



TASK 8 – GOALS AND OUTCOMES WORKSHOP SUMMARY

INTRODUCTION

The Yolo 80 Managed Lanes Project (“the Project”) is expected to widen and toll a portion of Interstate 80 through Yolo County to reduce traffic congestion on I-80 within Yolo County. Minimizing transportation burdens for groups that may be disproportionately impacted is one of YoloTD’s top priorities in the implementation of tolled facilities in the region. The successful application of equity to toll programs can help provide fair access to time savings, reliability, and other benefits of express lanes; build public trust and support in the effectiveness of express lanes; improve accessibility to multiple travel modes; reduce the resources needed for enforcement; and encourage widespread participation in behaviors that generate revenue and/or manage interstate congestion. To support the development of an equity plan that maximizes benefits for all users, the Equity team is working with YoloTD to build a locally focused framework that incorporates:

- Review of best practices from nationwide tolling equity plans and programs, focusing on express lanes and closely related toll projects,
- Geographic Information Systems (GIS) based equity analysis of the communities in the project area most likely to be affected by the introduction of tolling, and
- Input from local stakeholders and communities on county-level equity priorities.

Using data from these three key areas, the Equity Team expects its work on the Project to culminate with a menu of tolling equity policies and programs organized by:

- Scale of benefits,
- Level of effort and high-level understanding of financial investment needed to implement them,
- Potential scalability and cost savings opportunities resulting from integrated program strategies,
- Considerations regarding synergies and dependencies with other parallel Yolo 80 development efforts, and
- Likely level of governance at which they should be implemented.

Several overarching considerations must also be considered in the development of the Yolo 80 Equity Framework. These include:

- **Distinguishing county-level equity strategy from regional-level policy development,** and ensuring that YoloTD is a strong partner in CARTA by contributing knowledge and resources and incorporating CARTA inputs into local equity planning as appropriate;
- **Understanding how excess net toll revenue can be used to support equity priorities,** including considering the impacts of potential regional revenue policy and VMT mitigation commitments for toll revenue; and

- **Taking advantage of cross-task coordination under current Yolo 80 contracts**, including incorporating synergies between the Equity, Traffic and Revenue Study, Community Outreach and Engagement, and Countywide Transportation Demand Management (TDM) Organizational Study Tasks.

GOALS AND OUTCOMES WORKSHOP

To support the overall Project Equity Plan development described above, the Equity Team conducted a Goals and Outcomes workshop with YoloTD on Friday, March 21, 2025. The objectives of the workshop included:

- Engaging diverse stakeholders on the topic of equity for the Yolo 80 Managed Lanes;
- Educating attendees on peer agency equity approaches, frameworks, goals, and strategies;
- Documenting high-level impressions on potential Project goals, outcomes, and associated opportunities and challenges regarding equity in tolling;
- Synthesizing discussion to develop draft Yolo 80 Equity Goals; and
- Informing subsequent data collection, literature review, map analysis, and engagement.

ATTENDEES

Table 1 lists workshop participants. Attendees represented agencies and jurisdictions in and adjacent to Yolo County. Workshop attendees included:

Name	Organization	Email
MJ Jackson (co-facilitator)	WSP	mj.jackson@wsp.com
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Ryan Adamson	WSP	ryan.adamson@wsp.com
Michael Halkias	WSP	michael.halkias@wsp.com

Table 1: List of Attendees

The majority of attendees were from organizations already represented in CARTA, who were more

focused on matters directly related to express lane implementation. However, several attendees were also from city governments in Yolo County whose perspectives were less focused on express lanes specifically, and more toward local traffic effects, demographic conditions, and non-tolling specific equity opportunities and challenges. For example, an attendee from the City of Davis shared experiences and suggestions that spoke to their communities' specific concerns, especially around construction worker safety and engagement with Chinese-speaking communities in Davis.

Most people were engaged throughout the workshop and receptive to ongoing conversation, however a few people in attendance were there on behalf of a colleague or to shadow a superior and did not speak much in the virtual room. Ongoing stakeholder engagement will likely need to proceed with selective groups of stakeholders to ensure that a diverse group of voices are heard to provide complete perspectives on equity opportunities and challenges in Yolo County.

METHODOLOGY

The equity team convened a multi-level stakeholder workshop as the primary approach to defining high-level equity goals for the Project as the first step in the development of a tolling equity plan. The workshop brought together representatives from state, regional, and local transportation agencies as well as local municipalities to ensure that a wide variety of perspectives were considered.

OBJECTIVES

The overall goal of the workshop's methodology was to create an inclusive environment for dialogue. It allowed stakeholders to collectively explore foundational equity concepts, learn from peer examples, and collaboratively define a set of high-level equity goals for the Project that was in line with local priorities, state and regional goals, and broader best practices.

AGENDA

The agenda combined brief presentations (see Appendix 1) with interactive discussion exercises (see Appendix 2) under a two-part structure that guided participants from understanding equity principles to collaboratively formulating goals.

The facilitated session was organized into the following distinct segments:

Introductions and Objectives

Participants introduced themselves and their agency roles before a review of workshop objectives. Facilitators outlined the Project's equity strategy focus areas and shared a summary of stakeholder tolling equity priorities drawn from a pre-workshop survey. This introduction established the workshop objectives of co-defining high-level equity goals and desired outcomes for the Project.

Part 1 - Purpose and Approach

In the first half of the workshop, attendees developed an initial set of shared equity goals that reflected their diverse experiences and insights on tolling, communities who stand to be affected by the Project, and local, regional, and state transportation opportunities and concerns. Attendees were prepped for the activity with a brief lead-in discussion that included examples of equity frameworks and goals from agency peers and brief overviews of multiple dimensions of equity:

- Process/Outcome Equity
- Geographic/Income/Participation/Opportunity/Modal Equity

This lead-in discussion provided shared language and a foundation from which participants could generate a holistic set of equity goals that spoke directly to their understanding of communities in and around Yolo County. The group used Miro whiteboarding software to openly collaborate and synthesize key themes in real time.

Part 2 – Goals and Strategies

In the second half of the workshop, participants focused on external best practices and the practical challenges of implementing equity measures around the goals they collectively generated. This exercise ensured the high-level goals captured in Part 1 were both aspirational and attuned to real-world constraints and trade-offs.

Facilitators presented several peer agency equity strategies from similar express lane and other toll projects (e.g. examples of toll programs for drivers with low incomes or reinvestment of toll revenues for transit services). These case studies helped illustrate how other regions are addressing equity and set the stage for a discussion on policy tradeoffs that was focused on ideas specific to tolling programs and how equity in tolling has been practiced.

The group returned to the Miro board to discuss the benefits and implications of different approaches equity in tolling. This discussion helped build upon and refine the goals from Part 1.

RESULTS

Several areas of interest were raised by the workshop participants, which can also be interpreted as high-level goals for approaches to tolling equity on the Project. Some of the more salient themes discussed included:

Focus on safety strategies, especially those related to the congestion-management capabilities of express lanes: potential traffic incidents resulting from arterial diversion and Greenhouse Gas- (GHG), particulate matter-, and congestion-reducing goals.

- There was consensus among attendees that congestion leads to diversion, which has overall impacts on safety and public health in the arterials.
- One critical tradeoff that was noted was the reduced ability to manage congestion that may result from providing discounts.
- Attendees recognized potential for crossover between strategies for worker safety and strategies for supporting historically marginalized communities.

Toll revenue reinvestment is an important potential equity strategy and may be considered together with VMT mitigation.

- Attendees noted that VMT mitigation needs are prioritized uses of excess net toll revenue, so it is important to identify ways to connect planned VMT mitigations to projects with positive equity outcomes without losing sight of the other goals of the express lanes.
- It is also important to note that while VMT mitigations are funded initially by other revenue sources, toll revenue availability is not guaranteed. It may be necessary to find alternative funding sources to supplement toll revenue in the future.
- At the same time, equity programs should not necessarily be a primary strategy to meet state GHG reduction goals. That directional relationship should be disconnected from Project equity goals.
- State and Federal laws limit how toll revenue can be used, which may preclude funding certain equity strategies.

Regional interconnectivity was very important among the various stakeholders in attendance.

- Regional stakeholders emphasized the value of participating in the planning process, which is important for promoting process improvements and geographic equity. One way that is already happening is by including non-voting seats in decision-making for CARTA.
- It is also important to consider the effects of different strategies and programs on different geographies in the region to promote outcomes equity and geographic equity.
- Regional level education on tolling is also critical, especially considering that Yolo 80 will be the first tolled facility in the region.
- Specific areas of interest related to Yolo 80 as part of a regional network include regional transit (including collaboration with regional transit agencies) and the University of California, Davis as an important regional employer.

Corridor-adjacent communities and historically marginalized communities have strong potential for overlap, and should be a focus for equity strategies in tolling

- Attendees identified low-English proficiency communities around UC Davis as a primary audience that is often missed during education and program promotion efforts.
- Attendees also identified that, even within the same business or industry, residents with higher incomes often have greater access to remote work, resulting in the possibility that residents with low incomes may be more represented in the potential user base.
- Attendees also reemphasized that reducing the congestion-management and GHG-reducing capabilities of express lane management by introducing discounts primarily affects corridor-adjacent communities.

Increasing multimodal accessibility with toll revenue and operational investments takes precedence over encouraging multimodal behavior through congestion management techniques

- Increasing the availability and ease of access to multiple high occupancy and active modes should be a prioritized benefit of express lane policies and toll revenue investment.
- This includes improving transit and active transportation connections, investing in supporting infrastructure like mobility wallets, and planned investments in organizations like Yolo Commute.
- It is also important to ensure that any multimodal investments related to the Project are targeted toward bus routes and active networks that support equity priority communities.
- Attendees cautioned against assumptions that all transit/active transportation users are equal; differentiation between car-free-by-choice communities vs. those who are dependent on transit and active transportation by necessity.

Accessible tolling technologies may be a significant barrier to equity priority communities

- Since transponders will be a key technological component of accessing the express lane, particularly for high-occupancy modes, it is important to provide adoption incentives as much as possible.
- There is a strong connection between revenue reinvestment, VMT mitigations, and the provision of free transponders, so it is an important opportunity for promoting equitable outcomes.
- Transponder distribution can be difficult to operationalize, so balancing effectiveness and cost will be an important consideration.
- More focused discussion is needed to develop strategies for unbanked populations, account management, and cash reload networks.

Equitable approaches to toll violations and enforcement require a delicate balance between promoting equitable outcomes and promoting a highly functional facility

- Attendees identified that it is important to consider that violation fees must be high to motivate high-income drivers to not violate operating rules, but that these types of policies disproportionately impact drivers with low incomes.
- There was strong support for a program like one-time penalty waivers, which allow maintenance of higher violation fees while also providing forgiveness and incentives for FasTrak adoption.
- More complex violation and enforcement strategies may require legislative change. More research is needed to determine which specific strategies may need additional legislative considerations.

FOCUSES AND BLIND SPOTS

Miro activities used a color-coding system to organize conversation points by different equity dimensions to ensure a holistic approach. After synthesizing results by color code, it was evident that:

- **Participants focused much more on outcomes equity than process equity.** Outcomes equity focuses on results of equity strategies, while process equity focuses on including equitable considerations in project development and implementation processes.
- **Attendees focused more on geographic, income, opportunity, and modal equity than they did on participation equity.** Participation equity is the concept that equity priority communities have a voice in decision-making and accountability. This may be explained by the fact that participation equity is highly coordinated with process equity, though participation equity can also be applied post-implementation through strategies like public accountability and oversight structures.
- **Throughout the workshop, there was a high focus on geographic equity.** Geographic equity is the concept of distributing benefits and burdens logically across regions. This emphasis was expected since the purpose of the workshop was to include stakeholders from diverse geographical perspectives. However, it underscores the importance of the regional context in any equity planning undertaken by YoloTD.

These focuses and blind spots are critical to highlight as the Project moves forward with the equity plan. Among the Project's major stakeholders, a reduced focus on process equity and participation equity demonstrates a potential overfocus on outcomes. Proactively ensuring that community members and/or resources are actively engaged in the equity planning process prevents any potential toll equity strategies from being perceived as prescriptive. This increases public trust in the Project and the agencies supporting it, and focuses potential strategies on those the public will most likely perceive as effective. Similarly, overly focusing on geographic equity may result in a plan that is too regionally focused at the expense of local priorities. Surfacing these considerations at the outset helps the equity plan development move forward in a holistic manner by ensuring that major focus areas are not categorically missed.

RECOMMENDATIONS

Based on the Results described above, the Equity team presents the following draft equity goal language for consideration by YoloTD. The intention of this language is to provide a baseline for ongoing conversations about potential Project equity goals and to serve as a living framework to guide subsequent research, analysis, engagement, and recommendation development tasks. The Equity team recommends that YoloTD review the following language and provide feedback for integration into materials for the next stakeholder workshop.

- **Safety & Public Health:** Support the safety and public health improvements for Yolo County communities by leveraging the congestion management capabilities of the Yolo 80 Managed Lanes
- **Community and Corridor Reinvestment:** Identify and maximize opportunities to reinvest excess toll revenue into initiatives that are most effective at attaining project equity goals while honoring funding commitments and achieving the express lanes' purpose of reducing congestion and improving traffic flow and reliability.

- **Regional Collaboration:** Actively consult, cooperate with, and support our neighboring counties and regional partners in toll policy planning that supports equity strategies
- **User-Focused Pricing Strategies:** Develop equity strategies that focus on increasing affordability of travel for different Yolo 80 Managed Lanes user groups, including corridor-adjacent users, shift/on-site commuters, and users who are less likely to require use of the corridor for essential trips
- **Multimodal Accessibility:** Commit to seeking opportunities to improve physical, operational, and technological infrastructure to increase equity priority community members' access to safer, more expansive transportation and pedestrian options
- **Equitable Enforcement:** Utilize effective enforcement strategies that support smooth express lanes operations while offering opportunities to learn for first time violators who may be unaware of policies
- **Community Outreach and Education:** Develop outreach strategies for groups that may be more difficult to reach and/or may be more likely to be disproportionately impacted by varying aspects of tolling, including additional costs or changes in congestion patterns.

Additionally, in consideration of the Focuses and Blind Spots section above, YoloTD may wish to:

- Consider incorporating more opportunities for equitable participation in planning for Yolo 80 moving forward,
- Continue incorporating regional and state stakeholders as part of ongoing stakeholder engagement throughout the Equity planning process, and
- Continue to explore equity strategies that incorporate consideration of equity dimensions other than geographic equity.

NEXT STEPS

Following the Goals and Outcomes Workshop, the Equity team has several near-, medium, and long-term objectives, as described below.

NEAR-TERM

- **Stakeholders are to provide responses** regarding:
 - Identifying specific case study examples to include in research efforts
 - Highlighting specific communities, corridors, or demographic points to include in analysis
 - Pointing out board and committee meetings that the Equity team should have materials/informational items for (timeline, goals for said presentations)
- **Finalize the initial process and methodology** via updated Work Plan/Timeline (by 4/30/2025)

MEDIUM-TO-LONG TERM

Results from the Goals and Outcomes Workshop will be incorporated into medium-term

deliverables including the Project Equity Goals, Literature Review Memo, Map Analysis, and Outreach Framework. The topics raised during discussion will be emphasized via the sources used to describe potential frameworks, goals, and peer agency strategies and the data points surfaced in Map Analysis. The iterative development of goals will also carry through engagement efforts throughout the remainder of the equity task.

YoloTD, CARTA board members, and CARTA staff have and will be consulted at a minimum of three points in the Equity task timeline. The April/May 2025 tasks, resulting from the Goals and Outcomes Workshop engagement point, are already underway.

For remaining stakeholder engagement needs, information will be presented to the CARTA TAC prior to each meeting and may initially include additional staff-level outreach related to establishing the purpose and goals of the Yolo-specific work, especially as it relates to regional study.

Timeline of Next Steps

- **April/May 2025 (in progress):** Goals and Outcomes Workshop and subsequent deliverables. YoloTD and stakeholders (as requested) will receive a package that includes the following drafts:
 - Goals and Outcomes Workshop Memo
 - Project Equity Goals
 - Literature Review Memo
 - Map Analysis
 - Outreach Framework
- **July 2025:** Potential YoloTD Board engagement including an informational task update and opportunities for related input. The Board's potential input would include comments and questions on the equity task analysis, a six-to-eight-month engagement framework, and high-level equity strategies.
 - Deliverables to the Board and/or stakeholders:
 - Draft project equity goals
 - Literature review memo
 - Map analysis
 - Outreach framework
 - Update on outreach and engagement tasks
 - Input received on potential equity strategies
- **October 2025:** Potential YoloTD Board engagement including informational task update. The Board will be provided with an update on the status of outreach and engagement, including strategy and goal development taking place with stakeholders and CBOs
 - Deliverables to the Board and stakeholders:
 - Stakeholder and CBO report-outs
- **December 2025:** Potential CARTA Board engagement including informational task update. The Board will be presented with detailed information on the Yolo 80 Equity Framework.

- Deliverables to the Board and stakeholders:
 - Summary of outreach and engagement tasks and input
- Outline of Equity Plan Framework and relationship to regional equity planning efforts

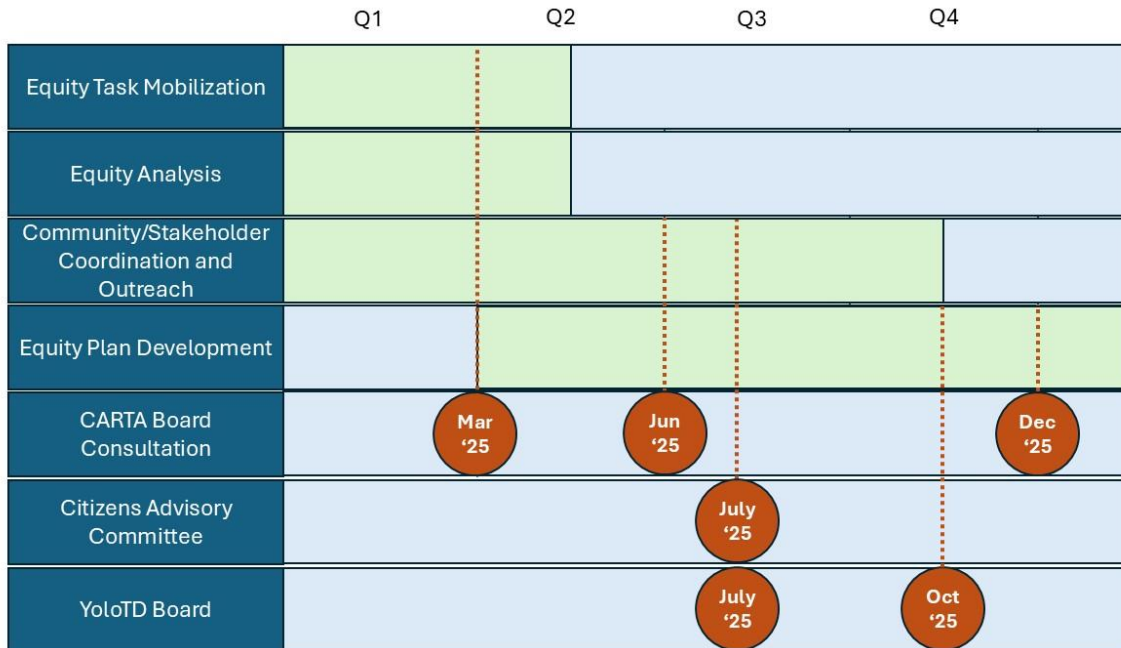


Figure 1: Anticipated Board Engagement Timeline

Engagement

YoloTD and stakeholder inputs on these draft deliverables will be incorporated into the medium and long-term engagement process, which may include stakeholder working groups. Initial discussions in these working groups would be focused on stakeholder education before leading into goal development and recommendations by the final meeting. Future stakeholder engagement topics for these working groups to cover may include:

- Preliminary analysis results review
- Survey planning and question development
- Workshop/focus group development
- Revenue sustainability and reinvestment
- Transponder Program
- Regional governance/interconnectivity considerations
- Ongoing outreach, involvement, and education
- Strategy evaluation and accountability metrics
- Strategy feasibility analysis
- Challenges and opportunities from agency and decision-maker perspectives
- Project goals development, continued

- Exploratory Equity Actions development
- Final report discussion
- Communication planning regarding equity analysis results

As part of the engagement process, community-based organizations (CBOs) may also be consulted for their input on public engagement and community-specific concerns. CBOs may be engaged in a series of working groups or focus groups that support information-sharing with stakeholders. Topics that may be covered with the CBOs include:

- Engagement purpose, audiences, and partnerships
- In-person and online engagement opportunities and challenges
- Survey analysis
- Equity strategies discussion
- Public attitudes toward tolling
- Challenges and opportunities from community and user perspectives
- Historically underrepresented groups and corridor-adjacent communities
- Outreach and education strategies
- Preparation for public engagement upon implementation

APPENDICES

1. Goals and Outcomes Workshop Presentation
2. Miro Board Screen Captures