

Council work session agenda

Tuesday, February 8, 2022 **10:30 AM** **<https://zoom.us/j/471155552> (Webinar ID: 471155552) or 877-853-5257 (toll free)**

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10:30 Call to Order and Roll Call

Presentations:

10:35 SuperbOwl Presentation

Presenter: Sarena Gill, Metro

Work Session Topics:

10:45 I5BR Work Session- I-5 Bridge Replacement Program [22-5655](https://www.oregonmetro.gov/news/2021/12/22-5655)
Update and Equity Discussion

Presenter(s): Elizabeth Mros-O'hara (she/her), Metro
Johnell Bell, I-5 Bridge Replacement Program
Jake Warr, I-5 Bridge Replacement Program

Attachments: [Staff Report](#)
[Attachment 1](#)
[Attachment 2](#)
[Attachment 3](#)
[Attachment 4](#)

11:35 I-205 Tolling Project: Values, Outcomes and Actions
Update

[22-5656](#)

Presenter(s): Margi Bradway (she/her), Metro
Alex Oreschak (he/him), Metro

Attachments: [Staff Report](#)
[Values Outcomes and Actions for ODOT Toll Project](#)

12:20 Chief Operating Officer Communication

12:25 Councilor Communication

12:30 Adjourn

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បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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SuperbOwl Presentation

Presentations

Metro Council Work Session
Tuesday, February 8, 2022

**I5BR Work Session- I-5 Bridge Replacement Program
Update and Equity Discussion**

Work Session Topics

Metro Council Work Session
Tuesday, February 8, 2022

COUNCIL WORK SESSION STAFF REPORT

I-5 BRIDGE REPLACEMENT PROGRAM UPDATE AND EQUITY DISCUSSION

Date: January 20, 2022

Department: Planning, Development, and Research

Meeting Date: February 8, 2022

Prepared by: Elizabeth Mros-O'Hara,
elizabeth.mros-ohara@oregonmetro.gov,

Presenter(s): Margi Bradway, Deputy Director, Planning, Development and Johnell Bell, I-5 Bridge Replacement Program (IBR) Principal Equity Officer, Jake Warr, IBR Equity Lead
Length: 40 minutes

WORK SESSION PURPOSE & DESIRED OUTCOMES

- Purpose: Provide Metro Council with an update on the I-5 Bridge Replacement Program (IBRP), including an update on project milestones. (Johnell Bell)
- Review the IBR Equity Framework, Equity Analysis, the make up and role of the Equity Advisory Group (EAG), and the Equity Screening Process (Johnell Bell and Jake Warr)
- Outcomes:
 - Metro Council understands the next steps for the IBR team to complete an equity analysis and timing for return to the Metro Council.
 - Metro Council understands the IBR Equity components, role of the EAG, and how equity considerations are being analyzed and applied to the project options.
 - Metro Council understand how and when they will be engaged by the IBR team around the different components of the IBR project.

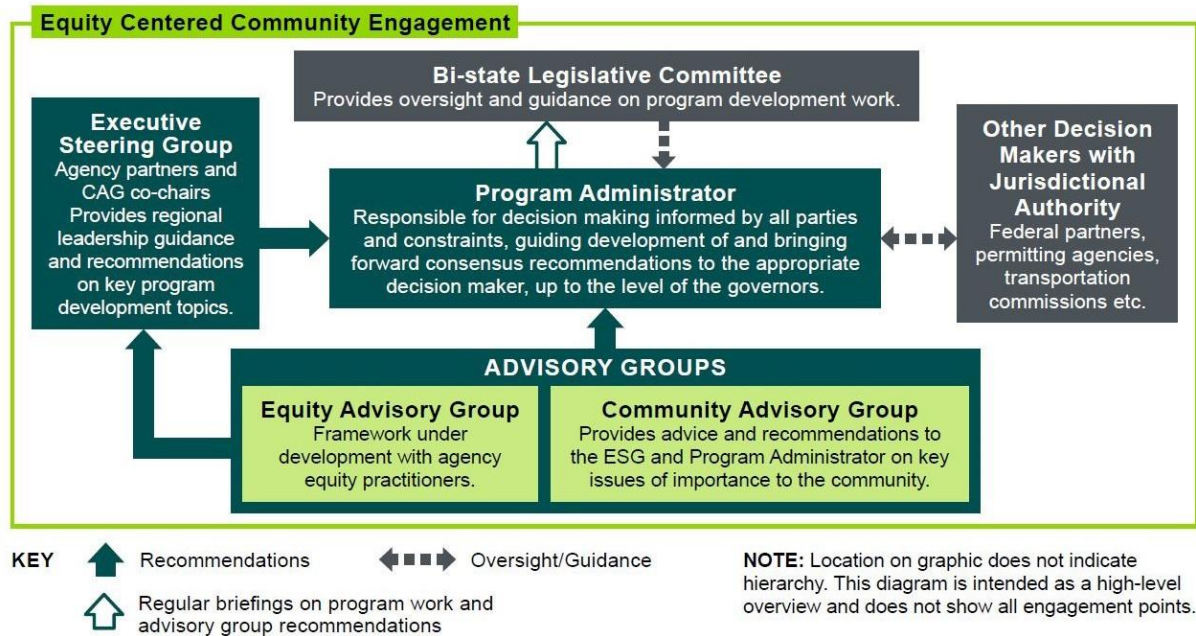
TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

RECENT BACKGROUND – I-5 Bridge Replacement Program Milestones

The IBR is working with the partners to develop a modified Locally Preferred Alternative (LPA) with project components that reflect changes since the Columbia River Crossing was approved over a decade ago. The modified LPA will define the preferred project's high capacity transit mode, that the project will include a new bridge over the Columbia River and the number of lanes on the bridge, the interchange configuration at Hayden Island/Marine Drive, whether there will be a replacement of the North Portland Harbor Bridge, and the confirmation of tolling on the Interstate 5 bridge. The modified LPA will be brought to the project's Community Advisory Group (CAG), Equity Advisory Group (EAG), the Executive Steering Group (ESG), and then to a Bi-state Legislative Committee for review and recommendation. (See **Figure 1: Interstate Bridge Replacement Program Decision Development Framework** below.) **Figure 2: Getting to an IBR Solution** shows the anticipated timing of the endorsements and the different bodies that will be weighing in on the modified LPA beyond the eight local participating agencies.

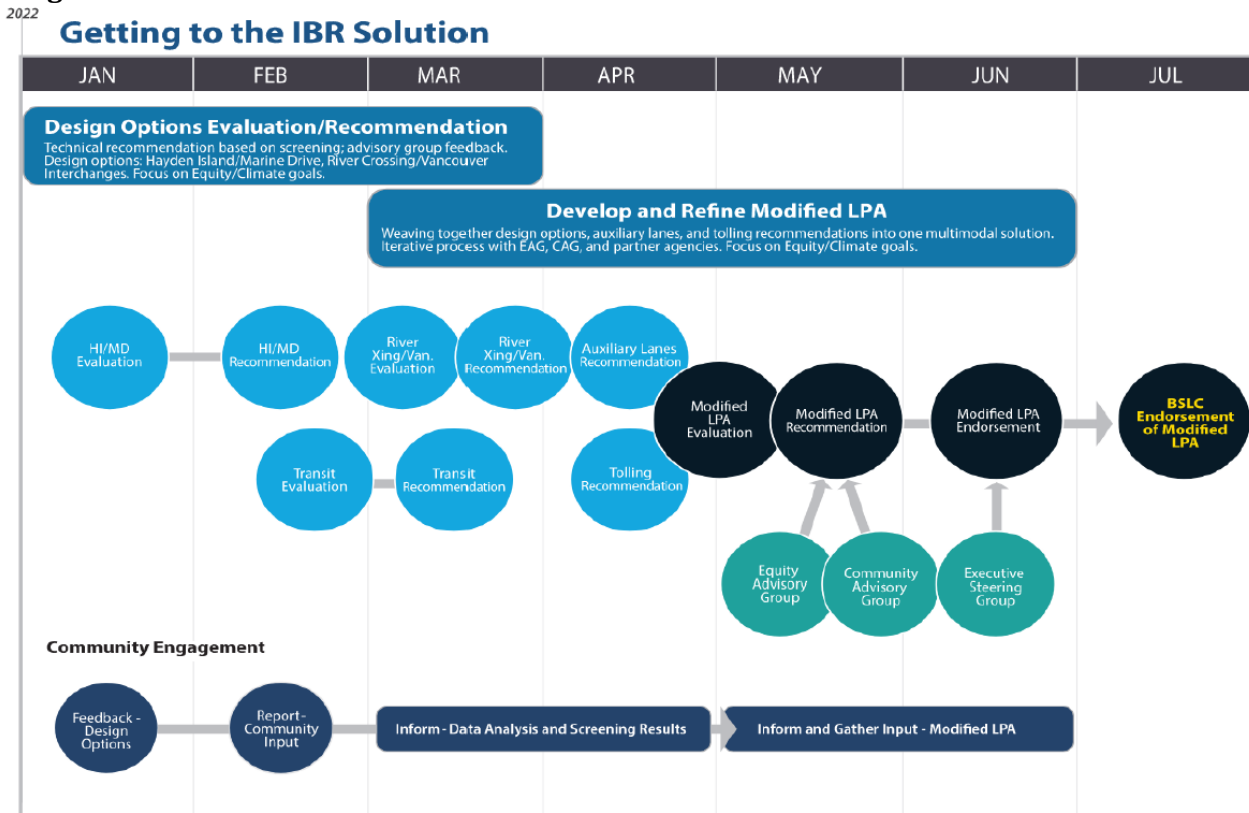
The modified LPA will be considered by the eight local participating agencies with Metro Council being asked to consider it by June. The other seven local participating agencies (the City of Portland, TriMet, and the Port of Portland in Oregon; and RTC, the City of Vancouver, C-Tran, and the Port of Vancouver in Washington) are also anticipated to consider the modified LPA by June 2022. The IBR team and Metro staff will provide Metro Council regular updates to prepare for that action.

Figure 1:
Interstate Bridge Replacement Program Decision Development Framework



Source: Interstate Bridge Progress Report December 2020 ODOT and WSDOT

Figure 2:
Getting to the IBR Solution



Source: Interstate Bridge Program presentation to the Executive Steering Group

Note: HI/MI = Hayden Island/Marine Drive component; River Xing/Van = Columbia River bridge design/Vancouver, BSLC= Bi-state Legislative Committee

Equity Components of the IBR Program

Johnell Bell and Jake Warr will present on the project's equity components including the Equity Advisory Group (EAG) and its role, the IBR Equity Framework, the equity screening criteria and analysis. **Attachments 1-4** describe the IBRP Definition of Equity, the draft IBR Equity Framework, the EAG recommended project Screening Criteria, and the response to the EAG screening criteria.

QUESTIONS FOR COUNCIL CONSIDERATION

- Does Council have questions about the project timeline?
- Does Council have questions about the Equity components of the IBR?
- What does Council need to see from an equity analysis? What types of questions does it need to answer?

PACKET MATERIALS

- Would legislation be required for Council action ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☒ No
- What other materials are you presenting today?
 - Attachment 1: IBRP Definition of Equity
 - Attachment 2: Draft IBR Equity Framework
 - Attachment 3: EAG Screening Criteria Recommendation
 - Attachment 4: Response to EAG Screening Criteria



info@interstatebridge.org
360-859-0494 (WA) | 503-897-9218 (OR)
888-503-6735 (toll-free)

April 27th, 2021

To: Johnell Bell, IBR Equity Officer
Dr. Roberta Hunte, Equity Advisory Group facilitator

On behalf of the Interstate Bridge Replacement program, I would like to thank the Equity Advisory Group (EAG) for the effort that went into crafting an operable definition of equity for the program. This will provide an essential foundation as the program continues centering equity in processes and outcomes, and creates an important example regionally in both Washington and Oregon specifically related to transportation projects.

I find this to be an excellent example of collaboration and thoughtfulness. By defining both Process Equity and Outcome Equity, this work has created an actionable document that our program, partners, and the community can use to hold the program accountable. This definition will be critical to ensuring historically marginalized communities have a voice in the program's process to identify a bridge replacement solution and ensures these communities may access the program's economic and transportation benefits.

Please consider this letter my acceptance and approval of the Equity definition submitted by our program Equity Officer, our EAG, and our EAG facilitator.

Sincerely,

A handwritten signature in black ink, appearing to read "Greg Johnson".

Greg Johnson
IBR Program Administrator

Interstate Bridge Replacement Program Definition of Equity

The Interstate Bridge Replacement program defines equity in terms of both process and outcomes.

Process Equity means that the program prioritizes access, influence, and decision-making power for marginalized and underserved communities throughout the program in establishing objectives, design, implementation, and evaluation of success.

Outcome Equity is the result of successful Process Equity and is demonstrated by tangible transportation and economic benefits for marginalized and underserved communities.

Marginalized and underserved communities are defined as those who experience and/or have experienced discrimination and exclusion based on identity, such as:

- BIPOC (Black, Indigenous, and People of Color)
- People with disabilities
- Communities with limited English proficiency (LEP)
- Persons with lower income
- Houseless individuals and families
- Immigrants and refugees
- Young people
- Older adults

Together, Process Equity and Outcome Equity contribute to addressing the impacts of and removing long standing injustices experienced by these communities.



Greg Johnson
Program Administrator



Dr. Roberta Hunte
Equity Advisory Group Facilitator

April 27, 2021

Greg Johnson, Program Administrator
Interstate Bridge Replacement program

RE: Recommended definition of equity for the IBR program

Dear Mr. Johnson,

Within our region, “equity” is defined in myriad ways. For the IBR program to honor its commitment to center equity it must clearly articulate to the community what this commitment means, beginning by establishing a program-specific definition of equity.

The Equity Advisory Group (EAG) has worked over the past several months to craft an operable definition that will provide a foundation for the development of an overall Equity Framework for the program. At its April 19, 2021 meeting, the EAG reached consensus to recommend adopting the definition as attached.

We thank you for your consideration of this definition and look forward to working with you to operationalize it throughout the IBR program as we strive towards equitable processes and outcomes.

Sincerely,

A handwritten signature in black ink, appearing to read "R. Hunte". The signature is stylized with a large, looped "H" and a trailing flourish.

Dr. Roberta Hunte
EAG Facilitator

[Custom Cover Image]

Equity Framework

Interstate Bridge Replacement Program

DRAFT January 2022

DRAFT

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Introduction

Why an Equity Framework?

Transportation projects and other government actions have excluded and directly harmed Black, Indigenous, and People of Color (BIPOC) communities, low-income neighborhoods, people with disabilities, and other communities across the country and in the Portland-Vancouver region.

[Placeholder for acknowledgment of historic harms to Indigenous Peoples (under development)]

The Oregon Department of Transportation and Washington Department of Transportation are among the agencies responsible for this legacy: the construction of I-5 in the 1950's, for example, displaced thousands of households in Oregon and Washington, including the decimation of a thriving African American community in North/Northeast Portland.

Other historic harms include the Oregon Constitution's prohibition of Black people from entering or residing in the state and the later exclusion of Chinese Americans from basic rights, including property ownership and voting. Redlining and other housing discrimination in Oregon and Washington segregated communities of color and prevented investment from reaching these communities.

These harms have contributed to many social, economic, and health disparities in the Portland-Vancouver region. Differences in homeownership exemplify this: while 65% of White Non-Hispanic households in the region own their home, only 33% of Black households, 41% of Hispanic/Latino households, and 48% of BIPOC households as whole own rather than rent.¹ The generational impacts of these disparities cannot be overstated.

Note on terminology

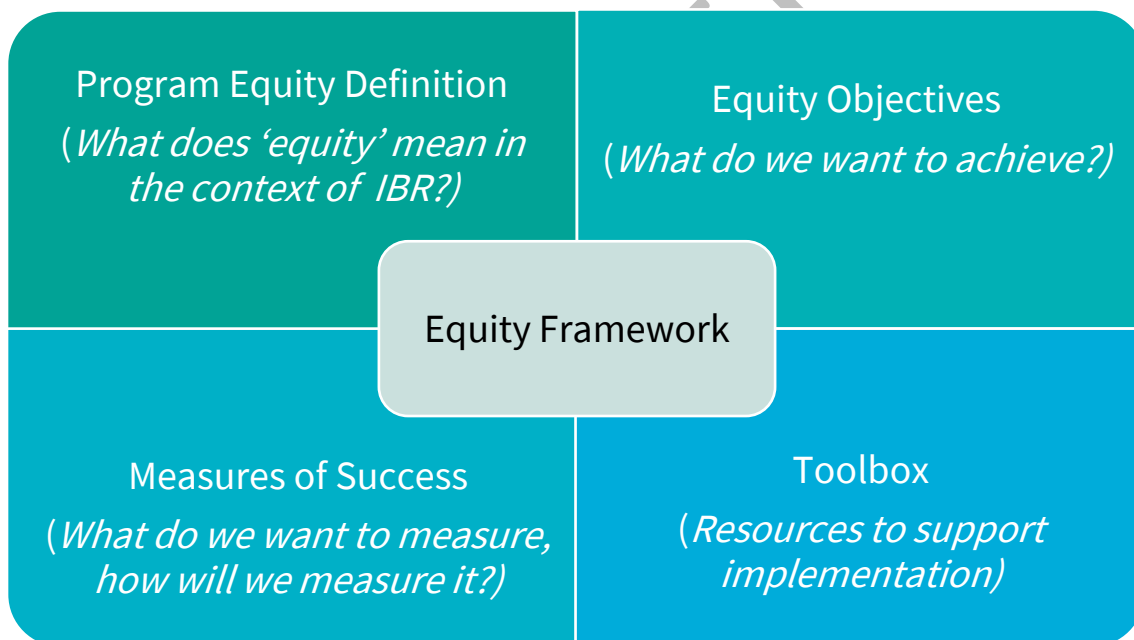
This document uses the terms “historically underserved” and “Equity Priority Communities” to describe the populations who have been excluded from transportation decision-making and/or systematically discriminated against in transportation projects.

It is important to note that broad terms such as these change over time, by geography, and perspective. Given that the IBR Program spans two states, two state departments of transportation, and multiple communities, we acknowledge that there is no right answer and that these terms may evolve over the course of the program.

¹ Source: 2015-2019 American Community Survey tables B25003 A-I

Such inequities and others cannot be fixed by a single project, initiative, or institution. Still, the Interstate Bridge Replacement (IBR) program provides an opportunity for significant and intentional action to begin addressing impacts of past decision-making. For this reason, the IBR program has committed to centering equity by maximizing benefits and minimizing burdens for Equity Priority Populations. By focusing benefits on the populations and communities where there is the greatest need and where the greatest harm has been done, the program will also be able to achieve the greatest overall benefits for the region.

An essential step of the IBR program's commitment to centering equity is to develop a shared understanding of what the program seeks to achieve and how it will be achieved. The IBR Equity Framework is meant to serve this purpose by outlining the program's approach and tools it will use to advance equity. It includes the program's Equity Definition and Principles, Equity Objectives, Measures of Success, and a Toolbox to assist in putting the Framework into action.



The Framework is informed by the Equity Advisory Group (EAG), community input, program staff insight, and best practices and language from other projects, equity frameworks, and equity toolkits in the Pacific Northwest. It is intended to guide every element of the program, from planning and design to environmental review and community engagement.

The existence of this Framework alone does not guarantee that it will move the IBR program towards equity. Responsibility for honoring and implementing it is a collective endeavor that includes program leadership, staff, partners, and advisory groups. It must be applied within each of the programmatic areas and at all critical decisions and actions.

Equity Definition, Principles & Objectives

“Equity” is defined in myriad ways, depending on who is defining it and the context in which it is being defined. For the IBR program to honor its commitment to centering equity it must clearly articulate to the community what this commitment means, beginning by establishing a program-specific definition and building upon this definition to articulate principles and objectives. To this end, program staff worked with the EAG to develop an equity definition that serves as the foundation for this Framework.

Equity Definition

The Interstate Bridge Replacement program defines equity in terms of both *process* and *outcomes*. Together, process equity and outcome equity contribute to addressing the harmful impacts of and removing long standing injustices experienced by historically underserved communities.

Process Equity means that the program centers and prioritizes access, influence, and decision-making power for historically underserved communities throughout the program in establishing objectives, design, implementation, and evaluation of success.

Outcome Equity is the result of successful Process Equity and is demonstrated by tangible transportation, community, and economic benefits for historically underserved communities.

Historically underserved communities are defined as those who experience and/or have experienced discrimination and exclusion based on identity or status, such as:

- BIPOC (Black, Indigenous, and People of Color)
- People with disabilities
- Communities with limited English proficiency (LEP)
- Persons with lower income
- Houseless individuals and families
- Immigrants and refugees
- Young people
- Older adults

Equity Principles

Building upon the program's equity definition is a series of principles that provide a greater layer of specificity and concreteness to support equity throughout the course of the program. These principles draw from EAG input and ODOT's Toll Projects' Equity Framework, developed by its Equity and Mobility Advisory Committee (EMAC).

- **Acknowledge, honor, and apply lessons learned from history.** The program will ensure the analysis of project impacts, decisions around community benefits, and other processes, actions, and decisions are placed in the context of historical harm from transportation projects on individuals, communities, and the environment. We will actively mitigate current and past harms to the greatest extent possible.
- **Be explicit about race and systemic racism.** Doing so will help ensure that race will not be ignored or diminished.
- **Identify and address disparities.** Integrate an equity lens into assessments and studies for the program, daylighting benefits and burdens to priority populations in relation to the general population. Program benefits – both those within the program timeline as well as in the longer term – should attempt to ameliorate existing inequities, rather than maintaining the status quo.
- **When legally permissible, use existing laws and regulations as the floor, rather than the ceiling.** Go above and beyond the compliance, legal minimums, and the traditional confines of the typical transportation infrastructure project (i.e., NEPA, Title VI, and ADA) to deliver on community needs and priorities and to make measurable strides in reducing inequities.
- **Prioritize contract equity and economic justice.** The program will strive to go beyond minimum requirements to provide contracting opportunities for minority owned businesses.
- **Amplify the voices of historically impacted and underserved communities and ensure that a diverse range of stakeholders meaningfully shape program decisions and activities.**
 - Opportunities for input will be clearly, consistently, and regularly communicated, including when and how the public, program committees, and other stakeholders can weigh in on important decisions, and the degree to which this input will be able to influence decision making and policy direction.
 - Engagement will be accessible for community members of varying abilities, languages and cultures. Spaces will be created where the most vulnerable can engage in a meaningful way and influence decision making and policy direction.

- Community input will be translated into intentional, strategic, consistent, and reliable action. Decisions will be made in consultation with historically impacted and underserved communities.
- Elevate the needs and priorities of historically impacted and underserved communities by recognizing, understanding, and shifting existing power dynamics within the lead agencies, program teams, partner agencies, groups, and the community.
- **Maintain a learning orientation.** A focus on advancing equity, rather than just mitigating harm, is new for State Departments of Transportation. The program will strive for continuous improvement and to create brave spaces conducive to growth and collective learning.

Equity Objectives

Layered on top of the Equity Definition and Principles are six overarching Equity Objectives:

1. **Mobility and accessibility:** Improve mobility, accessibility, and connectivity, especially for lower income travelers, people with disabilities, and historically underserved communities who experience transportation barriers.
2. **Physical design:** Integrate equity, area history, and culture into the physical design elements of the program, including bridge aesthetics, artwork, amenities, and impacts on adjacent land uses.
3. **Community benefits:** Find opportunities for and implement local community improvements in addition to required mitigations.
4. **Workforce Equity and Economic opportunity:** Ensure that economic opportunities generated by the program benefit minority and women owned firms, BIPOC workers, workers with disabilities, and young people.
5. **Decision-making processes:** Prioritize access, influence, and decision-making power for Equity Priority Communities throughout the program in establishing objectives, design, implementation, and evaluation of success.
6. **Avoid further harm:** Actively seek out options with a harm-reduction priority, rather than simply mitigate disproportionate impacts on historically impacted and underserved communities and populations.

Operationalizing Equity

What does equity look like for this project and how will we know that we've achieved it? What outcomes do we want to see?

Measurable and Actionable Outcomes

A vital step to setting forth a clear path towards advancing equity is to translate the Framework's foundational elements – the Definition, Principles, and Objectives – into tangible outcomes. Program staff and the EAG will work together on this endeavor with community partners, using the following step-by-step approach²:

Step 1: Identify desired **Outcomes**: What are the results we want to see in the program area and the region with respect to equity?

Step 2: Establish clear **Performance Measures**: How we will know if we've achieved equitable outcomes?

Step 3: Lay out a set of **Strategies**: How do we plan on working towards equitable outcomes?

Step 4: Plan specific **Actions**: What do we need to do to implement our strategies, who is responsible, and when will the various activities occur?

This process will be used to inform several elements of the IBR program, including an agreement to implement community enhancements, such as ancillary development opportunities, access to neighborhood land uses, environmental justice measures, parks/open space, active transportation, safety, cultural amenities, air quality, hiring strategies, job training, and others.

Responsibility and Structure for Implementation of the Framework

One of the leaders of the IBR program is a Principal Equity Officer, who leads a team that will support implementation of the Equity Framework. Ultimately, however, responsibility for honoring and applying the Framework throughout the IBR Program process will be shared between program staff and all others involved in IBR program decision-making. Program staff are divided into Transportation/Planning, Design Engineering, Structures, Transit, Financial, and Project Controls

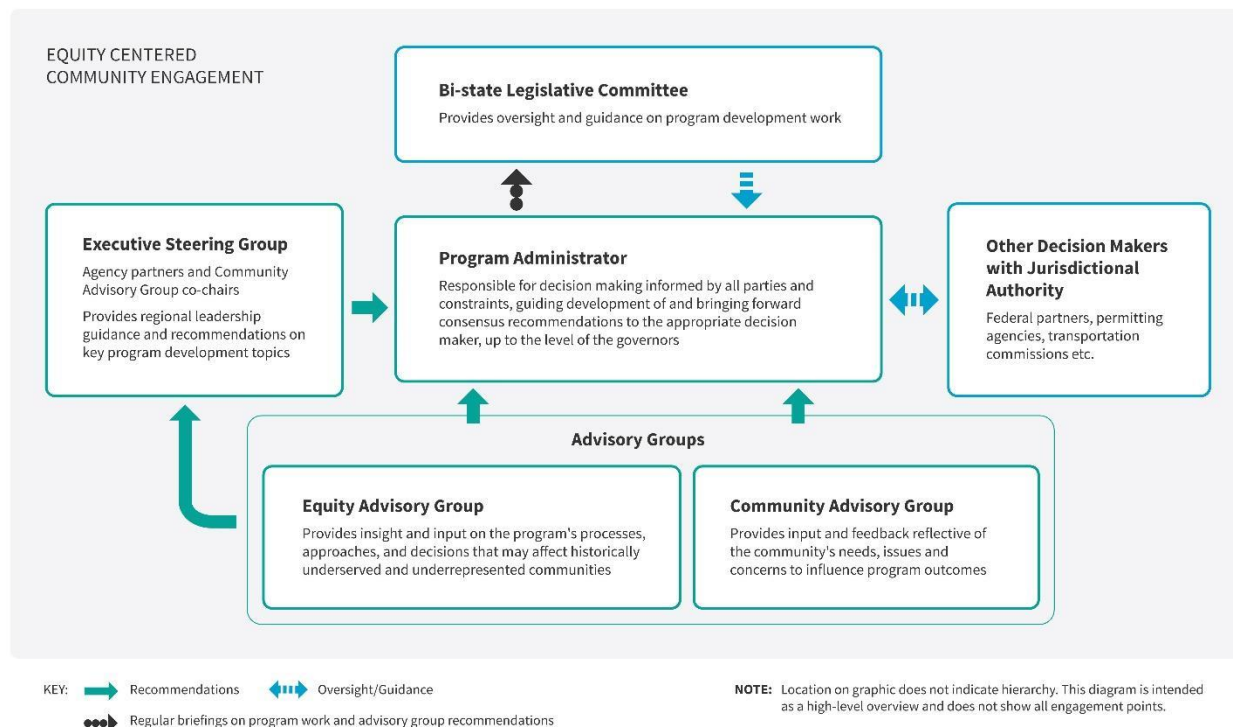
² Adapted from

teams. Program teams and their respective managers will apply the Equity Framework to key decisions through open discussions within their teams. Some of these key decisions include:

- Community engagement planning, implementation, and evaluation
- Development and screening of design options
- Development of program-level performance measures
- Procurement and contracting

Since each of the IBR program teams are diverse regarding their level of experience in the application of equity in transportation planning, it is reasonable to expect each team may have very different strengths, challenges, gaps in experience or understanding, and barriers in their ability to apply the Framework. When gaps arise in meeting the spirit of the Framework, it is the responsibility of program team managers to identify solutions or call out gaps so that they can be addressed, including through engaging the program's Equity Team.

As noted in the diagram below, program decision-making follows a structure that includes multiple players. Each of these players will receive regular briefings on public input obtained through the Program's equity-centered community engagement.



Bi-State Legislative Committee: The Washington and Oregon Legislatures established this committee comprised of 16 members, eight from each state. The states' Senate majority leader and minority leader appointed four members, two from each of the two largest caucuses. The states' House of Representatives Speaker and minority leader appointed four members, two from each of the two largest caucuses.

Program work, including the work of the advisory committees, will be shaped by the direction and timelines established by the governors, legislatures, transportation commissions, and/or transportation departments from both states. Direction from the bi-state legislative committee members will shape program work by providing initial framework and guidance on the approach to developing key program decisions, reviewing and providing feedback on progress, and evaluating outcomes.

Program Administrator: The Program Administrator makes key decisions informed by all parties, with guidance and oversight from the Bi-State Legislative Committee, and therefore carries a major responsibility in ensuring the project moves towards equitable outcomes. The Program Administrator will receive recommendations from the Program's Advisory and Steering Groups and oversight and

guidance from the Bi-State Legislative Committee and other Decision Makers with Jurisdictional Authority, including federal partners.

The Executive Steering Group (ESG) provides regional leadership recommendations on key program issues of importance to the community. Members of the ESG include representatives from the 10 bi-state partner agencies with a direct delivery or operational role in the integrated, multimodal transportation system around the Interstate Bridge, as well as a community representative from each state. The two community representatives serve as the co-chairs of the Community Advisory Group. The ESG receives direct input from the Program's two advisory groups.

Advisory Groups: Any key decision of significance will go through the program's advisory groups for input before making its way to the Program Administrator and the Bi-State Legislative Committee. The role of the advisory groups is to center equity, request information, provide input and recommendations, ask critical questions of program staff, and advocate for the effective implementation of the Framework.

Members of these committees were invited to participate with an assumption of a two-year commitment which is expected to cover the period of environmental assessment and the record of decision. The committees are intended to extend beyond that time to provide oversight and recommendations all the way to project construction. Thus, members may be asked for an additional time commitment beyond the two-year period. Alternatively, new members may be added if needed.

- **The Equity Advisory Group (EAG)** makes recommendations to center the Interstate Bridge Replacement (IBR) program on equity. The group makes recommendations to IBR program leadership regarding processes, policies and decisions that have the potential to affect historically and currently underrepresented and underserved communities.
- **The Community Advisory Group (CAG)** is representative of the community members with balanced membership from both Portland, Oregon and Vancouver, WA. The CAG provides input and feedback to help ensure the program outcomes reflect community needs, issues, priorities, and concerns.

It is the combination of the Equity Framework, advisory groups, public oversight, and the program staff at all levels that is key to disrupting inequities and harm while maximizing benefits for Equity Priority Communities in the context of the IBR program.

Accountability Mechanisms

Integral to the successful implementation of the Framework is ensuring that program leaders, staff, and partners are held accountable for its application. This section outlines a set of mechanisms meant to demonstrate that decision-making processes are incorporating the principles and objectives established in this Framework.

Since the roles and internal processes differ between the various IBR program teams, so the Equity Team will engage each team to determine the best approach to integrating the Framework into their decision-making processes. However, the priorities and goals for accountability are consistent across all facets of the management and development of the program.

Accountability Mechanism	Outcome	Responsible Party
Regular progress reports on performance	<p>Program teams will conduct quarterly reviews to assess their application of the Framework.</p> <p>Progress reports based on these assessments will be included in the Accountability Dashboard. These reports will reflect how things like strategic planning or project management have been adapted based on performance, challenges, and new considerations for equity that may arise.</p>	Program Teams/Staff
Accountability Dashboard	<p>The existing Accountability Dashboard will be expanded to include a page dedicated to equity reporting.</p> <p>Reports will include data and information related to equity performance measures and decision points to demonstrate how the equity framework has been used, how it impacted the respective decisions/processes, and next steps.</p>	Equity & Web Teams
Regular reporting directly to the EAG	The Program Administrator's regular updates at EAG meetings will include a report on how the Framework is being applied to program decisions and activities, followed by opportunities or EAG feedback. This ongoing reporting will seek to foster a continuous circular and iterative process where EAG input in turn informs Program adjustments, then	Program Administrator

Accountability Mechanism	Outcome	Responsible Party
	reporting back to the EAG on those changes, and so on.	
Equity Lens adaptations	The Equity Lens will be adapted in partnership with the various program and technical teams to be used during decision making processes. Progress on the application of the Equity Lens will directly inform the reporting on the Accountability Dashboard.	Program Teams/Staff
Procurement practices	<p>The Program will require prospective contractors to demonstrate their commitment to equity, including how they will incorporate the Equity Framework into their practices and procedures.</p> <p>Contracts will also specify requirements for contractors to adhere to as guided by the Framework.</p>	(Need to find out how procurement will work, i.e. whether there will be a specific team who's responsible)
Inter-governmental Agreements (IGAs) & Community Benefits Agreement (CBA)	The Equity Framework will be formally incorporated as an element of agreements with governmental partners and the community.	Program leadership, Partners

Toolbox

In partnership with the EAG, program staff will develop and apply a suite of tools to help advance equity. How these tools are used will be key. Ongoing consultation with the EAG over the course of the program will help ensure effective application.

1. **Equity Lens:** The purpose of the Equity Lens is to provide a set of guiding questions for program staff, advisory groups, and partners to pose along the arch of the program to help ensure the program's work and decisions steer towards an equitable process and outcomes.
2. **Equity Index:** The Equity Index is a map-based tool that combines demographic indicators based on the program's Equity Definition to identify concentrations priority populations in the program area and vicinity.
3. **Best Practices Review:** In order to build upon the extensive work and critical thinking that has been conducted nationally, including in the Pacific Northwest, this document summarizes key lessons learned that can be applied to IBR program decisions and activities. The review will seek best practices for each of the IBR Equity Objectives and other themes of interest to the program such as performance measures, Community Benefit Agreements, outreach and community engagement, and contracting and workforce equity.

Equity Lens

An equity lens is a tool used to inform planning and decision-making in a way that leads to more equitable outcomes. It usually includes a set of guiding questions to answer as decisions are being made and/or actions are being taken. The following are the types of high-level questions that equity lenses typically include:

- What **decision** is being made?
- **Who** is at the table?
- **How** are decisions being made?
- What **assumptions** are at the foundation of the issue?
- What **data or information** is available, and what is missing?
- How will resulting **benefits and burdens** be distributed?
- What are the **strategies** for advancing equity?

The IBR Equity Lens provides a more specific set of guiding questions for program staff, advisory groups, and partners to pose along the arch of the program to ensure we are staying true to our equity principles and meeting our equity objectives. As noted in the Accountability Mechanisms section, the IBR Equity Team will work with program teams to adapt these questions to their particular areas of work.

Question	Objective category supported
What are the demographics and travel patterns of those living, working, or otherwise accessing the program area?	All
What are known disparities that exist in the project area?	All
What are the limitations of available data in answering key equity questions? How might we fill information gaps?	All

Question	Objective category supported
Are the standard regulatory requirements (e.g., Title VI, Environmental Justice) enough to answer essential questions related to the equity implications of the program/action/decision? If not, what other tools/strategies can we use?	All
What can be achieved within the scope of the program/action/decision vs what will require partnerships and other strategies?	All
Evaluating success: How did we do? What could we do differently moving forward/next time?	All
Are there any equity issues or concerns raised for which the program/action/decision is unable to provide resolution?	Avoiding Further Harm
What actions have the responsible agencies taken in the past that disproportionately harmed Priority Populations in and around the program area?	Avoiding Further Harm
Are there any potential negative impacts or unintended consequences resulting from the action/decision? Have we asked the community what the potential impacts and side-effects might be and how such impacts might be avoided or reduced?	Avoiding Further Harm

Question	Objective category supported
What will be done, by who, and by when? Who is responsible for oversight and determining if the program meets its goals and commitments to priority populations and on what timeline?	Community Benefits
Who needs to be in the conversation? Who is missing? How are affected/impacted community members, particularly historically and currently underserved communities, being actively engaged in the program/action/decision?	Decision-making Processes
What did Priority Populations tell us about their concerns, needs, and priorities? Does the program/action/decision address these concerns, needs, and priorities?	Decision-making Processes
Do any communities need capacity building to be able to meaningfully participate in the planning process?	Decision-making Processes
What can we do to avoid traditional actions/tactics that result in unequal input/voice/inequitable outcomes?	Decision-making Processes
Is information being distributed to inform the public and Equity Priority Communities of how to influence decision-making at each step in the process?	Decision-making Processes
Who are the right messengers to communicate/reach the in the program area? Do those conducting outreach have strong cultural awareness? Are they connected to the being engaged?	Decision-making Processes

Question	Objective category supported
How will we continue to partner and deepen relationships and trust with over the long-term?	Decision-making Processes
What are the existing/historical economic disparities in the program area and greater region? Why do such disparities exist?	Economic Opportunity
How are key community destinations and critical services that are regularly used by being considered?	Mobility & Accessibility; Physical Design
To what extent are design elements “human-centered” (i.e., responding to the needs of individual users)?	Mobility & Accessibility; Physical Design
How do the existing conditions and historical context inform design options?	Physical Design

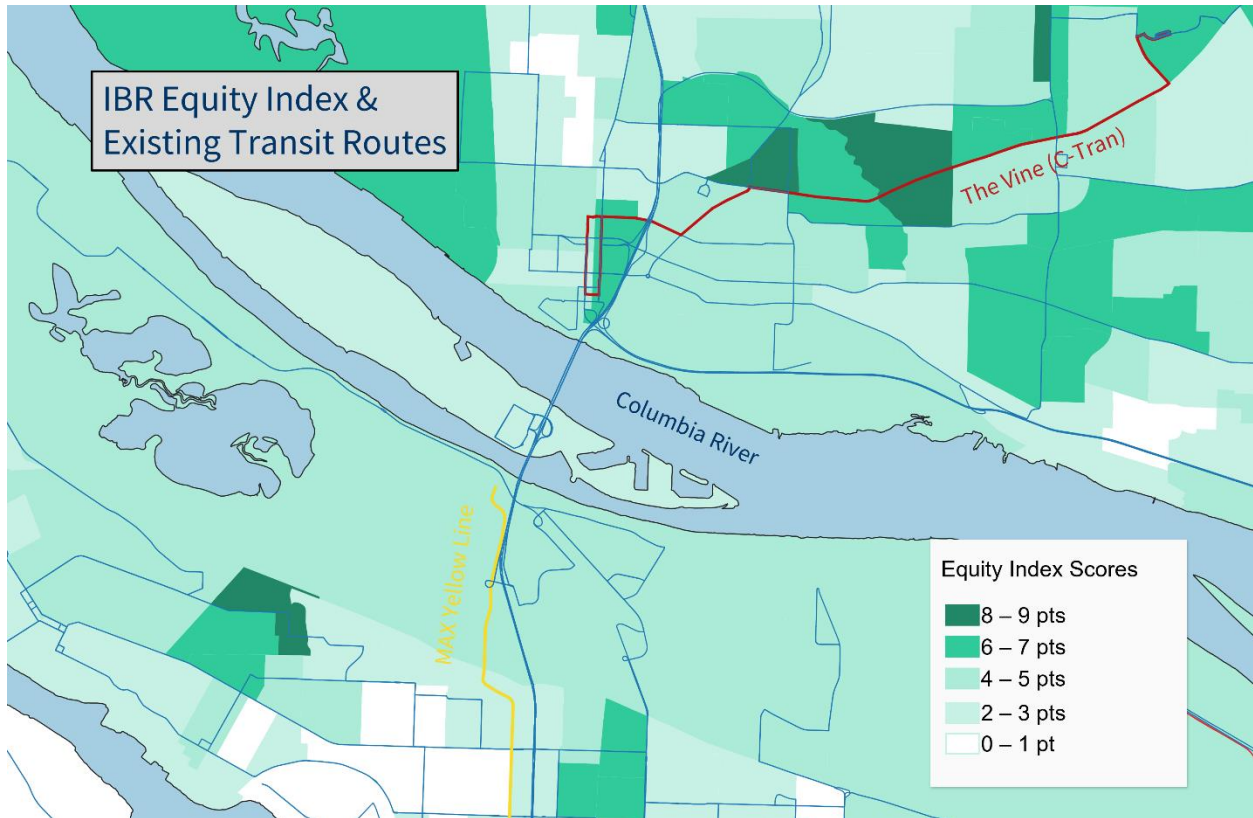
Equity Index

The Equity Index is a map-based tool used to identify concentrations of priority populations in the program area and vicinity, based on the program Equity Definition. It uses data from the most recent American Community Survey data release (2015-2019), awarding points to geographic areas (block groups or census tracts) where there is an above-average percentage of priority populations in comparison to the region as a whole. For example, 25% of the region's households are low-income according to the ACS, so if greater than 25% of households in a block group were low-income, it was awarded a point.

Each demographic indicator and associated point values are listed in the table below. Note that 2 points are awarded to areas that have an above-average BIPOC population, whereas each of the rest of the indicators are worth 1 point. This is meant to weight BIPOC communities more heavily to incorporate a race-forward approach.

The map on the next page shows an output of the Index, illustrating how it can help identify priority focus areas in terms of equity.

Indicator	Point value (if above regional average)
BIPOC population (all races/ethnicities besides white non-Hispanic)	2
Low-income households (at/below 200% federal poverty level)	1
LEP households	1
Foreign born population	1
Population living with a disability	1
Older adults (over 65)	1
Young people (under 25)	1
Zero-vehicle households	1



Best Practices Review

In development

DRAFT

Glossary

- **Discrimination:** The unequal treatment of members of various groups based on race, gender, social class, sexual orientation, physical ability, religion and other categories.³
- **Equity:** When one's identity cannot predict the outcome. Source: OEHR
 - **Process Equity:** centers and prioritizes access, influence, and decision-making power for historically underserved communities.
 - **Outcome Equity:** the result of successful Process Equity and is demonstrated by tangible transportation, community and economic benefits for priority populations.
- **Equity Lens:** A critical thinking approach to undoing racial and economic disparities by evaluating burdens, benefits, and outcomes to underserved communities. Source: OEHR⁴
Disparities: Avoidable, systematic differences in health and other outcomes adversely affecting economically or socially disadvantaged groups.⁵
- **“Equity Priority Communities” or “historically underserved communities”:** communities, populations and individuals who have been historically excluded from transportation decision-making, systematically discriminated against, and experience social, economic, and health disparities. These terms are used interchangeably in this document. It is important to note that broad terms such as these change over time, by geography, and perspective. Given that the IBR Program spans two states and diverse populations, we acknowledge that there is no right answer and that these terms may evolve over the course of the program in response to local preferences and other factors. IBR Program Equity Priority Communities include:
 - BIPOC (Black, Indigenous, and People of Color): people who identify as Black, Native American and Alaska Native, Native Hawaiian and Pacific Islander, Central and South American Indigenous, Asian, Latin American, Hispanic, and/or one or more non-white races or marginalized ethnic groups.
 - People living with disabilities: people who have a physical or mental impairment that substantially limits one or more major life activities, people who have a history or record of such an impairment, or a person who is perceived by others as having such an impairment.

³ Institute for Democratic Renewal and Project Change Anti-Racism Initiative, A Community Builder's Tool Kit, Appendix I (2000). <https://www.racialequitytools.org/glossary>

⁴ <https://www.sanantonio.gov/Portals/0/Files/Equity/Budget%20Equity%20Tool.pdf?ver=2021-03-29-212615-620>

⁵ Adapted from <https://www.rwjf.org/en/library/research/2017/05/what-is-health-equity-.html>

- Communities with Limited English Proficiency (LEP): groups with individuals who indicate that they speak English less than “very well” on the census.
- Persons with lower income: individuals or households with income below 200 percent of the federal poverty level.
- Houseless individuals and families: individuals and families lacking or in need of a house or home.
- Immigrants and refugees: people born outside of the United States; people who have left their country of origin due to persecution or fear of persecution due to race, religion, nationality, political opinion, or membership in a particular social group.
- Young people: individuals 24 years old or younger.
- Older Adults: individuals 65 years old or older.
- **Inequities:** A particular kind of disparity that is not only of concern for being potentially unfair, but which is believed to reflect injustice.⁶
- **Limited English Proficiency (LEP) populations:** Individuals who do not speak English as their primary language and who have a limited ability to read, speak, write, or understand English can be limited English proficient, or “LEP.” Federal laws prohibit discrimination based on national origin. Many individual federal programs, states, and localities also have provisions requiring language services for LEP individuals.
- **Race:** a social construct that artificially divides people into distinct groups based on characteristics such as physical appearance (particularly color), ancestral heritage, cultural affiliation, cultural history, ethnic classification, and the social, economic and political needs of a society at a given period of time. Racial categories subsume ethnic groups. (Based on Portland Metro definition)
- **Systemic Racism:** a system of interrelated policies, practices, and procedures that work to advantage and position white people and communities over people of color. It can result in discrimination in criminal justice, employment, housing, health care, political power and education, among other issues.⁷
- **Underserved:** Refers to people and places that historically and currently have not had equitable resources or access to infrastructure, healthy environments, housing choice, etc. Disparities may be recognized in both services and in outcomes. Source: OEHR⁸

⁶ Adapted from <https://www.rwjf.org/en/library/research/2017/05/what-is-health-equity-.html>

⁷ https://www.oregon.gov/odot/tolling/Documents/Toll_Projects_Equity_Framework_with_AppendixA.pdf

⁸ <https://www.sanantonio.gov/Portals/0/Files/Equity/Budget%20Equity%20Tool.pdf?ver=2021-03-29-212615-620>

October 27,2021

Dear Administrator Johnson,

Over the past several months the Equity Advisory Group (EAG) worked to develop this set of equity-centered screening criteria to be used in evaluating different design options for the IBR program. The group sees this as an opportunity to demonstrate the program's commitment to delivering a solution that furthers equity.

The process by which this list was drafted included 1) Staff reviewing input from past EAG meetings to identify comments relevant to program design, 2) Educating the EAG on design options and the purpose of screening criteria, 3) Formation of an EAG subcommittee to delve into a draft menu of criteria, evaluating the criteria for their connection to the IBR program Equity Objectives, and 4) Soliciting further input and refinements from the full EAG.

We recommend that these criteria be weighted to ensure that they have a meaningful impact on design decisions. Without this weighting we are concerned that equity may be "lost in the shuffle" among the rest of the criteria being applied.

We also ask that program technical staff regularly report back to the EAG throughout the screening process, sharing results and showing how these criteria helped differentiate between various design elements.

Thank you for your continued leadership to ensure that the IBR program stays true to its commitment to center equity.

Sincerely,

A handwritten signature in black ink, appearing to read "R. Hunte". The signature is stylized with a large, looped "R" and a cursive "Hunte".

Dr. Roberta Hunte
EAG Facilitator

Recommended Equity-focused Screening Criteria

Category	Metric	Equity Objective(s) supported AH = Avoiding Harm CB = Community Benefits DP = Decision-making Processes EO = Economic Opportunity MA = Mobility & Accessibility PD = Physical Design
Aesthetics	Optimize or minimize/reduce impacts to views toward the structure from selected viewpoints in equity priority areas	CB, AH
Air Quality	Traffic volumes and congestion/delay measures by mode (Travel Demand Model/post-processed volumes, VISSIM outputs for freeways and Synchro/SimTraffic for intersection operations) in equity priority areas	AH, MA
	Proximity of design option's pedestrian infrastructure to vehicle lanes (potential emissions)	AH, MA
	Speed/traffic volumes passing in relation to sensitive receptors (e.g., schools, hospitals, etc.)	AH, MA
	Speed/traffic volumes passing in relation to equity priority areas	AH, MA
Cultural resources	Number of historic and cultural resources with improved or impacted access	AH, CB, EO, MA
	Potential for new or improved access to the Columbia River	CB
Land use	Approximate area of developable remnant parcels post-construction with potential for development that benefits equity priority groups	CB
Noise	Proximity of design option to residences, businesses, and sensitive receptors (i.e., schools, hospitals, etc.), by type of noise receptor, for receptors in equity priority areas or identified through community engagement	AH
	Proximity of design option's pedestrian infrastructure to vehicle lanes (potential noise)	AH, MA

Category	Metric	Equity Objective(s) supported AH = Avoiding Harm CB = Community Benefits DP = Decision-making Processes EO = Economic Opportunity MA = Mobility & Accessibility PD = Physical Design
Neighborhoods and Populations	Percent and number of displacements (households) in equity priority areas	AH
	Percent and number of displacements (businesses) that provide services to equity priority groups.	AH
	Does the design option footprint bisect neighborhood boundaries in comparison to existing bridge	AH
	Number of east-west connections (local streets, bike, and ped)	MA
	Population and households within 0.25 mile walking distance of facilities or services identified as important to equity priority groups	MA, DP
Parks, Recreation, and Open Space (PROS)	Area of new, improved, or impacted PROS in equity priority areas or identified through community engagement	CB
	Level of enhancement or impact to existing or planned PROS resources in equity priority areas or identified through community engagement	CB
	Potential for increase in flood risk due to increased impervious surfaces in equity priority areas	AH
Diversions	Change in vehicle volumes on local streets in equity priority areas	AH
Congestion reduction	Travel times from select origin-destinations in equity priority areas or identified through community engagement along I-5 within the program area by vehicle type (single-occupancy vehicles, freight, transit)	CB, MA
Mobility	Provides new or improved accessible (e.g., ADA) access points to local streets and east-west connections	MA

Category	Metric	Equity Objective(s) supported AH = Avoiding Harm CB = Community Benefits DP = Decision-making Processes EO = Economic Opportunity MA = Mobility & Accessibility PD = Physical Design
	Jobs and services accessible within 30/45/60 minutes via transit and driving for equity priority groups	MA
Modal choice	Jobs within 0.25/0.33/0.5 mile of high-capacity transit station	EO, MA
	Population from equity priority groups within 0.25/0.33/0.5 mile of high-capacity transit station	MA
	Equity priority groups and households without a vehicle within 0.25/0.33/0.5 mile of high-capacity transit station	MA
	Travel time isochrones from selected locations to map how far one can travel within 15/30/45 minutes total travel time by transit (walk/bike + wait + in-vehicle)	MA
	Equity priority groups and households without a vehicle (number and percentage) within 0.25 mile of active transportation facility	CB, MA
Travel reliability	Travel time reliability index and travel time by mode for select origin-destinations in equity priority areas or identified through community engagement	DP, CB, MA
Safety	Compatible with principles of Crime Prevention through Environmental Design (CPTED)	CB

December 9, 2021


To: Dr. Roberta Hunte, Equity Advisory Group facilitator

Thank you for your letter dated October 27, 2021, providing a recommended set of equity-focused screening criteria on behalf of the Equity Advisory Group (EAG). In addition to process updates I have received from staff, I have observed several of the thoughtful discussions that have occurred on this topic at EAG meetings. The resulting product will support the IBR program's efforts to center equity in the design process.

IBR technical staff have begun the screening process, incorporating these criteria as well as others addressing factors such as climate, safety, and congestion reduction. Per your recommendation, the program will put a particular focus on results from the application of this equity-focused criteria through regular updates to the EAG as the process moves forward. This will include discussions of any conflicts with criteria that are not specifically equity focused.

Let me again express my gratitude for the efforts that you and each EAG member are putting forth to move this important work forward. Together we will deliver a project that improves transportation equity in our region for generations to come.

Sincerely,



Greg Johnson
IBR Program Administrator

**I-205 Tolling Project: Values, Outcomes and Actions
Update**

Work Session Topics

Metro Council Work Session
Tuesday, February 8, 2022

STAFF REPORT

DISCUSSION OF VALUES, OUTCOMES AND ACTIONS REGARDING THE I-205 TOLL PROJECT

Date: February 1, 2022

Department: Planning, Development & Research

Meeting Date: February 8, 2022

Prepared by: Margi Bradway,
margi.bradway@oregonmetro.gov

Presenter(s): Margi Bradway, Deputy
Director Planning, Development and
Research, Kim Ellis, RTP Project Manager and
Alex Oreschak, Assistant Planner

Length: 45 minutes

ISSUE STATEMENT

Metro Council requested that staff bring a Values, Outcomes and Actions statement related to the proposed I-205 Toll project for Metro Council consideration and deliberation. The purpose of this document is for Metro Council to express the outcomes that they hope the I-205 Toll Project will achieve.

At a later time, Metro Council will be asked to consider approval of an amendment to the [2018 Regional Transportation Plan](#) (RTP) that has been requested by the Oregon Department of Transportation (ODOT). ODOT is studying options for a variable rate toll on all lanes of Interstate 205 (I-205) between Stafford Road and Oregon Route 213 (OR-213), known as the [I-205 Toll Project](#). Tolls would raise revenue to complete financing for the planned [I-205 Improvements Project](#) and manage congestion on this section of I-205. ODOT is preparing to move the I-205 Toll Project forward in the National Environmental Policy Act (NEPA) review process.

As part of this process, ODOT requested an amendment to the 2018 RTP. The requested amendment will:

- add the preliminary engineering phase for the [I-205 Toll Project](#) to the RTP financially constrained project list to conduct NEPA activities needed to:
 - design tolling operations to reach 30% design for the toll zone and gantry for this segment of the I-205 corridor; and
 - address key issues of concern raised about the toll project, consistent with HB 3055 and the NEPA review process.
- clarify the financial connection of the I-205 Toll Project to the I-205 Improvement Project in Chapter 8 of the RTP.

ACTION REQUESTED

No formal action is requested at this time. This is an opportunity for the Metro Council to have a discussion about the outcomes that they seek on the I-205 Toll Project and provide feedback to staff on the documents attached.

POLICY QUESTIONS FOR COUNCIL TO CONSIDER

1. Does Council have questions about the Values, Outcomes and Actions Statement?

STAFF RECOMMENDATIONS

None at this time.

BACKGROUND

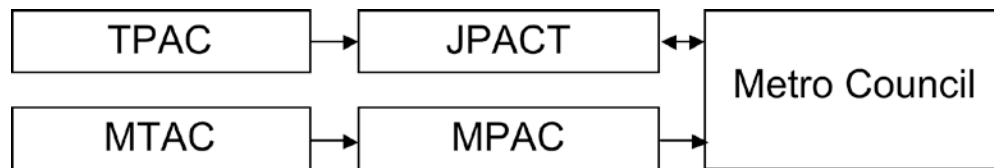
The 2018 RTP established a vision and regional transportation policy direction for planning and investment in the greater Portland transportation system. In addition to adequately maintaining the transportation system, investments aim to improve outcomes toward these four policy priorities:

- Equity
- Safety
- Climate
- Congestion relief

As the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan (TSP), consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule (TPR), the Metropolitan Greenhouse Gas (GHG) Reduction Rule, the Oregon Transportation Plan (OTP), and by extension the Oregon Highway Plan (OHP) and other state modal plans.

The Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. As a land use action under the statewide land use planning program, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. The regional decision-making framework is shown in **Figure 1**.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests, including:

- (1) Oregon Department of Transportation (ODOT) requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
- (2) city or county requests involving transportation projects in local transportation system plans (TSPs), area plans, concept plans or studies adopted through a public process;
- (3) transit agency requests to align transit plans or projects adopted through a public process and the Regional Transportation Plan; and
- (4) amendments resulting from a NEPA review process, corridor refinement planning as defined in the Oregon Transportation Planning Rule (TPR), or other studies that involve additions or deletions to the RTP financially constrained project list or a significant change in the mode, function or general location of a project on the RTP financially constrained project list.

The expectation is that amendments to the RTP follow the same adoption process as RTP updates.

As described in [Chapter 8](#) (Section 8.4) of the RTP, such amendments require adoption by the JPACT and the Metro Council by Ordinance, accompanied by findings that demonstrate consistency with:

- regional priority policy outcomes, goals, objectives and policies;
- statewide planning goals;
- federal fiscal constraint requirements; and
- Metro’s adopted Public Engagement Guide and RTP amendment procedures.

Directed in Chapter 8 of the 2018 RTP, in 2021, Metro developed and completed a [Regional Congestion Pricing Study](#) (RCPS) Report. The study explored whether congestion pricing can benefit the Portland metropolitan region. During the study, Metro evaluated a range of scenarios testing different congestion pricing tools – including but not limited to tolling – to understand if pricing can help support the region’s four transportation policy priorities set out in the RTP. This study took place over the course of approximately two years. The study included a review of existing conditions within the region, a definition of what scenarios would be considered, research of best practices, input from equity and congestion pricing experts, regional committees and elected bodies, scenario analysis using Metro’s regional travel demand model, the development of findings and the identification of recommended next steps.

The study shows that all four types of congestion pricing strategies analyzed can help address congestion and climate priorities. The report does not select or prioritize any single type of congestion pricing to move forward in our region. The report presents the results of the technical analysis and identifies relative benefits and impacts for each type of pricing, including areas recommended for further analysis should an implementing agency move forward with a pricing project. It also describes tools to maximize benefits and address impacts of pricing projects. These findings and recommendations were accepted by JPACT and the Metro Council in September 2021 and will be further developed into a policy framework for congestion pricing in the 2023 RTP.

More recently, in the past month, the cities of Oregon City, Lake Oswego and West Linn have passed resolutions with the following or similar language:

“The 2023 update of the Regional Transportation Plan should explicitly address the question of whether road user fees may be used as a funding source for future capital projects. The RTP should also set policy for the elements that need to be in place prior to implementation of user fees and congestion pricing, such as an equity framework, programs for low-income residents, policies for analyzing diversion, adequate transit services, infrastructure for carpooling and vanpooling, and safe and connected bicycle and pedestrian infrastructure.”

LEGAL ANTECEDENTS

- **Ordinance No. 18-1421** (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- **Resolution No. 21-5179** (For the Purpose of Accepting Findings and Recommendations in the Regional Congestion Pricing Study Report), adopted by the Metro Council on September 30, 2021.
- **House Bill 3055** (2021), enacted on July 7, 2021.
- **House Bill 2017** (2017), enacted on Aug. 18, 2017.

ANTICIPATED EFFECTS

The Values, Outcomes and Actions Statement will not have any direct impact on the I-205 Toll Project but it will communicate Metro Council's expectations to its partners, the various stakeholder committees and ODOT.

At a later date, Metro Council will be asked to vote on the requested RTP amendment. A vote for the RTP amendment will allow the I-205 Toll Project to continue to move into the NEPA review process that is underway. Projects and programs must be in the RTP's financially constrained system in order to be eligible for federal and state funding, and to receive federal approvals during the NEPA review process. If approved, the 2018 RTP financially constrained project list amendment allows a separate amendment to the [2021-2024 Metropolitan Transportation Improvement Program](#) (MTIP) to move forward for consideration by JPACT and the Metro Council to program funding for the preliminary engineering phase for the I-205 Toll Project. These actions are *not* before Metro Council today.

PACKET MATERIALS

- Draft Values, Outcomes and Actions for the I-205 Toll Project and Regional Mobility Pricing Project

Values, Outcomes and Actions (VOA):

I-205 Toll Project and Regional Mobility Pricing Project

Purpose: Clarify the values, outcomes and actions from a statewide congestion pricing program and the initial projects therein.

Background: The Oregon Department of Transportation (ODOT) is developing a new toll program and the first two congestion pricing projects proposed for consideration in the new program are the Regional Mobility Pricing Project and I-205 Toll Project. Each of these projects are working towards federal approval or milestone decisions by 2024.

In terms of policy framework, the current Regional Transportation Plan (RTP) calls for the use of congestion pricing to manage demand and reduce greenhouse gases. In 2021, Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) adopted the findings and recommendations of Metro's Regional Congestion Pricing Study based on two years of modeling, data analysis, and input from an expert panel. Congestion pricing has been shown to address issues of mobility, greenhouse gas emissions, equity, and safety where it has been applied. The success of a congestion pricing project or program is largely based on how it is developed and implemented. JPACT and Metro Council directed Metro staff to incorporate the findings and recommendations from Metro's Regional Congestion Pricing Study into the 2023 RTP.

Metro appreciates the work by our ODOT partners to improve congestion in the Portland Metro region by implementing congestion pricing. In general, Metro Council supports the use of congestion pricing to manage traffic demand and reduce greenhouse gases. However, Metro believes that we need a stronger policy framework and more evaluation of the issues before moving forward. Our regional partners and elected officials on the JPACT and MPAC committees have been clear that they want to see congestion pricing implemented on I-5 and I-205 as part of a larger long-term plan for system-wide congestion management.

For the purpose of this document, congestion pricing is defined as a strategy that charges motorists for driving on a particular roadway or for driving or parking in a particular area. There are various tools to implement congestion pricing, including tolling (where a road owner charges a fee to drive on a certain roadway, bridge, or corridor) and a road user charge, also referred to as a vehicle miles traveled fee (where drivers pay a fee for every mile they travel).

Below are Metro Council's desired Values, Outcomes and Actions for ODOT's tolling projects, which align with Metro's Regional Transportation Plan and the recommendations in Metro's Regional Congestion Pricing Study.

Value: Reduce Congestion and Manage Demand.

- **Outcome: Integrate the I-205 Toll Project with ODOT's Regional Mobility Pricing Project (RMPP) in terms of timing and approach to develop a comprehensive regional tolling and congestion pricing plan.** A system-wide approach is supported by the findings and recommendations from Metro's Regional Congestion Pricing Study and an Expert Panel Review, and is aligned with the ODOT's Office of Urban Mobility's strategy in the Portland Metro region. The implementation of the I-205 Toll Project should be in sync with ODOT's Regional Mobility

Pricing Project. State decisions around congestion pricing costs, revenues, and reinvestment decisions should happen at a regional scale and follow regional priorities as pricing programs have benefits and impacts across the region.

Actions

- Integrate the I-205 Toll Project into the Regional Mobility Pricing Project so that the system starts at approximately the same time across the region
- Use a consistent and standard approach to setting variable toll rates across the region, including a program for low-income users
- Apply tolling to all lanes of traffic
 - Use data and modeling to manage the system and the demand throughout the system
 - Use data and modeling to identify benefits, impacts, and mitigations at a local and regional level

Value: Address Traffic Safety on Local Streets.

- **Outcome: Prioritize safety on local streets by minimizing diversion from the Interstate to local roads.** Based on modeling data, there is a high likelihood that ODOT's I-205 Toll Project and other ODOT tolling projects could cause substantial diversion from the Interstate system onto local streets owned by the counties and cities. ODOT needs to have a clear plan in place to manage traffic diversion, including coordination with transit agencies to provide robust transit options. In addition, State law HB 3055 makes clear that ODOT is to address safety issues on local streets and that tolling revenues could be used on a wide-range of multi-modal projects to create a comprehensive approach to managing traffic diversion.

Actions

- Set aside funds to manage diversion on local streets. HB 3055 allows ODOT to use the revenue from tolling for traffic safety and diversion, and explicitly on roadways that are parallel or adjacent to any interstate highway tolled by the State.
- Identify specific, local projects that will be funded with the tolling revenue along the I-205 corridor and along I-5 as part of the RMPP
- Coordinate and reach agreement with local jurisdictions on oversight of local projects
- Create a Transit Action Plan for the "impact area" of the tolling projects, coordinating with TriMet and SMART, and identify the specific capital investments in transit that ODOT will make to increase access to transit in the tolling locations
- Use traffic data to continue identifying and mitigating diversion to local streets after tolling projects are implemented

Value: Reduce Greenhouse Gases.

- **Outcome: Create a pricing system that is truly responsive to travel demand to reduce greenhouse gases.** There is an opportunity to combine the RMPP with the I-205 Toll Project to create an efficient regional system. The ODOT of Office of Urban Mobility (UMO) has clearly stated ODOT's commitment to reducing greenhouse gas emissions and improving equity

outcomes in the implementation of tolling. Congestion pricing has the potential to improve travel times and reduce greenhouse gas emissions, if done correctly and comprehensively. Ongoing monitoring of performance is necessary to adjust and optimize a region-wide program once implemented.

Actions

- Set up operations to manage the I-205 Toll Project, the Regional Mobility Pricing Program and variable rate tolling on the I-5 Bridge Replacement Project as one comprehensive, dynamic congestion pricing system.
- Measure and monitor vehicle miles travelled on the Interstate and local roadways, taking into account potential and observed diversions caused by tolling.
- Increase multi-modal options; fund with tolling revenue

Value: Address Equity and Reduce Impacts to Low-Income Drivers

- **Outcome: Equity and affordability should be built into the project from the outset.** A tolling project should build equity, safety, and affordability into the project definition to ensure that a holistic project that meets the need of the community is developed rather than adding “mitigations” later. Per the recommendation of ODOT’s Equity and Mobility Advisory Committee on Tolling, ODOT should use the tolling revenue to provide travel benefits to low-income users, pay for multi-modal needs in the project area, and minimize harm to Black, Indigenous and People of Color (BIPOC) communities.

Actions

- When setting up tolling rates, create special program and/or discounts for low-income users of the transportation system
- When allocating revenues, invest in low-income and BIPOC communities who are disproportionately impacted by the costs of the toll
- Work with partners to provide toll-free transportation options such as transit
- Conduct modeling, data analysis, and mapping to understand where impacts and benefits are concentrated and use that information to inform where mitigations and discounts should be targeted