

CAPITAL AREA REGIONAL TOLLING AUTHORITY

Board of Directors



Thursday, October 17, 2024, at 12:00 PM
SACOG Board Room, 1415 L Street, Suite 300, Sacramento, CA 95814

AND

Nieto Room, Marriott Long Beach Downtown
111 East Ocean Blvd., Long Beach, CA 90802

Consistent with California Government Code Section 54953 a meeting of the board will be held in person at the locations noted above.

Attend, watch or listen

Attend the meeting at the locations noted above

- Watch the meeting live at <https://sacog-org.zoom.us/j/82457546703>, Webinar ID: 824 5754 6703
- Listen by phone 1-888-475-4499, Meeting ID: 824 5754 6703

Provide public comment – Note: No public comment will be taken by telephone or through Zoom. Comments will be taken on the item at the time it is taken up by the board. Members of the public can participate in the meeting via written or verbal comments as described below:

- ***In-person:***

Public comment may be made in person at SACOG's offices or at an alternative meeting location designated on the agenda (if any). You will have 3:00 minutes to speak, unless a different time is set by the Chair. Please complete a speaker form and provide it to the clerk. If attending at an alternative meeting location, please inform an agency official in attendance that you request to speak.

- ***Written comments***

May be submitted via email to the clerk at rtadevich@sacog.org. Comments requested to be read at the meeting will be limited to 250 words. Comments requested to be distributed to the board members will be shared with members if they are received at least 24 hours prior to the meeting. Otherwise, they will be shared after the meeting. Any writings or documents provided to a majority of this board regarding any item on this agenda (other than writings legally exempt from public disclosure) are available on CARTA's website.

Agenda Timing: Time durations are estimates only. Action may be taken on any item on this agenda. The board may take up any agenda item at any time, regardless of the order listed.

Accessibility and Title VI: CARTA provides access to all agenda and meeting materials online at www.captollauthority.org. Additionally, interested persons can sign up for email notifications at www.captollauthority.org/about. CARTA provides modification or accommodation, auxiliary aids or services, including receiving this agenda and attachments in an alternative format accommodation in order to participate in this meeting. CARTA also provides services/accommodations to individuals who

are limited-English proficient who wish to address agency matters. For accommodations or translations assistance, please call (916) 321-9000, or for TDD/TTY dial 711, or email at contact@captollauthority.org. We require three working days' notice to accommodate your request.

La CARTA puede proveer asistencia/facilitar la comunicación a las personas y los individuos con conocimiento limitado del inglés quienes quieran dirigirse a la agencia. Para asistencia, por favor llame al número 916.321.9000 o para TDD/TTY llame al número 711, o email a contact@captollauthority.org. Requerimos que solicite asistencia con tres días hábiles de anticipación para poderle proveer asistencia.

Message from the Clerk: In compliance with California Government Code Section 54952.3, the Clerk hereby announces that the compensation for legislative body members attending the following simultaneous or serial meetings is: Board of Directors \$100. Compensation rates for these meetings are set pursuant to the Bylaws for the Capital Area Regional Tolling Authority adopted in August 2024.

Pledge of Allegiance

Roll Call: Directors Aceves, Chapman, Desmond, Early, Villegas and Ex-Officio Members Click, Deloria and Guerra

Public Communications: Any person wishing to address the committee on any item not on the agenda may do so at this time. After ten minutes of testimony, any additional testimony will be heard following the action items.

Disclosures:

Directors will disclose any item in which they have a conflict of interest under state law, and acknowledge whether they will recuse from that item. Among other state laws, the Levine Act may require recusal on items involving a contract or entitlement where a campaign donor is a participant.

Consent:

1. Approve Minutes of the May 23, 2024, Board Meeting
2. 2025 Board Meeting Schedule

Action:

3. Caltrans Services Memorandum
4. Regional Tolling Equity Study

Information:

5. Caltrans District 3 Draft Managed Lanes System Plan Update
6. Comparing SACOG's Blueprint and Caltrans' Managed Lanes System Plan

Receive and File:

7. Consulting Services Procurement Update
8. Yolo 80 Project Update
9. US 50 Project Update
10. Sac 5 Project Update
11. Cap City Project Update

Other Matters

Adjournment

The next meeting of CARTA will be held on Thursday, December 19, 2024, at 12:00 PM in the SACOG Board Room, 1415 L Street, Suite 300, Sacramento, CA.

This agenda and attachments are available on CARTA's website at www.captollauthority.org. CARTA is accessible to the disabled. As required by Section 202 of the Americans with Disabilities Act of 1990 and the Federal Rules and Regulations adopted in implementation thereof, a person who requires a modification or accommodation, auxiliary aids or services in order to participate in a public meeting, including receiving this agenda and attachments in an alternative format, should contact CARTA by phone at (916) 321-9000, email contact@captollauthority.org or in person as soon as possible and preferably at least 72 hours prior to the meeting. Parking is available at 15th and K Streets. For information take transit to a meeting, go to google.com/maps.



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 1

Approve Minutes of the August 1, 2024, Board Meeting

Prepared By: Robert Tadevich, Sacramento Area Council of Governments

Attachments: Yes

Recommendation:

Staff recommend approval of the minutes as submitted.

Background:

The board met on August 1, 2024.

Discussion:

Each meeting the board is asked to approve the minutes (Attachment A) from the previous meeting.



CARTA Board of Directors

Draft Action Minutes

The CARTA Board of Directors met in person on August 1, 2024, at 12:00 p.m. at the SACOG office, 1415 L Street, Suite 300, Sacramento, CA.

Call to Order: Chair Villegas called the meeting to order at 12:01 p.m.

Present: Directors Aceves, Chapman, Desmond, Vice Chair Early, Chair Villegas and Ex-Officio Members Click, and Guerra

Absent: Ex-Officio Member Deloria

Public Communications: None

Consent: It was moved, seconded (Early/Desmond) and passed by unanimous vote that the following Consent items be approved:

1. Minutes of the May 23, 2024, Board Meeting

Action:

2. Update on Joint Powers Authority Formation Activities and Considerations of Stipends for Directors

Erik Johnson, SACOG Staff, presented the report. It was moved, seconded (Early/Chapman) and passed by unanimous vote that:

THE BOARD AMEND ITS BYLAWS TO ESTABLISH A \$100 STIPEND FOR DIRECTORS TO ATTEND BOARD MEETINGS.

3. Caltrans Services Memorandum

The board directed Caltrans staff to revise the Services Memorandum with more specific language, including pricing and to bring this item back to the board at its October 17, 2024, meeting.

Information:

4. SACOG Blueprint Managed Lanes Network and Tolling Assumptions

The board received and reviewed this report, presented by Kathleen Hanley, SACOG staff.

Public comments were provided by:

Autumn Bernstein, YTD, in support of increased coordination between CARTA staff and local agencies.

Kevin Bewsey, STA, in support of alignment between CARTA and local, regional, and state agencies.

Adjournment: The meeting was adjourned at 1:08 p.m.

Approved by:

James Corless
Secretary

Approved by:

Oscar Villegas
Board Chair



CAPITAL AREA REGIONAL TOLLING AUTHORITY

RESOLUTION NO. 04-2024

ADOPTING THE CARTA BOARD OF DIRECTORS AND COMMITTEE SCHEDULE FOR 2024

WHEREAS, the Ralph M. Brown Act (Government Code Section 54954) requires that the CARTA board adopt its Board and Committee Meeting Schedule by resolution; and

WHEREAS, the CARTA board wishes to adopt its Board and Committee Meeting Schedule for 2025 at the October 17, 2024, board meeting;

NOW THEREFORE, BE IT RESOLVED that CARTA does hereby adopt the CARTA Board of Directors meetings for 2024 as indicated below:

Thursday, February 20, 2025, at 12:00 p.m.

Wednesday, April 9, 2025, at 9:30 a.m.

Thursday, June 12, 2025, at 12:00 p.m.

Thursday, August 21, 2025, at 12:00 p.m.

Thursday, October 2, 2025, at 12:00 p.m.

Thursday, December 18, 2025, at 12:00 p.m.

PASSED AND ADOPTED this 17th day of October 2024, by the following votes of the Board of Directors:

AYES:

NOES:

ABSTAIN:

ABSENT:

Oscar Villegas

Chair

James Corless

Secretary



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 3

Caltrans Services Memorandum

Prepared By: Kathleen Hanley, Sacramento Area Council of Governments

Attachments: Yes

Recommendation:

Staff recommend that the board:

- Accept the Caltrans Services Memorandum (Attachment A)
- Direct staff to seek acceptance of the memorandum from the Sacramento Area Council of Governments (SACOG) and the Yolo Transportation District (YoloTD)

Background:

In January 2024, CARTA was established through a joint powers authority (JPA) agreement between SACOG, YoloTD, and Caltrans. Section 6.4 of that agreement states:

CALTRANS has agreed to provide the Authority, including both the current Project and future Joint Facilities, with the following services in connection with the implementation and operation of Joint Facilities: Transportation Management Center services; access to the CALTRANS Freeway Service Patrol Contract; maintenance services; engineering services; access to the CALTRANS communications network; and expedited review of closures and permits. Within 180 days of the effective date of this agreement, CALTRANS shall provide the Authority with a memorandum detailing the scope, terms, and condition of services to be provided to the Authority. Upon acceptance by all other initial Members, the memorandum shall become an incorporated addendum to this Agreement.

To meet the requirements of Section 6.4 of the CARTA JPA agreement, Caltrans has submitted a memorandum (Attachment A) that outlines, in writing, their commitment to provide Transportation Management Center, Freeway Service Patrol, maintenance, engineering, permitting, oversight, and communications network services to CARTA. This memorandum was originally submitted to CARTA staff on May 17, 2024, meeting the 180-day deadline.

Staff presented an earlier version of this memorandum to the CARTA Board at their August 1, 2024 meeting. The Board directed staff to further refine the memo, particularly to include more specific information about costs and benefits, and deferred approval to the October 2024 meeting.

Discussion:

Since the August CARTA Board meeting, staff have worked with Caltrans to refine the memorandum. The memorandum now includes more detailed cost estimates, example scenarios, and tables summarizing cost savings to CARTA. The memorandum has been reviewed by staff from SACOG, YoloTD, Placer County Transportation Planning Agency, Sacramento Transportation Authority, and El Dorado County Transportation Commission. The final version of the memorandum reflects feedback from these agencies.

Staff believe the memorandum meets the requirements of Section 6.4 of the JPA agreement and addresses the concerns expressed by the CARTA Board in August. Caltrans' contributions to CARTA will save between \$2.5 and \$5.9 million in CARTA's first five years of operating Yolo 80. Staff recommend acceptance of the memorandum (Attachment A).

Section 6.4 of the JPA agreement requires that the memorandum be accepted by SACOG and YoloTD, as initial members, before the memorandum can be incorporated into the JPA agreement. Staff recommend that the board directs staff to work with the SACOG and YoloTD Executive Directors to seek acceptance.

California Department of Transportation

OFFICE OF THE DISTRICT 3 DIRECTOR
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October 17, 2024

Capital Area Regional Tolling Authority
 (CARTA)
 1415 L Street, #300
 Sacramento, CA 95814

Dear Chair Villegas,

Caltrans' mission is to provide a safe and reliable transportation network that serves all people and respects the environment, and as the owner and operator of the State Highway System, we support the addition of tolled managed lanes.

We would like to see the tolling system in the Sacramento Region work to the benefit of all users and having Caltrans District 3 as a voting member of the Capital Area Regional Toll Authority (CARTA) puts our region in the best position to have toll projects succeed and meet our shared safety, climate action, and equity goals.

This memorandum has been developed to meet the requirement of Section 6.4 of the CARTA joint powers authority agreement.

Including Caltrans as a voting member of CARTA provides three main benefits to the Sacramento Region:

- 1) Reduced operational, maintenance, and engineering costs;
- 2) Improved efficiency in obtaining required approvals and permits; and
- 3) A more productive and transparent relationship with Caltrans.

These benefits result in quantifiable cost savings for CARTA that are not available to other tolling authorities in the state.

	Estimated One-Time or Per-Project Savings	Estimated Annual Savings
In-Kind* Use of Transportation Management Center	\$135k - \$1M	\$0k - \$500k
Discounted Maintenance Services	\$300k - \$600k	\$210k - \$325k
Engineering Services without Oversight Costs	\$3m - \$7m	
In-Kind* Access to Communications Network		\$250k - \$500k
Expedited Permitting and Approvals	50%-75% less toll revenue lost	
Transparency and Collaboration		
Total	\$3.4m - \$8.6m	\$460k - \$1.2m

IN-KIND* USE OF THE TRANSPORTATION MANAGEMENT CENTER (TMC):

All tolling authorities are required to monitor conditions of the tolled managed lanes during hours of operation and provide real-time incident management. This optimizes the safety and reliability of the toll lane and maximizes revenue generation. Other tolling authorities in California meet this requirement in two ways:

- Creating an independent traffic operations center (TOC)
- Embedding the TOC within their Caltrans District's TMC

A TMC is a central hub for all communications. It receives information from roadway detection, roadway weather information systems, CCTV cameras, workers in the field, and reporting parties. It sends information to the traveling public through changeable message signs, highway advisory radios, traffic alerts, and Caltrans QuickMap. Most of the congestion comes as a result of non-recurring events like debris in the roadway, crashes, weather events, and special events, called incidents.

Caltrans District 3 already has a 24/7 TMC in Rancho Cordova with the workstations, hardware, essential staff, redundant power, and communications infrastructure needed to serve as the tolling authority's TMC. As an added benefit, California Highway Patrol (CHP) shares the Caltrans District 3's TMC, optimizing our incident detection, verification, response, clearance, and recovery efforts. Caltrans' close relationship with CHP would benefit the JPA when traffic breaks or lane closures are needed, and when maintenance is required on the tolled facility.

As a voting member of CARTA, Caltrans District 3 will allow CARTA to leverage its existing TMC facility and staff, in-kind*. In this scenario, existing Caltrans TMC staff will split their time between monitoring the toll lane and their other responsibilities. If CARTA would like to have additional staff dedicated only to the toll facility, CARTA must pay for the staff and equipment costs associated with that additional personnel.

This arrangement saves CARTA significant costs compared to other toll authorities, especially compared to creating a Traffic Operation Center from scratch. But even when other toll authorities embed their TOC within their District's TMC, they are required to pay overhead costs that CARTA will not have to pay. The table below provides an estimate of the cost savings. Actual costs will be calculated as part of a Traffic Operations Agreement between CARTA and Caltrans, which will be brought to the CARTA board for discussion and decision.

	Other Toll Authorities		CARTA	
	Independent TOC	TOC within TMC	TMC with no additional staff	TMC with one additional staff
One-Time Facility/Equipment	\$500k - \$1m	\$150k-\$200k	\$0	\$10k-\$15k
Annual Staffing	\$400k-\$500k	\$150k-\$225k	\$0	\$100k-\$150k

DISCOUNTED MAINTENANCE SERVICES:

Maintenance is our first line of defense for safe and reliable travel. All tolling authorities are required to pay the maintenance costs for their toll facilities, including signs, striping, pavement, communications, and any other infrastructure. Maintenance activities generally come in two categories:

- Ongoing minor maintenance, including sweeping, restriping, sign replacement, and pavement patching
- Maintenance capital projects, including full or substantial replacement of pavement, electric infrastructure, and barriers

Caltrans does not provide maintenance services for other toll authorities. Those toll authorities must hire their own contractors to perform all maintenance work. Those toll authorities are required to meet Caltrans' maintenance standards, obtain various permits, and pay Caltrans for oversight of their maintenance work.

With Caltrans District 3 as a voting member, CARTA's maintenance costs will be significantly discounted. Caltrans will provide ongoing minor maintenance of CARTA's toll lane road infrastructure, in-kind*. CARTA will be responsible for ongoing maintenance of toll-specific infrastructure (including toll gantries, cameras/transponder infrastructure, and changeable toll signs). CARTA will also be responsible for maintenance capital projects, including major rehabilitation or replacement of the roadway. However, when toll-specific maintenance or maintenance capital projects are needed, Caltrans will provide CARTA with a quote for Caltrans maintenance staff to do the work. CARTA may choose to use Caltrans or select another contractor. Caltrans will not charge CARTA oversight for maintenance work, regardless of selected contractor.

This arrangement significantly reduces CARTA's maintenance expenses through services in-kind*, better coordination, and limited duplication of work. The table below provides an estimate of the cost savings. Actual costs will be calculated as part of a Maintenance Agreement between CARTA and Caltrans, which will be brought to the CARTA board for discussion and decision.

	Other Toll Authorities		CARTA	
	One-time 1 mile pavement rehabilitation	Annual minor maintenance for 6 miles	One-time 1 mile pavement rehabilitation	Annual minor maintenance for 6 miles
Caltrans Oversight	\$300k-\$600k	\$35k-\$75k	\$0	\$0
Maintenance Work	\$1.5m-\$2m	\$175k-\$250k	\$1.5m-\$2m	\$0

ENGINEERING SERVICES WITHOUT OVERSIGHT COSTS:

In other regions, toll authorities must contract with consultants for environmental, civil, electrical, and traffic engineering services to design and construct projects. In addition to the

significant costs of these consultants, those toll authorities must also pay Caltrans to cover Design oversight. This process increases design costs and creates delays, as each party must respond to each other's comments.

As a voting member of CARTA, Caltrans District 3 will offer our internal engineering staff for CARTA to use on a contract basis. When CARTA has a need for environmental, civil, electrical, or traffic engineering work, Caltrans District 3 will provide CARTA a quote for our engineering staff to do the work. CARTA may choose to use Caltrans or another contractor. If CARTA chooses to use another contract, Caltrans' will not charge oversight costs.

This arrangement provides a significant cost and time savings to CARTA. Caltrans providing these services improves process efficiency and ensures a quality product where safety and reliability of the transportation network remains at the forefront. The table below provides an estimate of the cost savings. Actual costs will be calculated as part of a project-specific Engineering Services Agreement between CARTA and Caltrans, which will be developed based on the specific needs CARTA has for engineering work. These agreements will be brought to the CARTA board for discussion and decision.

	Other Toll Authorities	CARTA
	One-time/per-project Environmental and Design Engineering Work for 17-mile managed lanes project	
Caltrans Oversight	\$3m-\$6m	\$0
Engineering Work	\$15m-\$17m	\$15m-\$16m

IN-KIND* ACCESS TO COMMUNICATION NETWORK:

Access to redundant and reliable communication is vital to the successful operation of tolled managed lanes. Specifically, communication is needed to inform the public, operate the toll system, and monitor the toll facility operations. Other toll authorities are required to install or lease their own fiber and conduit. Leasing communications infrastructure can range from \$250,000 to \$500,000 annually.

As a voting member of CARTA, Caltrans District 3 will provide CARTA in-kind* access to our existing communications backbone, specifically to fiber or conduit, saving CARTA from contracting the service out or installing separate facilities. CARTA will be responsible for costs for infrastructure above and beyond what Caltrans requires, but Caltrans will work with CARTA to reduce duplication and increase efficiency whenever communications upgrades are needed.

As new managed lane corridors are under development, Caltrans will inform CARTA and project sponsors of existing communications infrastructure on the corridor. If the existing communications infrastructure is sufficient, Caltrans and CARTA will enter into a Communications Agreement that establishes the exact bandwidth Caltrans will provide CARTA and how outages or other issues will be handled. If the existing communications infrastructure is insufficient, Caltrans and CARTA's Communications Agreement for that facility

will specify the responsibilities of each entity to upgrade the infrastructure. These Communications Agreements will be developed for each toll facility and brought to the CARTA board for discussion and decision.

	Other Toll Authorities	CARTA
Annual communication infrastructure lease	\$250k - \$500k	\$0

EXPEDITED PERMITTING AND APPROVALS:

All tolling authorities must submit encroachment permits for Caltrans approval to access the state highway system for maintenance and construction, as well as for lane closures. These services have typical and required timeframes and require advanced notification for approvals in non-emergency situations.

As a voting member of CARTA, Caltrans District 3 will be aware of upcoming encroachment and lane closure needs, and work to expedite CARTA's approvals. This will save CARTA significant costs in downtime and delays. Expediting these reviews will help maximize toll collecting capabilities and reduce loss of revenue. For example, if one of the Yolo 80 toll signs were broken and needed to be repaired, CARTA would need an encroachment permit to do work in the state right of way. Streets and Highways code gives Caltrans up to 60 days to approve or deny an encroachment permit. If the Yolo 80 toll sign were down for 60 days, CARTA could lose \$3 million in gross toll revenue. If, as an example, Caltrans could expedite that approval in 30 days or 15 days, CARTA's revenue loss would be closer to \$1.5 million or \$750,000, respectively, saving 50 to 75 percent of costs.

	Other Toll Authorities	CARTA
	Encroachment permit for toll sign repair on Yolo 80	
Estimated time for permit approval	60 days	15 - 30 days
Estimated loss of toll revenue	\$3 million	\$750k - \$1.5m

TRANSPARENCY AND COLLABORATION:

As a voting member of CARTA, Caltrans staff will regularly update CARTA on the development of managed lane projects, providing opportunities for CARTA Directors and their constituents to weigh in earlier. This does not replace the robust stakeholder engagement that Caltrans conducts with cities and counties along a project corridor but adds an additional venue where CARTA can weigh in on regional issues related to tolling. Caltrans will provide a written project update memorandum for all active projects at each CARTA Board meeting. Caltrans will also provide more detailed presentations on active projects as requested and will inform the CARTA Board for upcoming major milestones on managed lane projects.

In conclusion, Caltrans District 3 works extremely hard to manage and optimize conditions on the State Highway System. As a voting member of CARTA, we are committed to providing

different resources to CARTA in-kind* to create efficiencies for our region's toll system, including but not limited to:

- A state-of-the-art, regional, multi-agency TMC,
- Maintenance services and existing equipment,
- Expertise in Environmental, Civil, Electrical, and Traffic engineering services to design and construct projects and operate the network,
- Access to our robust communications network, which supports thousands of field elements, fiber, CCTV Cameras, and changeable message signs,
- Expedited review of lane closures or any needed permits.

Caltrans looks forward to the opportunity to work directly with other CARTA Directors to better understand perspectives of their respective communities, and to share expertise to help optimize and maximize toll lane performance. We're committed to making this a successful partnership and ensuring the Sacramento Region has a productive relationship with Caltrans.

Sincerely,

Sergio Aceves
Acting District 3 Director

*All references to in-kind services and contributions by Caltrans are made pursuant to the Joint Exercise of Powers Act (Government Code Section 6504), which specifies that contributions may be made by parties of a Joint Powers Agreement for the purposes set forth in the Joint Powers Agreement.



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 4

Regional Tolling Equity Study

Prepared By: Kathleen Hanley, Sacramento Area Council of Governments

Attachments: Yes

Recommendation:

Staff recommend that the board:

- Direct staff to apply for a Caltrans Strategic Partnerships Planning Grant to fund a regional toll equity study
- Direct staff to seek SACOG's approval to submit the application on CARTA's behalf

Background:

The implementation of toll lanes will enable some users to purchase a faster commute, while others continue to utilize the "free" general purpose lanes. Any toll program therefore raises concerns of how the program can operate in an equitable manner for all users of the corridor. This concern is not unique to the Sacramento Region and other toll authorities have conducted studies to measure the potential impact of toll lanes and develop recommendations to improve equity outcomes.

Caltrans administers the Sustainable Transportation Planning Grant program, an annual statewide discretionary transportation planning grant program to further their mission of providing a safe, sustainable, integrated, and efficient transportation system to enhance California's economy and livability. One of the grants in this program, the Strategic Partnerships grant, funds planning studies that address the regional, interregional, and statewide needs of the State highway system. Applications to the Strategic Partnerships grant must be submitted by a MPO or Regional Transportation Planning Agency (RTPA), but can be "passed through" to other public agencies. Applications for Strategic Partnerships grants are due in January.

Discussion:

CARTA's focus for the next four years is to prepare to collect tolls when the Yolo 80 Corridor Improvements Project finishes construction. Developing a toll equity program is a key component of this preparation. The toll equity program will ensure that under-resourced, under-represented, and disproportionately affected communities have equitable access to the benefits of the new toll lane.

Rather than develop corridor-specific toll equity programs, staff recommend that CARTA develop a regional toll equity program to maximize consistency and clarity for the traveling public, who regularly cross county boundaries. This regional toll equity program will specify

which measures are best kept consistent across the region—like language access for CARTA documents—and which measures are best tailored to individual corridors—like use of excess toll revenue in local communities. This framework will provide clarity to residents, partners, and funding and regulatory agencies on what types of equity measures they can expect from CARTA, while maintaining necessary flexibility for the unique equity-needs of each corridor. Developing a regional toll equity program also reduces the need for project sponsors to conduct duplicative, and potentially conflicting, toll equity analysis during the environmental phase. A draft scope of work for the toll equity study is included as Attachment A.

The development of a toll lane network is a key priority to address the needs of the state highway system around the Sacramento area. Equity is also a key goal of the state, particularly as it relates to highway infrastructure. Because of this, staff believe a regional toll equity study would be competitive for Caltrans' Strategic Partnerships Planning Grant. If successful, the grant would cover both consultant and staff time to complete the work. The study would be led by CARTA, but the grant funds must be "passed through" SACOG as the MPO. SACOG has applied for, won, and administered "pass through" Strategic Partnership grants previously for other agencies in the region.

Staff estimate the toll equity study will cost between \$500,000 - \$700,000 depending on how much of the work is performed in-house or contracted out. This would require a local match from CARTA between \$100,000 - \$200,000. This local match will be included in the development of the fiscal year 2025-2026 budget.

Staff recommend that the board direct staff to apply for a Caltrans Strategic Partnerships Planning Grant to fund a regional toll equity study and seek SACOG's approval to submit the application on CARTA's behalf.

CARTA REGIONAL TOLL EQUITY STUDY

DRAFT SCOPE OF WORK

SCOPE OF WORK

Project Information	
Grant Category	Strategic Partnerships
Grant Fiscal Year	25/26-26/27
Project Title	CARTA Regional Toll Equity Study
Organization (Legal name)	Capital Area Regional Tolling Authority (CARTA)

Disclaimer

Agency commits to the Scope of Work below. Any changes will need to be approved by Caltrans prior to initiating any Scope of Work change or amendment.

Introduction

Consistent with local and statewide plans, the Sacramento region is developing our first toll lanes to reduce greenhouse gas emissions, improve transit reliability, and manage freeway congestion in our growing region. To deliver an equitable toll lane system, the Sacramento region needs to evaluate the impact of toll lanes on low-income, disadvantaged, and other equity-priority communities; reduce disparities in benefits and burdens for those communities, and enhance transportation access for all users. The CARTA Regional Toll Equity Study (Study) will fill this gap by reviewing toll equity best-practices, analyzing how toll lanes will impact travel for equity-priority communities, and providing a clear and actionable roadmap for to deliver an equitable toll lane network in the Sacramento region. The Study will be led by the Capital Area Regional Tolling Authority (CARTA), a joint power authority between SACOG, Caltrans, and Yolo Transportation District that is the new designated tolling authority for the Sacramento region.

Summary of Project Tasks

Task 01: Project Administration

CARTA will manage and administer the Study, including project-kickoff, quarterly progress reports, invoicing, and DBE reporting. CARTA will coordinate regularly with Caltrans throughout the entire Plan process including sharing deliverables; detailing issues with cost, scope, or schedule; and meeting any other requests regarding administration of this grant.

Task 1 Deliverables

- Agenda and notes from project kick-off meeting with Caltrans
- Quarterly invoices, progress reports, and DBE reporting

Task 02: Consultant Procurement

CARTA will issue a Request for Proposals (RFP) to procure consulting services for Task 5. CARTA will lead the consulting selection process in partnership with SACOG, YoloTD, STA, PCTPA, and EDCTC. CARTA will conduct the procurement and execute a contract consistent with state and federal requirements.

Task 2 Deliverables

- Request for Proposals
- Pre-Proposal Meeting Attendance List
- Executed contract between CARTA and the selected consultant, including consultant's scope of work, schedule, and budget

Task 1: Community Engagement, Partner Coordination, and Public Education

Public Education

Because tolling is brand new to the Sacramento region, public education is essential for communities to effectively engage with the development of the Regional Toll Equity Framework. CARTA and its consultant(s) will create digital and print materials that describe how toll lanes work, how tolling can improve travel, and what toll lane infrastructure is planned for the Sacramento region. CARTA and its consultant(s) will also develop public education materials in Spanish, Simplified Chinese, Russian, Farsi, Dari, Arabic, and Hmong to address the needs of communities with limited-English proficiency in the region. Public education around tolling raises the capacity of equity-priority communities and helps to level the playing field for other engagement activities, both for the Study and for toll lane projects under development in the region.

Community Engagement

As an equity-focused plan, the Study requires regular and robust engagement, particularly with equity priority communities. Community engagement for the Study will occur in two phases. The first phase will focus on identifying mobility challenges for equity-priority communities (EPCs) and preferences around how toll revenue should be used to improve mobility. This engagement will occur at the same time as the technical work in Tasks 4 and 5 to directly inform the Regional Toll Equity Framework developed in Task 6.

The second phase of engagement will focus on gathering input from equity-priority communities on the action alternatives for the Regional Toll Equity Framework. This engagement will ensure that CARTA's toll equity investments directly benefit equity-priority communities. CARTA and its consultant(s) will use best practices to reach equity-priority communities, including leveraging existing community events, partnering with community-based organizations, deploying both in-person and virtual activities, and repurposing engagement results from other plans and projects in the region to reduce engagement fatigue. CARTA and its consultant(s) will write a Community Engagement Report that summarizes engagement activities, feedback provided, and how that feedback was incorporated in the Study.

Partner Coordination

CARTA and/or the consultant will establish a Project Development Team (PDT) for the Study to ensure partners and stakeholders can provide input throughout the development of the project. The PDT will include traditional partners like Caltrans D3, SACOG, PCTPA, EDCTC, STA, YoloTD, transit operators, as well as less-traditional partners like non-profits, community-based organizations, and tribal governments to build broad support for the development of a Regional Toll Equity Framework.

Task 3 Deliverables

- Community Engagement Report
- Community engagement and public education materials, including factsheets, boards, surveys, handouts, infographics, media coverage, and website content.
- Agendas and notes from PDT meetings

Task 2: Precedent Review and Equity-Priority Communities Definition

CARTA and/or the consultant will review recent and relevant toll equity studies and programs, as well as other priced transportation systems (such as parking, etc.) to establish industry standards and best practices. The precedent review will include, but is not limited to, equity focused toll programs that provide toll discount, credits, vouchers, transit passes or mobility wallets, expenditure plan investments in equity-priority communities, operations policies for unbanked toll users, and equitable enforcement methods or technology. The precedent review will focus on strategies and approaches that can be applied to the Sacramento region. CARTA and/or the consultant will develop a Precedent Review Report that summarizes how each peer program works, evaluates its effectiveness, and identifies how the program could be applicable to the Sacramento region.

CARTA and/or the consultant will analyze local, state, and federal definitions of underserved including, but not limited to: low-income, environmental justice, disadvantaged communities, black indigenous and people of color (BIPOC), tribal lands, rural, older adults, individuals with disabilities, transit-dependent communities, and low educational attainment. CARTA and/or the consultant will determine, based on the unique needs of the Sacramento region and specific equity concerns of tolling, which metric or combination of metrics should determine the “equity-priority communities” CARTA will focus on in its equity program. CARTA and/or the consultant will develop an Equity-Priority Communities Report that summarizes the metrics analyzed, the metric(s) selected, and provides a map of equity-priority communities in the Sacramento region.

Task 4 Deliverable

- Precedent Review Report
- Equity Priority Communities Report

Task 3: Equity Priority Traveler Analysis

To develop a Regional Toll Equity Framework that provides meaningful benefits to equity-priority communities, CARTA needs a clear picture of how individuals from equity-priority communities travel, how that travel could be affected by toll lanes, and how benefits to those communities should be measured. CARTA and its consultant(s) will leverage both quantitative and qualitative analyses to create a nuanced

understanding of the needs of equity-priority travelers. CARTA and its consultant(s) will write an Equity Priority Traveler Analysis Report that synthesizes the results of this analysis and identifies performance metrics to measure benefits to equity-priority communities. This analysis will serve as the foundation for the Regional Toll Equity Framework, ensuring that all strategies are grounded in evidence-based practices and aligned with the needs of low-income and disadvantaged communities. The performance metrics developed under this Task will measure CARTA's success in implementing the Framework after the Study's conclusion.

Geospatial Analysis and Traffic Modeling

CARTA and its consultant(s) use mapping and modeling tools to understand the socio-economic profile of travelers on all planned toll corridors across modes and how toll lanes will impact equity-priority travelers' travel times and access to jobs and other key destinations. CARTA and its consultant(s) will also analyze how adjustments in toll prices and investments in parallel multimodal infrastructure could impact those travel outcomes. This analysis will be conducted for each corridor and for the combined CARTA network.

Focus Groups

Because Census data and traffic models don't tell the whole story, CARTA and its consultant(s) will conduct a series of online focus groups with residents to collect input on toll lane policies, including equity-focused strategies. Participants will be recruited to ensure diversity and representation. The focus group meetings will include a variety of questions and exercises that establish how they travel, how they might use a toll lane, and how toll policies and equity strategies would impact their travel.

Task 5 Deliverable

- Equity Priority Traveler Analysis Report

Task 4: Regional Toll Equity Framework

Using information gathered in previous tasks, CARTA will develop a Regional Toll Equity Framework (Framework) that lays out goals, strategies, and actions to ensure the Sacramento region's toll system provides direct benefits to equity-priority communities. The Framework's actions will be specific, measurable, assigned to an agency, and prioritized for near-, mid-, or long- term implementation. These actions provide a clear summary of the next steps that CARTA and its partners will take to implement the Study. The Framework will document the rationale for each element and will emphasize integrating equity considerations at every stage, from planning to project development to toll operations. The Framework will chart a clear path for equitable tolling in the Sacramento region and guide future decision-making and progress monitoring.

Task 6 deliverables

- Regional Toll Equity Framework Report
- Regional Toll Equity Framework One-Page Factsheet

Task 5: Draft and Final Regional Toll Equity Study

CARTA will assemble the reports developed in prior Tasks, including a summary of next steps for implementation, to create an Admin Draft Study. The Admin Draft Study will be shared with the PDT for feedback. CARTA will incorporate the PDT's comments into a Public Draft Study, which will be released for public comment and presented to the CARTA Board. Following the public comment period, CARTA will incorporate any feedback and develop a Final Study, which will be returned to the CARTA Board for adoption. CARTA will submit the final Regional Toll Equity Study as an ADA accessible electronic copy, with credits to Caltrans on the cover or title page.

Task 7 Deliverables

- Admin Draft Study
- Public Draft Study
- Final Study



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 5

Caltrans District 3 Draft Managed Lanes System Plan Update

Prepared By: Bruno Costa, Caltrans District 3

Attachments: Yes

Recommendation:

None; this item is for information only.

Background:

Caltrans Deputy Directive 43-R1 mandates that each district with managed or planned managed lanes prepare a Managed Lane System Plan (MLSP). The MLSP aims to develop a comprehensive plan in coordination with stakeholders that is consistent with the Sacramento Area Council of Governments (SACOG) 2020 Metropolitan Transportation Plan (MTP)/Sustainable Communities Strategy (SCS), and the subsequent update of the 2020 MTP/SCS which is being referred to as the 2025 Blueprint update. The intent of the MLSP is to enhance transportation efficiency and reduce congestion in the Greater Sacramento region while supporting California's climate goals. Updated every four years, it adapts to new legislation and aligns with revisions to the Climate Action Plan for Transportation Infrastructure and the Caltrans Strategic Management Plan.

Caltrans District 3 and partners in the Greater Sacramento Region lack a comprehensive MLSP, hindering informed decision-making on managed lane projects, with external partners supporting the need for a regional vision. With the ongoing 2025 SACOG Blueprint update and pending managed lane projects, traffic studies, and Comprehensive Multimodal Corridor Plans, the development of an MLSP is crucial. This plan will provide a comprehensive regional vision of the managed lane network, addressing network managed lanes gaps, enhancing agencies' ability to compete for funding and grants, and aligning with State, Regional, and Local transportation goals.

Discussion:

In the baseline assessment phase of the MLSP, we prioritized segments that need managed lane improvements. After project initiation and data collection stages, the team identified segments, ranked by priority, shown in Figure 1. Key segments identified as highest priority needs for improvements in the baseline assessment are:

- I-80 in Yolo County.
- I-80 from the SR 51 interchange to the I-80/SR-65 interchange.
- I-5 from Downtown Sacramento to the I-5/I-80 interchange.
- SR-51.
- SR-99 from US-50 interchange to Mack Road.

It is important to maintain at least 2 general purpose (GP) lanes on all facilities, including after proposed conversions. Continuity of managed lanes is another guiding principle where gaps in the system must be avoided. Connectors between managed lanes facilities are critical for performance but not addressed in the MLSP. Managed lanes would not be fully effective until some managed lanes freeway to freeway connectors are built. Building connectors is high in cost and often requires R/W acquisition.

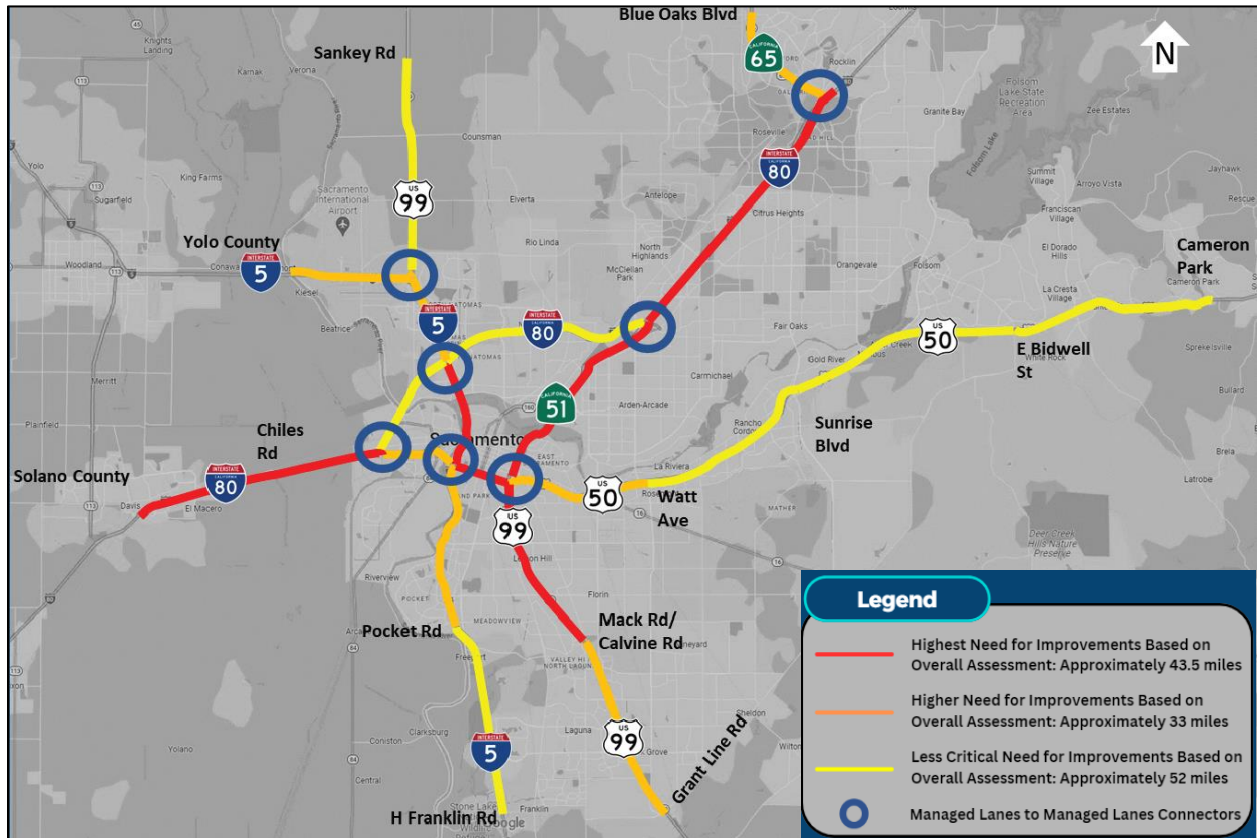


Figure 1: Priority segments from Baseline Analysis.

Phasing improvements

The MLSP is a planning level document and is divided into several phases. For all phases, projects can be shifted based on analysis results, and timelines are not defined due to available funding, or potential shift in priorities in the near future.

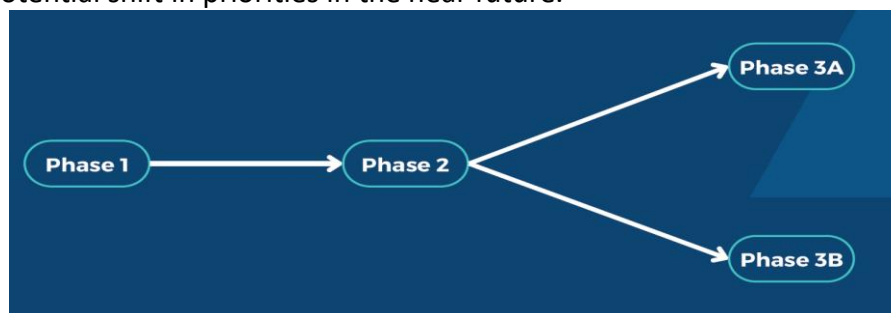


Figure 2: MLSP Phases

Phase 1

This phase results in the highest performance measure for vehicle hours of delay (VHD) reduced, heavy vehicle flow, and person throughput. Approximately 2% increase in vehicle miles traveled (VMT) results in the study area with improvements from phase 1.

- New HOT lanes in solid blue include:
 - I-5 from US-50 to Yolo County
 - I-80 from Solano County to I-5
 - US-50 from I-80 to I-5
 - SR-51 from US 50 to SR-160
- For the HOV to HOT conversions we have proposed:
 - I-80 from I-5 to SR-65.
 - SR-99 from US-50 to Grant Line Rd.

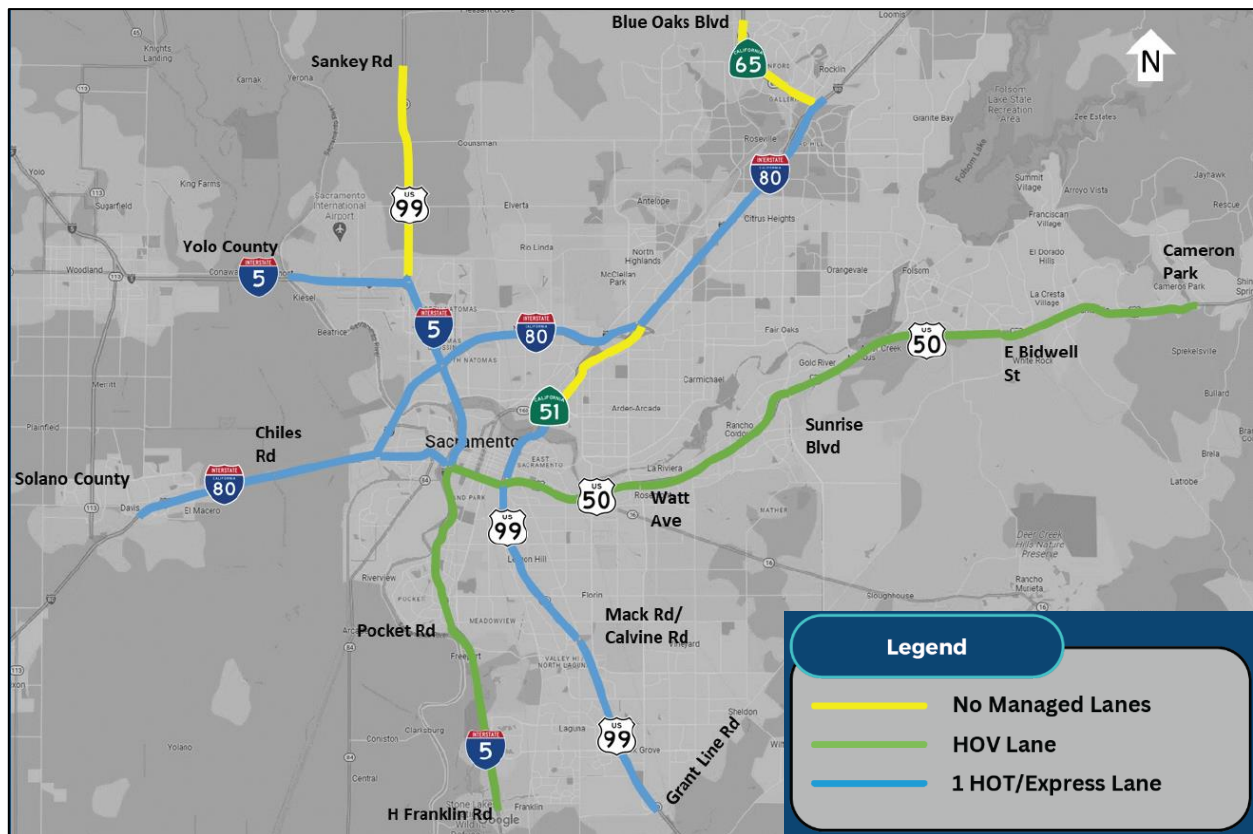


Figure 3: Visualization of the managed lanes network after phase 1.

Phase 2

The second phase proposes a new HOT lane on SR-65 and the conversion of HOV lanes on segments of I-5 and US-50 into HOT lanes. There are slight improvements in performance measures compared to phase 1, with most of the VHD and person throughput benefits attributed to the installation of the HOT lane on SR-65. The VMT impact in the study area is negligible.

- New HOT lanes in solid blue include:
 - SR-65 from I-80 to Blue Oaks Blvd.
- For the HOV to HOT conversions we have proposed:
 - I-5 from US-50 to Hood Franklin Rd.
 - US-50 from I-5 to Sunrise Blvd.

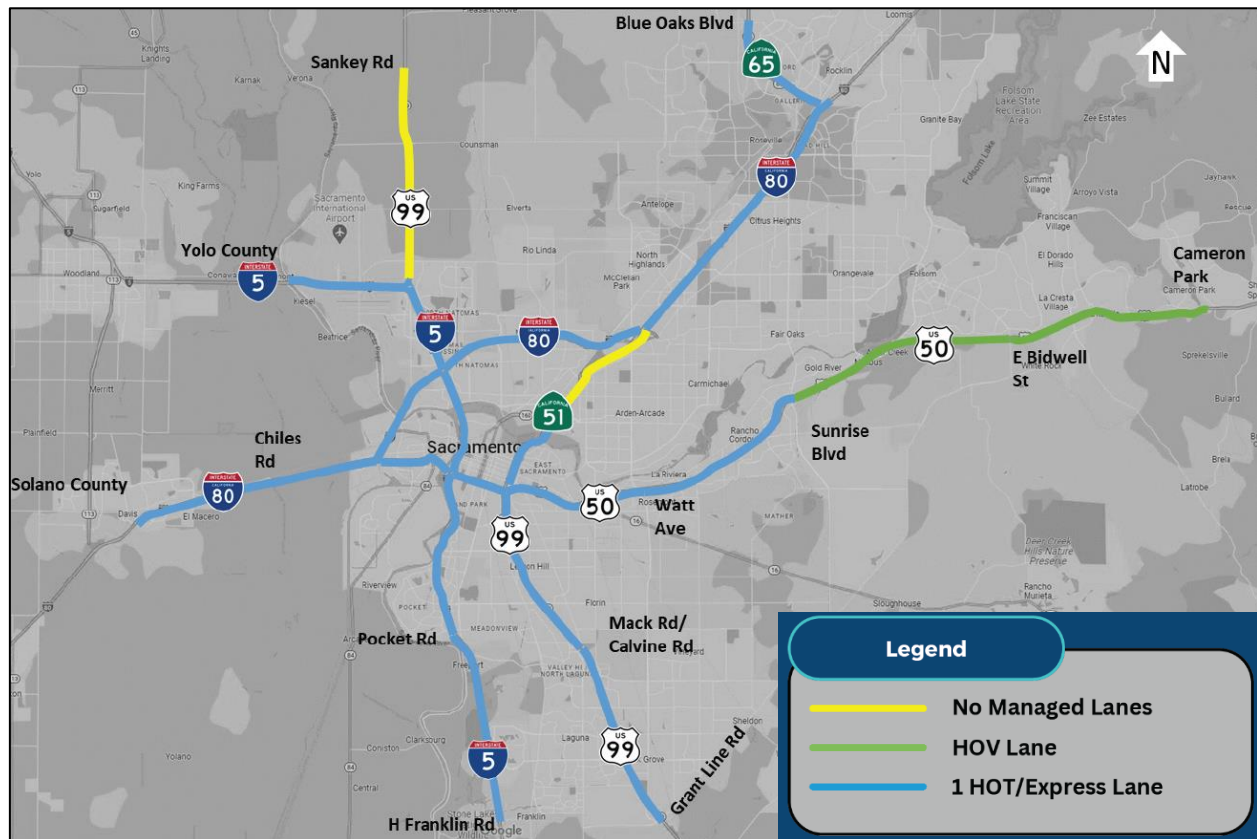


Figure 4: Visualization of the managed lanes network after phase 2.

Phase 3A

This phase builds off phase 2 and is independent of phase 3B. Phase 3A increases speeds on corridors with new HOT lanes. This phase witnessed person throughput increase and reduced VHD, but VMT also increases and generates less revenue compared to phase 3B.

- New HOT lanes in solid blue include:
 - SR-51 from SR-160 to I-80
 - SR-99 from I-5 to Sankey Rd.
- For the HOV to HOT conversions we have proposed:
 - US-50 Sunrise Blvd. to Cameron Park Dr.

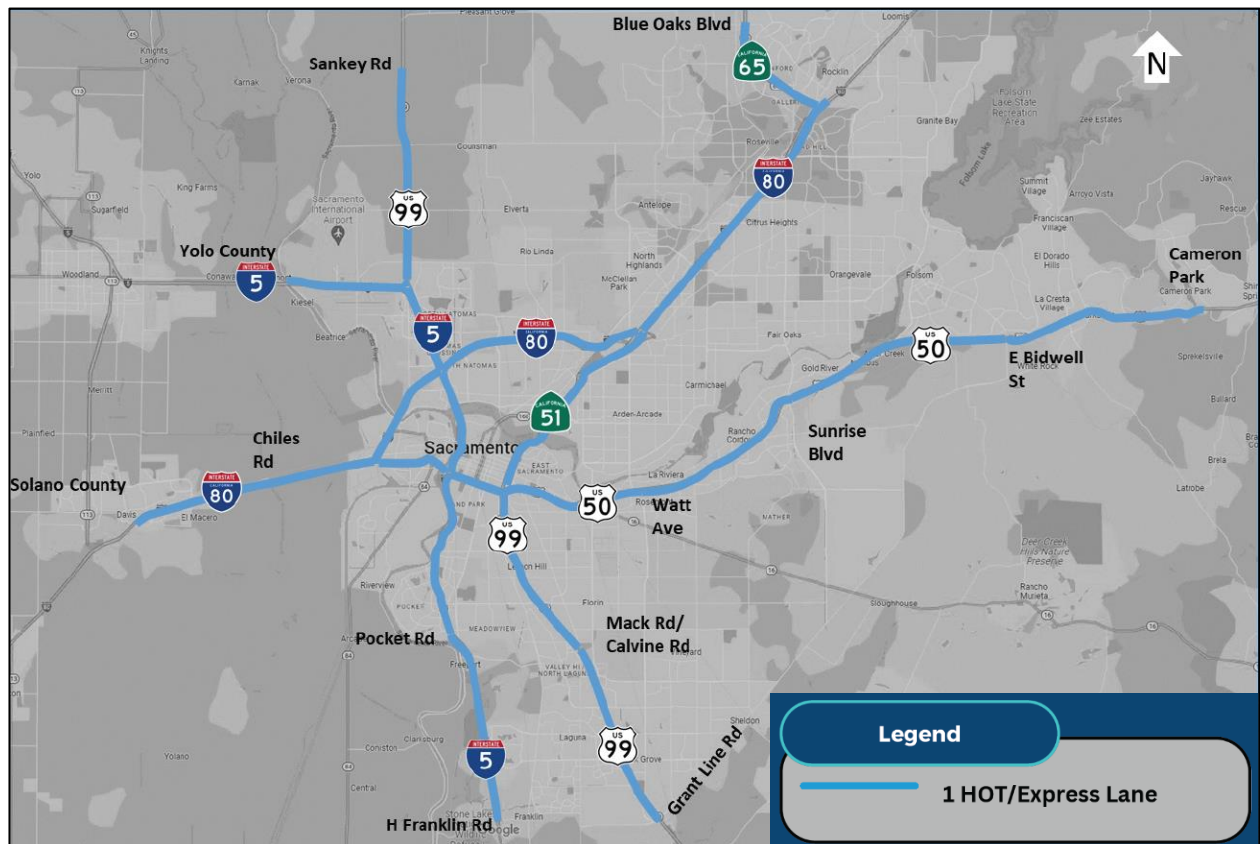


Figure 5: Visualization of the managed lanes network after phase 3A and completes the Managed Lanes network vision for the region.

Phase 3B

Phase 3B improvements builds off phase 2, is independent of phase 3A and consistent with the draft SACOG's 2025 Blueprint. Traffic operations in Phase 3B are worse than in Phase 3A due to increased VHD and reduced person throughput as a result of the GP lane conversions. Phase 3B is the only phase that reduces VMT relative to phase 2 and generates more relative revenue than phase 3A.

- Dual toll lane represented as double solid blue line, includes 1 GP lane conversion to HOT in the following:
 - I-5 from Pocket Rd. to Yolo County
 - I-80 from Solano County to US-50
 - US-50 from I-80 to East Bidwell St.



Figure 6: Visualization of the managed lanes network after phase 3B

Converting a GP lane to an HOT lane on a couple of segments violates one of the guiding principles of this planning study. As a result of Phase 3B, it has been determined that we need 2 GP lanes in each direction, thus adhering to our guiding principle of maintaining 2 GP lanes in each direction.

Compliance with federal regulations for the proposed conversions and the resulting analysis will be addressed at the project level.

Conclusion

All MLSP alternative strategies, including phase 3B, will need further evaluation at the project level. It is recommended to investigate HOT 3+ lane operations, as the results are promising. Microsimulation models will be needed at the Project Initiation Development and/or Project Approval / Environmental phase to provide more detailed operational analysis. Planning level analysis and the performance of actual project alternatives may differ once more detailed analysis is conducted. Additionally, connectors between managed lane facilities are critical for performance but are not addressed in the MLSP. Managed lanes would not be fully effective until some managed lanes freeway to freeway connectors are built. Finally, the MLSP will provide a final list of recommended improvement strategies.



District 3

Draft Managed Lane System Plan (MLSP)

OCTOBER 17, 2024



Agenda



- 01 Purpose and Need
- 02 Steps in the MLSP approach
- 03 Input for MLSP Planning Decisions
- 04 Development of Strategies (Phases)
- 05 Performance Evaluations
- 06 Overall findings by Phase and next steps



MLSP Purpose & Need



Purpose

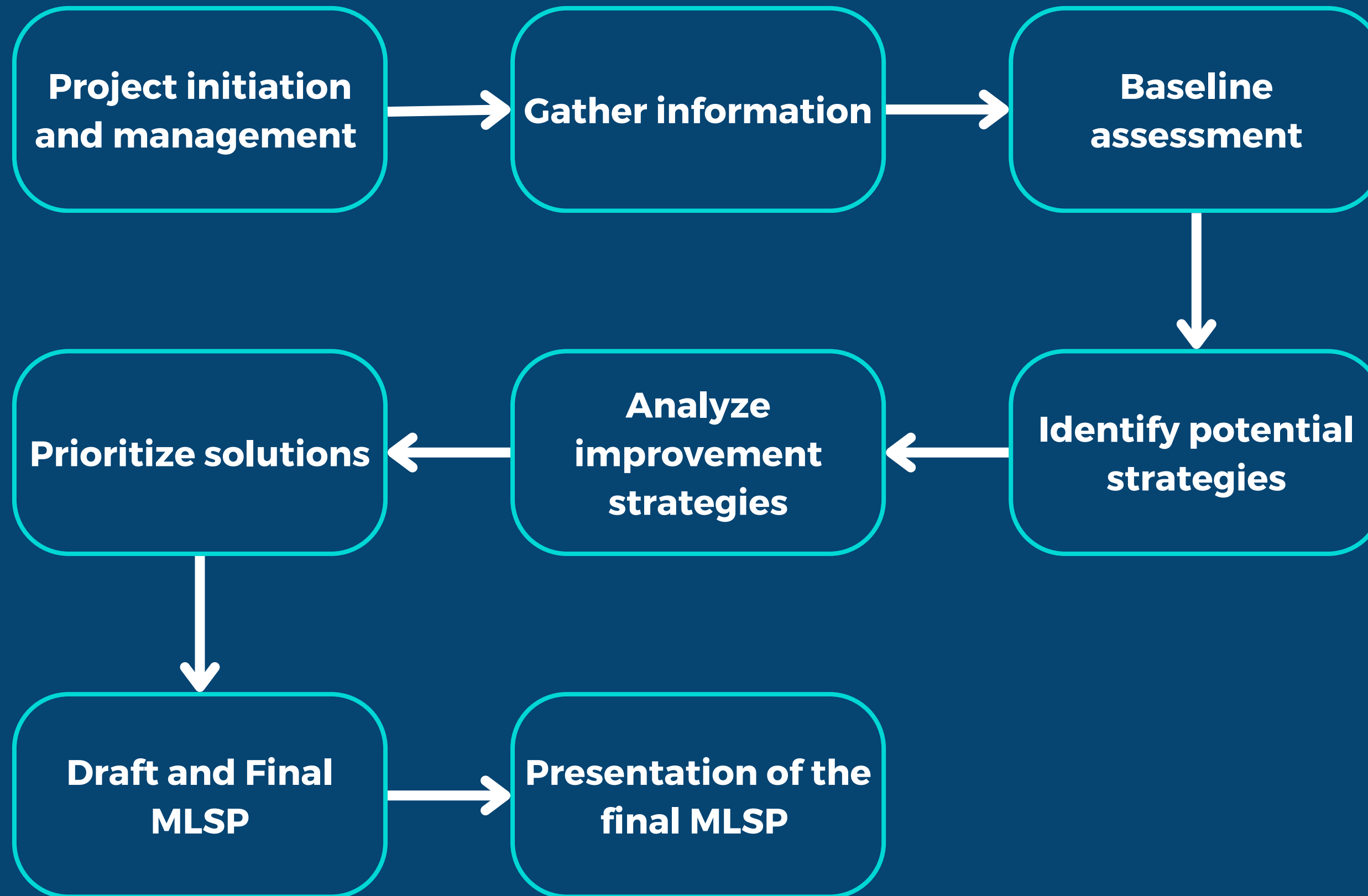
- The MLSP outlines the region's vision on how managed lanes will operate, integrate with other operational strategies, and develop over time, focusing on mobility, connectivity, financial planning, climate impacts, and stakeholder's input.
- Address HOV degradation, identify segments with operational needs, align with federal and state policies and prioritize future manage lane projects and strategies.
- Promotes alignment with Regional Transportation Plans and Metropolitan Transportation Plan by evaluating existing, programmed, planned, and conceptual managed lane strategies.
- Boosts transportation efficiency, reduces congestion, and aligns with California's climate goals.

Need

- MLSP is required by Caltrans Deputy Directive 43-R1
- Each District that currently operates, or expects to operate managed lanes within the next 20 years must have an MLSP



Steps in the MLSP Approach



Input for MLSP Planning Decisions



Legend

- Highest Need for Improvements Based on Overall Assessment: Approximately 43.5 miles
- Higher Need for Improvements Based on Overall Assessment: Approximately 33 miles
- Less Critical Need for Improvements Based on Overall Assessment: Approximately 52 miles
- Managed Lanes to Managed Lanes Connectors

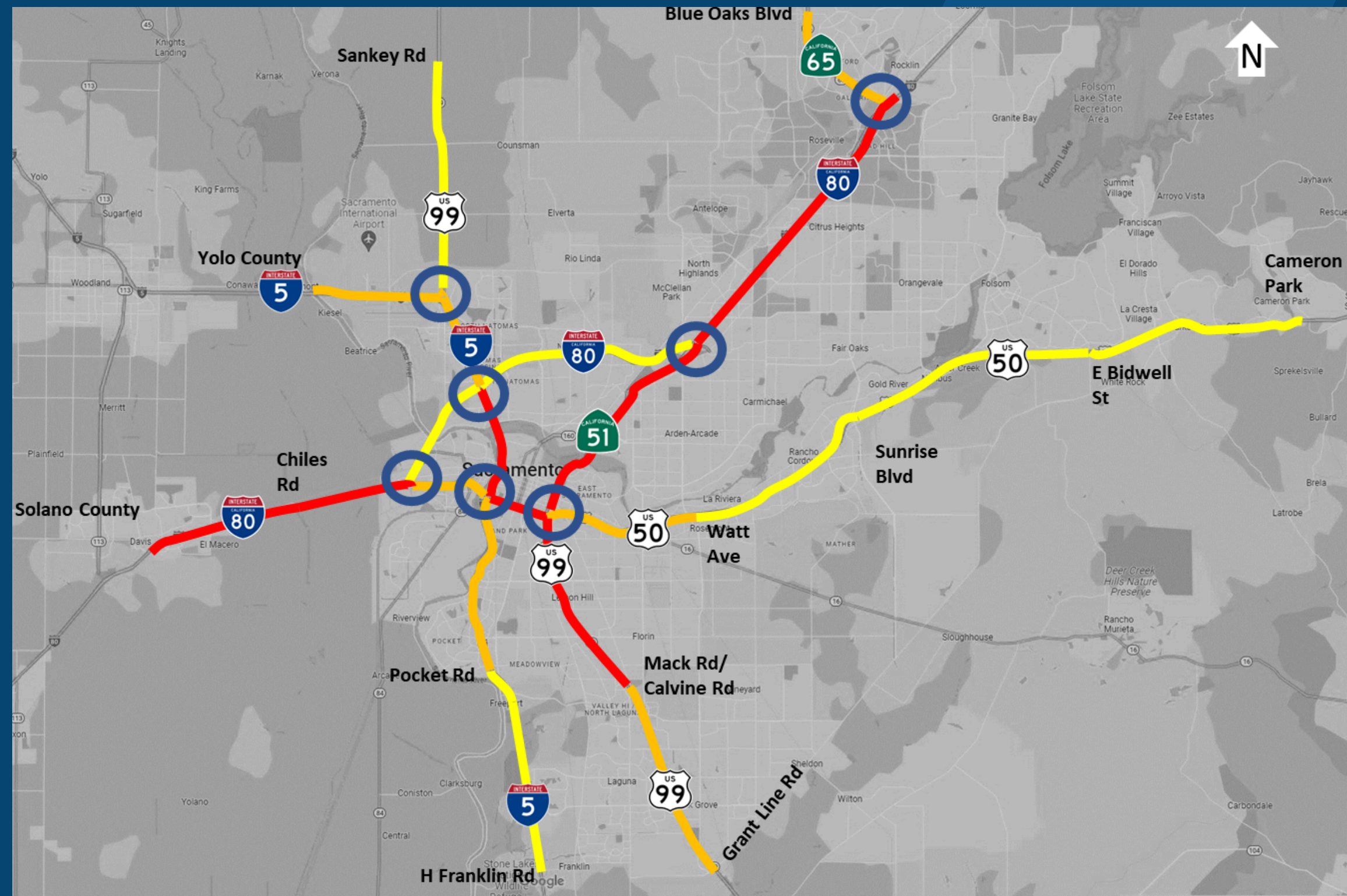
Guiding Principles

- Maintain at least 2 GP lanes on all facilities
- Maximize managed lanes connection continuity
- Consider geometric limitations

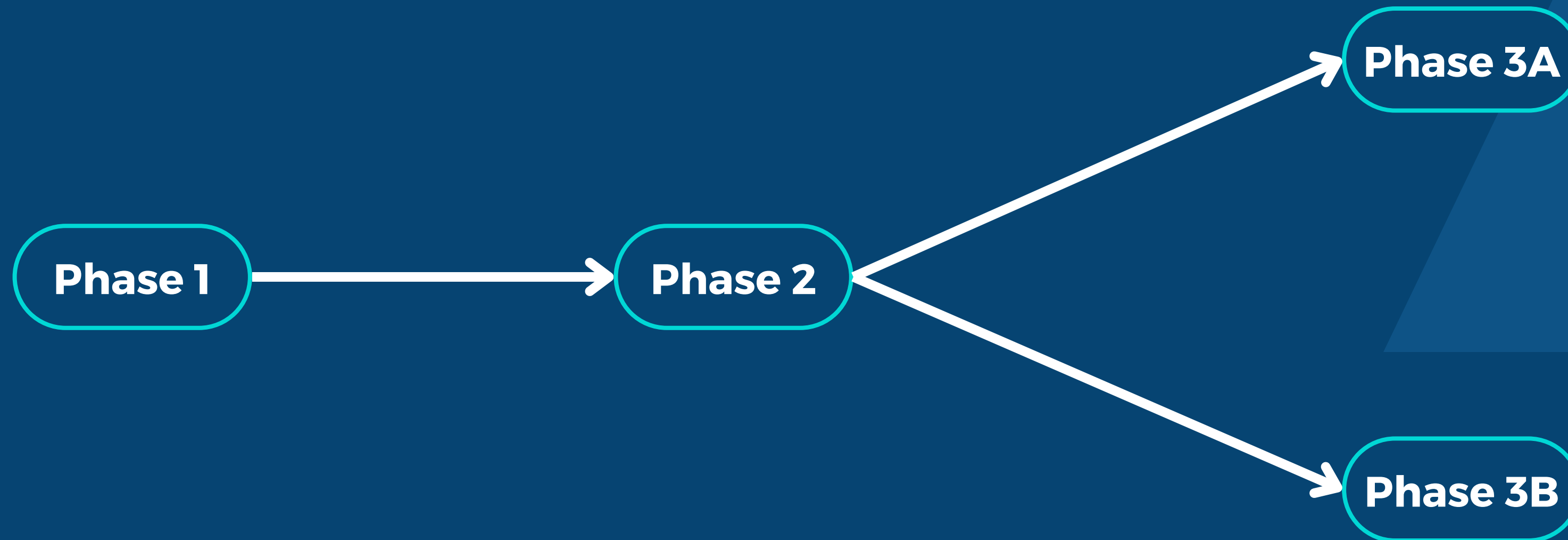
Measures:

- (30%) Existing conditions traffic operations
- (25%) Future no build traffic operations
- (25%) Equity
- (20%) Transit

Priority from Baseline Analysis



Phases in MLSP




- Phase 3A and Phase 3B both build from Phase 2 and are independent of each other.

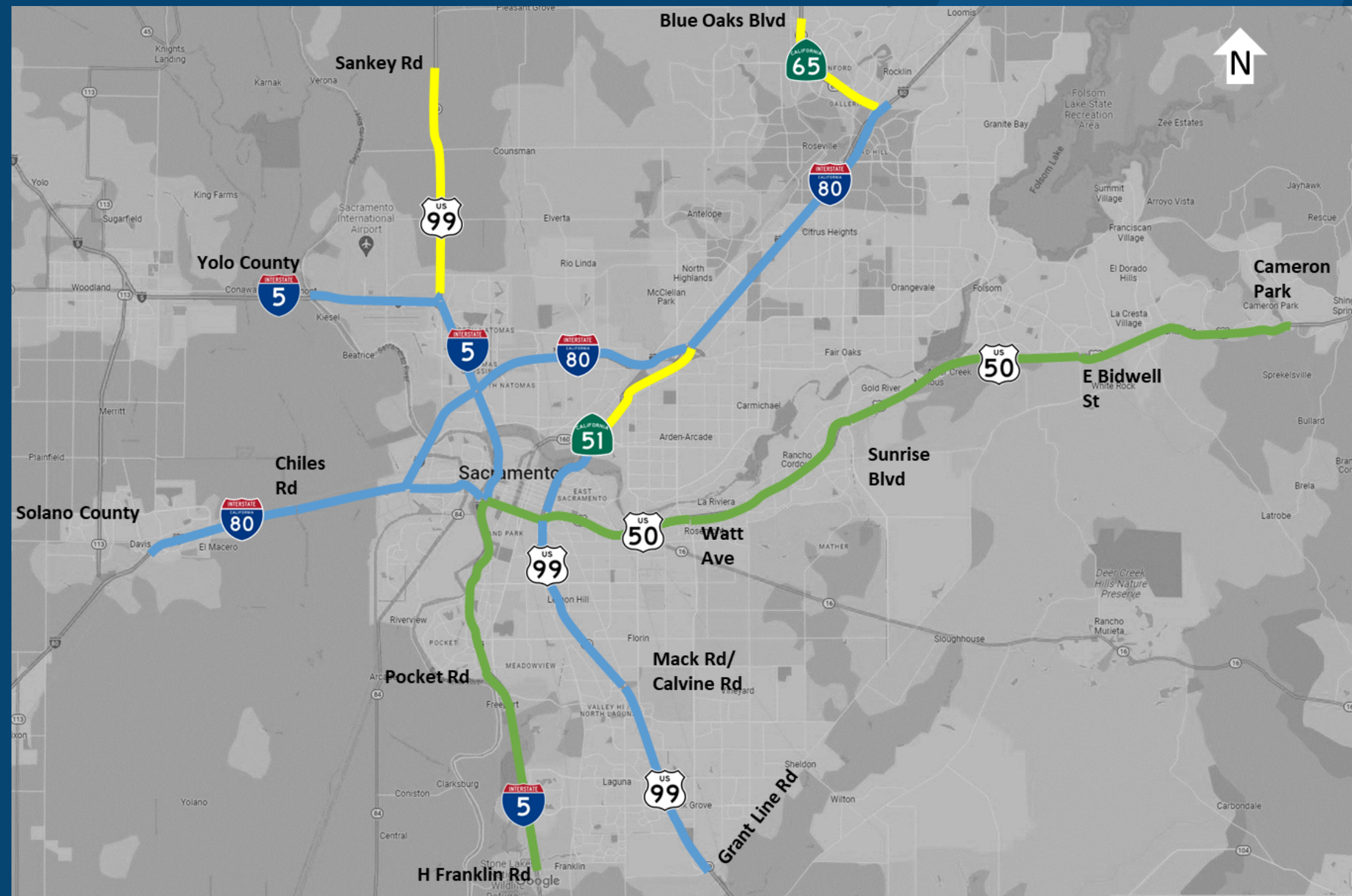
Phase 1 Managed Lanes Network

From Existing Condition



Legend

-  No Managed Lanes
-  HOV Lane
-  1 HOT/Express Lane



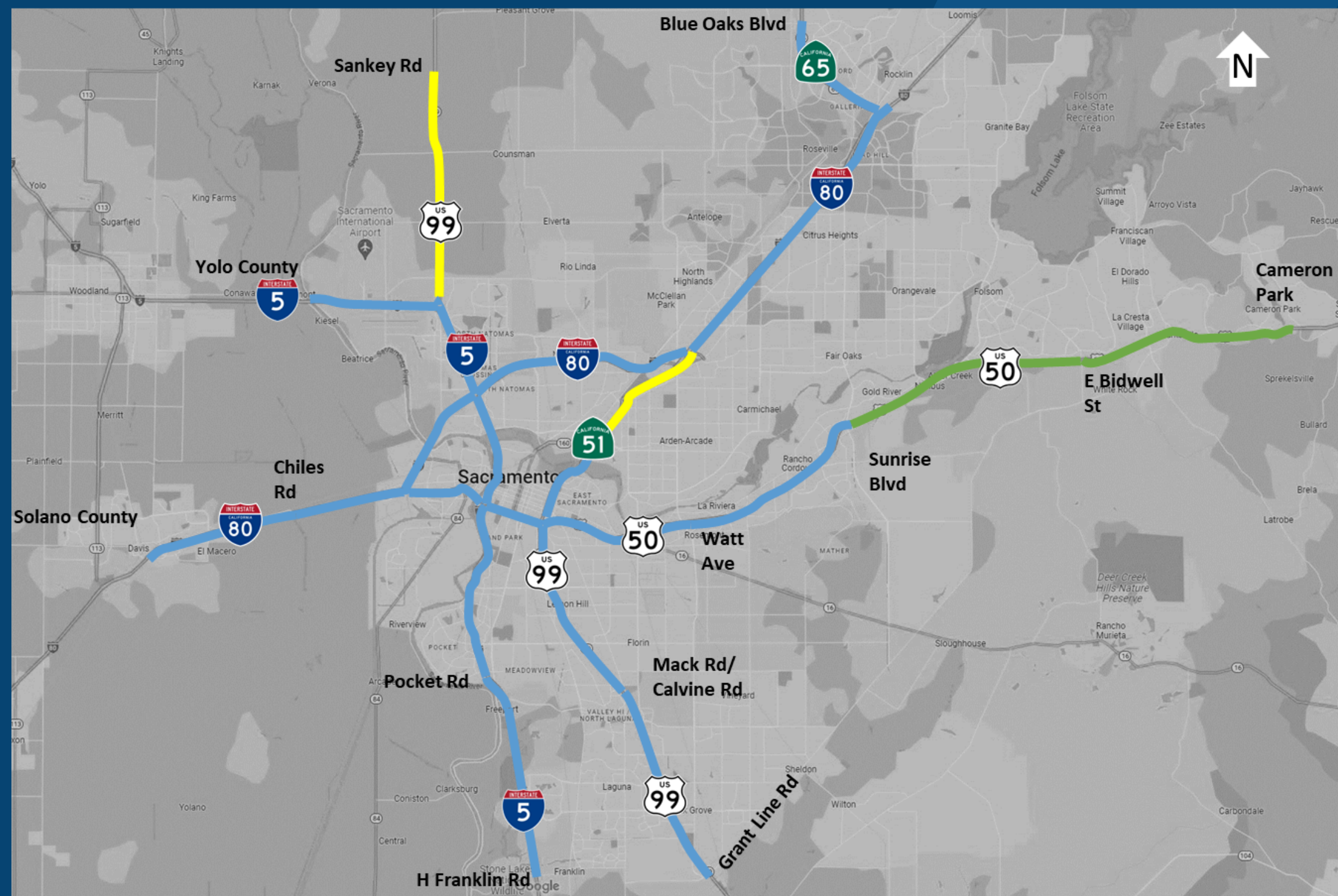
Phase 2 Managed Lanes Network

From Phase 1



Legend

-  No Managed Lanes
-  HOV Lane
-  1 HOT/Express Lane

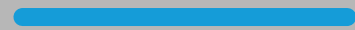


Phase 3A Managed Lanes Network

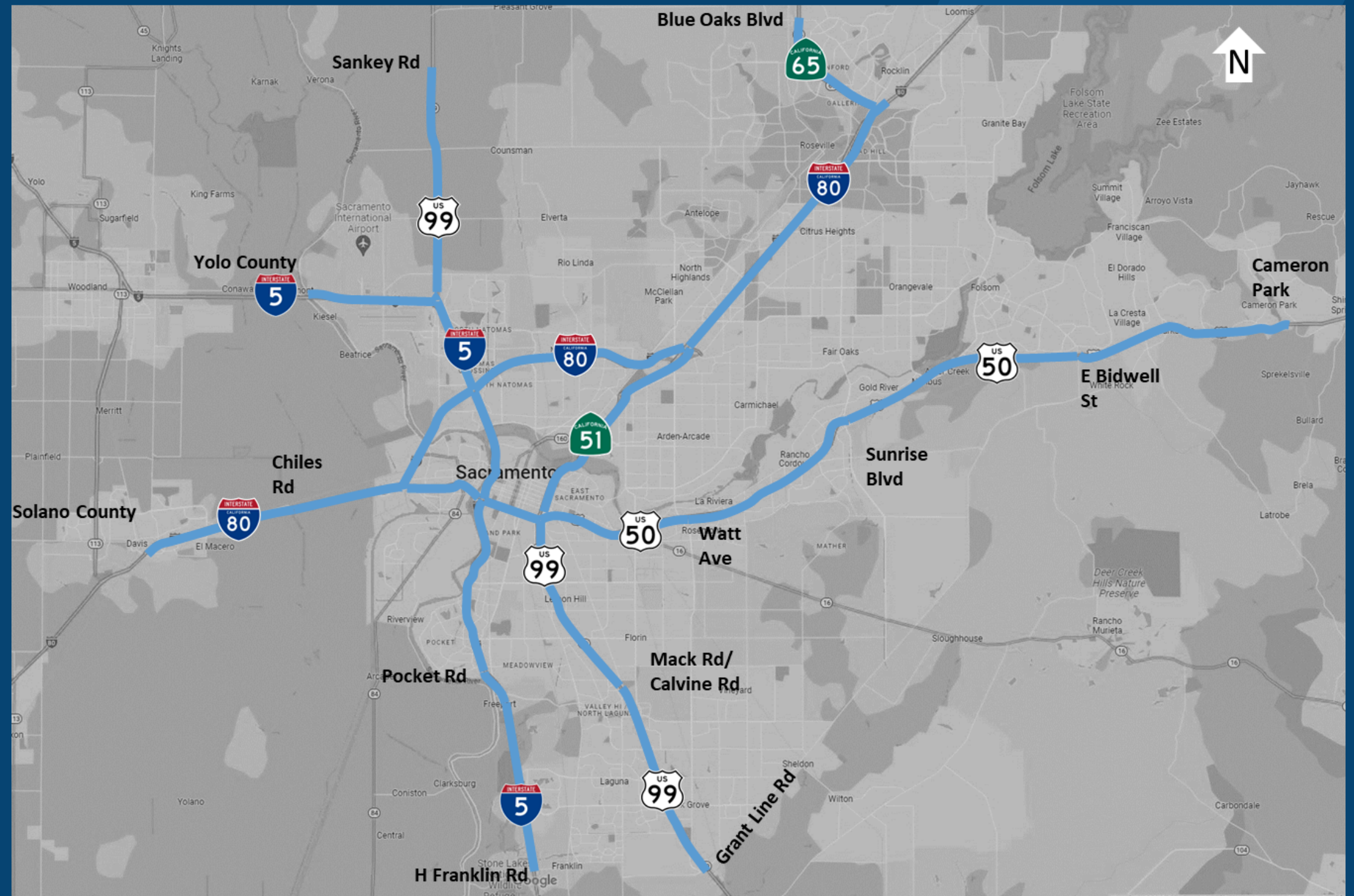
From Phase 2



Legend



1 HOT/Express Lane






Phase 3B Managed Lanes Network

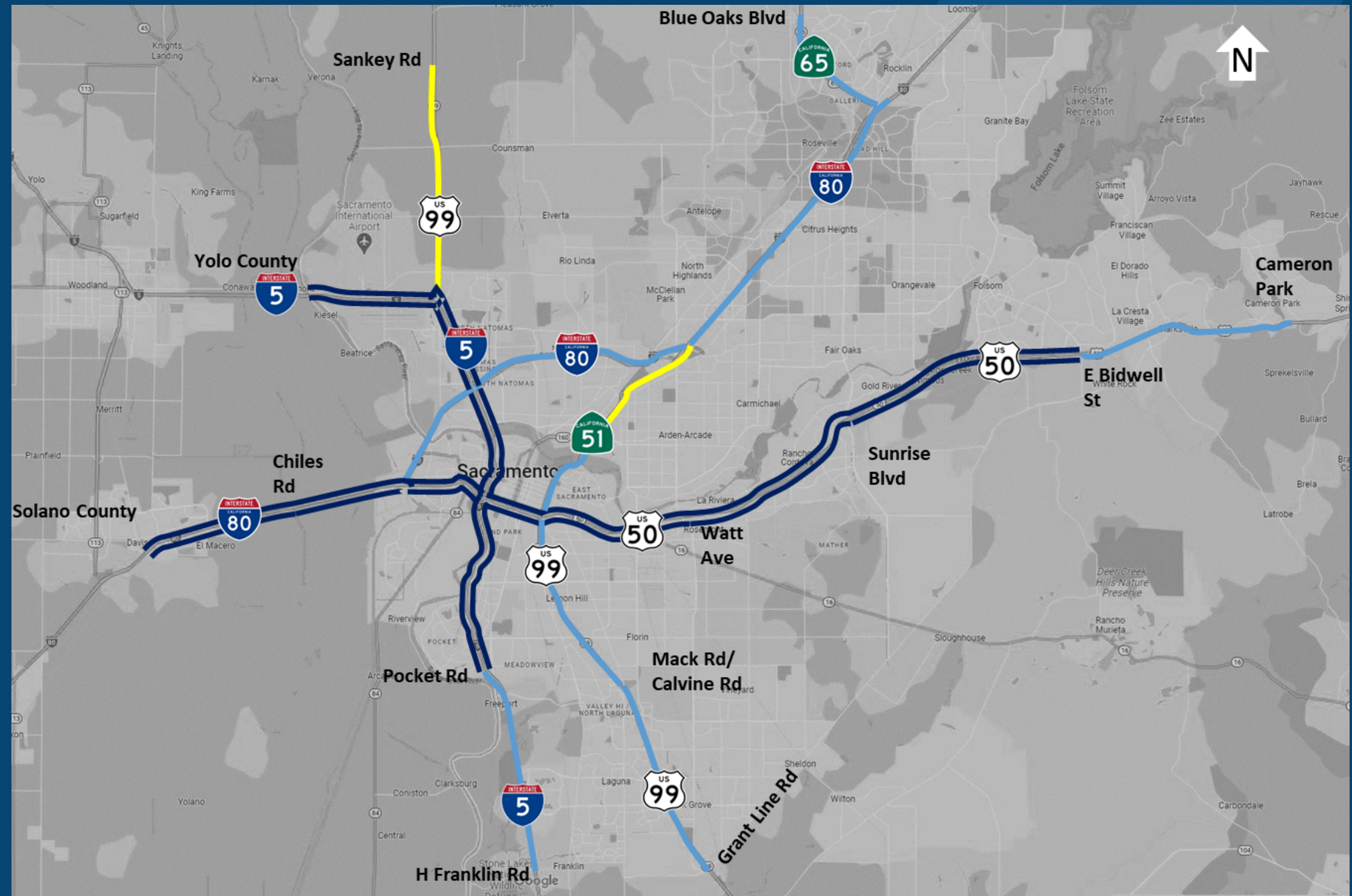
From Phase 2 & Consistent w/ SACOG's 2025 Blueprint



Legend

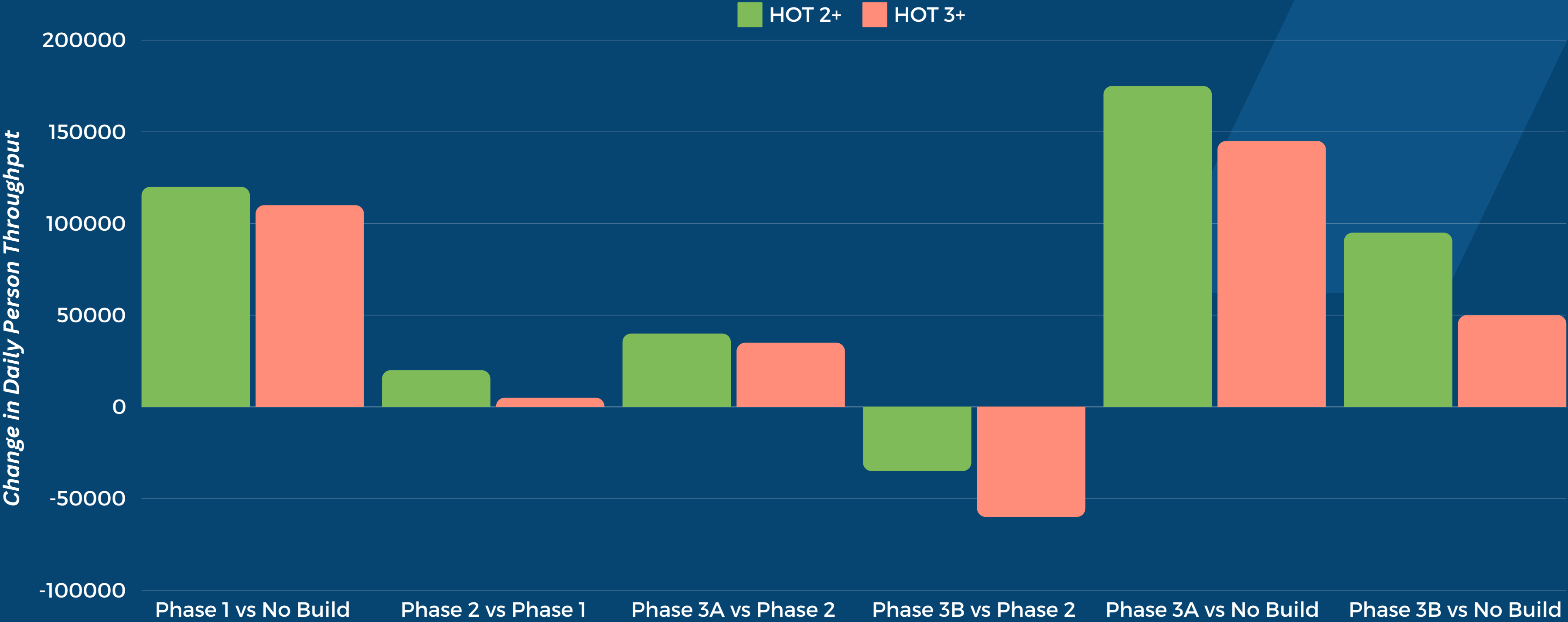
-  No Managed Lanes
-  1 HOT/Express Lane
-  2 HOT/Express Lanes

- As a result of Phase 3B, it has been determined that we need 2 GP lanes in each direction, thus adhering to our guiding principle of maintaining 2 GP lanes in each direction.
- Compliance with federal regulations for the proposed conversions and the resulting analysis will be addressed at the project level.



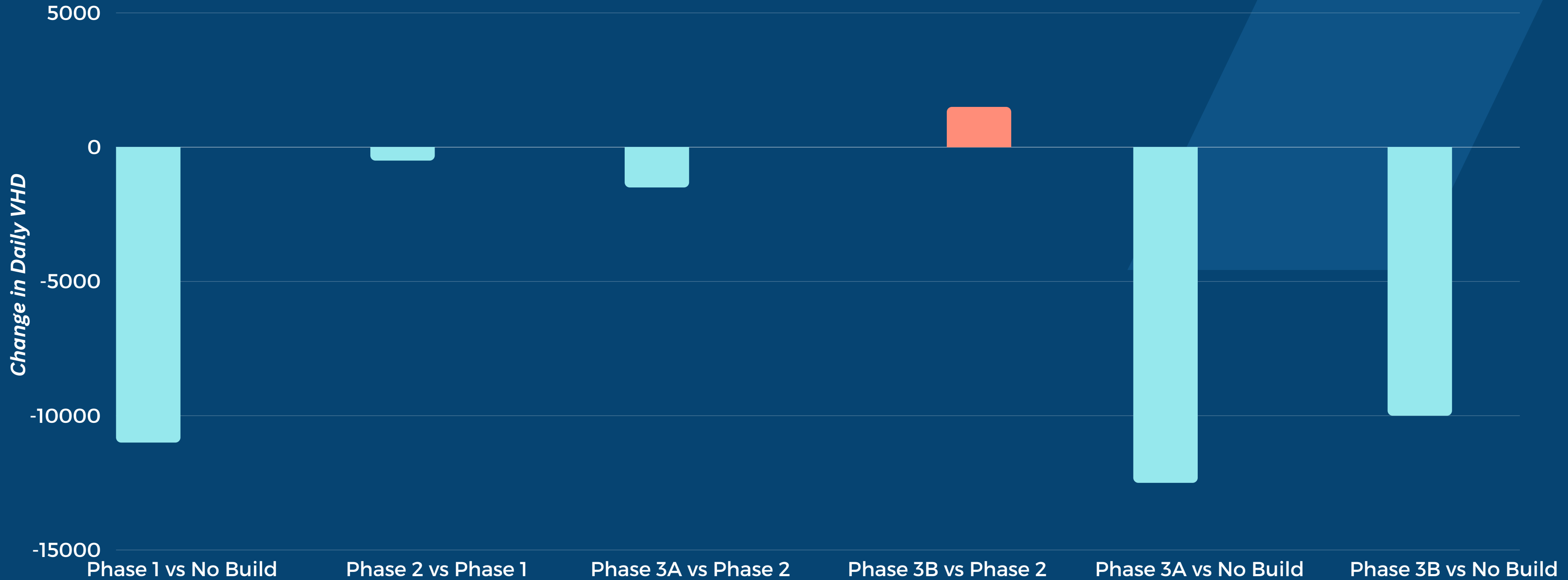
Performance Evaluations

Study Area Change in Daily Person Throughput



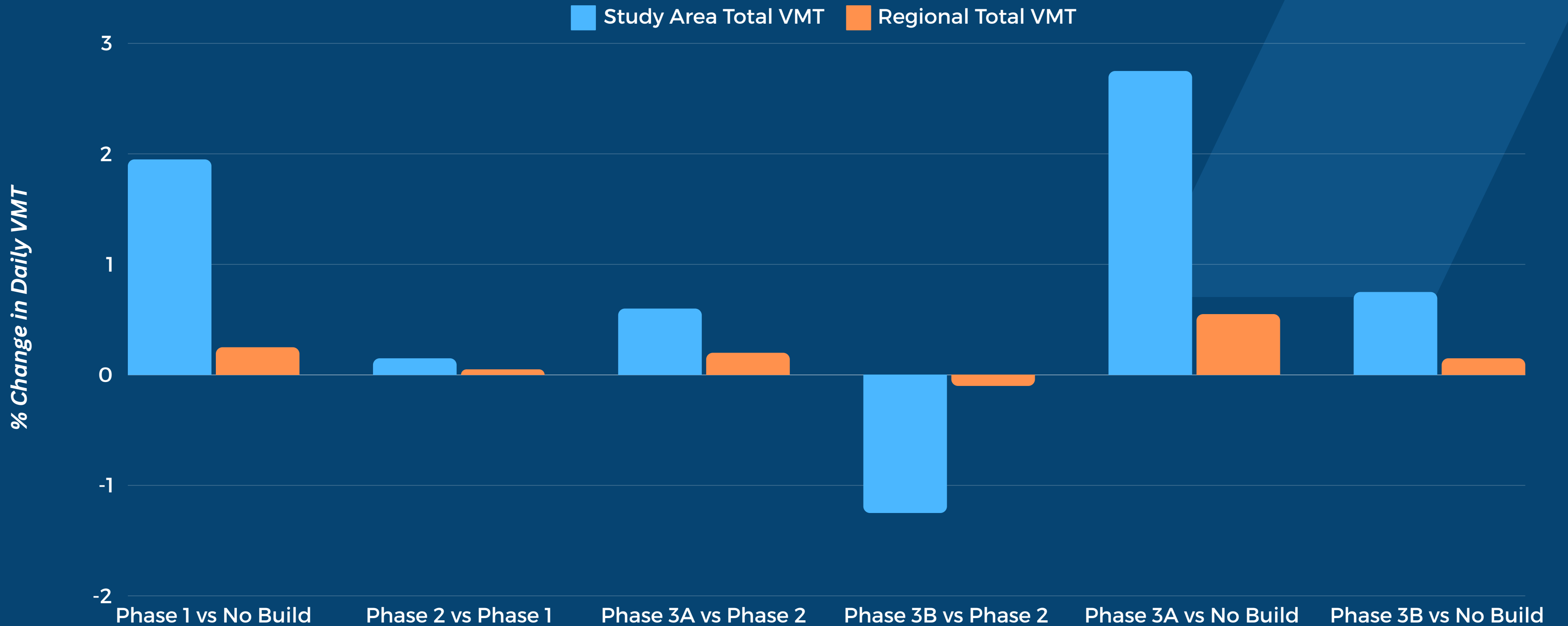
Performance Evaluations

Study Area Change in Daily VHD



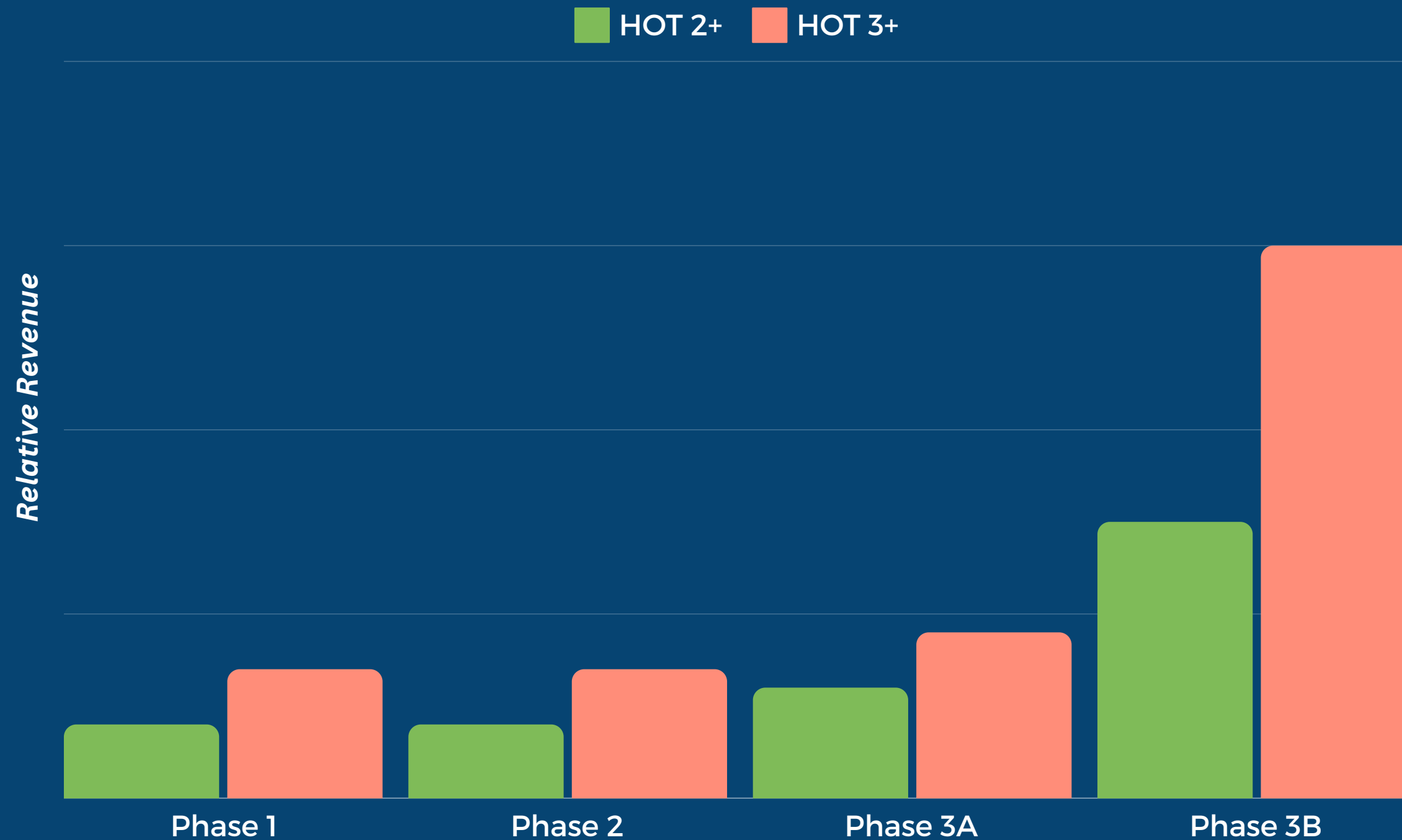
Performance Evaluations

Study Area / Regional % Change in Vehicle-Miles Traveled (VMT)



Performance Evaluations

Relative Total Revenue HOT 2+ vs HOT 3+



- Planning level analysis indicate revenue increase is associated with worsening conditions in the GP Lanes

Overall Findings by Phase



Phase 1

- The projects in this phase are a major expansion to the network and result in the largest improvements to person throughput, VHD, and heavy vehicle throughput, but also result in the largest increase in VMT.

Phase 2

- While there are benefits to Phase 2, they are relatively small compared to Phase 1. Most of the VHD reduction for this phase comes from SR 65 improvement.



Overall Findings by Phase



Phase 3A

- Phase 3A increases speeds on corridors with new HOT lanes. Person throughput increases, with reduced VHD, but VMT also rises and it generates less revenue compared to Phase 3B.

Phase 3B

- Traffic operations in Phase 3B are worse than in Phase 3A due to increased VHD and reduced person throughput as a result of the GP lane conversions. Phase 3B is the only phase that reduces VMT relative to phase 2 and generates more relative revenue than phase 3A.



Overall Findings - Next Steps

- All proposed strategies will need further investigating at the project level (PID and/or PA/ED).
 - HOT 3+ applications are promising and should be investigated.
- In addition to SACSIM, microsimulation models will be needed at the project level to provide more detailed operational analysis. Planning level analysis and the performance of actual project alternatives may differ once more detailed analysis is conducted.
- Phase 3B will be discussed in the MLSP. Caltrans will defer plan elements with dual HOT lanes/GP conversions to allow for operational analysis and decision-making in future project-level studies.
- Managed lanes system connectors at the freeway-to-freeway interchanges will be needed to maximize operations.

Contact

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Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 6

Comparing SACOG's Blueprint and Caltrans' Managed Lanes System Plan

Prepared By: Kathleen Hanley, Sacramento Area Council of Governments

Attachments: No

Recommendation:

None; this item is for information only.

Background:

State and federal law require the Sacramento Area Council of Governments (SACOG) to adopt a long-range plan every four years, called the Metropolitan Transportation Plan and Sustainable Communities Strategy (MTP/SCS). The MTP/SCS includes the adoption of a land use forecast and transportation network for 2035 and 2050. The MTP/SCS is fiscally-constrained and must meet state-mandated greenhouse gas reduction targets. The transportation network assumptions in the MTP/SCS provide a path for transportation projects to move forward and influence how competitive they are for local, state, and federal funding programs. SACOG is currently in the process of updating its MTP/SCS, which is called the 2025 Blueprint this cycle. SACOG adopted the land use network for their 2025 Blueprint at their June board meeting. SACOG will consider adopting a transportation network at its November board meeting. SACOG presented the Blueprint's managed lanes network and finance assumptions at the August CARTA Board meeting.

Caltrans is also in the process of updating its Managed Lanes System Plan (MLSP) which outlines its vision for toll lane development in the Sacramento Region, including lane type and priority. Caltrans policy requires every District with existing or planned managed lanes to develop and maintain an MLSP. Caltrans is currently developing its MLSP and expects to finalize the plan by the end of the calendar year. Caltrans will present on the MLSP's managed lanes network and analysis as part of Item 4 in this agenda.

Discussion:

SACOG's Blueprint and Caltrans' MLSP both outline very similar visions for development of toll lanes in the Sacramento region. Both agencies envision a connected network covering most highways in the urban core. This alignment is a marked improvement from previous cycles and reflects a deeper partnership between the two agencies. Even though the Blueprint and the MLSP are very similar, the plans differ in two key areas: the implementation timing for corridors and the role of dual lanes.

Implementation Timing

The MLSP is not timebound, but has three consecutive phases that suggest a particular order the toll system could develop in. The Blueprint is timebound in phases: By 2035, By 2050, and Beyond 2050/Amendment Priority. The table below compares the proposed timing in each plan. Shaded rows indicate a discrepancy on timing.

	MLSP Timing	Blueprint Timing
I-80 Davis to Sacramento (Yolo 80)	Near-Term (Phase 1)	Near-Term (By 2035)
I-80 Sacramento to Roseville	Near-Term (Phase 1)	Mid-Term (By 2050)
I-5 Airport to Downtown (Sac 5)	Near-Term (Phase 1)	Near-Term (By 2035)
I-5 Downtown to Elk Grove	Mid-Term (Phase 2)	Mid-Term (By 2050)
SR 99 Downtown to Elk Grove	Near-Term (Phase 1)	Near-Term (By 2035)
SR 99 Sacramento to Yuba	Long-Term (Phase 3)	Long-Term (Beyond 2050)
SR 51 Downtown to River	Near-Term (Phase 1)	Near-Term (By 2035)
SR 51 River to Cal Expo	Long-Term (Phase 3)	Long-Term (Beyond 2050)
US 50 Downtown to Watt/Sunrise	Mid-Term (Phase 2)	Near-Term (By 2035)
US 50 Watt/Sunrise to Folsom	Mid-Term (Phase 2)	Mid-Term (By 2050)
US 50 Folsom to Cameron Park	Long-Term (Phase 3)	Long-Term (Beyond 2050)
SR 65 Roseville to Lincoln	Mid-Term (Phase 2)	Mid-Term (By 2050)

In addition to these discrepancies on-corridor level timing, both plans propose five toll lane corridors occurring in the near-term. It is difficult to successfully advance five projects at once. While Yolo 80 will obviously be first, and Sac 5 is likely next, neither the MLSP nor the Blueprint provide any direction on priorities between near-term projects. A clear order of regional priorities would help CARTA and its partners focus their efforts.

The Role of Dual Lanes

The second main discrepancy between the two plans is on the role of dual lanes, where a general-purpose freeway lane is converted to have two toll lanes in each direction. The Blueprint prioritizes the implementation of dual lanes and proposes three dual lanes corridors in the near-term. The MLSP pushes dual lanes out to the long-term and instead proposes that a complete single-lane network be built before converting general purpose lanes. Both plans envision the same end goal, but each plan identifies a different way to get there.

Staff from both agencies have been discussing this issue thoroughly over the past several months and have concluded that this discrepancy reflects the different values between the agencies. Both SACOG and Caltrans must balance environmental, equity, and economic goals, but each agency strikes a different balance. SACOG is responsible for demonstrating that our region can meet its climate change targets and prioritizes converting general purpose lanes near-term to reduce vehicle miles traveled (VMT), promote transit, and generate revenue.

Caltrans is responsible for the operations of the state highway system and prioritizes completing the toll lane network near-term to ease throughput and travel time reliability, particularly on corridors with heavy freight traffic.

While this discrepancy is understandable, it creates confusion with the public and with funding and regulatory agencies. Ultimately, the decision on dual lanes or single lanes will be informed by finer-grain corridor-specific analysis conducted during the environmental phase. Including explanations of the role of project-specific analysis in each plan would help clear up this confusion. The next round of updates to the MTP/SCS and MLSP, CARTA may want to work with both agencies to close this gap more directly.

Direct Connectors

Both the MLSP and the Blueprint include direct connector projects, which provide “flyover” connections so that toll lane users don’t have to merge and weave when making connections between toll corridors. However, neither plan effectively demonstrates how critical direct connectors are to facilitating the regional toll network. In future updates to both plans, CARTA may want to work with both agencies to ensure direct connector projects receive the same level of analysis and prioritization as mainline projects.

Towards Regional Consistency

The region should continue to evaluate the effectiveness of having two plans separately analyze and plan the toll lane system. SACOG’s MTP/SCS often leans on the transportation project recommendations from other local and regional plans and the Caltrans MLSP guidance allows Caltrans to adopt a regional plan as its MLSP. In effect, the region has the flexibility to move away from a two-plan model and explore other options that may make regional consistency easier. CARTA may want to initiate discussion with Caltrans and SACOG on the feasibility of other options prior to the next cycle of plans.



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 7

Consulting Services Procurement Update

Prepared By: Kathleen Hanley, Sacramento Area Council of Governments

Attachments: Yes

Recommendation:

None; this item is for information only.

Background:

At the May 2024 meeting, the CARTA Board authorized the release of a request for proposals (RFP) for Toll Lane Program Development Consulting Services with a maximum budget of \$700,000. As part of that action, the CARTA Board authorized the Secretary to select a vendor, negotiate, and execute a contract. This item provides an update on that procurement

Discussion:

Staff released an RFP on June 7, 2024, and proposals were due July 19, 2024. CARTA received seven qualified proposals. The proposals were reviewed by a panel of staff from Sacramento Area Council of Governments, Sacramento Transportation Authority, Placer County Transportation Planning Agency, Yolo Transportation District, and Caltrans District 3. The panel selected two finalists and interviewed those teams on August 7, 2024. The panel selected HNTB Corporation and issued a notice of intent to award on August 9, 2024. HNTB has extensive national and California tolling experience, including aiding San Bernardino County in successfully delivering their first toll lane project earlier this year.

Since then, staff have been working through contracting and ultimately finalized a contract with HNTB on September 25, 2024. HNTB's scope of work for the contract is included as Attachment A. Staff have issued a Notice to Proceed and have kicked off HNTB's work. Staff plan to bring the HNTB team to the CARTA Board for the December meeting.

SCOPE OF WORK

The following scope of work shall be performed by the Consultant:

Task 1: Project Management and Mobilization

Under this task, the Consultant will: 1) Mobilize the team and participate in an initial meeting to discuss project administration, and the Consultant’s work plan and schedule, and 2) Provide overall project management, coordination, and supervision of project staff to facilitate the performance of the work. This includes the following activities and deliverables:

Project Kickoff: Initial meeting with the CARTA PM and staff to review key project management elements, including a preliminary workplan and schedule, as well as proposed protocols for communication and documentation.

Workplan and Schedule: The Consultant shall review the project workplan and schedule that addresses the management of scope, schedule, staffing, budget, and risk.

Regular Meetings: The Consultant shall conduct routine meetings, including Biweekly PM Check-Ins, Monthly PMT meetings, Biweekly Task Lead Check-Ins, and Monthly Internal (to Consultant) Project Reviews.

Communication and Documentation: The Consultant shall set-up and utilize Microsoft SharePoint (integrated with Microsoft Teams) to allow collaborative use project management tools, including an Action Item Tracker, and to organize project artifacts, deliverables, and Meeting Documentation.

Monthly Invoicing and Progress Reports: The Consultant shall develop monthly invoices and progress reports to ensure compliance with contract requirements and alignment with project expenditures.

Task 1 Deliverables	Completion Date	
<ul style="list-style-type: none"> • Project Kickoff • Workplan and Schedule • Regular meetings • Communication and Documentation • Invoices and Progress Reports 	<ul style="list-style-type: none"> • October 2024 • October 2024 • Ongoing • Ongoing • Monthly 	
Contractor Task 1 Budget	HNTB	\$75,335.16
Subcontractor Task 1 Budgets	Kuester Consulting	\$5,808.00
	Drago Vantage	\$18,234.22
Total Task 1 Budget	\$99,377.38	

Task 2: Toll and Other Managed Lanes System Review

The Consultant shall review and assess existing plans and project development documents related to Managed Lanes. The Consultant will rely on the documentation, provided in a timely manner by CARTA, to develop Consultant deliverables, including:

Draft and Final System Review Memo: The Consultant shall develop a draft Toll and Other Managed Lanes System Review Memo. This memo shall summarize the region’s context and outline key issues for toll lane implementation. After a brief review by CARTA, the Consultant shall develop a final memo that will inform future stakeholder presentations.

Presentation to the TAC and Board: The Consultant shall develop a comprehensive presentation outlining the current state of tolling in the region, and the potential next steps for partner project development. The Consultant shall prepare an initial set of board materials for staff review and conduct a presentation preview and dry run. Thereafter, the Consultant shall support the presentation of these materials to the CARTA TAC and board.

Task 2 Deliverables	Completion Date	
<ul style="list-style-type: none"> • Draft System Review Memo • Final System Review Memo • Presentation to TAC and Board 	<ul style="list-style-type: none"> • November 2024 • November 2024 • December 2024 	
Contractor Task 2 Budget	HNTB	\$47,006.04
Subcontractor Task 2 Budgets	Kuester Consulting	\$22,812.00
	Drago Vantage	\$6,812.78
Total Task 2 Budget	\$76,630.82	

Task 3: Implementation Workplan

In collaboration with CARTA, the Consultant will identify a high-level implementation schedule and narrative for CARTA’s activities between now and when revenue service begins, currently anticipated in 2028. This includes the following activities and deliverables:

Workshops: The Consultant shall conduct four (4) workshop-style meetings with CARTA staff:

- Introduction to Tolling Workshop: This workshop shall give the Consultant the opportunity to introduce CARTA to the state of tolling nationally, and to share best practices from agencies across the country.
- Breakout Workshops: The Consultant shall conduct a series of three (3) workshops that focus on core areas that support development of the Implementation Workplan. The Consultant will coordinate with CARTA to determine attendees and confirm the initially proposed core areas, which are: 1) Policies and Business Rules for Pricing, Collection & Enforcement, 2) Procurement, Contracting, & Interagency Agreements, and 3) Revenue Accounting & Recognition.

Decision Log: The Consultant shall develop and maintain a Decision Log. The Decision Log shall track open decisions, alternatives, and decisions made, along with impacts of those decisions, refinements, and changes.

Implementation Work Plan: The Consultant shall develop a draft and final implementation workplan that includes a high-level schedule, narrative, and cost estimate for CARTA’s activities between now and the start of revenue service. The implementation workplan shall address the following key elements:

- Financing and Financial Agreements
- Organizational Readiness & Roles/Responsibilities
- Toll Policies and Business Rules/Requirements

- Violation Rules and Local Ordinance for Enforcement
- Revenue Recognition Rules
- Expenditure Plans for Net Excess Toll Revenue
- Procurement and Contracting for Program Elements
- Interagency Agreements
- Equity Program Assessment and Development
- Asset Management Strategy
- Traffic and Incident Management Plans (IMP)

Task 3 Deliverables	Completion Date	
<ul style="list-style-type: none"> • Workshops • Decision Log • Draft Implementation Workplan • Final Implementation Workplan 	<ul style="list-style-type: none"> • November 2024 – June 2025 • February 2025 • March 2025 • July 2025 	
Contractor Task 3 Budget	HNTB	\$245,946.91
Subcontractor Task 3 Budgets	Kuester Consulting	\$15,744.00
	Drago Vantage	\$21,160.53
Total Task 3 Budget	\$282,851.44	

Task 4: Near-Term Policy Development and Management

The Consultant shall initiate the development of the most immediate policy-related needs identified in the workplan. This includes the following activities and deliverables:

Updates to the Decision Log: The Consultant shall continue to update and maintain the Decision Log based on input from CARTA staff and stakeholders across the program.

Workshops with Staff and Executive-Level Committees: The Consultant shall host six (6) workshops with CARTA staff and executive-level committees. The Consultant shall meet with staff in advance to verify and review all content. Each of these workshops will cover key topics that will be progressed and discussed further with CARTA’s board of directors thereafter. As part of this, the Consultant will plan and facilitate workshops throughout the development with the staff and executive-level Consultant advisory committees, as well as with the CARTA board. The development of toll policies and business rules/requirements should also include some stakeholder and community engagement to support public acceptance and understanding of regional toll policies.

Board Meetings with CARTA’s Board of Directors: The Consultant shall support six (6) board meetings to keep the CARTA board of directors fully informed on project progress. The Consultant shall meet with staff in advance to verify and review all content. In addition, the Consultant shall conduct dry runs with CARTA staff to verify that all meeting and presentation materials are finalized and presented as effectively as possible.

Digital Outreach Campaign: At the direction of CARTA, the Consultant shall launch a digital outreach campaign to help familiarize the public with toll lane basics. This shall include digital campaign content for web-based and social media platforms, online surveys, factsheets, FAQs, and other informational collateral.

Public Engagement Workshops: The Consultant shall host two (2) public workshops in communities within the project corridor where staff and the public can have more robust conversations on key policy areas.

Coordination with External Consultants: The Consultant shall coordinate with future consultants who will be supporting the development of the program’s equity program and roadside procurement. A total of six (6) meetings is anticipated.

Task 4 Deliverables	Completion Date	
<ul style="list-style-type: none"> Stakeholder Workshops Board Meetings Digital Outreach Public Engagement Workshops Coordination with External Consultants 	<ul style="list-style-type: none"> March – September 2025 March – October 2025 March – June 2025 March – June 2025 Ongoing 	
Contractor Task 4 Budget	HNTB	\$151,472.52
Subcontractor Task 4 Budgets	Kuester Consulting	\$9,516.00
	Drago Vantage	\$12,780.48
Total Task 4 Budget		\$173,769.00

Task 5: Staffing Support

At the direction of CARTA, the Consultant will support CARTA in board/stakeholder engagement activities, communications strategy and message development, preparation of communications materials, meeting preparation and follow up. This includes the following activities and deliverables:

Stakeholder Engagement Plan: The Consultant shall develop a draft and final Stakeholder Engagement Plan. The plan shall identify key stakeholders, including CARTA board members, member agency representatives, and other partners. The plan shall outline the objectives, key messages, communication channels, and timelines for engagement activities.

Communications Strategy and Message Development: The Consultant shall conduct an initial audit of existing communication strategies and materials to identify strengths and areas for improvement.

Preparation of Communications Materials: The Consultant shall collaborate with CARTA staff to identify specific communication-related needs for upcoming board meetings and stakeholder engagement activities. This includes developing templates, graphics, and visuals for staff reports and presentations.

Meeting Coordination, Preparation, and Follow-Up: The Consultant shall develop agendas for meetings, coordinate meeting logistics, record meeting minutes, and track action items. The Consultant shall support CARTA with coordination of staff-level meetings by developing a staff meeting schedule to confirm alignment with project timelines and milestones. Additionally, the Consultant shall serve as the central point of contact for coordinating these meetings, ensuring all relevant parties are informed and prepared.

Task 5 Deliverables	Completion Date	
<ul style="list-style-type: none"> Stakeholder Engagement Plan Communications Strategy Communications Materials Meeting Preparation, Coordination, and Follow-Up 	<ul style="list-style-type: none"> October – December 2024 Ongoing Ongoing Ongoing 	
Contractor Task 5 Budget	HNTB	\$40,916.68
Subcontractor Task 5 Budgets	Kuester Consulting	\$0.00
	Drago Vantage	\$26,215.30
Total Task 5 Budget	\$67,131.98	

Total Project Cost: \$699,760.62

The total amount paid to the Consultant under this Agreement shall not exceed \$699,760.62 unless authorized in writing by CARTA's Secretary or designee. All work must be completed by October 31, 2025.

Level of Effort Matrix

Resource	Total Hours	Task 1	Task 2	Task 3	Task 4	Task 5
Samantha Soules	484	112	36	126	160	50
Carol Kuester	180	20	78	52	30	0
Will Allen	248	18	14	213	3	0
Theresa Weekes	268	18	0	124	126	0
Sabrina Drago	160	56	16	37	23	28
Renardo Bezati	44	0	20	24	0	0
Christa Cassidy	56	0	0	20	36	0
Monica Castellanos	28	0	0	28	0	0
Amanda Gagne	20	0	0	0	20	0
Gandari Galindo	298	22	12	144	20	100
Aaron Hatch	70	0	22	48	0	0
Alison Lindelien	50	0	0	20	0	30
Garth Lynch	40	0	28	12	0	0
Esteban Martinez	36	20	0	16	0	0
Sadie Mae Palmatier	302	50	36	52	84	80
Todd Pendleton	34	0	14	20	0	0
Colin Peppard	24	0	0	24	0	0
Leah Robinson-Leach	60	0	0	0	60	0
Nicole Roy	84	0	8	14	24	38

Resource	Total Hours	Task 1	Task 2	Task 3	Task 4	Task 5
Lacy Vong	24	0	0	0	24	0
Zach Gant Van Vliet	48	48	0	0	0	0
Phil Wright	64	0	0	24	0	40
Total Hours	2622	364	284	998	610	366



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 8

Yolo 80 Project Update

Prepared By: Gurtej Bhattal, Caltrans District 3

Attachments: No

Recommendation:

None; this item is for information only.

Background:

As outlined in the Caltrans Services Memorandum, Caltrans is committed to providing updates on the status of active managed lanes projects at each CARTA board meeting. These updates are intended to be high-level and track the overall progress of the project. For real-time travel information, including lane closures and detours, please visit roads.dot.ca.gov.

The Yolo 80 Corridor Improvements Project (Yolo 80) will add one high-occupancy toll (HOT 3+) lane to Interstate 80 (I-80) between Davis and West Sacramento. The project completed its environmental documents and final design May 2024 and is currently in the contract advertisement period. For more detailed information about the project, including project documents, please visit <https://dot.ca.gov/caltrans-near-me/district-3/d3-projects/d3-i80-corridor-improvements>.

Discussion:

Caltrans opened bids on July 31, 2024. While Caltrans is still in contracting with the selected bidder, the project has sufficient funds. Given the timing of contract execution, Caltrans expects the contractor will elect to start construction work in early 2025, after the rainy season. The project is anticipated to take 370 working days and is therefore likely to finish construction in late 2026 or early 2027. This means that the physical tolling infrastructure will likely be fully constructed before CARTA is ready to collect tolls.

Two lawsuits have been filed against the project by (1) the National Resource Defense Council, Planning and Conservation League, and Center for Biological Diversity; and (2) the Sierra Club and Environmental Council of Sacramento. Both are in the process and further updates will be provided as appropriate.



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 9

US 50 Project Update

Prepared By: Soka Soka, Caltrans District 3

Attachments: No

Recommendation:

None; this item is for information only.

Background:

As outlined in the Caltrans Services Memorandum, Caltrans is committed to providing updates on the status of active managed lanes projects at each CARTA board meeting. These updates are intended to be high-level and track the overall progress of the project. For real-time travel information, including lane closures and detours, please visit roads.dot.ca.gov.

The US 50 Multimodal Corridor Enhancement & Rehabilitation Project will add carpool, or High-Occupancy Vehicle (HOV), lanes in each direction on U.S. Highway 50 from Interstate 5 to east of Watt Avenue, construct sound walls from Stockton Blvd to 65th Street, and incorporate Intelligent Transportation System (ITS) elements into the HOV system. The project completed its environmental documents in May 2017. The project was combined with the State Highway Operation and Protection Program (SHOPP) project to rehabilitate the highway assets and is utilizing a Design Build project delivery method. The total combined Construction Capital funds of \$368,900,000 were allocated in March 2019. The Design-Build contract was awarded in April 2020, to Flatiron West Inc. for a total Construction Capital cost of \$397,790,000 with 925 Working Days.

For more detailed information about the project, including project documents, please visit <https://www.fix50.com/> or <https://dot.ca.gov/caltrans-near-me/district-3/d3-projects/d3-us-50-hov-lane-0h08u>.

Discussion:

Currently, the project is 85% complete. Below is list of activities on the project in the past couple of months.

- Structure construction with continued coordination with Union Pacific Railroad for work at Brighton bridge.
- Coordination with City of Sacramento on adjacent projects, parking impacts and utility work.
- The contractor working on the final design package i.e., Local Roads Plans.

- Roadway construction: Pavement Demo and off hauling, Install Electrical elements, work on drainage, traffic staging.

The project has experienced significant delays due to late execution of Construction and Maintenance (C&M) Agreement from Union Pacific Railroad (UPRR). The State has realized 242 working day schedule impact from the delay. Design-Build contractor disagrees with the State on the level of the impact. The contractor has filed dispute and the issue is following its process.



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 10

Sac-5 Managed Lanes Project Update

Prepared By: Jess Avila, Caltrans District 3

Attachments: No

Recommendation:

None; this item is for information only.

Background:

As outlined in the Caltrans Services Memorandum, Caltrans is committed to providing updates on the status of active managed lanes projects at each CARTA board meeting. These updates are intended to be high-level and track the overall progress of the project.

The project proposes to construct managed lanes in both directions on Interstate 5 (I-5) in Sacramento County from I-5/US 50 Interchange to Sacramento River Bridge (Br. No. 22-0025). Intelligent Transportation System (ITS) infrastructure will also be added to actively manage recurrent and non-recurrent congestion. For more information on the project, visit <https://dot.ca.gov/caltrans-near-me/district-3/d3-projects/d3-i5-managed-lanes-project>.

Discussion:

The project is currently in the environmental phase where nine managed lane options (including no-build) are being studied to determine environmental impacts. The build options include construction of an additional lane to accommodate HOV, HOT, Express, Transit Only, and Dual HOT (where 1 existing GP lane is converted to HOT) managed lanes and an option to convert 1 existing GP lane to HOV lane. The target to complete the environmental documents (CEQA/NEPA) is November 2025.

The total project cost is estimated to be between \$450 million and \$500 million depending on the managed lane option chosen. Total project cost estimates assume \$50 million for vehicle miles traveled (VMT) mitigation. There is \$69.4 million of available funding for the project. To date, \$11.3 million has been spent on the environmental phase of the project. Available funding has been made possible by SACOG flexible funding rounds and STA. STA funding is primarily in future years for construction of the project.

The funding strategy is to apply for qualifying local, state and federal grants.



Capital Area Regional Tolling Authority

Meeting Date: October 17, 2024

Agenda Item: 11

Cap City Corridor (State Route 51) Project Update

Prepared By: Andrew Huang, Caltrans District 3

Attachments: No

Recommendation:

None; this item is for information only.

Background:

As outlined in the Caltrans Services Memorandum, Caltrans is committed to providing updates on the status of active managed lanes projects at each CARTA board meeting. These updates are intended to be high-level and track the overall progress of the project.

The Cap City Corridor Improvements Project proposes to construct managed lanes in both directions on State Route 51 (SR 51) between N Street to El Camino Avenue Overcrossing in Sacramento County. Intelligent Transportation System (ITS) infrastructure will also be added to actively manage recurrent and non-recurrent congestion.

Discussion:

Caltrans is continuing its preliminary design and environmental studies to clear the Cap City Corridor project, coordinate with exterior agencies for input, and analyze multiple alternatives to complete the initial Project Approval and Environmental Document phase. The project targeting to complete its environmental documents in June 2026 and has a targeted design completion date of February 2029. Currently the total project cost is estimated between \$450 million to \$550 million depending on the alternative chosen. Those total cost estimates assume \$50 million vehicle miles traveled (VMT) mitigation.

When grant opportunities are available the Caltrans team intends to apply for funding where applicable to fund the project.