions in creating their own programs to deliver infill housing and other VMT-reducing projects as mitigation at scale.	Mitigation banks and exchanges would relieve project teams of having to identify mitigation measures individually and allows for implementation of mitigation in advance of the need. An exchange program would include mitigation measures for implementation and the associated VMT reduction that projects could employ when needed. A bank would monetize the VMT reduction allowing projects to purchase mitigation and could potentially generate revenue for specific uses such as affordable housing as VMT Mitigation. This new action commits LCI to explore the option of creating a statewide exchange or bank and to create guidance and technical assistance that will support local and regional agencies in creating mitigation exchanges and banks at a regional or local level. The guidance will consider how statewide and regional approaches can work concurrently and how to account for environmental justice and equity concerns when mitigating projects.	Lead: LCI (formerly OPR) Support: CalSTA Caltrans CARB

**The support agency is at the discretion of the lead agency to consult or include.*

Key Action	Description	Agencies*
S2.2 Improve VMT analysis and mitigation guidance for rural projects to better account for the low VMT impact of many rural projects in consultation with rural stakeholders.	While California is making progress meeting the goals of VMT reduction from CAPTI investments, much of the significant reductions are tied to mitigation or avoidance of projects in urbanized areas. A one-size-fits all strategy may not be suitable for rural projects. The existing research on induced travel demand and VMT reduction is primarily from studies conducted in urban and metropolitan areas where highway capacity has been added with the goal to relieve congestion. Implementation of these strategies in rural areas require more nuanced guidance given the limited research. This action will commit Caltrans to conducting any necessary additional studies or identifying technical research that can inform guidance for rural projects to better account for projects that are unlikely to induce travel demand, in consultation with regional and local rural stakeholders.	Lead: Caltrans Support: CARB LCI
S2.3 Update the Trade Corridor Enhancement Program (TCEP) guidelines to state that goods movement projects that mitigate their passenger VMT impacts are more competitive for funding.	The TCEP statute requires that projects be evaluated across several criteria, including the project's ability to reduce particulate, and GHG emissions and community impacts, particularly in disadvantaged communities. Projects that mitigate passenger VMT help reduce emissions of diesel particulates, GHGs, other pollutants, and other negative community impacts. The implementation of this action will commit the CTC to update TCEP program guidelines to emphasize that projects which improve freight mobility and safety while mitigating passenger VMT impacts from their project are more likely to be competitive in the program. This action will be implemented while maintaining geographic equity in project selection and continuing to address key freight needs.	Lead: CTC
S2.4 Update the Solutions for Congested Corridors Program (SCCP) guidelines to target a VMT neutral suite of investments, through continuing existing practice in guidelines to prioritize projects that reduce VMT.	This new action will commit the CTC to update SCCP guidelines to target a VMT neutral suite of investments. In Cycle 3 of SCCP, according to an MTI study of CAPTI, SCCP significantly reduced its VMT generation compared to cycle 2 but was not yet VMT neutral. Under this action, future cycles of the program will target VMT neutrality using the existing practice in the guidelines to prioritize projects that reduce VMT.	Lead: CTC

**The support agency is at the discretion of the lead agency to consult or include.*

S3. Delivering Equitable Outcomes

Ensuring that transportation investments address the need of community stakeholders goes beyond engagement. Transportation investments may benefit or impact communities differently and require thoughtful consideration towards developing policies, programs, and projects that result in positive equity and economic outcomes while addressing climate goals. This strategy aims to create improved processes, practices, and technical assistance resources to deliver equitable outcomes for those most impacted by projects.

Key Action	Description	Agencies*
S3.1 Continue strengthening existing SB 1 program guidelines to better account for environmental justice impacts of projects.	In 2022, the CTC developed the SB 1 Programs Transportation Equity Supplement to promote more equitable outcomes for transportation projects submitted in the SB 1 competitive programs. Additionally, Community Engagement was added to the SB 1 Programs as an evaluated criterion, as a mechanism to directly integrate the content of the equity supplement into the evaluation process. This new action will commit the CTC to update SB 1 program guidelines, and the SB 1 Transportation Equity Supplement, to further promote project applicants to engage and partner with environmental justice groups and their local and regional agencies as a means of demonstrating that projects are accounting for particulate pollution, traffic safety risks, displacement, and noise pollution within these communities.	Lead: CTC
S3.2 Improve technical assistance to Tribal governments by reviewing existing services and programs, consulting with Tribal governments on needs, and revising or expanding existing services or programs through partnerships to address needs.	In alignment with the State of California's commitment to support tribal communities, this action will commit Caltrans to work with the Native American Advisory Committee (NAAC), to establish Tribal workgroups to make recommendations to improve existing processes with the goal of improving Tribal government access to infrastructure funding, services, and programs. The working groups will consist of NAAC members, tribal leaders from across the state, and appropriate subject matter experts. Through these workgroups, Caltrans will assist with evaluating existing processes related to tribal contracting and consultation, Tribal Employment Rights Ordinance (TERO), and advancing project delivery.	Lead: Caltrans CTC
S3.3 Create a Caltrans Director's Policy focused on displacement caused by projects on the state highway system with the intent to avoid future housing takings, particularly in disadvantaged communities.	The anti-displacement memo developed by CalSTA, and the interagency Housing & Transportation Workgroup creates recommendations and best practices on how programs funded by CAPTI can incentivize anti-displacement strategies. Building upon this work, a Caltrans Director's policy on displacement would outline and update the process for property takings from Caltrans projects on the state highway system. The intent of this guidance would be to strengthen existing policy to avoid direct displacement caused by housing takings in disadvantaged communities where feasible. In rare circumstances where it might be infeasible for programs to avoid housing displacements in disadvantaged communities due to a project, the policy would outline what steps and actions should be taken by the project to disclose the need for the takings and direct project teams to work with vulnerable groups to minimize the impact.	Lead: Caltrans

**The support agency is at the discretion of the lead agency to consult or include.*

S4. Improving Transparency and Accountability

In the original CAPTI, CalSTA committed to strategies and actions that improved transparency with the implementation of the Action Plan. This strategy will continue that commitment and further increase accountability for the state to meet its climate and equity goals. CalSTA will continue to monitor CAPTI implementation and evaluate how the CAPTI actions are meeting the state's climate goals while also increasing transparency in the way the state approaches project delivery.

Key Action	Description	Agencies*
S4.1 Provide a public database of projects under development on the state highway system.	This action will commit Caltrans to provide publicly accessible and searchable database of projects under development to increase transparency and accountability for how CAPTI investments are meeting its transportation, climate, and equity goals. Providing a database of projects on the state highway system will foster a more informed and engaged public in local and regional planning and development discussions around project purpose, need, and approach to meeting project objectives. This database will serve as a resource for the public, stakeholders, and local communities to access information about ongoing transportation projects currently under development on the state highway system, such as projects with existing Project Initiation Documents (PIDs), and not yet approved for inclusion into a programming document (unfunded), throughout the state. The database will regularly be updated to reflect the latest information on project status, including milestones, changes, and completion dates, ensuring users have access to current data.	Lead: Caltrans
S4.2 Explore opportunities to preserve the implementation of CAPTI Guiding Principles in future administrations.	CAPTI provides both a set of guiding principles that create a holistic vision for how to prioritize state discretionary transportation dollars, as well as a living action plan that is continually updated to implement the framework. To continue the vision and direction that CAPTI has set forth, CalSTA commits to working within the administration and with the legislature to explore opportunities to preserve CAPTI's vision to ensure that the goals set forth through this plan continue to be a focus beyond the term of the Newsom Administration.	Lead: CalSTA
S4.3 Launch another CAPTI outcomes study to continue evaluation of climate, equity, and economic outcomes of CAPTI investments.	In 2023, CalSTA, in partnership with Caltrans, contracted with MTI at San Jose State University to develop a set of quantitative and qualitative metrics driven by CAPTI goals to determine how state transportation investments are shifting towards climate action (from pre-CAPTI adoption through the SB 1 Cycle 3 award timeframe). This new effort commits CalSTA to continue to study changes from transportation investments on VMT and GHG emissions, transportation equity (using the Caltrans Equity Index), and economy (i.e., quantity and quality of jobs) since the 2023 MTI study was completed. The study will include the evaluation of SB 1 Cycle 4 awards to help determine investment outcomes of the metrics tool, and how they may be increasing state multi-modal spending for climate action, equity, and economy.	Lead: CalSTA Support: Caltrans
S4.4 Improve the SHOPP public engagement process, particularly for projects with significant community benefits or impacts.	The efforts to increase accountability for equitable public engagement for projects on the state highway system have led to best practices and the development of public engagement resources such as the Caltrans Engagement Portal. This new action commits Caltrans to improving the Department's public engagement for SHOPP projects utilizing existing Caltrans best practices and in consultation with the Interagency EAC. SHOPP projects with significant community benefits or impacts should consider the development of a Public Engagement Plan and utilization of the Caltrans District Community Engagement Playbook and Caltrans Engagement Portal to ensure consistency in the engagement process. Engagement for these projects is not a one-size-fits all approach and will vary from individual Caltrans Districts Offices who may provide specific guidance in accordance with their District engagement policies.	Lead: Caltrans

**The support agency is at the discretion of the lead agency to consult or include.*



Implementation: A Two-Year Outlook

To ensure that progress is made towards implementation, CalSTA commits to publishing an Implementation Progress Report before the end of 2026 to report on the final status and completion of each of the new CalSTA actions before the end of the Newsom Administration. Additionally, CalSTA will measure the progress made since the last CAPTI MTI study by launching

another outcomes study to evaluate changes from transportation investments on VMT and GHG emissions, equity, and economic outcomes. CalSTA and CalSTA departments look forward to partnering with the many local, regional, and statewide agencies and organizations necessary to implement the new actions presented in this update to CAPTI.



Appendix A

Additional Resources

[2022 Scoping Plan for Achieving Carbon Neutrality](#)

[Climate Action Plan for Transportation Infrastructure \(CAPTI\)](#)

[CAPTI Webpage](#)

[Executive Order N-19-19](#)

[Executive Order N-79-20](#)

[Executive Order N-2-24](#)

[Mineta Transportation Institute Study on Evaluating CAPTI](#)

Appendix B:

List of Acronyms and Abbreviations

ATP	Active Transportation Program	LCI	Governor's Office of Land Use and Climate Innovation (formerly Governor's Office of Planning and Research)
BCSH	California Business, Consumer Services and Housing Agency	LPP	Local Partnership Program
Cal-ITP	California Integrated Travel Project	NAAC	Native American Advisory Committee
CalSTA	California State Transportation Agency	PAED	Project Approval/Environmental Document
Caltrans	California Department of Transportation	PID	Project Initiation Document
CARB	California Air Resources Board	RC:H2B	Reconnecting Communities: Highways to Boulevard Pilot Grant Program
CEC	California Energy Commission	SB 1	Senate Bill 1
CEQA	California Environmental Quality Act	SB 125	Senate Bill 125 (Chapter 54, Statutes of 2023)
CPUC	California Public Utilities Commission	SB 150	Senate Bill 150 (Chapter 646, Statutes of 2017)
CSIS	Caltrans Strategic Investment Strategy	SB 671	Senate Bill 671 (Chapter 769, Statutes of 2021)
CTC	California Transportation Commission	SB 960	Senate Bill 960 (Chapter 630, Statutes of 2024)
CTOC	California Toll Operators Committee	SCCP	Solutions for Congested Corridors
CTP/CTP 2050	California Transportation Plan 2050	SCS	Sustainable Communities Strategy
EAC	Interagency Equity Advisory Committee	SGC	California Strategic Growth Council
EO	Executive Order	SHOPP	State Highway Operations & Protection Program
EQI	Caltrans Transportation Equity Index	SRPWG	State Roadway Pricing Working Group
FTA	Federal Transit Administration	TCEP	Trade Corridor Enhancement Program
GHG	Greenhouse Gas	TERO	Tribal Employment Rights Ordinance
GO-Biz	Governor's Office of Business and Economic Development	TIRCP	Transit & Intercity Rail Capital Program
HCD	California Department of Housing and Community Development	VMT	Vehicle Miles Travelled
ICARP	Integrated Climate Adaptation and Resiliency Program	ZEV	Zero-Emission Vehicle
ICE	Internal Combustion Engine		
ITIP	Interregional Transportation Improvement Program		

