

APPENDIX A: SAMPLE OUTREACH FRAMEWORK

This sample framework can be adapted to engage communities around issues related to congestion pricing and zero emissions areas (ZEAs). We developed this document in early 2020 based on our experience with preliminary congestion pricing and ZEA planning efforts in Los Angeles County, with the Southern California Association of Governments (SCAG) as the lead agency. However, stakeholders can adapt reference materials, goals, and objectives to reflect their local context. While this framework was originally developed in January 2020, it evolved throughout the year before being finalized in December 2020.

Forming a Community Advisory Committee

Traditionally, public agencies design community engagement programs themselves – or in collaboration with consultants – before reaching out to the communities in question. These pre-structured engagement methods may prevent certain community members from fully expressing their ideas and preferences. In contrast, agencies should invite community members to participate in the design and administration of engagement programs as early as possible. To do so, agencies can form a Community Advisory Committee that includes members who can credibly represent the interests of underrepresented populations and/or other target populations.

Providing Context & Reference Materials

To begin the engagement process, it is critical to set context and share reference materials with participants. For each relevant pricing or ZEA initiative, the agency leading the engagement process (hereafter referred to as the “lead agency”) should share the following (to the extent that information is available/ shareable):

- Implementing agency goals
- Anticipated deliverable(s)
- Proposed timeline
- Opportunities to offer feedback/input

Defining Shared Outcomes

Below is a list of potential goals and anticipated outcomes for an engagement process. However, the Community Advisory Committee should vet, adjust (where needed), and approve the goals during their first convening.

- The lead agency will work with the Advisory Committee to create a high-level sample engagement process and refine a community-centered participation model.
- The goal for this process is to familiarize community-based organizations that engage with target populations about changes to the region’s mobility landscape (e.g., pricing and zero emission areas).
- The lead agency and other implementing agencies will use this as an opportunity to surface potential concerns, develop messaging, and inform outreach and engagement processes.

Answering Key Questions

Ahead of the first engagement, the lead agency should develop a short list of frequently asked questions (FAQ) to answer anticipated questions from Community Advisory Committee members. An example FAQ is listed below:

Describing the Project to Stakeholders

Q: Who is leading this engagement?

A: The lead agency is working with community stakeholders, technical experts, and local agencies to explore how we provide historically underserved residents with fairer, safer, and more reliable transportation options.

Q: What are you trying to accomplish?

A: This project has two goals:

(1) Listen: Using several methods and tools, SCAG and the consultant team listened to community-based organizations that work with historically underserved populations. Our goal is to convene an interdisciplinary group of experts, advocates, and community representatives to share their travel experiences, express concerns, and identify potential solutions that are responsive to their communities’ needs.

(2) Learn. We plan to facilitate a shared learning process that has specific learning outcomes for public agency stakeholders and community-based organizations. For agencies, community representatives will lend their expertise to inform participation strategies and provide nuanced feedback as it relates to issues of equity and inclusion. For committee members, the lead agency will share information related to the region’s growing menu of transportation options and provide general insights on common pricing mechanisms.

Q: What are the anticipated work products?

A: The final work product will include a resource that Committee Members and implementing agencies can use.

For agencies, the final deliverable will include a Committee-informed framework for building an inclusive, equity-focused planning, participation, and implementation process.

For Committee Members and community-based organizations the document will be a reference guide that explains key concepts related to pricing, uses plain language to decipher technical terms, and provides a list of policy interventions that may advance equity goals.

Q: Why is the agency leading this activity?

A: The lead agency is leading this effort to support local implementation efforts throughout the region. Our goal is to enhance public agencies’ understanding of critical equity issues and elevate the concerns of historically underrepresented populations. We are collaborating with nonprofit organizations to expand community (and agency) expertise, challenge assumptions, and test proposed solutions.

Articulating Relational Outcomes

As part of the process, the lead agency should articulate desired outcomes for the Community Advisory Committee workshop. This includes outcomes for both the Committee Members and the agency.

For Committee Members: Build a constituency of informed community groups that are prepared to engage with public agencies on issues of pricing and new mobility options.

For Lead Agency: Support collaboration between public agencies and community-based organizations, surface potential equity issues inherent in the travel needs of underrepresented communities, and establish networks to help facilitate ongoing discussions related to equitable mobility.

Defining Learning Objectives

The lead agency should also articulate learning objectives for committee members and the lead agency.

Learning Objectives for Committee Members

Organizations working with target populations⁹¹ can engage with the lead agency to familiarize participants with mobility innovation concepts generally, and to learn how those concepts may be implemented in the region. Equipped with that information, Community Advisory Committee members can articulate the potential impacts, desired outcomes, surface key concerns, and propose potential mitigation measures that apply to the target populations they serve. Committee Members should become familiar with the following:

#1: Mobility and Pricing Options

Existing Pricing Systems – High Occupancy Toll (HOT) lanes⁹², dynamic pricing via applications like Lyft and Uber, and emerging mobility trends (e.g., micromobility, traditional car-share, low-income EV car share)

New Pricing Scenario – (1) cordon, (2) area, (3) congestion point, (4) distance based, (4) full-facility, (5) managed lanes, (6) HOT lanes, (7) express lanes, (8) flat rate tolls, (9) dynamic or variable pricing

#2: Mobility and Pricing's Potential Impacts

The workshops should identify potential opportunities and barriers that community members might face if congestion pricing and/or a zero emissions area is implemented.

Opportunities could include the following:

- Time savings for drivers
- Faster and more reliable transit service
- Reduced local air pollution
- Reduced vehicle miles traveled (i.e., travel by car) and reduced greenhouse gas emissions (i.e., a cleaner environment)
- Increased walk/bike/scooter mode share
- Revenues that can be invested in improved transit service, air quality mitigation measures, and/or

⁹¹ In our SCAG-led engagement process, the target populations included (1) low-income communities of color; (2) populations with limited English proficiency; (3) transit-dependent and/or zero-car households; (4) women and female-headed households; (5) older adults; (6) youth; and/or (7) individuals with access and functional needs.

⁹² The Metro ExpressLanes on Interstate 10 and Interstate 110 in Los Angeles County are examples of HOT lanes.

- community benefits
- Increased safety for vulnerable road users

Potential barriers include:

- Higher monetary cost of personal vehicle transportation
- Disproportionate impact on target populations and exurban/rural drivers, who may have been displaced from areas undergoing gentrification

Learning Objectives for Public Agencies

For public agencies, potential learning outcomes may include the following: (1) Identifying existing community perceptions and sentiments related to pricing and new mobility options; (2) informing outreach and engagement processes so that agencies are responsive to underrepresented communities; (3) gaining a better understanding of how proposed policy interventions (e.g., subsidies, revenue expenditures, and community benefits) may be received by underrepresented communities; and (4) testing and refining messaging.

Outreach and Engagement Process

Based on the objectives outlined above, the lead agency, in collaboration with the Community Advisory Committee, should develop an outreach and engagement processes that can achieve the learning objectives. This process should rely on the following tools:

Employing Popular Education

Popular education is a peer learning model that facilitates shared learning, emphasizes participants' lived experiences, and values participatory modules to convey information. Popular education relies on four key elements: (1) a non-hierarchical structure, where facilitators and participants are seen as equal contributors; (2) the education process responds to the expressed needs of an organized group; (3) the group is involved in planning the training and any follow-up actions; and (4) acknowledges that community is the source of knowledge.⁹³

Co-Creating Key Messages

The lead agency should co-create messaging points with Community Advisory Committee members that can be refined by Committee members and further tested during engagement with the general public.

Partnering with Community Stakeholders

The Committee should reflect upon and share answers to the following questions: (1) What are some preferred mechanisms for agencies to meaningfully engage underrepresented communities? (2) What should agencies be prepared to share with communities? (3) What are the key decision points and how can community members and/or advocates engage with implementing agencies?

⁹³ Schugurensky, Daniel. 2010. *Popular Education: Comparative and International Perspectives*. University of Toronto.

Information Gathering and Feedback Mechanisms

This section identifies the data required to inform community-centered decision-making, including the tools necessary to gather new information.

Baseline Data Collection Options

Traditional baseline data collection may include the following sources: Longitudinal Employer-Household Dynamics, American Community Survey, household travel surveys, mobile/GPS datasets (as available). These can be important tools in localities where data are available.

Agencies may also use sentiment surveys for Community Advisory Committee members and community members. If taken before the initial workshop and after the final workshop, the agency can assess how sentiments have (or have not) shifted.

Measurements of Success

This section includes methods for measuring the success of the engagement process. They include measurements of overall project success, as well as measurements to track outcomes from the Advisory Committee and engagement processes.

Project-Specific Measurements (and key questions for organizers)

Attendance: Community Advisory Committee workshop attendance (Is it consistent? Are folks continually engaged? Do the groups represent a cross section of disciplines and geographies?); Community event/convening attendance (Did we reach target audiences? Did attendance meet expectations?); non-CBO outreach (Did engaged civic and business groups contribute meaningfully to the project?)

Feedback from Implementing Agencies: Is the equity analysis useful? Is the agency planning on engaging members of the Community Advisory Committee? Is the agency adapting any of the SCAG/community-developed materials?

Feedback from Community Advisory Committee Members: Was the training useful? Does the organization feel better-equipped to engage with implementing entities?

Geospatial Analysis: Identification of priority communities throughout the region using existing demographic and transportation data

Community Advisory Committee Outreach & Engagement Measurements (and key questions)

Number of CBO members engaged (e.g., via follow-up trainings or outreach activities) and how well they represent geographic and issue diversity.

Sentiment survey results (Did perceptions of mobility innovations change? If so, how?)

Demonstrated knowledge of mobility innovations and of its opportunities and barriers (e.g., co-created messaging, proposed mitigation measures, sharing popular education materials with members/constituents)

Readiness to engage with implementing agencies (e.g., defined plan to engage with implementing agency, contacts with agency staff, engagement or consultation on project planning and implementation etc.)

Sample Workshop Agendas

Below are sample workshop agendas that could be adapted for future engagement processes.

WORKSHOP #1: BUILDING SHARED UNDERSTANDING

WORKSHOP #1 OBJECTIVES

- Share mobility experiences: (1) Do you think the region's transportation system works well? (2) Who benefits? (3) Who is harmed or disadvantaged? (4) Would you like to see it change? If so, how?
- Survey sentiments: The team will send a survey in advance of the first workshop. It may include the following questions: (1) What transportation issues do you care about? (2) How much do you know about road pricing/zero emission areas/emerging mobility trends/transportation finance? (3) How do you feel about pricing (opposed vs. not sure vs. supportive)? (3) What would you like to learn more about?
- Introduce pricing and mobility innovation concepts: (1) cordon, (2) area, (3) congestion point, (4) distance based, (4) full-facility, (5) managed lanes, (6) HOT lanes, (7) express lanes, (8) flat rate tolls, (9) dynamic or variable pricing

WORKSHOP #1 FORMAT

- Intros and Framing
- Ground Rules: collectively decide on ground rules; (e.g., assume good intent, step up/step back, confidentiality, challenge with care, guidelines re: offering corrections vs. creating space to share experiences)
- Share Sentiment Survey Results + Small Group Discussion: sharing mobility experiences
- Introduction to Pricing Concepts
- Discussion: (1) initial reactions to concepts; (2) surface key questions and concerns; (3) identify what participants want to learn more about
- Preview Workshop #2

WORKSHOP #2: IDENTIFYING ISSUES AND ADAPTING DECISION-MAKING

WORKSHOP #2 OBJECTIVES

- Articulate equity concerns: (1) How can new mobility interventions perpetuate existing inequities? (2) How might they make them worse? (3) What are the concerns for your community and/or populations?
- Explore mitigation measures: (1) How do we expand the menu of mobility options to address the concerns of target populations? (2) What are our priorities for spending transportation revenue? (3) What tools have other places used to tackle this issue?
- Surface opportunities for communities and agencies to adapt decision-making: (1) How can public agencies change to accurately surface equity issues and meaningfully address concerns? (2) Who do they need to hear from? (3) What data should they consider?

WORKSHOP #2 FORMAT

- Workshop #1 Recap
- Small Group Discussion: discuss equity concerns and identify potential solutions
- Introduce Mitigation Measures: subsidies, exemptions, caps, mobility investments, and community investments that may address equity concerns

- Case Studies: present case studies (e.g., New York, London)
- Exercise: Getting from point A to B (status quo vs. pricing + mobility options vs. equitable pricing and inclusive mobility)
- Small Group Discussion Engaging with Agencies: What has worked well in the past? What has not? What would a more responsive process entail?
- Preview Workshop #3: office hours/prep time for Workshop #3

WORKSHOP #3: SHARED LEARNING

WORKSHOP #3 OBJECTIVES

- Support a committee member-driven agenda: give committee members an opportunity to share key takeaways and propose more equitable engagement strategies that agencies may employ
- Invite agency participation: provide a collaborative space for agencies to preview community concerns and present an opportunity for committee members to inform public agencies' outreach process

WORKSHOP #3 FORMAT

- Workshop #1 and #2 Recap
- Committee Presentations: (1) equitable vision for mobility in the region, (2) key questions and concerns, (3) how agencies can better engage historically underserved communities
- Consultant Team Presentation: data considerations for implementing agencies
- Q+A or Small Group Discussions