

Memorandum

To: CHAIR AND COMMISSIONERS

CTC Meeting: May 28, 2015

Reference No.: 4.13
Action

From: WILL KEMPTON
Executive Director

Subject: **COMMENTS TO THE DRAFT CALIFORNIA TRANSPORTATION PLAN 2040**

ISSUE:

Should the Commission provide comments in response to the draft California Transportation Plan (CTP) 2040 prepared by Caltrans?

RECOMMENDATION:

Staff recommends the Commission approve the attached letter for transmittal to Caltrans in response to the draft CTP 2040.

BACKGROUND:

Pursuant to federal regulation (23 CFR Section 450.214) and state statute (Government Code Sections 14000.6 and 65071 [et al]) Caltrans is required to prepare a statewide long-range transportation plan.

In 2009, SB 391 (2009, Liu) expanded the statutory requirements of the CTP. Specifically, SB 391 directed Caltrans to complete the CTP 2040 by December 31, 2015; and to prepare an update every five years thereafter. SB 391 further specified that Caltrans must address how the state will achieve maximum feasible emissions reductions in order to attain a statewide reduction of greenhouse gas emissions to 1990 levels by 2020 and 80 percent below 1990 levels by 2050; taking into consideration the use of alternative fuels, new vehicle technology, tailpipe emissions reductions, and expansion of public transit, commuter rail, intercity rail, bicycling, and walking.

SB 391 also required that Caltrans complete an interim report by December 31, 2012, providing a list and an overview of all sustainable communities strategies and alternative planning strategies with an assessment of how implementation of the sustainable communities strategies and alternative planning strategies would influence the configuration of the statewide integrated multimodal transportation system. At its March 2013 meeting, the Commission considered the interim report and provided comments to Caltrans recommending the CTP: 1) Include a summarization of MPO efforts to generate forecasted development patterns captured in sustainable communities strategies that

meet state housing goals; 2) Assess how regional forecasted development patterns influence the configuration of the statewide integrated multimodal transportation system in the CTP; and 3) Ensure early and continuous coordination during development of the CTP with the State Department of Housing and Community Development and other agencies and stakeholders.

Caltrans has stated CTP 2040 complies with federal public participation requirements to ensure the public has an opportunity to provide input during the development of the plan. Caltrans also formed a Policy Advisory Committee and Technical Advisory Committee to provide guidance, direction and necessary approvals with respect to the continuing, comprehensive and cooperative statewide planning process as required by federal regulations.

Pursuant to SB 486 (2014, DeSaulnier), the Commission may develop guidelines, in cooperation with Caltrans, to inform the next CTP due in December 2020.

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ASSEMBLY MEMBER JIM FRAZIER, Ex Officio

WILL KEMPTON, Executive Director

CALIFORNIA TRANSPORTATION COMMISSION

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May 28, 2015

Mr. Malcolm Dougherty, Director
California Department of Transportation
P.O. Box 942873, MS-49
Sacramento, CA 94273-0001

Dear Mr. Dougherty,

The California Transportation Commission (Commission) considered the March 2015 draft California Transportation Plan 2040 (CTP) at its May 28, 2015 meeting. The Commission commends the California Department of Transportation (Caltrans) and other stakeholders for their extensive efforts in responding to landmark legislation impacting how California must plan for transportation now and in the years to come. The multimodal integration planned through 2040 will provide more transportation opportunities for Californians as we strive to reduce environmental impacts while improving mobility and accessibility for all.

Importantly, the CTP, once complete, will serve as a framework for the Commission and others to consult when carrying out measures directed towards achievement of the greenhouse gas emissions targets called for in the Governor's recently released Executive Order B-30-15 (Executive Order). The Commission believes it is vitally important that state agencies take climate change into account in their planning and investment decisions, and employ full life-cycle cost accounting to evaluate and compare infrastructure investments and alternatives as required in the Executive Order.

The Commission recognizes the CTP is an important document in informing California's future vitality. Once finalized, the CTP will guide long-term planning and form the basis for future investment decisions that will affect California's transportation system. From our review of the CTP, it is evident that Caltrans is planning for significant actions that will fundamentally alter how Californians will utilize our transportation system. Therefore, it is important for the CTP to provide clear priorities, while balancing environmental goals with economic and mobility needs. It is with this understanding that the Commission offers comments and recommendations to inform the final plan.

1. Economic Impacts

Balancing California's greenhouse gas emission reduction goals with economic and other goals is critical to ensure the vitality of future generations. This balance is not evident in the draft CTP. As an example, Table 24 (page 105) provides data on the net economic impacts of CTP Alternative 1 to Alternative 2; while an overall net increase of 13,000 jobs is projected during the plan period, a net loss of 77,000 jobs between 2026 and 2040 is anticipated. There are no similar economic projections for the third most aggressive alternative. The economic impacts resulting from the actions planned to reduce GHG emissions from the planned transportation system should be clearly and transparently identified and considered. Great care should be exercised in the development of this plan to ensure that necessary strategies are incorporated for a robust and thriving economy through 2040 and beyond.

The CTP focuses primarily on methods to reduce overall vehicle miles traveled (VMT) for purposes of reducing statewide transportation related GHG emissions. Issues related to ensuring mobility, connectivity and economic development as required by California Government Code Sections 65071 (et seq.) appear secondary to the plan objectives. To promote a robust economy and quality of life, the plan must balance statewide goals and objectives to provide for a comprehensive multimodal transportation network well into the future.

2. Current State Government Efforts to Reduce GHG Emissions

The CTP places little emphasis on current and planned efforts within the Legislature, Administration, local government and private industry to promote technological improvements underway that will reduce GHG emissions. For example, the CTP does not transparently integrate the California Air Resources Board's (ARB) Low Carbon Fuel Standard, draft Sustainable Freight Initiative, or Greenhouse Gas Reduction Fund (GGRF) strategies despite that these strategies are anticipated to reduce GHG emissions from the transportation sector during the plan period.

3. Road User Charge

The draft CTP refers numerous times to a "road user charge" as a method to reduce VMT by increasing vehicle operating costs. SB 1077 (2014, DeSaulnier) provided for a process to guide the development and evaluation of a pilot program to assess the potential for mileage-based revenue collection for California's roads and highways as an alternative to the gas tax system. The pilot program is intended to identify and evaluate issues related to the potential implementation of a road usage charge program in California. The objective of the road usage charge called for in SB 1077 is not to reduce VMT by increasing vehicle operating costs. The objective of SB 1077 is to explore a road usage charge program as an alternative to the antiquated gas tax structure now in place. Language in the CTP regarding a road user charge and incorrect references to SB 1077 should be revised to reflect current legislative direction.

4. CTP Implementation

Funding, including dollars from the Cap and Trade Program, will be a key issue to implement the actions identified in each of the three CTP alternatives. We encourage Caltrans to include an estimate of, and identify a likely source(s) for, the funding necessary to implement each of the

individual actions identified in the alternatives and recommendations chapter of the CTP. We also recommend Caltrans refine and prioritize the individual recommendations contained in Chapter 8, removing any duplication, and clearly identifying the priorities, timeline, practicality, cost, funding source proposed, and implementation responsibility.

To assist in prioritization, we recommend that a focus be placed on proposed actions that are the most feasible, cost effective and expected to achieve the greatest reductions in GHG emissions. Vague and confusing recommendations such as to “avoid projects with high health and environmental costs, such as general land uses” and “develop a tax and fee structure that facilitates an efficient and affordable transportation system consistent with long-term transportation, housing, land use, and resource management plans” should be clarified or removed. Recommendations to streamline the environmental review process and to promote efficient infill housing development and redevelopment opportunities should acknowledge that streamlining the California Environmental Quality Act (CEQA) is extremely difficult and infill housing is costly and prohibitive without incentives and subsidies. We also recommend that greater emphasis be placed on strategies to streamline and reduce costs such as innovative procurement methods and the consolidation of transit agencies for greater efficiency, effectiveness, and customer experience.

5. Road Capacity Projects

Road capacity expansion projects, in addition to other project types, must be strategically planned to address California’s growing population and promote a robust economy. Further, funding required for road capacity expansion projects must be identified and secured to address population growth, local land use decisions, the need for economic vitality, the safety of motorized and non-motorized public and other factors. Therefore, the Commission believes that statements such as to “avoid projects that add road capacity” and “any transportation projects on the State Highway System or on local streets that are capacity increasing should not be supported for funding” should be removed.

6. Land Use and Housing

It is vital the CTP provide for a transportation network that aligns with projections for land use and housing. As recommended to Caltrans on March 5, 2013 in response to the California Interregional Blueprint Interim Report, the Commission continues to recommend the CTP reflect a summarization of the regional efforts to generate forecasted development patterns in adopted regional transportation plans that meet state housing goals; and assess how such efforts influence the configuration of the statewide integrated multimodal transportation system. This is very important since the CTP has the potential to influence and facilitate the achievement of statewide goals pertaining to housing in addition to transportation and air quality. As stated in 2013, the Commission acknowledges this will likely require early and continuous coordination during development of the CTP with the State Department of Housing and Community Development and other agencies and stakeholders.

The CTP is an important and aspirational document, serving to inform future decisions affecting California’s quality of life. Since this document will be used to inform fiscally constrained multimodal regional and state plans, the information presented should be transparent and easily understood by the public. We believe particular care should be exercised in the preparation of this document to ensure

Mr. Malcolm Dougherty

May 28, 2015

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information presented is as accurate as possible and we recommend a peer review by industry or other experts be performed, as applicable.

The Commission appreciates the opportunity to provide comments for your consideration. Please contact Susan Bransen, the Commission's Chief Deputy Director, at (916) 654-4245 if you have any questions.

Sincerely,

WILL KEMPTON
Executive Director

c: Commissioners, California Transportation Commission
Secretary Brian P. Kelly, California State Transportation Agency
Katie Benouar, Chief, Caltrans Division of Transportation Planning

Memorandum

Tab 17

To: CHAIR AND COMMISSIONERS
CALIFORNIA TRANSPORTATION COMMISSION

CTC Meeting: May 28, 2015

Reference No.: 4.13
Action Item

From: NORMA ORTEGA
Chief Financial Officer

Prepared by: Katie Benouar, Chief
Division of
Transportation Planning

Subject: California Transportation Plan 2040

SUMMARY:

This is the California Department of Transportation's briefing on the Draft California Transportation Plan 2040 to the California Transportation Commission.

The California Transportation Plan 2040 (CTP 2040) is a statewide, long-range transportation plan developed to meet the State's future travel needs while reducing greenhouse gas (GHG) emissions. The CTP 2040 calls for a sustainable transportation system that improves mobility for all, strengthens our communities, and enhances our quality of life. To accomplish this, the CTP 2040 presents a set of goals, policies, strategies and performance measures.

The goals are:

- Improve Multimodal Mobility and Accessibility for All People;
- Preserve the Multimodal Transportation System;
- Support a Vibrant Economy;
- Improve Public Safety and Security;
- Foster Livable and Healthy Communities and Promote Social Equity; and
- Practice Environmental Stewardship.

The goals were developed in conjunction with a policy advisory committee. The Draft CTP 2040 was formulated through an extensive public involvement process, government to government engagement with tribal communities, and close work with local, regional, state, and federal partners. This consisted of a series of seven public workshops, seven focus groups, multiple advisory committees, as well as direct tribal interaction, listening sessions, and consultation as requested. The result is a transportation policy framework designed to serve all of California's diverse populations and economic interests.

BACKGROUND:

The CTP 2040 is the latest iteration of a statewide transportation plan that began in April 2006 with the release of the CTP 2025. The CTP 2025 was approved in 2006 and updated by a 2030 Addendum in 2007. The CTP 2040 was initiated in early 2010 with the development of the California Interregional Blueprint (CIB) in response to Senate Bill 391 (Liu, 2009). The CIB is a state-level transportation blueprint that articulates the State's vision for an integrated multimodal transportation system that complements regional transportation plans and land use visions. It reflects the evolution of stakeholder expectations to move California's transportation system from a focus on infrastructure, capital improvements, and delivery, to a more sustainable focus that supports equitable economic prosperity in concert with GHG emission reductions. The CIB provides the foundation for the CTP 2040, which will conclude with plan approval by the Secretary of the California State Transportation Agency (CalSTA) in December 2015.

While the CTP 2040 document retains relevant strategies from the previous CTP 2025 and CTP 2030 update, it also reflects the changing transportation environment. Seminal climate change legislation enacted at the State level over the last decade requires establishment of new priorities affecting all aspects of transportation in California.

For more information on the CTP 2040, please refer to the following links:

Draft CTP 2040:

http://www.dot.ca.gov/hq/tpp/californiatransportationplan2040/Documents/index_docs/CTP_Report_PublicDraft_03022015.pdf#zoom=75

CTP 2040 Brochure:

http://www.dot.ca.gov/hq/tpp/californiatransportationplan2040/Documents/index_docs/CTP2040_Brochure.pdf

CTP 2040 Factsheet:

http://www.dot.ca.gov/hq/tpp/californiatransportationplan2040/Documents/index_docs/CTP-FactSheetEnglish_NewLogo_022315.pdf

FACT SHEET

WHAT? The California Transportation Plan (CTP) is a statewide, long-range transportation plan to meet our future mobility needs and reduce greenhouse gas (GHG) emissions. The CTP defines performance-based goals, policies, and strategies to achieve our collective **vision for California's future statewide, integrated, multimodal transportation system**. The CTP is prepared in response to federal and state requirements and is updated every five years.

WHY? The purpose of the CTP is to provide a **common policy framework** (see reverse) that will guide transportation investments and decisions by all levels of government, the private sector, and other transportation stakeholders. Through this policy framework, and by using newly created modeling tools, the CTP 2040 will identify the statewide transportation system needed to achieve maximum feasible GHG emission reductions while meeting the State's transportation needs.

WHEN? The CTP 2025 was approved in 2006 and updated by a 2030 Addendum in 2007. The CTP 2040 was initiated in early 2010 with the development of the California Interregional Blueprint (CIB) in response to Senate Bill 391 (Liu, 2009). The CIB is a state-level transportation blueprint that articulates the State's vision for an integrated multimodal transportation system that complements regional transportation plans and land use visions. The CIB provides the foundation for the CTP 2040, which will conclude with plan approval by the Secretary of the California State Transportation Agency (CalSTA) in December 2015.

How? The CTP 2040 will be developed in collaboration with transportation partners and stakeholders across the State and through ongoing engagement as outlined in the Public Participation Plan (2013) for the CTP and Federal Statewide Transportation Improvement Program. The vision of the CTP 2040 is a fully integrated, multimodal, **sustainable transportation system** that supports the three outcomes (3Es) that define quality of life: prosperous economy, human and environmental health, and social equity.



The CTP 2040 update will focus on meeting new trends and challenges, such as economic and job growth, climate change, freight movement, and public health. In addition, performance measures and targets will be developed to assess performance of the transportation system to meet the requirements of MAP-21.*

Contact: Gabriel Corley, Project Manager, at (916) 653-1305 or gabriel.corley@dot.ca.gov. For more information about the CTP and to participate in upcoming outreach activities, please visit our webpage at: <http://www.californiatransportationplan2040.org>.

*Moving Ahead for Progress in the 21st Century Act (MAP-21) is the federal legislation authorizing and governing transportation system funding through 2014.



THE VISION SUSTAINABILITY

California's transportation system is safe, sustainable, and globally competitive. It provides reliable and efficient mobility and accessibility for people, goods, and services while meeting our greenhouse gas emission reduction goals and preserving community character. This integrated, connected, and resilient multimodal system supports a prosperous economy, human and environmental health, and social equity.

THE GOALS

- 1** Improve Multimodal Mobility and Accessibility for All People
- 2** Preserve the Multimodal Transportation System
- 3** Support a Vibrant Economy
- 4** Improve Public Safety and Security
- 5** Foster Livable and Healthy Communities and Promote Social Equity
- 6** Practice Environmental Stewardship

THE POLICIES

POLICY 1 Manage and Operate an Efficient Integrated System	POLICY 1 Apply Sustainable Preventative Maintenance and Rehabilitation Strategies	POLICY 1 Support Transportation Choices to Enhance Economic Activity	POLICY 1 Reduce Fatalities, Serious Injuries, and Collisions	POLICY 1 Expand Engagement in Multimodal Transportation Planning and Decision Making	POLICY 1 Integrate Environmental Considerations in All Stages of Planning and Implementation
POLICY 2 Invest Strategically to Optimize System Performance	POLICY 2 Evaluate Multimodal Life Cycle Costs in Project Decision Making	POLICY 2 Enhance Freight Mobility, Reliability, and Global Competitiveness	POLICY 2 Provide for System Security, Emergency Preparedness, Response, and Recovery	POLICY 2 Integrate Multimodal Transportation and Land Use Development	POLICY 2 Conserve and Enhance Natural, Agricultural, and Cultural Resources
POLICY 3 Provide Viable and Equitable Multimodal Choices Including Active Transportation	POLICY 3 Adapt the Transportation System to Reduce Impacts from Climate Change	POLICY 3 Seek Sustainable and Flexible Funding to Maintain and Improve the System		POLICY 3 Integrate Health and Social Equity in Transportation Planning and Decision Making	POLICY 3 Reduce Greenhouse Gas Emissions and Other Air Pollutants
					POLICY 4 Transform to a Clean and Energy Efficient Transportation System





California Transportation Plan 2040

California Transportation Commission

Board Meeting

Fresno, CA

May 28, 2015

California Transportation Plan

What is the CTP2040?

It is a vision for California's Transportation Future.



The California Transportation Plan (CTP) is a statewide, long-range transportation policy plan designed to meet the State's future transportation needs.

It looks at the State's Transportation needs for the *next 25 years.*

Caltrans prepares the CTP in response to federal (Map 21) and State (SB 391) laws and requirements **every five years.**

Why it is important

1. Better understand interregional travel patterns and promote system cohesiveness
2. Summary of trends, challenges and themes from around the State
3. Forum to elevate issues to policy and decision makers and better coordination in general
4. Data consistency and transparency on interregional and freight movement
5. Models what kind of system is needed to reach California's GHG reduction goals

Sustainable Transportation Future

- **Reduced per Capita VMT and congestion**
- **Reduced Green House Gas (GHG) Emissions**
- **Increased Accessibility**
- **Increased Livability**
- **Increased Economic Prosperity**
- **Improved Safety**
- **Improved Public Health**
- **Improved Multimodal Mobility**

Federal Legislation

The **CTP 2040** will integrate a detailed planning approach that is consistent with the national goals specified by the federal surface transportation reauthorization bill **MAP-21**: safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability and reduced project delivery delays.

State Legislation

- **AB 32, the Global Warming Solution Act of 2006**, requires reduction of greenhouse gas emissions to 1990 levels by 2020.
- **SB 375** requires sustainable communities strategies (SCS)
- **SB 391** requires Caltrans to update the CTP every five years to show how to achieve statewide greenhouse gas emission (GHG) reduction consistent with Executive Order S-3-05
- **AB 857 – State Planning Priorities** requires equitable infill development
- **SB 743** changes the California Environmental Quality Act (CEQA) criteria to implement GHG emissions reduction
- **Executive Order S-3-05** calls for emissions to be reduced to 80% below 1990 levels by 2050

California Transportation Plan

Overview of the Plan

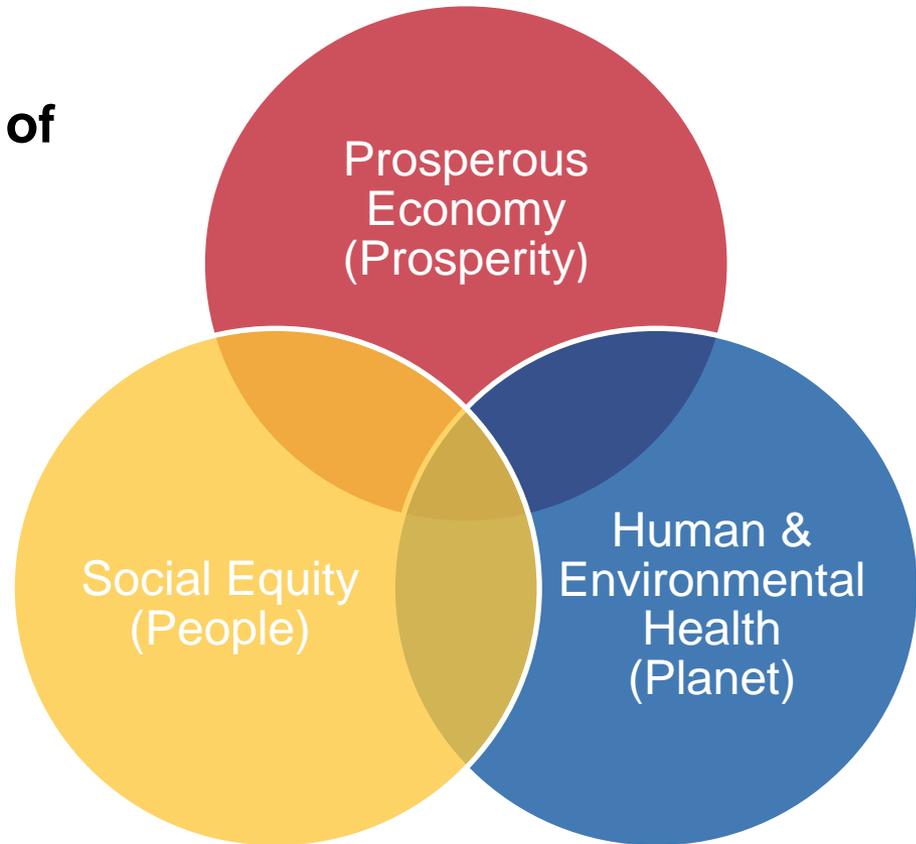
The CTP 2040 Vision:

California's transportation system is **safe**, **sustainable**, and **globally competitive**. It provides **reliable** and **efficient** mobility and accessibility for people, goods, and services while meeting our greenhouse gas emission reduction goals and preserving community character.

California Transportation Plan

CTP 2040 – The Next 25 Years

Key to this vision is the 3 Es of sustainability:



Modal Plans

CTP INTEGRATES THE STATEWIDE MODAL PLANS



Programs

INTEGRATES STATEWIDE PROGRAMS



THINK GLOBALLY
PLAN REGIONALLY
ACT LOCALLY



CALIFORNIA HIGH-
SPEED RAIL

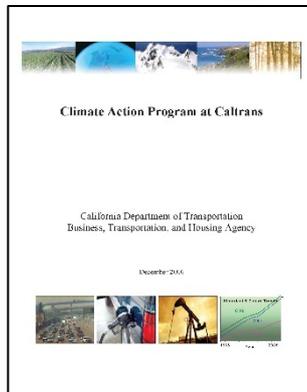


CALIFORNIA ESSENTIAL HABITAT
CONNECTIVITY PROJECT



Regional Advance Mitigation
Planning (RAMP) Website

CLIMATE ACTION
PROGRAM



Smart Mobility
FRAMEWORK



CLIMATE CHANGE
SCOPING PLAN



THE VISION SUSTAINABILITY

California's transportation system is safe, sustainable, and globally competitive. It provides reliable and efficient mobility and accessibility for people, goods, and services while meeting our greenhouse gas emission reduction goals and preserving community character. This integrated, connected, and resilient multimodal system supports a prosperous economy, human and environmental health, and social equity.

THE GOALS

- 1**
 Improve Multimodal Mobility and Accessibility for All People
- 2**
 Preserve the Multimodal Transportation System
- 3**
 Support a Vibrant Economy
- 4**
 Improve Public Safety and Security
- 5**
 Foster Livable and Healthy Communities and Promote Social Equity
- 6**
 Practice Environmental Stewardship

THE POLICIES

POLICY 1	POLICY 1	POLICY 1	POLICY 1	POLICY 1	POLICY 1
Manage and Operate an Efficient Integrated System	Apply Sustainable Preventative Maintenance and Rehabilitation Strategies	Support Transportation Choices to Enhance Economic Activity	Reduce Fatalities, Serious Injuries, and Collisions	Expand Engagement in Multimodal Transportation Planning and Decision Making	Integrate Environmental Considerations in All Stages of Planning and Implementation
POLICY 2	POLICY 2	POLICY 2	POLICY 2	POLICY 2	POLICY 2
Invest Strategically to Optimize System Performance	Evaluate Multimodal Life Cycle Costs in Project Decision Making	Enhance Freight Mobility, Reliability, and Global Competitiveness	Provide for System Security, Emergency Preparedness, Response, and Recovery	Integrate Multimodal Transportation and Land Use Development	Conserve and Enhance Natural, Agricultural, and Cultural Resources
POLICY 3	POLICY 3	POLICY 3		POLICY 3	POLICY 3
Provide Viable and Equitable Multimodal Choices Including Active Transportation	Adapt the Transportation System to Reduce Impacts from Climate Change	Seek Sustainable and Flexible Funding to Maintain and Improve the System		Integrate Health and Social Equity in Transportation Planning and Decision Making	Reduce Greenhouse Gas Emissions and Other Air Pollutants
					POLICY 4
					Transform to a Clean and Energy Efficient Transportation System

Draft Plan Chapters

Chapter 1	Purpose and Context
Chapter 2	The Transportation System
Chapter 3	Trends and Opportunities
Chapter 4	Native American Transportation
Chapter 5	Revenues and Expenditures
Chapter 6	Goals to Move Forward
Chapter 7	Analysis and Outcomes
Chapter 8	Recommendations

Performance Based Planning

Where
we
want
to go

Goal

Key Desired Outcome

Policy

Measurable statement that supports a goal or an outcome to achieve under each goal

How
we're
going
to get
there

Strategy

Specific programs, etc. to achieve policy

PM*

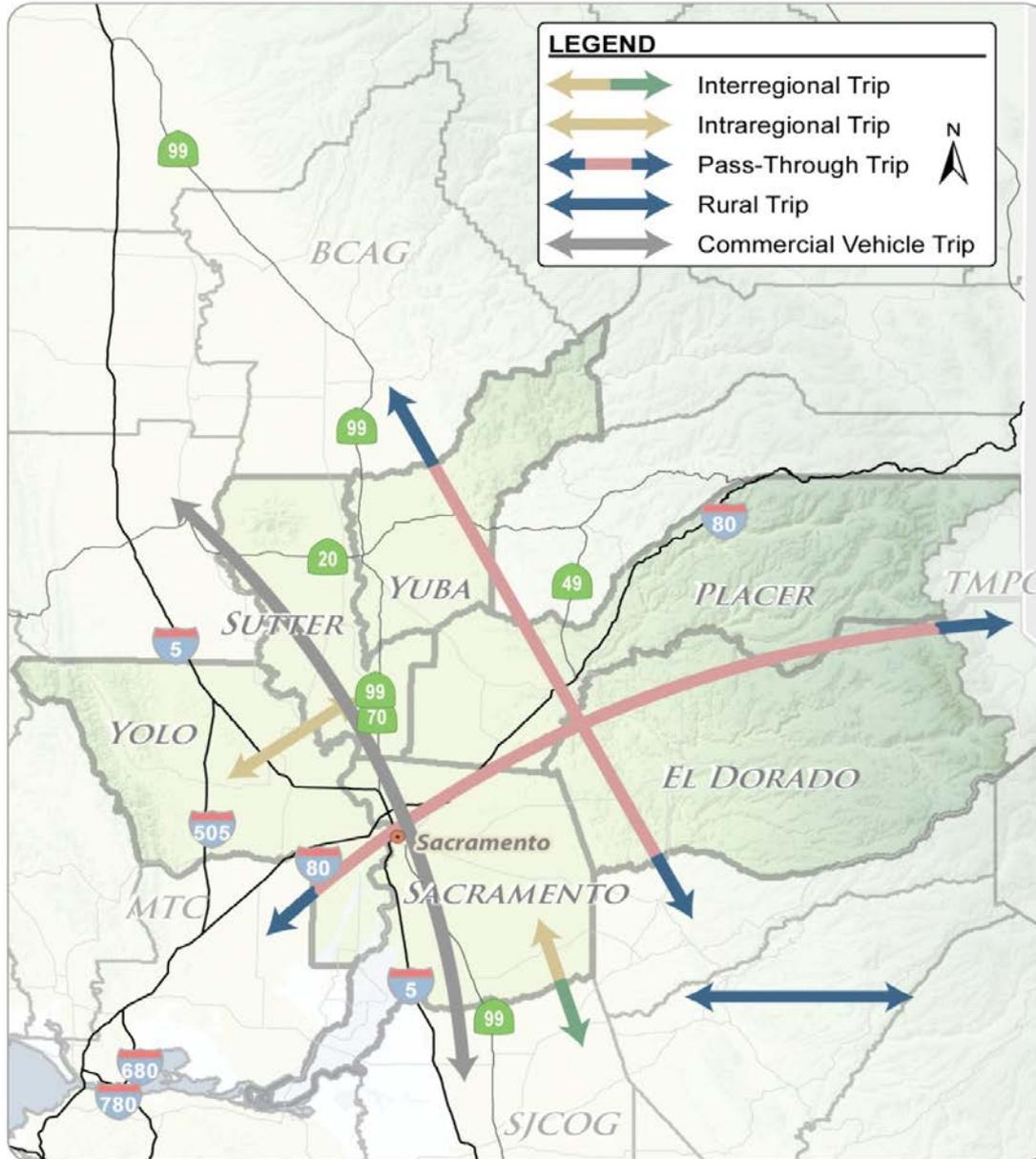
Support strategies/policies by tracking results over time

Example

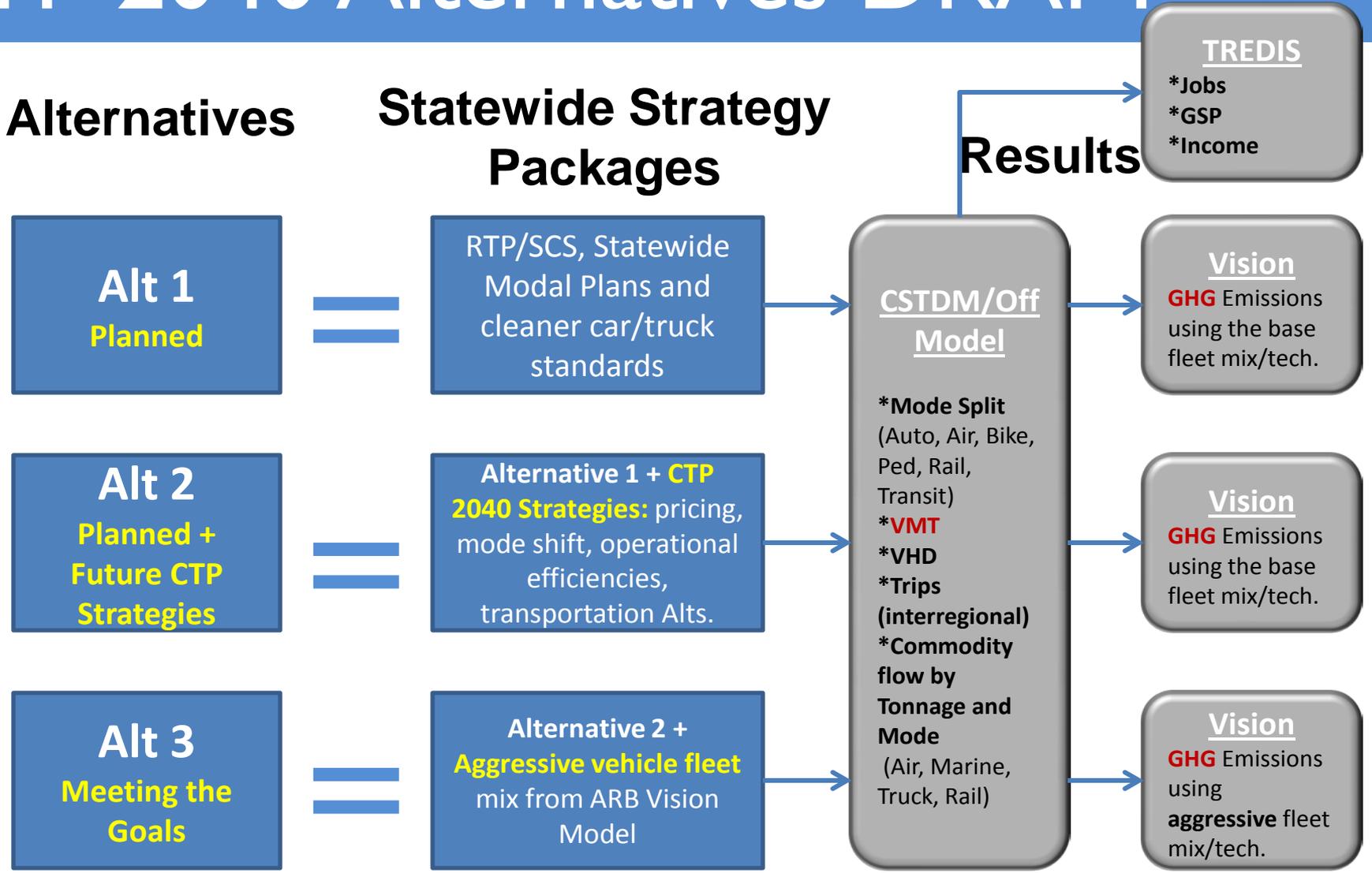
- G: Improve public safety and security
- P: Reduce fatalities, serious injuries, and collisions
- S: Maintain and update the California SHSP
- PM*: Fatalities/serious injuries per VMT

*PMs will have targets to identify a specific level of performance desired over a certain timeframe

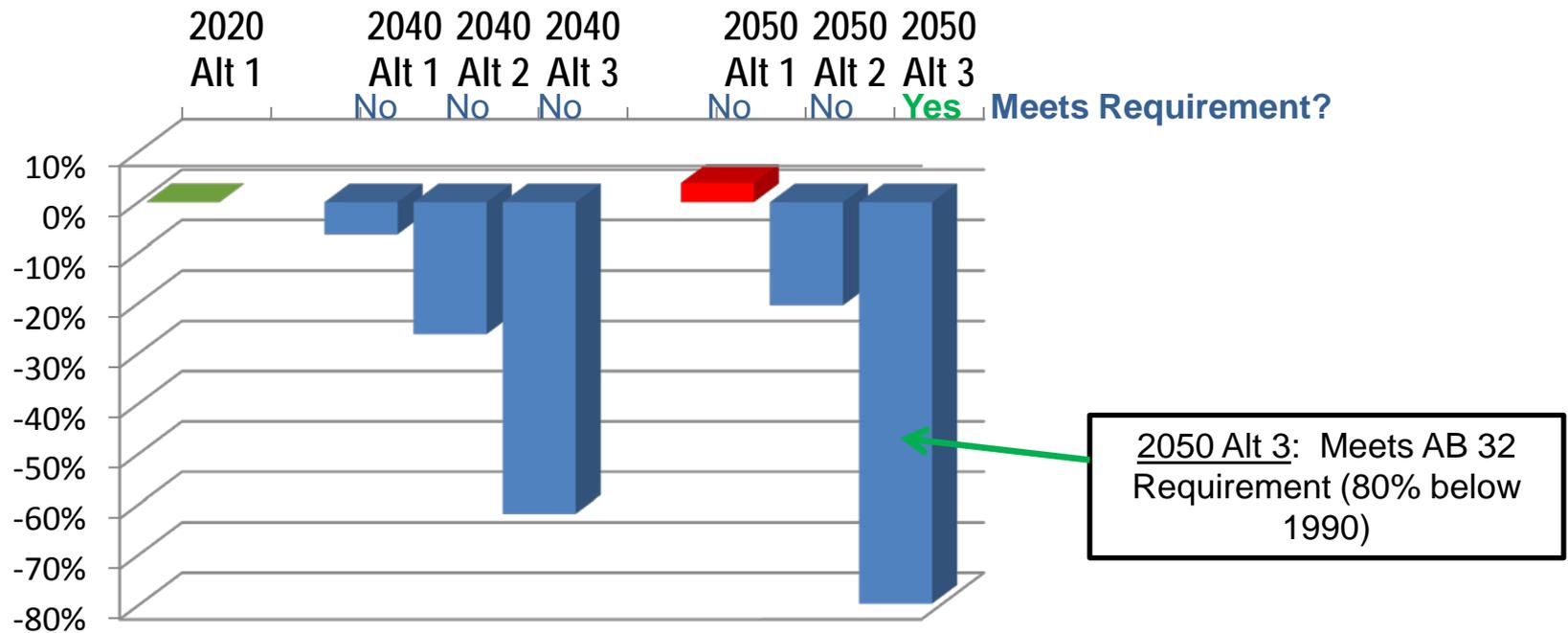
Trip Types Captured by Statewide Model



CTP 2040 Alternatives DRAFT



Transportation GHG Reduction Strategies



Broad-based categories & themes

Activities that can be achieved in various time spans:

- Short-Range (next 2 Years)
- Mid-Range (next 3-5 Years)
- Long-Range (next 5-20 years)

Public Outreach

- **1 Public Webinar**
- **1 Tribal Webinar**
- **7 Public Workshops**
 - **Los Angeles**
 - **Oakland**
 - **San Diego**
 - **Sacramento**
 - **Riverside**
 - **Fresno**
 - **Redding**
- **7 Focus Groups around the State**

WHAT'S NEXT

- All Final Modeling Done July 2015
- Final Draft August 2015
- CTP 2040 to Governor & CalSTA Dec. 31, 2015

Get Involved...

www.californiatrnsportationplan2040.org

 Visit the website – Read the plan, signup for updates and notifications

 Send us an email: CTP2040@dot.ca.gov

 Follow us on Twitter: @CaltransHQ