

BOARD COMMUNICATION: YOLO TRANSPORTATION DISTRICT

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Topic: Yolo 80 Managed Lanes Update, Grant Application and Ad Hoc Committee	Agenda Item#: Agenda Type:	5
		Deliberation / Action
		Attachments: <input checked="" type="radio"/> Yes <input type="radio"/> No
Prepared By: B. Abbanat and A. Bernstein		Meeting Date: January 9, 2023

RECOMMENDATION:

1. Receive a presentation from consultant WSP on the key factors for establishing and implementing tolled managed lanes for the Yolo 80 Managed Lanes project.
2. Approve resolution authorizing the Executive Director to seek up to \$2 million in funding from the SACOG Transformative Grant Program for tolled managed lanes advance planning.
3. Take the following Ad Hoc Committee actions:
 - a. Retire Yolo 80 Managed Lanes Project Ad Hoc Committee.
 - b. Establish Yolo 80 Tolling Advance Planning Ad Hoc committee.

BACKGROUND:

Project Description

In summer 2021, YTD, in partnership with Caltrans, was awarded an \$86 million federal INFRA grant to construct approximately 17 center-line miles of managed lanes in both directions on Interstate 80 (I-80) and United States 50 (US-50) in Yolo County and portions of Sacramento County to alleviate bottlenecks and address an increasing capacity constraint.

The project will construct improvements consisting of tolled managed lanes with direct I-80 connectors at the I-80/US 50 separation, pedestrian/bicycle facilities, and Intelligent Transportation System (ITS) elements along Interstate 80 (I-80) and United States Route 50 (US-50) from Kidwell Road near the eastern Solano County boundary (near Dixon), through Yolo County, and to West El Camino Avenue on I-80 and Interstate 5 (I-5) on US-50 in Sacramento County. Below is a project snapshot:

Project Snapshot:

<u>Cost/ Funding</u>	<u>Amount</u>
Total Project Cost	\$208M + Mitigation
Committed Funding	\$94M (\$86M INFRA, \$8M SACOG)
SB 1 Cycle 3 (TCEP) Request	\$103M (uncommitted)
SACOG 22/23 Transformative Program	\$11M (uncommitted)
<i>Tolling Advance Planning</i>	\$1M
<i>Construction</i>	\$10M

<u>Phase</u>	<u>Date</u>
Environmental (PA&ED)	Winter 2023
Right of Way (ROW)	Spring 2025
Design Complete (PS&E)	Spring 2025

Construction Start (CON)
Construction End (CON)

Summer 2025
Fall 2027

Project History

This subsection focuses on the sequence of significant decisions and activities leading to establishing and implementing *tolled* managed lanes for the Yolo 80 Managed Lanes project. For brevity, other project-related activities are omitted from this update.

November 2021: Establish Yolo 80 Managed Lanes Board Ad Hoc Committee. Following the INFRA grant award announcement, in November 2021, a Board Ad Hoc committee was formed for the project with the following charge:

- Represent the YCTD Board in project development discussions with our partners at Caltrans, FHWA and other interested parties;
- Work with staff to develop recommendations for Board consideration;
- Provide monthly reports to the full Board and seek direction on key issues;
- Provide advice, consultation and nimble guidance to staff to implement the Board’s vision.

December 2021: Establish Project Goals. In December 2021 the Board adopted eight project goals based on both best practices in highway capacity management and Yolo County values including preventing induced vehicle miles traveled (VMT), increasing transit ridership, advancing transportation equity by preventing disproportionate burdens on under-resourced communities, and improving active transportation connectivity, while also addressing the critical traffic congestion that occurs throughout the week. (See Attachment 1).

January 2022: Managed Lanes Workshop. The Board held a “Managed Lanes Workshop” in January 2022 Board to understand perspectives and case studies on designing highway managed lane projects that maximize person throughput while minimizing climate, air quality and equity impacts. The workshop solidified the Board’s interest in tolled managed lanes as an important mechanism for achieving the project’s goals. Subsequently, in early 2022, the YoloTD Ad Hoc Committee directed staff to identify a pathway and steps to make tolling a viable option for this corridor. Staff began this process by outreaching to and meeting with experts, including agencies with direct experience in tolling (such as MTC and LA Metro), as well as consulting firms who specialize in toll lane development.

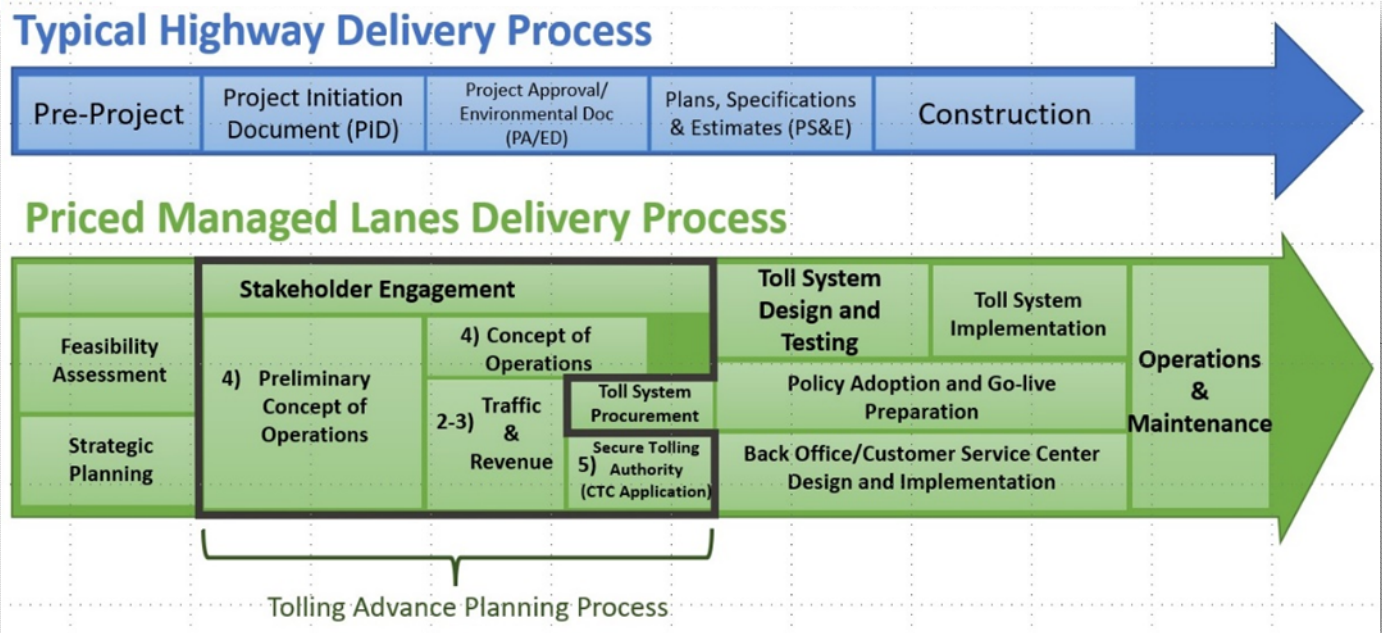
Early-Mid 2022: Revise Project Description to Include Tolled Managed Lanes. Substantial coordination with Caltrans was needed during 2022 to revise the Environmental Impact Report’s (EIR) Notice of Preparation (NOP) project description to assume *tolled* managed lanes as a baseline project assumption.

July – October 2022: Consultant Procurement. Upon NOP project description agreement with Caltrans, YoloTD needed technical expertise in this specialized field of highway planning / engineering and issued a Board-approved Request for Proposals for this purpose. The competitive selection process occurred during Summer 2022 culminating in the selection and execution of an agreement with WSP in mid-October 2022.

November 2022 – Present: Internal WorkplanningThe internal staff team, WSP and Special Counsel Kirk Trost held several meetings to identify the key planning activities, decisions, partnerships, funding opportunities, and community engagement activities that must occur within the window before construction begins

This workplan encompasses the Tolling Advance Planning (TAP) Process, which reflects the critical path roughly illustrated in Figure 1 and described thereafter to occur within the next 12-13 months:

Figure 1: Overview of Typical Highway and Tolloed Managed Lanes Processes



1. **Establish Governing Body** (not displayed in Figure 1). A governing body must be created to oversee tolling operations, policy, expenditures, contracts and uses of future toll revenue. The establishment of this governing body is a necessary precursor to apply for tolling authority via the California Transportation Commission (CTC). Potential options include single county, multi-county, or a regional tolling authority. This process is expected to take many months and substantial coordination between YoloTD and potential partners, depending on the preferred course of action. In previous discussions, the YoloTD Board of Directors has indicated that it would prefer to not “go it alone” and has directed staff to collaborate with SACOG, Caltrans District 3 and other county transportation agencies toward the goal of establishing a multi-county or regional tolling authority.
2. **Level 1 Traffic and Revenue (T&R) Study Revisions.** A Level 1 T&R provides a high-level analysis of the demand for a tolled facility as well as the revenue likely to be generated by the facility. This analysis is also a necessary precursor to apply for tolling authority. Caltrans prepared a draft Level 1 T&R study, however revisions are needed as policy, configuration, and operational assumptions were made without consultation of YoloTD or other key partners such as SACOG. .
3. **Concept of Operations (ConOps).** A ConOps provides information on facility design, operational policies, technical requirements, enforcement and incident management, institutional roles and responsibilities, and performance monitoring. Key design and operations support elements, such as ingress and egress locations, electronic toll collection implementation requirements, traffic data collection, pricing scheme, customer service and account management, enforcement options and supporting equipment, required system equipment, maintenance provisions and marketing concepts are all covered in this document.
4. **Level 2 T&R Study.** Depending on the outcome of pending grant applications, a more detailed Level 2 T&R study may be needed to demonstrate a revenue stream against which the project can bond to complete capital construction.

5. Securing Tolling Authority. The governing body is responsible for securing tolling authority by submitting an application to the CTC. Items #1-#2 at a minimum must be completed prior to applying for tolling authority.

Funding Need

Importantly, the TAP sub-processes referenced above must all be completed prior to designing, procuring, and testing tolling equipment and must *also* be completed in parallel or align with timing for the broader capital project and its requirements for obligating INFRA capital funds by Fall 2024.

The order-of-magnitude cost estimate for Tolling Advance Planning is \$1.5-\$2 million, which is neither budgeted in the broader Caltrans capital project cost estimates nor within Yolo TD's discretionary resources to fund. Thus, additional external funding is needed.

Staff seeks Board direction to co-apply with Caltrans for the upcoming SACOG Regional Funding Transformative program due in early February. Caltrans is already preparing an application for ~\$10 million for construction costs. With the YoloTD Board's approval, we will to co-apply with Caltrans but as an independent implementing agency for the Tolling Advance Planning scope of work. SACOG funding program staff confirm this approach as appropriate for a combined grant application. If awarded, funding access should occur in late summer 2023, causing a tangible, but manageable, delay in the Tolling Advance Planning process. No other funding substitutes are immediately identifiable.

Ad Hoc Committees

Ad Hoc Board committees are intended to serve a defined set of objectives for a specific duration, for Brown Act compliance. Staff seeks the following project committee-related Board actions:

Retire Yolo 80 Managed Lanes Committee. The existing Yolo 80 Managed Lanes Ad Hoc Committee has helped guide staff and the project through a sensitive, critical development phase since November 2021. Retiring that subcommittee is appropriate since the original charge is complete. When originally established, the members of the Ad Hoc Committee included Yolo County (Don Saylor), City of West Sacramento (Chris Ledesma) and UC Davis (Matt Dulcich). The City of Davis (Lucas Frerichs) joined the Ad Hoc Committee in October 2022 after Director Ledesma stepped down.

Establish Yolo 80 Tolling Advance Planning Committee (TAPC). The next project phase requires new, unique guidance related to the Tolling Advance Planning process defined above. The anticipated committee work is similarly sensitive in nature and required for timely decision-making given prior referenced time constraints. The specific TAPC charge follows:

Provide:

- Guidance on formation and YoloTD Board representation during interagency discussions of establishing a tolling governing body
- Board insight into findings of existing Level 1 T&R study and assumptions for forthcoming revisions
- Input for and feedback on a potential Level 2 T&R study
- Input for and feedback on a Concept of Operations report
- Input for a tolling authority application

Two voting Board appointees are needed for the TAPC. The Board may also choose to appoint a non-voting, ex-officio member such as UC Davis (Matt Dulcich), who served on the prior Ad Hoc Committee.

The committee is expected to meet monthly for a 12-month duration. All key decisions and actions in the Tolling Advance Planning process will first come to the TAPC for vetting, and then to the full Board prior to any action.

Additionally, a monthly written report on the TAPC's activities will be included in each month's Board of Directors packet, providing an opportunity for the Board to ask questions of staff and TAPC members during the regularly-scheduled Board meeting.

Next Steps

Upon formation of a new TAPC Ad Hoc Committee, Staff expect to bring the following project-related items to the TAPC and Board in the next several months:

1. WSP findings of Level 1 T&R Review
2. Yolo 80 Managed Lanes Policy Matrix to inform Level 1 T&R revisions
3. Discussion of establishing a governing body for tolling authority

Attachments

1. 80 Managed Lanes Project Goals
2. Resolution authorizing the Executive Director to seek funding from the SACOG Transformative Grant Program
3. Scope of Work for TAPC