

## Council meeting agenda

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**Tuesday, April 26, 2022**

**10:30 AM**

**<https://zoom.us/j/615079992> (Webinar ID:  
**615079992) or 888-475-4499 (toll free)****

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**1. Call to Order and Roll Call**

**2. Public Communication**

Public comment may be submitted in writing and will also be heard by electronic communication (videoconference or telephone). Written comments should be submitted electronically by emailing [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov). Written comments received by 4pm the day before the meeting will be provided to the council prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-797-1916 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov). Those requesting to comment during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov). Individuals will have three minutes to testify unless otherwise stated at the meeting.

**3. Ordinances (Second Reading and Vote)**

- 3.1 Ordinance No. 21-1467, For the Purpose of Amending the 2018 Regional Transportation Plan to Include the Preliminary Engineering Phase of the I-205 Toll Project, [ORD 21-1467](#)

Presenter(s): Margi Bradway (she/her), Metro  
Mandy Putney (she/her), ODOT  
Brendan Finn (he/him), ODOT  
Della Mosier (she/her), ODOT  
Kim Ellis (she/her), Metro

Attachments: [Ordinance No. 21-1467](#)  
[Exhibit A](#)  
[Exhibit B](#)  
[Exhibit C](#)  
[Exhibit D](#)  
[Staff Report](#)  
[Attachments 1-5](#)

**4. Resolutions**

- 4.1 Resolution No. 22- 5234, For the Purpose of Amending the 2021-2026 Metropolitan Improvement Program (MTIP) to Add the Preliminary Engineering Phase for ODOT's I-205 Tolling Project [RES 22-5234](#)

Presenter(s): Ted Leybold [he/him], Metro

Attachments: [Resolution No. 22-5234](#)  
[Exhibit A](#)  
[Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)  
[Attachment 3](#)  
[Attachment 4](#)  
[Attachment 5](#)  
[Attachment 6](#)

**5. Other Business**

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- 5.1 IBRP Regular Update: ISBRP Regular Update: Transit Investment Considerations **22-5697**
- Presenter(s): Greg Johnson (he/him), IBRP Project Team  
John Willis, IBRP Project Team  
Margi Bradway (she/her), Metro
- Attachments: Staff Report
- 5.2 Review of Work Plan and Public Engagement Plan for the 2023 Regional Transportation Plan update [22-5698](#)
- Presenter(s): Margi Bradway (she/her)  
Kim Ellis (she/her)  
Molly Cooney-Mesker (she/her)
- Attachments: [Resolution No. 22-5255](#)  
[Exhibit A](#)  
[Exhibit B](#)  
[Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)  
[Attachment 3](#)  
[Attachment 4](#)  
[Attachment 5](#)
- 5.3 Break (20 min)
- 5.4 Department Budget Presentation- COO/Council/DEI/GAPD [22-5707](#)
- Presenter(s): Marissa Madrigal (she/her/ella), Metro COO  
Ina Zucker (she/her), Metro Program Director, Council Office  
Raahi Reddy (she/her), Metro Director, DEI  
Andy Shaw (he/him), Metro Director, GAPD
- Attachments: [Staff Report](#)
- 5.5 Department Budget Presentation- OCC [22-5696](#)
- Presenter(s): Katie Shilfley (she/her), Metro
- Attachments: [Staff Report](#)
- 6. Chief Operating Officer Communication**
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7. Councilor Communication
8. Adjourn

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### Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullanka dadweynaha, wac 503-797-1700 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqo ka hor kullanka si loo tixgaliyo codsashadaada.

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**សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro**  
ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកម្មប័ណ្ណរើសអើងសម្រាប់ទស្សនាគោលដៅ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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Agenda Item No. 3.1

**Ordinance****Ordinance No. 21-1467**, For the Purpose of Amending the 2018 Regional Transportation Plan to Include the Preliminary Engineering Phase of the I-205 Toll Project,  
*Ordinances (Second Reading and Vote)*

Metro Council Meeting  
Tuesday, April 26, 2022

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2018	)	ORDINANCE NO. 21-1467
REGIONAL TRANSPORTATION PLAN TO	)	
INCLUDE THE PRELIMINARY ENGINEERING	)	Introduced by Chief Operating Officer
PHASE OF THE I-205 TOLL PROJECT, AND TO	)	Marissa Madrigal in concurrence with
CLARIFY THE FINANCIAL CONNECTION OF	)	Council President Lynn Peterson
THE I-205 TOLL PROJECT TO THE I-205	)	
IMPROVEMENT PROJECT	)	

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, the most recent update to the RTP was completed on December 6, 2018, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, amendments to the RTP must be reviewed for consistency with the priority outcomes, goals, objectives and policies in the RTP, including verification of fiscal constraint, consistent with the process and procedures defined in Chapter 8 of the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro’s Public Engagement Guide; and

WHEREAS, the greater Portland region has experienced significant growth and demographic changes, that are forecasted to continue into the future; and

WHEREAS, the region’s significant growth has resulted in increasing congestion, particularly on the greater Portland area’s throughways; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the 2018 RTP found that these strategies are not sufficient for addressing growing congestion and that the region must also manage demand; and

WHEREAS, congestion pricing, wherein drivers are charged directly for their use of roadways, bridges, or parking, is used in congested regions around the world to improve mobility, reduce pollution



and greenhouse gas emissions, and to raise revenue to fund investments in their transportation systems;  
and

WHEREAS, the 2018 RTP identifies congestion pricing as a high priority, high impact strategy to address congestion in ways that also advance achievement of the region's climate, equity, and safety goals; and

WHEREAS, the Metro Council and JPACT adopted policies in the 2018 RTP to expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and the use of transit; and in combination with increased transit service, consider use of pricing strategies to manage congestion and raise revenue when one or more lanes are being added to throughways designated in the RTP; and

WHEREAS, the Oregon Department of Transportation (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, and the tolls would raise revenue to complete financing for the planned I-205 Improvement Project and manage congestion on this section of I-205; and

WHEREAS, ODOT is preparing to move the I-205 Toll Project forward in the National Environmental Policy Act (NEPA) review process and, as part of this process, requested an amendment to the 2018 RTP; and

WHEREAS, the requested RTP amendment would add a preliminary engineering phase for the I-205 Toll Project to the RTP financially constrained project list, and clarify the financial connection of the I-205 Toll Project to the I-205 Improvement Project in Chapter 8 of the RTP; and

WHEREAS, the ODOT I-205 Toll Project has been coordinated with other ODOT planning and project development efforts, including the Regional Mobility Pricing Project and the I-205 Improvements Project, and will continue to be coordinated in the future; and

WHEREAS, the project will not include tolling on I-205 until the Regional Mobility Pricing Project (RMPP) has been approved by the Oregon Transportation Commission (OTC) and submitted to the federal government for approval or ODOT has developed a comprehensive regional tolling and congestion pricing plan the region supports and is approved by the OTC; and

WHEREAS, the planning work to date has been conducted with input from several state, regional and local committees, elected bodies and commissions, such as the Transportation Policy Alternatives Committee (TPAC), the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), the Oregon Transportation Commission, the Region 1 Area Commission on Transportation (R1ACT), ODOT's Equitable Mobility Advisory Committee (EMAC), and County Coordinating Committees (staff and policymakers) in the greater Portland area; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from October 1 to November 15, 2021; and

WHEREAS, the Metro Council held a public hearing on November 4, 2021 to accept public testimony and comments regarding ODOT's requested RTP amendment; and

WHEREAS, approval of the requested amendment to the 2018 RTP will allow the I-205 Toll Project to continue to move forward in the NEPA review process and 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, now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2018 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.
2. The commitments set forth in Exhibit B, "I-205 Toll Project: Commitments for ODOT and Portland Regional Partners," attached and incorporated into this ordinance, must be addressed as part of the NEPA process.
3. The "Summary of Comments Received and Recommended Actions," attached as Exhibit C, is incorporated by reference and any amendments reflected in the recommended actions are incorporated in Exhibit A.
4. The Findings of Fact and Conclusions of Law in Exhibit D, attached and incorporated into this ordinance, explain how this amendment complies with the Regional Framework Plan, statewide planning laws and the Oregon Transportation Plan and its applicable components.

ADOPTED by the Metro Council this \_\_\_ day of \_\_\_\_\_, 2022.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney



**Exhibit A to Ordinance No. 21-1467**  
**2018 REGIONAL TRANSPORTATION PLAN**  
**(RTP) AMENDMENT**

**Adopted by JPACT on 3/17/22**

**1. Amend 2018 RTP Chapter 8 (Table 8.3 and Section 8.1.3.8) to add the following information about the I-205 Toll Project as shown in ~~strikethrough~~ and underscore:**

**Table 8.3 Completed and Current Major Project Development**

Project	Status
Interstate 5/Columbia River Crossing Project	LPA approved in July 2008. Record of decision signed by FHWA in December 2011. Project development work discontinued in 2013 in Washington and 2014 in Oregon. Joint Washington and Oregon Legislative Action Committee discussions begin in 2017.
Sunrise Project and Sunrise Jobs and Transportation Act Project	LPA approved in July 2009. Record of decision for Phase 1, Units 1, 2 and 3 signed by FHWA in February 2011. Phase 1 related projects were completed in June 2016. Environmental approval received for improvements on OR 224 at Rusk Road. Phase 2 and Phase 3 may require future NEPA reevaluation for improvements east of SE 122nd Ave, given changes in the built environment since 2010.
Division Transit Project	LPA approved in June 2017.
Southwest Corridor Project	LPA approved in Nov. 2018.
I-5 Rose Quarter Improvement Project	Environmental Assessment anticipated to be published in 2019. Design anticipated to begin in 2019.
MAX Red Line Improvements Project	LPA approval anticipated in January 2019. Documented Categorical Exclusion approval anticipated in 2019.
OR 217 Project	OR 217 Southbound: <ul style="list-style-type: none"> <li>• Categorical Exclusion anticipated by October 2019.</li> <li>• OR 217 Northbound: Categorical Exclusion anticipated by April 2020.</li> </ul>
I-205 South Corridor Widening and Seismic Improvements Project	Categorical Exclusion approved in December 2018. <u>As identified in HB 3055 (and ORS Chapter 383), toll revenue will be needed to complete construction of this project. A separate Environmental Assessment (EA) for the I-205 Toll Project began in August 2020; expected completion in December 2022. EA will identify benefits, impacts and mitigation commitments.</u>
Basalt Creek Parkway	IGA to plan for Basalt Creek signed by partners in 2011. Basalt Creek Transportation Refinement Study to define alignment completed in 2013 and adopted as an amendment to IGA. Categorical Exclusion anticipated in 2019.



# Exhibit A to Ordinance No. 21-1467

## 2018 REGIONAL TRANSPORTATION PLAN (RTP) AMENDMENT

Adopted by JPACT on 3/17/22

### 8.3.1.8 I-205 South Corridor Widening and Seismic Improvements Project

Preliminary design work is underway to widen I-205 between OR 213 and Stafford Road and improve the I-205/Abernethy Bridge to ensure it remains functional after a catastrophic earthquake. ~~The design work was funded through HB 2017; however, construction funding for this project has not been identified.~~ Construction financing for Phase 1A, including Abernethy Bridge and adjacent intersections, is identified in HB 3055 (2021 Session). Variable Rate Tolls priced to manage travel demand as well as provide revenue will be used to fund the rest of the project (Phase 1B, 1C, 1D and Phase 2).

The I-205 South project widens I-205 to add a third lane in each direction between Stafford Road and OR 213 and an auxiliary lane across the Abernethy Bridge in each direction. The I-205/Abernethy Bridge project provides for seismic upgrades of the Abernethy Bridge and includes seismic retrofit or replacement of eight additional bridges in the corridor. The project also adds Active Traffic Management System improvements, such as Traveler Information Signs, throughout the corridor and a new parallel multi-use path as designated in the Chapter 3 RTP bicycle and pedestrian system maps.

The proposed I-205 Toll Project would toll I-205 near the Abernethy and Tualatin River Bridges (see Figure 8.13b) to raise revenue for construction of the planned I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 to give travelers a better and more reliable trip. Significant impacts caused by tolling will need to be addressed as part of this project through mitigation, which will be described in the Environmental Assessment under the National Environmental Policy Act process.

As identified in HB 3055, money in the [State Tollway Account] Toll Program Fund may be used by the department to make improvements or fund efforts on the tollway and on adjacent, connected or parallel highways to the tollway to reduce traffic congestion as a result of the tollway project, improve safety as a result of a tollway project and reduce impacts of diversion as a result of a tollway project. Strategies will be developed by ODOT to address diversion including solutions to address near term impacts to the local roadway system that may have not been anticipated by the NEPA analysis. An accountability structure and diversion monitoring program shall be developed in conjunction with local partners through the Regional Toll Policy Committee.

Section 146 of HB 3055 further clarifies that “(4) To the extent necessary and permitted by state and federal law and Article IX, section 3a, of the Oregon Constitution, the commission shall ensure tolls assessed pursuant to subsection (3) of this section or tolls assessed as part of the Interstate 5 Boone Bridge and Seismic Improvement Project: (a) Reduce traffic congestion by managing demand on the tollway and by improving operations on the tollway; (b) Reduce traffic congestion as a result of the tollway, not only on the tollway but also on adjacent, connected or parallel highways to the tollways, regardless of ownership; (c) Improve safety not only on the tollway but also on adjacent, connected or parallel highways to the tollways, regardless of ownership; and (d) Minimize and mitigate impacts to historically and currently underrepresented and disadvantaged communities. (5) Any unit of government assessing tolls on highways for which the unit of government is the road authority, pursuant to ORS 810.010, shall collaborate with other units of government to: (a) Determine whether assessing tolls may result in traffic, equity, safety or climate impacts as a result of assessing tolls; (b)



## Exhibit A to Ordinance No. 21-1467 2018 REGIONAL TRANSPORTATION PLAN (RTP) AMENDMENT

Adopted by JPACT on 3/17/22

Determine appropriate investments or efforts that may minimize or reduce any potential impacts; and  
(c) Periodically review any investments or efforts identified and implemented under this subsection”.

In coordination with a Transit Multimodal Work Group (TMWG), a Transit and Multimodal Corridor Strategy will be developed to identify and fund priority projects and programs and ensure that reliable, emissions-reducing, and a competitive range of transportation options are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework communities. The Transit and Multimodal Corridor Strategy will address how priority projects that are ineligible for State Tollway Account revenue or gas tax revenue will be funded, including funding for ongoing operations and capital cost of additional buses, stops, facilities and other transit improvements. The Transit and Multimodal Corridor Strategy will address how ODOT and regional partners will secure and distribute the necessary funding required to implement the Transit and Multimodal Corridor Strategy in coordination with local jurisdictions and transit providers.

Additionally, Section 169 of HB 3055 outlines requirements for an Equitable Income-Based Toll Report: “(1) As used in this section, ‘toll’ and ‘tollway’ have the meanings given those terms in ORS 383.003. “(2) Before the Department of Transportation assesses a toll, the department shall implement a method for establishing equitable income-based toll rates to be paid by users of tollways. “(3) At least 90 days before the date the Oregon Transportation Commission seeks approval from the Federal Highway Administration to use the income-based toll rates developed under subsection (1) of this section, the department shall prepare and submit a report on the method developed to the Joint Committee on Transportation and the Oregon Transportation Commission. The department may also submit to the Joint Committee on Transportation any recommended legislative changes. The report shall be provided to the Joint Committee on Transportation, in the manner provided under ORS 192.245, on or before September 15, 2022.

ODOT will continue to use the Oregon Toll Program’s Equity Framework and support the recommendations from the Equity Mobility Advisory Committee (EMAC) to guide the I-205 Toll Project. In addition, the NEPA process should demonstrate how the pricing system is truly managing to travel demand to reduce greenhouse gases. The Low-Income Toll Report will inform the NEPA process. The NEPA process should also include income-based strategies and revenue projections.

More information about the I-205 Toll Project can be found at <https://www.oregon.gov/odot/tolling/Pages/I-205-Tolling.aspx>.

The Oregon Transportation Commission approved a Cost to Complete Report for the project that was shared with the Oregon Legislature in January 2018, as mandated by HB 2017. The Cost to Complete Report defines the project scope and recommends a project delivery method and phasing plan to complete the project by 2025, which is no longer possible. Read the report and find more project information at [www.i205corridor.org](http://www.i205corridor.org). Local jurisdictions will receive information about the estimated revenues and proposed allocation of revenues, and the financial and toll rate assumptions NEPA Level Traffic and Revenue Analysis report. This process will inform the discussion and recommendations for revenue allocation before toll setting, and will provide transparency on the financial commitments to each component of the project.



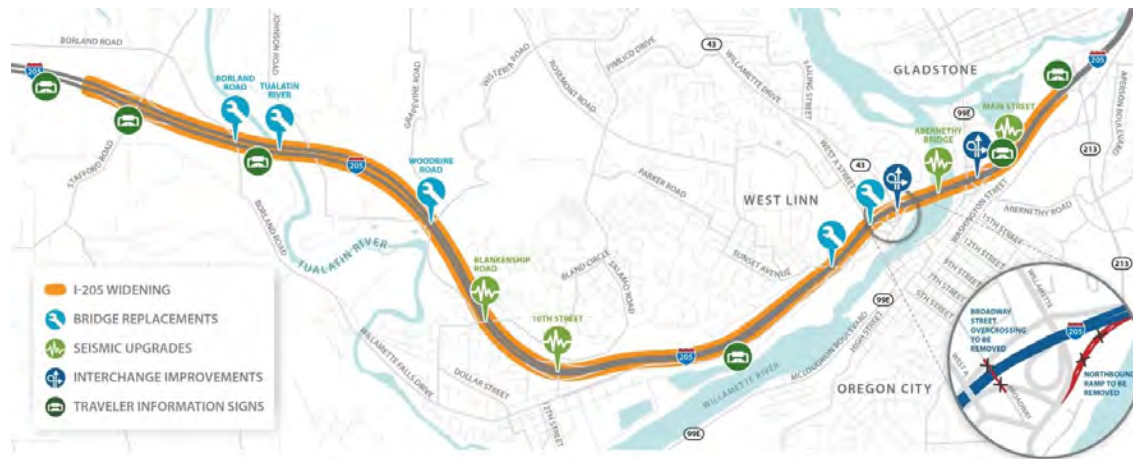
# Exhibit A to Ordinance No. 21-1467

## 2018 REGIONAL TRANSPORTATION PLAN (RTP) AMENDMENT

Adopted by JPACT on 3/17/22

During the I-205 Tolling NEPA process, the cost, opportunities and impacts associated with tolling on I-205 and the RMPP will be identified and discussed with regional partners before design activities for the tolling program begin. In addition, Regional Toll Policies will be developed. The Project will not include tolling on I-205 until the RMPP has been approved federally by the Oregon Transportation Commission (OTC) and submitted to the federal government for approval or ODOT has developed a comprehensive regional tolling and congestion pricing plan the region supports and is approved by the OTC.

Figure 8.13a I-205 South Widening and Seismic Improvements Project Area Map



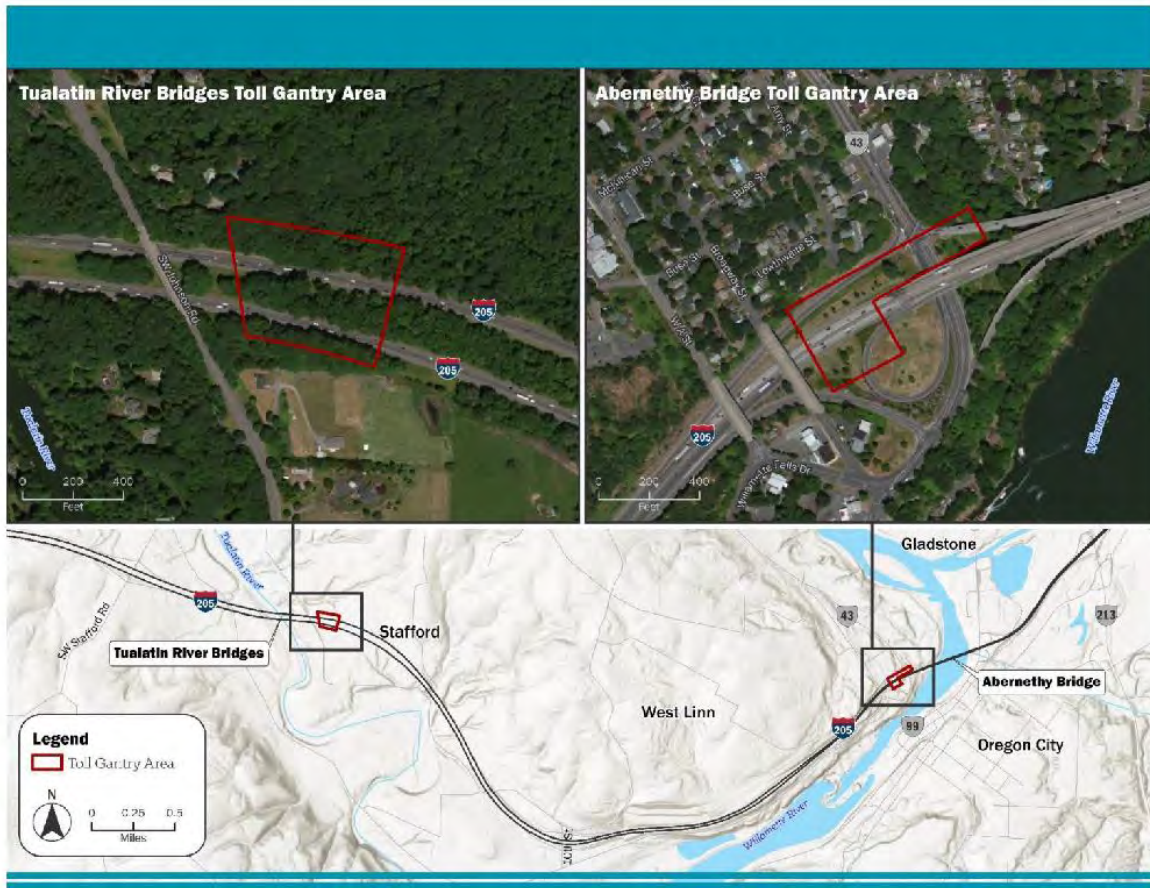
Source: ODOT



**Exhibit A to Ordinance No. 21-1467**  
**2018 REGIONAL TRANSPORTATION PLAN**  
**(RTP) AMENDMENT**

**Adopted by JPACT on 3/17/22**

**Figure 8.13b I-205 Toll Project Draft Map**



Source: ODOT



## Exhibit A to Ordinance No. 21-1467

### 2018 REGIONAL TRANSPORTATION PLAN (RTP) AMENDMENT

Adopted by JPACT on 3/17/22

#### 2. Amend 2018 RTP Appendix A to add I-205 Toll Project (Preliminary Engineering Phase) as follows:

RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Financially Constrained project list
12099 <i>(new project)</i>	I-205 Tolling Project (PE)	Oswego Hwy (OR 43) Interchange	Stafford Rd Interchange	The Project would toll all lanes of I-205 on or near the Abernethy Bridge and Tualatin River Bridge. The Project's purpose is to raise revenue to fund construction of the I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 (OR 213). The PE phase includes completion of environmental analysis under the National Environmental Policy Act (NEPA) and initial design for toll infrastructure. The NEPA process for the I-205 Toll Project will analyze the benefits and impacts of tolling on I-205 between Stafford Road and Oregon Route 213 (OR 213), and describe mitigation commitments. The Project area includes all adjacent, connected, or parallel highways as described in ORS 383.009(2)(j) that may or may not be impacted by diversion. Money from the Toll Program Fund will be used to fund improvements in the Project area, including any mitigation identified for toll related impacts, and I-205 improvements in the Project area, pending NEPA outcomes. The Project will enhance the connection between tolling on I-205 and the Regional Mobility Pricing Project. The Project will use the Oregon Toll Program's Equity Framework and demonstrate how the pricing system will manage demand to reduce greenhouse gases. Before a toll is assessed, the Project will establish and implement equitable income-based toll strategies as described in HB 3055 Section 162 (2021).	\$27,257,890	2018-2027	Yes





## **Exhibit B to Ordinance No. 21-1467**

### **I-205 Toll Project: Commitments for ODOT and Portland Regional Partners**

The Project would toll all lanes of I-205 on or near the Abernethy Bridge and Tualatin River Bridge. The Project's purpose is to raise revenue to fund construction of the I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 (OR 213). The PE phase includes completion of environmental analysis under the National Environmental Policy Act (NEPA). The NEPA process for the I-205 Toll Project will analyze the benefits and impacts of tolling on I-205 between Stafford Road and Oregon Route 213 (OR 213), and describe mitigation commitments.

The Oregon Department of Transportation commits to addressing the following items during the NEPA process:

#### **1. Elevating the role of local policymakers and stakeholders by creating a Regional Toll Policy Advisory Committee and clarifying the role for local decision-making.**

The charter and by-laws for this committee will outline the process to be used to with impacted local jurisdictions to identify and prioritize projects, programs and services, monitor performance, and make recommendations to the OTC related to ongoing investment decisions. Toll projects and policies will continue to be developed in coordination with regional partners to build an equitable and successful transportation system, for the region and the state.

To accomplish this goal, we commit to the following:

- Supporting the creation of a Regional Toll Policy Advisory Committee (Toll PAC) provide recommendations on key policies and project-level decisions, which include:
  - Addressing impacts to people experiencing low incomes
  - Defining the corridor for net toll revenues
  - Financing plan, strategy, and partnerships needed to advance ODOT's Urban Mobility Strategy
  - Short- and long-term plan for mitigation and monitoring to address neighborhood health and safety impacts from tolling-based diversion
  - Comprehensive strategy for enhanced and increased transit and multimodal transportation options
  - How congestion management is defined and achieved through the RMPP environmental review analysis
- Clarifying the Metro Council and JPACT decision-making role in future toll program development.
- Supporting Equity and Mobility Advisory Committee (EMAC) through toll rate setting to continue their work in recommending equitable steps for ODOT and the OTC.

**Timing:** February 2022 through 2024.



## Exhibit B to Ordinance No. 21-1467

### 2. Develop diversion impacts and mitigation plan in coordination with the region.

In addition to identifying the needed investments on local roads to address the impacts of diversion, strategies will be developed to address diversion including solutions to address near term impacts to the local roadway system that may have not been anticipated by the NEPA analysis. An accountability structure and diversion monitoring program shall be developed in conjunction with local partners through the Regional Toll Policy Committee.

ODOT is continuing to evaluate the potential for diversion as our planning work continues, and our consultant teams are actively working with Metro modelers and other experts from across the region to ensure we identify potential impacts, propose and adopt appropriate mitigation measures and timelines in our I-205 Toll Project Environmental Assessment (EA).

To provide clarity on the timing of diversion information and address concerns about the short- and long-term plans, we commit to the following:

- Supporting the creation of a Regional Toll Policy Advisory Committee (Toll PAC) provide recommendations on project-level decisions for mitigation, which includes:
  - Review short- and long-term plans for mitigating the impacts of rerouting through the I-205 Toll project and Regional Mobility Pricing Project (RMPP)
  - Development of the monitoring programs for once tolls are in place would consider the following factors:
    - Performance measures to track goals and diversion patterns
    - Accountability structure, especially for local governments and the commitments to equity
    - Plan to work with local communities to address impacts (e.g. needs for incident management support, manage traffic flows, technical support, and financial resources to defray indirect costs)
- The I-205 Toll Project will include the following:
  - Design to prioritize safety on local streets by minimizing diversion to local roads
  - Identify local projects as mitigation
  - Study impacts in 2027
  - Work with local governments and communities to gain input on the plan for, and prioritization of, mitigation investments deal with the impacts that communities, neighborhoods, and residents experience from diversion from a toll on I-205
  - Measure vehicle miles traveled (VMT) on I-205 and local roadways
  - Conduct modeling, data analysis, and mapping to understand impacts and benefits
  - Conduct analysis of cost impacts on users compared to travel-time benefits

**Timing:** Toll PAC begins in March 2022 and the draft I-205 Toll Project Environmental Analysis is published in June 2022.



## Exhibit B to Ordinance No. 21-1467

### 3. Enhancing the connection between the Regional Mobility Pricing Project and I-205 Toll Project.

During the I-205 Tolling NEPA process, the cost, opportunities and impacts associated with tolling on I-205 and the RMPP will be identified and discussed with regional partners before design activities for the tolling program begin. In addition, Regional Toll Policies will be developed. This will inform the on-going development of a comprehensive regional tolling and congestion pricing plan that ensures that no one part of the system is tolled until the RMPP has been approved or ODOT has developed a plan the region supports.

We need regional commitment and partnership to both accelerate the schedule and fully develop the RMPP system. The I-205 Toll Project with the Regional Mobility Pricing Project (RMPP) should be connected in terms of approach to develop a comprehensive regional tolling and congestion pricing plan.

To accomplish this goal, we agree to the following:

- Every I-205 Toll Project policy decision is a regional toll policy decision.
- Policy decisions outlined on the OTC Roadmap will be vetted through the Toll PAC.
- Public policies for tolling and congestion pricing will be included in both the Oregon Highway Plan and Regional Transportation Plan update processes.
- Through the RMPP environmental analysis, we will work together to design a comprehensive system to manage congestion, address VMT, Greenhouse Gas Emissions (GHG), safety, diversion, and air quality goals, and response to travel demand.
- In late 2023, ODOT will be completing the environmental analysis for RMPP, the I-205 toll rate setting will started but not be finalized. At that time ODOT will solicit a recommendation from the Toll PAC and will need JPACT and Metro Council to adopt the updated RTP and MTIP amendment to proceed. This will be a key check in point with the region on how the I-205 Toll Project and RMPP are being developed as a comprehensive system.
- We plan to set up operations to manage the I-205 Toll Project, the Regional Mobility Pricing Program and variable rate tolling on the Interstate Bridge Replacement Project as one comprehensive, congestion pricing system.

**Timing:** Congestion pricing/toll policy updates to the Oregon Transportation Plan (OTP) and Regional Transportation Plan updates are planned to occur between early 2022 and mid-late 2022. The assumptions for RMPP environmental analysis are being set in late 2022. The OTP, RTP, and MTIP adoption is planned to occur in late 2023.



## Exhibit B to Ordinance No. 21-1467

### 4. Centering equity in our process and outcomes.

Continue to use the Oregon Toll Program's Equity Framework and support the recommendations from the Equity Mobility Advisory Committee (EMAC) to guide the I-205 Toll Project. In addition, the NEPA process should demonstrate how the pricing system is truly managing to travel demand to reduce greenhouse gases. The Low-Income Toll Report will inform the NEPA process. The NEPA process should also include income-based strategies and revenue projections.

To center equity in the process and outcomes of the I-205 Toll Project and Regional Mobility Pricing Project, and specifically address impacts to people experiencing low incomes, we commit to the following:

- Apply the Oregon Toll Program's Equity Framework to the development of toll projects.
- Support the development of EMAC recommendations through toll rate setting on the RMPP.
- Pursue actions to support the EMAC/OTC Foundation Statements.
- Explore a program to diversify the workforce for the toll operation, considering the Construction Career Pathways framework that has been adopted by Metro and other local agencies.
- To understand impacts to low-income users of the transportation system, evaluate the costs of transportation to users compared to their relative incomes.
- Use a consistent and standard program for low-income users across the region.
- Consider how to address lower-income workers who will not be able to adjust their schedule.
- Include a plan for how to address cost-burdened low income drivers from day one.

**Timing:** See the EMAC 2022 Game Plan for recommendations and OTC Roadmap for timing of future recommendations. Our plan for how to address impacts to people experiencing low-incomes will be developed with feedback from Metro Council, JPACT, and a recommendation from Toll PAC by September 2022.



## Exhibit B to Ordinance No. 21-1467

### 5. Increasing regional transit and multimodal transportation options.

In coordination with a Transit Multimodal Work Group (TMWG), a Transit and Multimodal Corridor Strategy will be developed to identify and fund priority projects and programs and ensure that reliable, emissions-reducing, and a competitive range of transportation options are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework<sup>1</sup> communities. The Transit and Multimodal Corridor Strategy will address how priority projects that are ineligible for State Tollway Account revenue or gas tax revenue will be funded, including funding for ongoing operations and capital cost of additional buses, stops, facilities and other transit improvements. The Transit and Multimodal Corridor Strategy will address how ODOT and regional partners will secure and distribute the necessary funding required to implement the Transit and Multimodal Corridor Strategy in coordination with local jurisdictions and transit providers.

Work in coordination with the Transit Multimodal Work Group (TMWG), composed of Portland regional transit and multimodal transportation service providers, to ensure that a reliable, emissions-reducing, and a competitive range of transportation options are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework communities.

To accomplish this goal, we commit to the following:

- TMWG will help ODOT create a Transit and Multimodal Corridor Strategy for I-205 and I-5 that addresses “impact area” of the tolling projects.
- TMWG will provide a recommendation on how transit and multimodal transportation options are addressed in the toll project environmental analysis documents.
- ODOT will work with the TMWG on interoperability between transit and tolling services.

**Timing:** The draft I-205 Toll Project Environmental Analysis is planned for June 2022.

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<sup>1</sup> As defined by the Oregon Toll Program’s [Equity Framework](#), people experiencing low-income or economic disadvantage; Black, Indigenous, and People of Color (BIPOC); older adults and children; persons who speak non-English languages, especially those with limited English proficiency; persons living with a disability; and other populations and communities historically excluded and underserved by transportation projects.



## Exhibit B to Ordinance No. 21-1467

### 6. Providing the fiscal transparency needed to build trust and understanding.

Through involvement in the NEPA Level Traffic and Revenue Analysis report, local jurisdictions will receive information about the estimated revenues and proposed allocation of revenues, and the financial and toll rate assumptions. This process will inform the discussion and recommendations for revenue allocation before toll setting, and will provide transparency on the financial commitments to each component (equity/transit; local projects; and Urban Mobility Office capital projects).

All groups need to know what fiscal information is available today and when we will know more about the financing plans and revenue assumptions for the I-205 Toll Project, RMPP, and how they fit into the ODOT Urban Mobility Strategy.

To accomplish this goal, we commit to the following:

- Understanding that the schedule for implementing tolls on I-205 is directly linked to the construction schedule for the I-205 Improvements Project.
- Share information what we know today and the plan for when we will know more about estimated toll revenues and allocation.
- Share the I-205 Improvements Project funding plan, including the sources of anticipated revenue and the amount of money that each revenue source will contribute.
- Clarify the allowed uses of tolling dollars on I-205 (what elements of mitigation, transit, and equity can be funded with current tolling model and what cannot?).
- Clarify the financial plan, or timing when it will be available, behind the RMPP and how I-205 fits into the long-term plan for congestion pricing in the region. Also, the financial connections between I-205 improvements, I-205 toll rates, and RMPP.

**Timing:** The draft I-205 Toll Project Environmental Analysis, which includes a NEPA-level traffic and revenue analysis, will be available in June 2022. The RMPP will have high-level toll rate ranges and revenue estimates as a part of the Planning and Environmental Linkages process, which is being prepared for spring 2022.

Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

Table 5-1 RTP Amendment-Specific Comments

#	Respondent Affiliation	Opinion	Comment Summary	Response
1	Resident	Oppose	<p>“I am opposed to this proposed RTP amendment. While I support congestion pricing as a tool to reduce VMT and to improve the environment, ... Expanding freeways is not a smart investment. It leads to more driving, people living and working further away, and exacerbates existing inequities by limiting the options of poor and other underserved populations. It is time to put the brakes on the plans to expand I-205. Implement congestion pricing first. Invest in high quality transit. Encourage people to drive less. In other words, please do all you can to help save our planet.”</p> <p>(See the table of online survey responses in Appendix D for complete comments.)</p>	<p>Thank you for this comment and we share your concerns related to inequities and the need for transportation options. The project area experiences a high crash rate and is a traffic bottleneck that leads to back ups on I-205 and on local streets near the highway. The nine bridges in this section of I-205 are not built to current seismic standards and also need to be rebuilt or retrofitted. In addition to congestion pricing, ODOT is investing in multimodal infrastructure as part of a comprehensive approach to improving mobility. The I-205 Improvements Project, once fully built, will include enhancements to bicycle and pedestrian infrastructure. ODOT is investing in transit improvements through the Statewide Transportation Improvement Fund. Additional transit and multimodal options also are under consideration and could be funded by toll revenue. No proposed change.</p>

Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

2	Resident	Oppose	<p>“I have read the document. This is not an amendment that serves the public. This was not passed by the public. The ballot measure was passed to improve roads, and the funding the measure generated was intended by the voters to be put directly into the road improvements. ... It is fiscally irresponsible to kick the payment of this toll project (which drivers don’t even want) to drivers of the future, and dishonest to say that the toll is for this project alone. Once a toll is in place, it will not go away. If Metro needs more money, it should propose a tax to increase revenue directly to voters. ... If the project is begun as described, I will not use 205 during the construction work. Instead I will use the back roads I use currently when there is some issue on 205. ... There will be many drivers who join me, and we will see our neighborhood roads such as Borland, 10th St, 65th, 99W, the Sellwood bridge and Tacoma St, etc suddenly have much higher use and wear. ... Please consider abandoning this tolling project. With integrity, please consider bringing such a project before voters with transparency and honesty.”</p> <p>(See the table of online survey responses in Appendix D for complete comments.)</p>	<p>Thank you for this comment. The State of Oregon is exploring tolling as part of a comprehensive approach to better manage congestion in the Portland metro area. In 2017, the Oregon Legislature approved House Bill 2017, known as Keep Oregon Moving, which committed hundreds of millions of dollars to projects that will manage congestion and improve the transportation system statewide, including highway improvement projects, freight rail, transit improvements, and bicycle and pedestrian facilities. The bill, along with clarification from the 2021 Legislature, directed the Oregon Transportation Commission to pursue and implement tolling I-5 and I-205 in the Portland metro area for congestion management and transportation improvements.</p> <p>The Oregon Toll Program has two goals; funding necessary roadway improvements in the short term, and managing congestion in the long term. The traditional sources of funding ODOT has depended on to pay for transportation infrastructure improvement projects, like the gas tax, have not kept up with the needs and demands of our transportation system. Once our immediate revenue needs are met for the I-205 improvements project, revenue will continue to be used in the corridor for further improvements, and tolling will be used to continue to manage congestion.</p> <p>We know that some drivers currently use neighborhood streets to avoid congestion on highways. Changes to rerouting patterns onto</p>
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Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

#	Respondent Affiliation	Opinion	Comment Summary	Response
				non-tolled local streets could take place with drivers looking to avoid a toll; other drivers might opt for a more reliable highway trip. As highway travel becomes more reliable, and transit service more accessible, a positive result of variable rate tolling would be to reduce existing rerouting. Overall, the objective of variable rate tolling is to improve mobility by managing the highway for freight and longer-distance trips so that local streets can better serve shorter, local trips. No proposed change.

Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

3	The Street Trust	Conditional Support	<p>“The Street Trust does NOT support roadway tolling as an instrument for funding infrastructure that increases drive-alone trips. ... We encourage Metro leadership to only support an amendment to the RTP once you have established, with certainty that the tolling revenue will be used to increase seismic resilience; increase access to walking, biking, and transit; and will reduce vehicle miles traveled and greenhouse gas emissions. ... Only once this regional, system-wide traffic demand management system has been implemented should we consider the right (and right-sized) infrastructure investments to increase mobility for our state and region. In many cases, expensive road widening projects may not be necessary.”</p> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from André Lightsey-Walker in Appendix B for complete comments.)</p>	<p>Thank you for this comment. When fully constructed, the I-205 Improvements Project will make the first earthquake-ready interstate structure across the Willamette River, rebuild or retrofit eight other bridges, and improve options for biking and walking in the corridor. ODOT has a goal to support multimodal transportation choices, and one of the main goals of the Oregon Toll Program is to reduce vehicular congestion on the road. Revenue from the Oregon Toll Program can be dedicated to projects or services needed to address the significant, negative effects of tolling. We will collaborate with transit providers to support access and enhancements to transit and other transportation services in the I-205 corridor, especially for historically and currently excluded and underserved communities.</p> <p>Additionally, ODOT will continue to coordinate with the Transit and Multimodal Working Group, as well as the Equity and Mobility Advisory Committee, to identify strategies for integrating transit and multimodal travel into the Project.</p> <p>The Oregon Toll Program will evaluate the potential effects on greenhouse gas emissions during project planning phases and will incorporate project features to help Oregon meet its climate-change goals. So far, we know that variable rate (which will be used on I-205) tolling may encourage some drivers to shift to modes of travel (such as carpooling, taking public transit,</p>
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Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

#	Respondent Affiliation	Opinion	Comment Summary	Response
				or biking) that generate fewer greenhouse gas emissions. Whether this reduces overall transportation greenhouse gas emissions also depends on how many individual drivers divert to alternative, less efficient routes to avoid tolls. No proposed change.

Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

#	Respondent Affiliation	Opinion	Comment Summary	Response
4	Resident	Conditional Support	<p>“ODOT plans to add 14 lane-miles of freeway to this region and planet, in addition to seismic strengthening of the Abernethy Bridge and other related work. ... Metro needs to direct ODOT to properly analyze the project, and consider alternatives that take into account the VMT suppression from tolling and provide a robust transit alternative. Not because NEPA requires this, but because this is the only way to move toward compliance with regional and statewide greenhouse gas reduction goals. Metro should not move forward with an RTP amendment, and should withhold subsequent MTIP approval until ODOT agrees to do the needed analysis of alternatives. ... One alternative to consider is a frequent express bus connecting various points between Clackamas Town Center and Beaverton Transit Center along I-205, I-5, and Hwy 217, funded by ODOT. ... A less satisfactory alternative would be to modify the freeway in the non-tolled stretches to allow Bus on Shoulder operation to bypass congestion. When frequent express bus service is time-competitive with auto travel, and is well-integrated with an improved regional transit system, the need for expanding freeways might be reduced.”</p> <p>(See entry in the Comment Log below for more detailed comments and the attached testimony from Doug Allen in Appendix B for complete comments.)</p>	<p>Thank you for this comment. We recognize that climate change is an urgent issue. We are using modeling practices consistent with other transportation projects in the region and comparing what happens with and without the tolling project in 2045. These results will be available in the Environmental Assessment published for review and comment in 2022. The Oregon Toll Program will evaluate the potential effects on greenhouse gas emissions during project planning phases and will incorporate project features to help Oregon meet its climate-change goals. Greenhouse gas emissions and VMT are already included as <a href="#">performance measures</a> in the environmental assessment (NEPA analysis) and the <a href="#">Transportation Methodology Memo</a> (September 2021). Regional VMT will also be provided from the regional travel demand modeling results. Please note that tolling is a complex project with many factors involved, so greenhouse gas emissions and VMT are only two of many variables in our traffic models and decision making.</p> <p>ODOT will continue to coordinate with the Transit and Multimodal Working Group, as well as the Equity and Mobility Advisory Committee, to identify strategies for integrating transit and multimodal travel into the Project.</p> <p>No proposed change.</p>

Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

5	Multnomah County	Conditional Support	<p>“Multnomah County supports ODOT’s efforts to build a seismically resilient transportation system. ... At the same time, [there are] additional steps that we think should be taken to ensure the project can meet the needs of the region. [We] strongly encourage ODOT to consider the impact of the tolling project on low income households and individuals to ensure that the tolling system does not have a disproportionate impact on those users of the transportation system.”</p> <p>“In addition, the County offers two clarifications on the language in the amendment proposal:</p> <ol style="list-style-type: none"> <li>1. ODOT asserts that tolling will improve air quality by decreasing congestion. We support the use of traffic and air quality modeling to confirm this, including high resolution dispersion modeling to determine impacts adjacent to the project.</li> <li>2. The project description in the proposed amendment narrowly defines the purpose of the tolling as only funding the I-205 Improvements Project and managing congestion. However, according to House Bill 3055, the project will also include mitigation measures on adjacent, connected, or parallel highways to address diversion and improve safety. The tolling projects will also result in ongoing revenue that will continue after the I-205 Improvements Project is completed. The project description should acknowledge the broader funding authority.”</li> </ol> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from</p>	<p>Thank you for this comment. Creating an equitable toll system is a priority for the Oregon Department of Transportation. We’re working with the Equity and Mobility Advisory Committee (EMAC) to identify and equitably distribute the potential burdens and benefits of tolling. Using the Oregon Toll Program Equity Framework, we will consider the barriers that historically excluded and underserved communities face so that the design of the toll projects improves access to jobs, goods, services, and key destinations. ODOT is also directed by HB 3055 to include an income-based tolling solution; the logistics of such a program are still being examined, and an income-based toll report is due in 2022.</p> <p>Over the next year, ODOT will need the help of local and regional governments and stakeholders to craft how equitable, income-based tolling will work in Oregon.</p> <p>Transportation modeling indicates that the daily vehicle mile traveled (VMT) will be reduced within the project API selected for the air quality analysis which includes non-highway traffic. Emissions modeling was conducted using EPA’s Motor Vehicle Emission Simulator model (MOVES) which uses VMT, speeds, and vehicle mix to calculate emissions of each of FHWA’s nine priority mobile source air toxic pollutants decreased as a result of the project. FHWA’s guidance for a quantitative MSAT analysis was followed.</p>
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Exhibit C to Ordinance No. 21-1467  
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		<p>Multnomah County in Appendix B for complete comments.)</p>	<p>Dispersion modeling is done for certain projects that require a carbon monoxide or particulate matter hotspot analysis to meet conformity requirements. These analyses are meant to demonstrate that the project will not cause a new violation or worsen an existing violation of the National Ambient Air Quality Standards (NAAQS). The project is located in an area that is in attainment with all the NAAQs and therefore dispersion modeling is not required and the project is not expected to cause a new exceedance of the NAAQS.</p> <p>There is no approved methodology to perform this type of dispersion modeling for mobile source air toxics, and there are no standards to determine if modeling results are considered an adverse impact.</p> <p>Amend the RTP to read: <u>“Preliminary design work is underway to widen I-205 between OR 213 and Stafford Road and improve the I-205/Abernethy Bridge to ensure it remains functional after a catastrophic earthquake. Construction financing for Phase 1A including Abernethy Bridge and adjacent intersections is identified in HB 3055 (2021 Session). Variable Rate Tolls priced to manage travel demand as well as provide revenue will be used to fund the rest of the project (Phase 1B, 1C, 1D and Phase 2).”</u></p> <p>Regarding the project description, amend to read: <u>“The Project would toll all lanes of I-205 on</u></p>
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Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

#	Respondent Affiliation	Opinion	Comment Summary	Response
				<p><u>or near the Abernethy Bridge and Tualatin River Bridge. The Project's purpose is to raise revenue to fund construction of the I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 (OR 213). The PE phase includes completion of environmental analysis under the National Environmental Policy Act (NEPA).</u></p> <p>_____</p>

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6	Clackamas County	No Indication	<p>“We offer these comments and questions purely to encourage transparency and to gain clarity of what specifically ODOT is proposing. These comments are <b>not</b> an indication of support for the proposed amendment. First, we would like to know if ODOT anticipates adding additional funds to the PE phase for this project.</p> <p>We also would like to know if ODOT would be required to bring forward future RTP and MTIP amendments for the construction phase of the I-205 Toll Project. Second, Clackamas County transportation staff offer the following technical edits to clarify the proposed RTP Amendment language.</p> <ul style="list-style-type: none"> <li>• Revise language in Table 8.3 as follows: <i><u>As identified in HB 3055 (and ORS.383), toll revenue will <b>is expected to</b> be needed to complete construction of this project. A separate Environmental Assessment for the I-205 Toll Project began in August 2020; expected completion in December 2022.</u></i></li> <li>• Clarify that Phase 1A includes more than just the Abernethy Bridge and update funding language to match previous recommendation. Also make a stronger connection to HB 3055 language in amendments to 8.3.1.8 by adding a second paragraph that explains the I-205 Toll Project as outlined below.</li> </ul> <p><i>Construction financing for Phase 1A (<b>including</b> Abernethy Bridge) is identified in HB 3055 (2021 Session). Variable Rate Tolls priced to manage travel demand as well as provide revenue <del>will</del> <b>are expected to be</b> used to fund the rest of the project (Phase 1B, 1C, 1D, and Phase 2).</i></p>	<p>Thank you for this comment. At this time ODOT does not anticipate adding additional funds to the PE phase for this project. Future RTP and MTIP documents will need to include the Construction (CN) phase for implementing tolling infrastructure.</p> <p>Amend language in Table 8.3 as follows: <u>“As identified in HB 3055 (and ORS.Chapter 383), toll revenue will be needed to complete construction of this project. A separate Environmental Assessment (EA) for the I-205 Toll Project began in August 2020; expected completion in December 2022.</u></p> <p>Amend the RTP to read: <u>“...Construction financing for Phase 1A (Abernethy Bridge) is identified in HB 3055 (2021 Session). Variable Rate Tolls priced to manage travel demand as well as provide revenue are expected to be used to fund the rest of the project (Phase 1B, 1C, 1D, and Phase 2).”</u></p> <p>Amend the RTP to add: <u>“The proposed I-205 Toll Project would toll I-205 near the Abernethy and Tualatin River Bridges (see figure 8.13b) to raise revenue for construction of the planned I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 to give travelers a better and more reliable trip. Significant impacts caused by tolling will need to be addressed.</u></p>
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Exhibit C to Ordinance No. 21-1467  
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- Make a stronger connection to HB 3055 language in amendments to 8.3.1.8 by adding a second paragraph that explains the I-205 Toll Project as outlined below:

**The proposed I-205 Toll Project would toll I-205 near the Abernethy and Tualatin River Bridges (see figure 8.13b) to raise revenue for construction of the planned I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 to give travelers a better and more reliable trip. Potential diversion onto local roads caused by tolling will need to be addressed as part of this project. More information about the I-205 Toll Project can be found at <https://www.oregon.gov/odot/tolling/Pages/I-205-Tolling.aspx>.**

- Remove the draft description on the RTP Project List and replace it with a description that more narrowly identifies what specifically will be accomplished within the PE Phase of the I-205 tolling project. One concept could look something like:

**Conduct preliminary engineering and NEPA review for the I-205 Toll Project. The NEPA process for the I-205 Toll Project will analyze the impacts of tolling on I-205 between Stafford Road and Oregon Route 213 (OR 213)."**

(See entry in the Comment Log below for more detailed comments and the attached letter from

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Amend the project description on the RTP Project List as follows: "The Project would toll all lanes of I-205 on or near the Abernethy Bridge and Tualatin River Bridge. The Project's purpose is to raise revenue to fund construction of the I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 (OR 213). The PE phase includes completion of environmental analysis under the National Environmental Policy Act (NEPA). \_\_\_\_\_

The NEPA process \_\_\_\_\_ for the I-205 Toll Project will analyze the benefits and impacts of tolling on I-205 between Stafford Road and Oregon Route 213 (OR 213), and describe." mitigation commitments.

Exhibit C to Ordinance No. 21-1467  
Summary of Comments Received and Recommended Actions

#	Respondent Affiliation	Opinion	Comment Summary	Response
			Clackamas County in Appendix B for complete comments.)	
7	Washington County Board of Commissioners	Support	<p>“I am writing to express support from the Washington County Board of Commissioners for Regional Transportation Plan amendments for the I-205 Improvement Project and I-205 Toll Project. ... On behalf of the Board, I must also add that we wish there were other ways to fund this important project without tolling. However, we accept that our support for HB 2017 included a commitment to initiate tolling in the region. We also recognize that a successful toll program can improve travel speed and reliability on our major throughways and must address equity, include mitigation for diversion and include attractive travel options to driving.</p> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from Washington County in Appendix B for complete comments.)</p>	<p>Thank you for this comment. Creating an equitable toll system is a priority for the Oregon Department of Transportation. We’re working with the Equity and Mobility Advisory Committee (EMAC) to identify and equitably distribute the potential burdens and benefits of tolling.</p> <p>ODOT will continue to coordinate with the Transit and Multimodal Working Group, as well as the Equity and Mobility Advisory Committee, to identify strategies for integrating transit and multimodal travel into the Project.</p> <p>We recognize the importance of assessing potential diversion impacts to local communities. To do so, we are applying performance measure(s) related to protecting quality of life for local communities and will report on these finding in an Environmental Assessment in 2022. In the <a href="#">I-205 Corridor User Analysis</a> (February 2021), we studied existing diversion patterns along the corridor to assess how these patterns could change with implementation of tolling. No proposed change.</p>

**Findings of Fact and Conclusions of Law**

Ordinance No. 21-1467 amends Metro’s 2018 Regional Transportation Plan (RTP) to include the preliminary engineering phase of the I-205 Toll Project and to describe the financial connection of the I-205 Toll Project to the I-205 Improvements Project. These findings of fact and conclusions of law describe the process undertaken by Metro and explain how the Metro Council decision complies with relevant state and regional land use laws and policies.

**A. Project Background**

In 2014 Metro added proposed I-205 improvements to the RTP project list as part of its scheduled RTP update. The two projects were described as widening I-205 in both directions between the Oswego Highway Interchange and Stafford Road, and widening the Abernethy Bridge. The two projects were not put on the financially constrained list and were identified for the 2033-2040 time period. As part of Metro’s 2018 RTP update the two projects were split up into four to include separate preliminary engineering and construction phases for both projects, and to include the projects on the financially constrained list with a time period of 2018-2027.

In 2017 the Oregon Legislature adopted House Bill 2017, which authorized funding to improve highways, transit, biking and walking facilities, and to use technology to make the state’s transportation system work better. As part of this comprehensive transportation package, the legislature also directed the Oregon Transportation Commission (OTC) to seek federal approval to implement value pricing (also referred to as congestion pricing) on I-5 and I-205 in the Portland metropolitan area to address congestion.

Shortly after the passage of HB 2017, the Oregon Department of Transportation (ODOT) initiated the Portland Metro Area Value Pricing Feasibility Analysis in order to explore available options, determine how and where value pricing could help improve congestion on I-5 or I-205 during peak travel times, and to help understand potential benefits and impacts to travelers and adjacent communities. ODOT convened a Policy Advisory Committee for the Value Pricing Feasibility Analysis, which met from late 2017 through mid-2018. The Policy Advisory Committee developed a recommendation to support the OTC’s efforts to implement Section 120 of HB 2017, which directs it to pursue approval from the Federal Highway Administration (FHWA) to implement congestion pricing on I-5 and I-205 in the analysis area. See Appendix A for the recommendations.

In December of 2018, following adoption of the 2018 RTP, ODOT submitted an application to the FHWA requesting approval to implement freeway tolling projects on I-5 and I-205 as directed in HB 2017. The projects identified in the application were selected through the Value Pricing Feasibility Analysis and reflected the majority recommendation of the Policy Advisory Committee.

FHWA responded favorably to the application in January 2019, and ODOT began planning the environmental review phase for tolling in the I-5 and I-205 corridors. In fall/winter 2019-20 ODOT conducted an initial screening of five alternatives for the I-205 Toll Project to evaluate the performance of different toll configurations. In August of 2020, ODOT launched an

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education and engagement period specifically for the I-205 Toll Project. During this time, ODOT hosted numerous education and engagement activities to help refine the draft purpose and need for the Project, the toll alternatives to be studied, and key issues for analysis as required by NEPA.<sup>1</sup> See Appendix B for the final Purpose and Need Statement and Appendix C for the Engagement Summary for the summer/fall period of 2020.

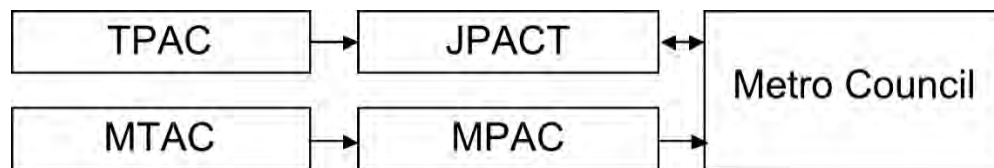
In 2021 the Oregon Legislature adopted House Bill 3055, which provided \$30 million in funding for the first phase of the I-205 Improvements Project to begin in 2022, including efforts to add tolling on the improved Abernethy Bridge, and provides that resulting tolling revenue may be used to pay back loans for the first phase and to pay for completion of the remaining phases of the I-205 Improvements Project.

In order to move the I-205 Toll Project forward in the NEPA process, ODOT requested this amendment to the 2018 RTP.

### B. Metro Process

As the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements, and for adopting amendments to the RTP in between scheduled five-year updates where, as here, changes to the funding, phasing, function or location of a particular project in the RTP are needed. JPACT approves the RTP and periodic amendments and submits these to Metro Council for adoption. The Metro Council adopts the recommended action or refers it back to JPACT with a recommendation for amendment.

The Transportation Policy Alternatives Committee (TPAC) serves in an advisory role to JPACT. The Metro Technical Advisory Committee (MTAC) serves in an advisory role to the Metro Policy Advisory Committee (MPAC), which advises the Metro Council. As described in its Bylaws, JPACT is charged with reviewing proposed RTP amendments and approving the amendment and submitting it to the Metro Council with a recommendation for adoption. The decision-making framework for an RTP amendment is depicted here:



The schedule of all public meeting dates held before the various Metro committees on this amendment is provided in the table included as Attachment 1 to the Metro staff report dated

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<sup>1</sup> Details regarding ODOT's prior public engagement activities and Public Involvement Plan for the Project are included in the I-205 Toll Project materials dated September 22, 2021 that ODOT submitted to Metro, which are Attachment 2 to the Metro Staff Report dated March 30, 2022.

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March 30, 2022. As indicated on that attachment, the initial public notice of the proposed RTP amendment was published on September 16, 2021. Additional key dates and milestones include:

- **Oct. 1 to Nov. 15, 2021** – Metro held a 45-day public comment period. Comments were accepted through an online comment form, email, mail, phone, and a public hearing held by the Metro Council on Nov. 4, 2021. A report documenting all comments received during the comment period is provided in Attachment 3 to the Metro Staff Report dated March 30, 2022.
- **November 2021 to Feb. 2022** – Metro and ODOT staff reported back to MTAC, TPAC, MPAC, JPACT and the Metro Council regarding the public comments. The briefings provided opportunities for discussion of the amendment and consideration of public comments received as well as concerns raised by committee members and Councilors. Concerns raised by committee members and Councilors included: the coordination and timing of the project relative to ODOT’s Regional Mobility Pricing Project (RMPP), future opportunity for input to influence the project, and the timing of consideration of the amendment relative to OTC consideration of Investment in Infrastructure and Jobs Act (IIJA) funding scenarios.
- **February 17, 2022** JPACT meeting – ODOT staff presented an update on the RTP and MTIP amendments. This was followed by a discussion among JPACT members regarding what specific issues they wanted TPAC to address as TPAC finalized their recommendation to JPACT. The key issues raised by JPACT members are identified in Attachment 4 to the Metro Staff Report dated March 30, 2022.
- **March 4, 2022** TPAC meeting – TPAC considered the I-205 RTP Amendment for recommendation to JPACT and proposed revisions submitted by Clackamas County staff. As part of the TPAC discussion, ODOT staff provided additional background for their amendment request, including a list of commitments (“I-205 Toll Project: Commitments for ODOT and Portland Regional Partners”), and proposed further revisions to the changes proposed by Clackamas County (Clackamas County/ODOT revisions).
  - During deliberations on March 4, a TPAC member moved to amend the recommendation to include the Clackamas County/ODOT revisions to the amended I-205 project description. The motion further requested that Metro staff develop appropriate language to align the Clackamas County/ODOT revisions with the technical and legal nature of the 2018 RTP.
  - After some deliberation on the motion, Metro staff suggested an approach that would: (1) add elements of the Clackamas County/ODOT revisions to the I-205 RTP Amendment project summary and description where legally and technically feasible; and (2) incorporate the ODOT Commitments and the Clackamas County/ODOT revisions as part of Ordinance No. 21-1467. After significant discussion and deliberation, TPAC voted to recommend that JPACT approve the version of the I-205 RTP Amendment as amended by TPAC.

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- **March 17, 2022** JPACT meeting – JPACT considered TPAC’s recommendation on the proposed RTP Amendment. After significant discussion and deliberation, JPACT voted to adopt and recommend to the Metro Council a further revised version of the I-205 RTP Amendment.
  - The JPACT revisions included: (1) revisions to Ordinance No. 21-1467 adding language in the recitals regarding the timing of tolling on I-205 relative to the Regional Mobility Pricing Project and approval by the Oregon Transportation Commission; (2) revisions to Ordinance No. 21-1467 to reference and incorporate “I-205 Toll Project: Commitments for ODOT and Portland Regional Partners” as Exhibit B; (3) Exhibit A to the Ordinance, which shows in highlight the JPACT recommended revisions; (4) Exhibit B to the Ordinance, “I-205 Toll Project: Commitments for ODOT and Portland Regional Partners;” and (5) Exhibit C to the Ordinance.
- **March 30, 2022** MPAC meeting – MPAC discussed JPACT’s recommendation to the Metro Council on the proposed RTP Amendment, and a proposal was made by Happy Valley Councilor Brett Sherman to add a requirement that tolling on I-205 would be terminated in the event the Regional Mobility Pricing Project is not implemented. After significant discussion and deliberation it became clear that the majority of MPAC members present supported Councilor Sherman’s proposal to recommend that the Metro Council consider including that requirement. After an initial motion to recommend approval of the JPACT version without any revisions failed, a second motion was made to recommend the Metro Council consider terminating the collection of tolls on I-205 after construction costs for improvements are paid in the event that the RMPP is not implemented. That motion passed on a 9-5 vote.

### C. Applicable Standards

Amendments to projects in the RTP are governed by Section 8.4.2 of the RTP, which requires that this type of “major project amendment” must be adopted by a Metro Council ordinance and supported by findings that:

- (1) Demonstrate consistency with the RTP goals, objectives and policies and RTP modal function of the facility;
- (2) Describe the consideration of transportation strategies as described in Metro Code section 3.08.220.A;
- (3) Demonstrate fiscal constraint; and
- (4) Demonstrate that the public process used to define and adopt the project is consistent with Metro’s Public Engagement Guide and RTP amendment procedures.

This section of the findings addresses each of these requirements for RTP project amendments. The decision at issue involves two fairly narrow components: (1) the addition of a preliminary

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engineering phase to the RTP financially constrained project list in order to provide funding for NEPA review of the impacts of tolling on I-205, and (2) specifying that future tolling revenue will be directed toward funding construction of the I-205 Improvement Project.

### **1. Regional Transportation Plan Chapter 2 – Goals and Objectives**

The I-205 Toll Project is currently conducting the analysis necessary to comply with the National Environmental Policy Act (NEPA). The RTP and MTIP amendments will allow the NEPA analysis to continue.

In alignment with guidance from the Federal Highway Administration (see Appendix D), the purpose and need statement explains what the project is, the problems that the project is proposed to solve, the expected positive outcomes, identifies evidence (data and analysis) that the project is necessary, achievable and measurable objectives for the project, and relevant environmental laws. The I-205 Toll Project Purpose and Need Statement also identifies project goals and objectives that are desirable outcomes of the project beyond the purpose and need statement. The goals and objectives described throughout were developed with input from the Equity and Mobility Advisory Committee,<sup>2</sup> regional stakeholders and the public. See Appendix E for the EMAC Charter and Appendix B for the Purpose and Need Statement.

This section contains the goals, objectives and performance measures that the project will evaluate during the NEPA process. The results are in process, but the information in this section provides the overall context for what will be presented in the NEPA document. These measures are used to ensure the project meets the stated project purpose and overall regional goals and objectives through quantitative and qualitative analysis. The results of this analysis inform the project impacts, benefits, and potential mitigative measures that might be included in the project. The purpose of the goals, objectives and performance measures is to ensure the project meets statewide, regional and local goals. These goals, objectives and performance measures went through extensive stakeholder input, including a 60-day public comment period in summer 2020 (see Appendix C).

After the I-205 Toll Project completes the Environmental Assessment, a toll-rate setting process will begin. This process will identify the real-time data and decision-making process for future adjustments to the toll rate schedule. Based on the modeling data and feedback in the environmental review process, ODOT will propose a variable rate, and set the schedule for

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<sup>2</sup> To ensure equitable I-205 and I-5 toll projects and processes, and to help develop a framework, ODOT convened an Equity and Mobility Advisory Committee. This committee is a group of individuals with professional or lived experience in equity and mobility coming together to advise the Oregon Transportation Commission and ODOT on how tolls on the I-205 and I-5 freeways, in combination with other demand management strategies, can include benefits for populations that have been historically and are currently underrepresented or underserved by transportation projects.

In providing input to the Oregon Transportation Commission, the committee is directed to consider needs and opportunities for achieving community mobility and equity priorities as part of the NEPA process for toll implementation. Currently, ODOT is considering options for tolling locations on the I-205 and I-5 corridors. The committee will advise on the equity foundation of these toll projects, including guidelines, strategies and processes.

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congestion pricing on the I-205 Toll Project that is intended to manage vehicle congestion, encourage shared trips, and increase transit use.

*GOAL 1: Vibrant Communities – The greater Portland region is a great and affordable place to live, work and play where people can easily and safely reach jobs, schools, shopping, services, and recreational opportunities from their home by walking, biking, transit, shared trip or driving.*

**Findings:** The I-205 Toll Project performance measures will specifically measure access from households in ODOT’s Equity Framework-identified communities, which includes and expands upon Metro’s equity definition of historically marginalized communities, to jobs, parks, and social resources (health services, community centers, grocery stores, schools, places of worship, etc.). The goal tied to these performance measures is to “provide benefits for historically and currently underserved communities.” The performance measures were prepared with extensive input from the Equity and Mobility Advisory Committee and provide information on how and what will be analyzed in the I-205 technical reports and Environmental Assessment (EA). An accessibility analysis is being conducted to identify how households from Equity Framework identified communities are impacted (or benefit) from the project compared to the general population. This information will be included in the Social and Communities Technical Report and the Environmental Assessment. See Appendix F for the I-205 Performance Measures.

*Objective 1.4 Access to Community Places – Increase the number and variety of community places that households, especially households in historically marginalized communities, can reach within a reasonable travel time for all modes of travel.*

Two performance measures that directly relate to improving access for historically marginalized communities are identified on pages three and four of Appendix F:

- Change in travel time, reliability, and access by mode to community places and jobs;
- Change in travel time, reliability, and access by to health promoting activities (i.e., parks, open spaces, and trails) and health care facilities;

Both measures include a delineation between the general population and Equity Framework communities (EFC), which would allow ODOT to evaluate impacts for households in historically marginalized communities.

*GOAL 2: Shared Prosperity – People have access to jobs, goods and services and businesses have access to workers, goods and markets in a diverse, inclusive, innovative, sustainable and strong economy that equitably benefits all the people and businesses of the greater Portland region.*

**Findings:** The I-205 Toll Project Purpose and Need Statement (described above) specifically identifies the following goals:

- Support safety, regardless of mode of transportation
- Support multimodal transportation choices



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- Support interoperability with other toll systems.
- Support regional economic growth.

These goals are mobilized through the performance measures identified in the I-205 Performance Measures, which are woven throughout this findings document to demonstrate how the I-205 Toll Project aligns with the RTP goals and objectives.

ODOT's I-205 Toll Project performance measures include rigorous analysis of impacts to bicycle and transit to support multimodal transportation options to increase access. In coordination with Metro staff, we are developing a travel demand model that extends out of the Metro Urban Growth Boundary to understand impacts on areas within and beyond the region. Our performance measures also call out the specific regional and local impacts to movement of freight and commercial transportation.

*Objective 2.1 Connected Region – Build an integrated system of throughways, arterial streets, freight routes and intermodal facilities, transit services and bicycle and pedestrian facilities, with efficient connections between modes that provide access to jobs, markets and community places within and beyond the region.*

The following performance measures (at page 7 of Appendix F) aim to track the level of service and ease of use for transportation options beyond driving SOVs. These measures fall under the project's goal to "support multimodal transportation choices" and go beyond what is federally required. These measures will be used to understand potential benefits and impacts of the toll project on the overall transportation system and could inform potential mitigation projects or identify regional needs.

- Change in regional person trips by single occupancy vehicles compared to other modes (transit, vanpooling, or carpooling); delineate between impact to general population and Equity Framework-identified communities (EFC)
- Change in level of traffic stress for bicycle and pedestrian corridors impacted by traffic volume changes due to the project
- Identify barriers and opportunities to encourage greater use of higher occupancy vehicles and other modes of transportation for the general population and Equity Framework communities (EFC)
- Change in transit level of service during peak periods and selected off-peak period times
- Identify barriers and opportunities to improve feeling of safety and ease for transit, carpooling, and vanpools users within areas impacted by diversion; delineate between the general population and Equity Framework communities (EFC)
- Change in transit level of service and travel times during peak periods and selected off-peak period times

To ensure connectivity and integration, the project also has goals to "maximize integration with future toll systems" and "maximize interoperability with other transportation systems." Each goal has an associated performance measure, respectively, as follows (Appendix F, page 9):

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- Potential to expand system in future to a broader tolling system including other state facilities or different tolling structures
- Potential to integrate the toll system with other transportation systems, such as transit, carpooling, vanpooling, ride-hailing, and scooter or bike sharing, that could support a shared system for payment or service to increase accessibility

*Objective 2.2 Access to Industry and Freight Intermodal Facilities – Increase access to industry and freight intermodal facilities by a reliable and seamless freight transportation system that includes air cargo, pipeline, trucking, rail, and marine services to facilitate efficient and competitive shipping choices for goods movement in, to and from the region.*

The I-205 Toll Project is federally required to track changes in access for freight via the following performance measures (Appendix F, page 10):

- Change in reliability, travel times, and travel costs for freight users
- Freight or commercial vehicle throughput on I-205 and nearby roadways impacted by volume changes due to toll project

*Objective 2.3 Access to Jobs and Talent – Attract new businesses and family-wage jobs and retain those that are already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.*

The I-205 Toll Project is federally required to track “changes in economic conditions (employment, labor income, economic activity) from collection and use of toll revenue” (page 10). In addition, the project is tracking “change in travel time, reliability, and access by mode to community places and jobs” (page 3) and “change in jobs accessible by mode (auto, transit)” (page 8).

*Objective 2.4 Transportation and Housing Affordability – Reduce the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.*

The I-205 Toll Project is tracking “change in vehicle operating costs in the Portland metro area” and “change in travel costs as a percentage of household income,” both to be delineated between the general population and Equity Framework communities (EFC) (page 2).

*GOAL 3: Transportation Choices – People throughout the region have safe, convenient, healthy and affordable options that connect them to jobs, school, services, and community places, support active living and reduce transportation-related pollution.*

**Findings:** The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals:

- Support safety, regardless of mode of transportation.
- Support multimodal transportation choices.
- Support interoperability with other toll systems.

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These goals are mobilized through the performance measures identified in the I-205 Performance Measures, which are woven throughout this findings document to demonstrate how the I-205 Toll Project aligns with the RTP goals and objectives.

ODOT's I-205 Toll Project performance measures include rigorous analysis of impacts to bicycle and transit to support multimodal transportation options. Through the work of our Transit Multimodal Work Group, which comprises representatives from most of the region's transit providers, we have been discussing how the fare and technology system between tolling and transit can be integrated and seamlessly interoperable for the customer. See Appendix G for the description, roster, and discussion topics of the Transit Multimodal Work Group. Additionally, this group is informing the existing transit network to ensure potential future solutions are accurately identified.

ODOT's Equity and Mobility Advisory Committee is reviewing research on how tolling has been coordinated with transit and multimodal transportation investments from around the United States and the world. Their work in communicating preferred policy and strategies for ODOT and the OTC will inform and further the conversation for commitments to address transit and multimodal transportation needs in developing the I-205 Toll Project and the Oregon Toll Program, which has statewide impacts.

*Objective 3.1 Travel Choices – Plan communities and design and manage the transportation system to increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce vehicle miles traveled.*

The following performance measures fall under the project's goal to "support multimodal transportation choices" and are delineated between the general population and Equity Framework communities (EFC) (Appendix F, page 7):

- Change in regional person trips by single occupancy vehicles compared to other modes (transit, vanpooling, or carpooling)
- Identify barriers and opportunities to encourage greater use of higher occupancy vehicles and other modes of transportation
- Identify barriers and opportunities to improve feeling of safety and ease for transit, carpooling, and vanpools users within areas impacted by diversion

The following performance measures fall under the project's goal to "support management of congestion and travel demand" (Appendix F, page 9):

- Change in vehicle miles traveled (VMT) and vehicle hours traveled (VHT) for highway and non-highway travel in the region and Transportation Area of Potential Impact (API)
- Change in person trips by mode (auto, transit) for the region

*Objective 3.2 Active Transportation System Completion – Complete all gaps in regional bicycle and pedestrian networks.*

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The I-205 Toll Project will contribute to this objective by including bicycle and pedestrian improvements as part of its mitigation measures, to be identified during the rest of the NEPA process. The project specifically tracks impacts on bicyclists and pedestrians through this performance measure:

- Change in level of traffic stress for bicycle and pedestrian corridors impacted by traffic volume changes due to the project (page 7)

*Objective 3.3 Access to Transit – Increase household and job access to current and planned frequent transit service.*

In addition to the performance measures already mentioned under Goal 3, the I-205 Toll Project also tracks:

- Change in transit level of service and travel times during peak periods and selected off-peak period times (page 7)

The project is also tracking “transit travel time savings” and “change in jobs accessible by mode (auto, transit)” (page 8) under the goal to “support regional economic growth.”

*Objective 3.4 Access to Active Travel Options – Increase household and job access to planned regional bike and walk networks.*

See findings regarding Objective 3.2.

*GOAL 4: Reliability and Efficiency – The transportation system is managed and optimized to ease congestion, and people and businesses are able to safely, reliably and efficiently reach their destinations by a variety of travel options.*

**Findings:** The I-205 Toll Project Purpose and Need Statement (described above) specifically identifies the following goals:

- Support safety, regardless of mode of transportation.
- Support multimodal transportation choices.
- Support interoperability with other toll systems.
- Support regional economic growth.

These goals are mobilized through the performance measures identified in the I-205 Performance Measures, which are woven throughout this findings document to demonstrate how the I-205 Toll Project aligns with the RTP goals and objectives.

ODOT’s I-205 Toll Project performance measures include rigorous analysis of impacts to bicycle and transit to support multimodal transportation options to increase access. Person throughput in the corridor is a specific measure. ODOT is collaborating with Metro on the

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regional travel demand model, which includes all of the transportation and transit assumptions in the fiscally constrained Regional Transportation Plan project list, to inform the impacts analysis.

ODOT's Transit Multimodal Work Group, which comprises representatives from most of the region's transit providers and Transportation Management Agencies, is working to increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options. See Appendix G for the description, roster, and discussion topics of the Transit Multimodal Work Group.

*Objective 4.1 Regional Mobility – Maintain reasonable person-trip and freight mobility and reliable travel times for all modes in the region's mobility corridors, consistent with the designated modal functions of each facility and planned transit service within the corridor.*

See findings regarding Objective 3.1.

*Objective 4.5 Demand Management – Increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options.*

The I-205 Toll Project will encourage mode shifts away from SOVs through the following actions (Appendix F, page 7):

- Identify barriers and opportunities to encourage greater use of higher occupancy vehicles and other modes of transportation for the general population and Equity Framework communities (EFC)
- Identify barriers and opportunities to improve feeling of safety and ease for transit, carpooling, and vanpools users within areas impacted by diversion; delineate between the general population and Equity Framework communities (EFC)

*Objective 4.6 Pricing – Expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and use of transit.*

The I-205 Toll Project will be complemented by the RMPP, currently under development and about one year behind the I-205 Toll Project in the NEPA process. The two toll projects are part of ODOT's [Urban Mobility Strategy](#) to manage traffic with tolling, reduce highway bottlenecks, and make strategic multimodal transportation investments. See Appendix H for the RMPP's Draft Purpose and Need Statement.

*GOAL 5: Safety and Security – People's lives are saved, crashes are avoided and people and goods are safe and secure when traveling in the region.*

**Findings:** ODOT's I-205 Toll Project Purpose and Need Statement specifically identifies the following goals:

- Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods.

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- Support safety, regardless of mode of transportation.
- Contribute to regional improvements in air quality and support the State’s climate-change efforts.
- Support multimodal transportation choices

These goals are mobilized through the performance measures identified in the I-205 Performance Measures, which are woven throughout this findings document to demonstrate how the I-205 Toll Project aligns with the RTP goals and objectives.

I-205 Toll Project performance measures go into greater detail about how we are measuring the impacts to safety for all modes of travel on the highway and roadways within the Area of Potential Impact.<sup>3</sup> Additionally, the review of performance measures by ODOT’s Equity and Mobility Advisory Committee has resulted in revised and updated performance measures to understand impacts to neighborhood air quality, heat islands, and stress on the bike/walk system (e.g., using Level of Traffic Stress as a measure).

As the I-205 Toll Project is needed to fully deliver the I-205 Improvements Project, the seismic upgrade of the Abernathy Bridge and Tualatin River Bridges will provide an essential enhancement to the region’s and state’s infrastructure. This route is on crucial freight and emergency response route.

Additional bridges will either be upgraded or replaced to accommodate widening and withstand a major earthquake at the following locations over I-205:

- West A Street
- Sunset Avenue
- Tualatin River
- Borland Road
- Woodbine Road
- Main Street
- 10th Street
- Blankenship Road

*Objective 5.1 Transportation Safety – Eliminate fatal and severe injury crashes for all modes of travel.*

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<sup>3</sup> The transportation area of potential impact (API) of the Project was identified by examining the anticipated volume changes for daily, AM peak-hour, and PM peak-hour traffic from Metro regional travel demand model results for 2045 under the No Build and Build Alternatives. The projected change in volumes identifies where traffic diversion, or rerouting, off I-205 may occur to avoid the proposed tolls and congestion related to Project. Input from local jurisdictions on specific intersections of concern was also considered in developing the API. The API generally extends south–north along I 205 from the I 5 interchange near Tualatin to the 82nd Drive interchange near Gladstone and continues south along OR 99E about 10 miles to Aurora. The API also ranges from 0.75 to 3 miles on either side of I 205 and includes I 205 interchange ramp terminal intersections, key intersections, and key corridors in the I 205 vicinity that would be affected by traffic volume changes in 2045 under the No Build and Build Alternatives.

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The I-205 Toll Project will track roadway safety through the following performance measures for all modes, not just SOVs (page 5):

- Change in I-205 safety conditions, which includes frequency and/or severity of vehicular crashes, as well as mode shift
- Change in roadway safety conditions by mode (transit, auto, bike, and walk) for areas impacted by diversion, especially for high crash corridors and/or locations that result in injury or death

*Objective 5.3 Preparedness and Resiliency – Reduce the vulnerability of regional transportation infrastructure to natural disasters, climate change and hazardous incidents.*

The I-205 Toll Project will fund the I-205 Improvements Project, which includes bridge updates to improve seismic resilience.

*GOAL 6: Healthy Environment – The greater Portland region’s biological, water, historic and cultural resources are protected and preserved.*

**Findings:** ODOT’s I-205 Toll Project involves very little construction. The placement of toll gantries is minimal impact to physical ground. The benefits of the toll project are not directly linked to this goal except through funding of the I-205 Improvements Project. Federally required performance measures will measure and avoid, minimize, or mitigate barriers through design to biological, water, historic and cultural resources.

*Objective 6.1 Biological and Water Resources – Protect fish and wildlife habitat and water resources from the negative impacts of transportation.*

The I-205 Toll Project is federally required to track:

- Area of wetlands/waters filled (page 14)
- Area of wetlands/waters indirectly affected (page 14)

ODOT’s I-205 Toll Project has very little construction associated with it. The placement of toll gantries will cause minimal impacts to the physical environment. The likelihood of impacts to these resources is very low and will be fully analyzed in the I-205 Environmental Assessment.

*Objective 6.2 Historic and Cultural Resources – Protect historic and cultural resources from the negative impacts of transportation.*

The I-205 Toll Project is federally required to track:

- Number, type, and location of historic properties (including archaeological sites) directly impacted by the project (page 10)
- Number, type, and location of historic properties (including archaeological sites) indirectly impacted by the project (page 11)

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ODOT's I-205 Toll Project involves very little construction. The placement of toll gantries will cause minimal impacts to the physical environment. The likelihood of impacts to these resources is very low and will be fully analyzed in the I-205 Environmental Assessment.

*Objective 6.3: Green Infrastructure – Integrate green infrastructure strategies in transportation planning and design to avoid, minimize and mitigate adverse environmental impacts.*

The I-205 Toll Project is federally required to track:

- Physical changes to park and recreation resources (page 12)

*Objective 6.5: Habitat Connectivity – Improve wildlife and habitat connectivity in transportation planning and design to avoid, minimize and mitigate barriers resulting from new and existing transportation infrastructure.*

The I-205 Toll Project is federally required to track:

- Land area by type (vacant, open space, right-of-way) converted (temporary and permanent) from non-transportation uses to transportation improvements (page 11)

ODOT's I-205 Toll Project involves very little construction. The placement of toll gantries will cause minimal impacts to the physical environment. The likelihood of impacts to these resources is very low and will be fully analyzed in the I-205 Environmental Assessment.

*GOAL 7: Healthy People – People enjoy safe, comfortable and convenient travel options that support active living and increased physical activity, and transportation-related pollution that negatively impacts public health are minimized.*

**Findings:** ODOT's I-205 Toll Project Purpose and Need Statement specifically identifies the following goals or objectives:

- Contribute to regional improvements in air quality and support the State's climate-change efforts.
- Support equitable and reliable access to health promoting activities (e.g., parks, trails, recreation areas) and health care clinics and facilities.
- Support multimodal transportation choices.

These goals are mobilized through the performance measures identified in the I-205 Performance Measures, which are woven throughout this findings document to demonstrate how the I-205 Toll Project aligns with the RTP goals and objectives. I-205 Toll Project performance measures go into greater detail about how the analysis will help analyze impacts to air pollutants, emissions, and minimize impacts to air, water, and noise, so that we can avoid, minimize, or mitigate.



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*Objective 7.1 Active Living – Improve public health by providing safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.*

The performance measures that address this Objective have been described under various Goals above, in terms of creating a multimodal transportation system that encourages mode shifts away from SOVs.

*Objective 7.2 Clean Air – Reduce transportation-related air pollutants, including criteria pollutants and air toxics emissions.*

The I-205 Toll Project has a goal to “contribute to regional improvements in air quality and reduced contributions to climate change effects” and will monitor the following (page 6):

- Change in annual regional vehicle emissions of Mobile Source Air Toxics (MSATs) from vehicle operations
- Change in annual regional energy consumptions and CO<sub>2</sub>e emissions from vehicle operations

The Department of Environmental Quality requested additional air quality analysis. While not required, ODOT is choosing to conduct the analysis to fully understand the air quality benefits and effects of the project.

*Objective 7.3 Other Pollution Impacts – Minimize air, water, noise, light and other transportation related pollution health impacts.*

The I-205 Toll Project is federally required to track:

- Number, type, and location of historic properties (including archaeological sites) directly impacted by the project (page 10)
- Number of sensitive noise receptors experiencing noise levels that reach the ODOT Noise Abatement Approach Criteria (page 11)
- Number of sensitive noise receptors experiencing noise levels that reach the ODOT Substantial Increase (10 dBA over existing noise levels) (page 11)

*GOAL 8: Climate Leadership – The health and prosperity of people living in the greater Portland region are improved and the impacts of climate change are minimized as a result of reducing transportation-related greenhouse gas emissions.*

**Findings:** In general, congestion pricing can contribute to climate goals by reducing vehicle miles traveled (VMT) and stop-and-go traffic, thereby decreasing fuel consumption, greenhouse gas emissions, and other air pollutant emissions. By shifting single-occupant vehicle trips to other transportation modes, congestion pricing can also help to encourage travel behaviors and land use patterns that improve environmental sustainability in the region. See Appendix I for a description of tolling’s environmental benefits, published by the FHWA.

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ODOT's I-205 Toll Project Purpose and Need Statement specifically identifies the following goals and objectives:

- Contribute to regional improvements in air quality and support the State's climate-change efforts.
- Support management of congestion and travel demand.

These goals are mobilized through the performance measures identified in the I-205 Performance Measures, which are woven throughout this findings document to demonstrate how the I-205 Toll Project aligns with the RTP goals and objectives. I-205 Toll Project performance measures go into greater detail about how the analysis will help analyze and reduce impacts to energy use, vehicle miles traveled, and greenhouse gas emissions.

ODOT's I-205 Toll Project performance measures include rigorous analysis of impacts to bicycle and transit to support multimodal transportation options to increase access.

ODOT's Transit Multimodal Work Group, which comprises representatives from most of the region's transit providers and Transportation Management Agencies, is working to increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options. See Appendix G for the description, roster, and discussion topics of the Transit Multimodal Work Group.

ODOT's Equity and Mobility Advisory Committee is reviewing research on how tolling has been coordinated with transit and multimodal transportation investments from around the United States and the world. Their work in communicating preferred policy and strategies for ODOT and the OTC will inform and further the conversation for commitments to address transit and multimodal transportation needs in developing the I-205 Toll Project and the Oregon Toll Program, which has statewide impacts.

The review of performance measures by ODOT's Equity and Mobility Advisory Committee resulted in revised and updated performance measures to understand impacts to neighborhood air quality, heat islands, and stress on the bike/walk system (e.g., using Level of Traffic Stress as a measure).

*Objective 8.1 Climate Smart Strategy Implementation – Implement policies, investments and actions identified in the adopted Climate Smart Strategy, including coordinating land use and transportation; making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and managing parking and travel demand.*

The performance measures that address this Objective have been mentioned under various Goals above, in terms of managing congestion and creating a multimodal transportation system that encourages mode shifts away from SOVs.

*Objective 8.2 Greenhouse Gas Emissions Reduction – Meet adopted targets for reducing transportation-related greenhouse gas emissions.*

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See findings above regarding Objective 7.2.

*Objective 8.3 Vehicle Miles Traveled – Reduce vehicle miles traveled per capita.*

The I-205 Toll Project tracks:

- Change in vehicle miles traveled (VMT) and vehicle hours traveled (VHT) for highway and non-highway travel in the region and Transportation Area of Potential Impact (API) (page 9)

*Objective 8.5 Energy Conservation - Reduce transportation-related consumption of energy and reliance on sources of energy derived from petroleum and gasoline.*

The I-205 Toll Project tracks:

- Change in annual regional energy consumptions and CO<sub>2</sub>e emissions from vehicle operations (page 6)

*GOAL 9: Equitable Transportation – The transportation-related disparities and barriers experienced by historically marginalized communities, particularly communities of color, are eliminated.*

**Findings:** ODOT’s I-205 Toll Project Purpose and Need Statement specifically identifies the goal of providing benefits for historically and currently excluded and underserved communities. How this would be accomplished is further defined in the I-205 Toll Project objectives and performance measures for this goal, as well as the Oregon Toll Program’s Equity Framework. The Equity Framework is a document that was developed in coordination between ODOT and the Equity and Mobility Advisory Committee (see Appendix J). Key elements of this document include the following:

- Articulation of a trauma-informed approach.
- A more iterative step-by-step process that is changing the way ODOT conducts the environmental review process.
- Definition for equity groups that goes beyond what is traditionally required by Environmental Justice analysis.
- Pushing ODOT to commit to actions that advance equity, not just mitigate impact.
- Recognizing ODOT’s historical and current role in furthering inequality.

EMAC developed the following set of Foundational Statements (see Appendix K) to use as building blocks for further developing and refining EMAC recommendations and ODOT and the OTC’s commitments to create an equitable toll program:

1. Provide enough investment to ensure that reliable, emissions-reducing, and a competitive range of transportation options (bike, walk, bus, carpool, vanpool, etc.) are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework communities.

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2. Climate and equity needs are connected and solutions must be developed to address both at the same time. In order to do this, further works needs to done to support both congestion management and vehicle miles of travel (VMT) reduction with an emphasis on increasing functional alternatives to driving, while not increasing diversion nor heavily impacting low income car-dependent people.
3. There must be toll-free travel options available to avoid further burdening people experiencing low-incomes who are struggling to meet basic needs (food, shelter, clothing, healthcare).
4. To the greatest degree possible, investments that are necessary to advance equity must be delivered at the same time as highway investments and be in place on day 1 of tolling or before. Additional work needs to be completed to identify these investments.
5. Tolling must be user-friendly system that is clear and easy to use by people of all backgrounds and abilities, including linguistic diversity, and those without internet access.
6. Benefits that are offered in Oregon must extend into Southwest Washington.
7. Although the toll projects will have a statewide impact, they must be developed in coordination with regional partners to build an equitable and successful transportation system, together

Building upon the work of the Value Pricing Feasibility Analysis, the OTC has directed ODOT and the Equity and Mobility Advisory Committee to develop options that address equity in tolling by increased transit and transportation options, addressing impacts of diversion on neighborhood health and safety, and impacts to affordability.

Oregon House Bill 3055, Section 162 requires that before ODOT assesses a toll, the department must implement a method for establishing equitable income-based toll rates to be paid by users of tollways. The Report on Equitable Income-Based Toll Rates Report is due to the Oregon Joint Committee on Transportation and the OTC on or before September 15, 2022. The bill also requires the report to be submitted 90 days before the OTC seeks approval from the FHWA to use the income-based toll rates.

*Objective 9.1 Transportation Equity – Eliminate disparities related to access, safety, affordability and health outcomes experienced by people of color and other historically marginalized communities.*

One of the I-205 Toll Project’s goals is to “provide benefits for historically and currently excluded and underserved communities.” ODOT developed an Equity Framework with the EMAC in part to evaluate whether there are disparate impacts on such communities. The specific communities referenced in the Equity Framework (see Appendix J) are:

- people experiencing low-income or economic disadvantage;
- Black, indigenous and people of color (BIPOC);
- older adults and children;
- persons who speak non-English languages, especially those with limited English proficiency;
- persons living with a disability; and

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- other populations and communities historically excluded and underserved by transportation projects.

The following performance measures are explicitly stated to delineate impacts between the general population and Equity Framework communities (EFC):

- Identify impacts to safety and health for locations near roadways experiencing traffic volume changes due to the project
- Change in vehicle operating costs in the Portland metro area
- Change in travel costs as a percentage of household income
- Change in travel time, reliability, and access by mode to community places and jobs
- Change in travel time, reliability, and access by to health promoting activities (i.e., parks, open spaces, and trails) and health care facilities
- Compare the benefit of mitigation, strategy, and policy commitments for Equity Framework communities (EFC) relative to the general population
- Change in auto volumes by freeway and non-freeway roadways in the region, Transportation Area of Potential Impact (API)
- Change in the quality of life in areas impacted by diversion
- Change in regional person trips by single occupancy vehicles compared to other modes (transit, vanpooling, or carpooling)
- Identify barriers and opportunities to encourage greater use of higher occupancy vehicles and other modes of transportation for the general population and Equity Framework communities (EFC)
- Identify barriers and opportunities to improve feeling of safety and ease for transit, carpooling, and vanpools users within areas impacted by diversion; delineate between the general population and Equity Framework communities (EFC)
- Vehicle and transit travel time savings
- Change in jobs accessible by mode (auto, transit)

*Objective 9.2 Barrier Free Transportation – Eliminate barriers that people of color, low income people, youth, older adults, people with disabilities and other historically marginalized communities face to meeting their travel needs.*

See findings regarding Objective 9.1.

*GOAL 10: Fiscal Stewardship. Regional transportation planning and investment decisions provide the best return on public investments.*

**Findings:** The quality of our transportation infrastructure and availability of funds are not keeping pace with population and jobs growth in our region. The federal gas tax that funds transportation projects has not increased since 1993, and Oregon state transportation funds have been primarily dedicated to maintaining aging infrastructure. Allowing the system to continue on its current trajectory will result in a severely diminished economy, reduce quality of life, and deepen current inequities.

ODOT's Urban Mobility Office is charged with advancing ODOT's mission to comprehensively address some of the region's most pressing transportation challenges, including equity, climate

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change, safety, congestion, and reliable funding. The Urban Mobility Office is working on a plan to manage congestion for decades to come through implementation of congestion pricing, targeted elimination of highway bottlenecks, and strategic multimodal investments across the transportation network, in close coordination with partner agency efforts. The Oregon Toll Program is foundational to delivering this strategy. Tolling can manage congestion through variable-rate tolls, while also providing revenue for strategic transportation improvements. Together, the investments and strategies will provide people with faster and more efficient travel using the transportation mode of their choice. The I-205 Toll Project is the first toll project in the metropolitan region and can be the beginning of the larger Oregon Toll Program implementation.

The I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project. As considered, tolls would help fund construction of the planned I-205 Improvements Project while giving travelers a better and more reliable trip. The I-205 Toll Project will also fund equity and mobility strategies that contribute to a more equitable toll project. Toll collection can continue in perpetuity, after the debt commitment for construction of the I-205 Improvements Project is paid. This ongoing revenue source can continue to pay for transportation investments into the future.

*Objective 10.1 Infrastructure Condition – Plan, build and maintain regional transportation assets to maximize their useful life, minimize project construction and maintenance costs and eliminate maintenance backlogs.*

The I-205 Toll Project is federally required to track the following performance measures regarding costs (page 13):

- Operation and Maintenance (O&M) costs associated with physical tolling infrastructure including (but not limited to): gantries, equipment cabinets, cameras, fixed signage, dynamic message signs, and telecommunications infrastructure as well as procurement of vendor services and vendor transition on a periodic basis
- O&M costs associated with toll collections including (but not limited to): banking fees for credit card transactions, toll equipment maintenance, back-office systems support, customer service center operations, ODOT and consultant staffing, and administrative costs
- Net revenue (Adjusted gross toll revenue collected less toll O&M costs and highway O&M costs)
- Capital costs associated with implementing the physical toll infrastructure and procuring toll vendor services

*Objective 10.2 Sustainable Funding – Develop new revenue sources to prepare for increased demand for travel on the transportation system as our region grows.*

Tolling through the I-205 Toll Project and the RMPP is one of ODOT's proposed new revenue sources so it can manage congestion to increase throughput, maintain the existing transportation infrastructure, and improve multimodal options.

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*GOAL 11: Transparency and Accountability – Regional transportation decisions are open and transparent and distribute the benefits and burdens of our investments in an equitable manner.*

**Findings:** ODOT is employing strategies to ensure engagement and transparency in its decisions and the decision-making process. The engagement plans describe strategies that are being employed to communicate information. A summary of the early project engagement for the Purpose and Need Statement, alternatives and goals and objectives can be found in the I-205 Engagement Summary. See Appendix C for the Engagement Summary.

Additionally, EMAC developed the Equity Framework that guides the entirety of this project, including the technical analysis and the public engagement strategies. The goals of the toll projects' equity framework are to:

- Gain better outcomes for communities who have been historically and are currently underrepresented and underserved by transportation projects
- Be transparent, inclusive and intentional when engaging communities in solutions

In addition, the I-205 Toll Project conducted an initial demographic assessment, based on a review of US Census Bureau and American Community Survey data, for public engagement to identify people experiencing low income and other historically and currently excluded or underserved communities. See Appendix L for the memo that documents the demographic analysis. The following findings and actions resulted from the demographic analysis:

- For the I-205 project area corridor, specifically, project engagement should focus on reaching seniors, people experiencing low income, and people with disabilities at the northern edge of the project area. Additionally, the I-205 project area corridors contain linguistically isolated households that speak Spanish and Asian languages, including Chinese.
- Maps for the demographic analysis were developed and provided to EMAC for their recommendation process.
- Early traffic results combined with census tract analysis of people experiencing low incomes has led to planning focused engagement in areas where traffic impacts could affect historically and currently excluded or underserved communities, particularly Canby and Gladstone. This work is ongoing.

A more rigorous demographic analysis at the census tract level is ongoing to support Environmental Assessment development, as part of the Social Resources and Communities Technical Report.

*Objective 11.1 Meaningful Public and Stakeholder Engagement – Engage more and a wider diversity people in providing input at all levels of decision-making for developing and implementing the plan, particularly people of color, English language learners, people with low income and other historically marginalized communities.*

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No specific performance measures are associated with this Objective, but ODOT’s engagement framework and documentation of efforts so far are summarized in the March 2021 Engagement Summary. See Appendix C for the Engagement Summary.

*Objective 11.2 Performance-Based Planning – Make transportation investment decisions using a performance-based planning approach that is aligned with the RTP goals and supported by meaningful public engagement, multimodal data and analysis.*

These findings explain how the I-205 Toll Project is aligned with RTP goals.

*Objective 11.3 Coordination and Cooperation – Improve coordination and cooperation among the owners and operators of the region’s transportation system.*

The I-205 Toll Project has goals to “maximize integration with future toll systems” and “maximize interoperability with other transportation systems.” Each goal has an associated performance measure, respectively, as follows (page 9):

- Potential to expand system in future to a broader tolling system including other state facilities or different tolling structures
- Potential to integrate the toll system with other transportation systems, such as transit, carpooling, vanpooling, ride-hailing, and scooter or bike sharing, that could support a shared system for payment or service to increase accessibility

## 2. Regional Transportation Plan Chapter 3 – System and Regional Design Policies

### 3.2 OVERARCHING SYSTEM POLICIES

*This section defines regional transportation system policies related to safety, transportation equity, climate protection and emerging technology*

#### 3.2.1 Safety and security policies

##### 3.2.1.1 Regional Transportation Safety Strategy (2018)

##### 3.2.1.4 Safety and security policies

**Findings:** The I-205 Toll Project meets the safety strategy and safety and security policies in the following ways:

- The I-205 Toll Project is relying on the regional travel demand model and also more refined modeling with the Dynamic Traffic Analysis and Multi Criteria Evaluation tool to analyze traffic patterns.
- For roadway safety, the NEPA analysis will assess the change in roadway safety conditions (based on Highway Safety Manual Part C Methodology) as well as change in roadway queues that could affect safety.



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- For bicycle and pedestrian modes, safety will be qualitatively addressed based on changes in Level of Traffic Stress (LTS) for each mode based on ODOT’s bicycle and pedestrian documented LTS calculation methodology.
- Through variable toll rates, better congestion management reduces the large speed differences in stop-and-go traffic that backs up at peak travel hours and leads to severe injury crashes or deaths.
- Evaluating strategic safety and health investments in areas impacted by I-205 toll-based diversion as to determine what investments would advance equity through safety improvements.
- New roundabout with the I-205 Improvements Project will improve safety and operations for northbound travelers accessing I-205.
- Auxiliary lanes will be lengthened and improved to address substandard merging and reduce traffic weaving.

### *3.2.2 Transportation equity policies*

#### *3.2.2.1 Metro’s Strategic Plan to Advance Racial Equity, Diversity, and Inclusion (2016)*

#### *3.2.2.2 Transportation equity and the Regional Transportation Plan*

#### *3.1.2.4 Transportation equity policies*

**Findings:** ODOT’s strategic plan and Urban Mobility Office implementation of the plan includes the charge to serve all Oregonians equitably. The voices of our community matter and influence the work we do. A focus on equity ensures that we look beyond merely improving the system to improving the quality of life of every Oregonian. This includes being mindful of the benefits and burdens created by our work and ensuring they are distributed equitably. The equity goal includes focusing on workforce diversity and opportunities for advancement, expanding economic opportunities for minority groups, climate-change equity, and creating more representative public engagement processes.

Regarding the advancement of equity in the I-205 Toll Project, one of ODOT’s stated goals is to ensure the benefits of tolling (reduced congestion and improved mobility) are shared across all demographics. Tolling is one funding tool that can more accurately reflect the true cost of those contributing to peak-hour congestion and benefit low-income drivers who value a reliable trip and easier access to more jobs. Congestion pricing coupled with improvements around bottlenecks provides congestion relief that can improve air quality in communities adjacent to the highway, which are disproportionately historically marginalized or excluded communities.

ODOT is collaborating with community partners to achieve an equitable distribution of the benefits of reduced congestion. To ensure equitable I-205 and I-5 toll projects and processes, and to help develop an Equity Framework, ODOT convened EMAC, which is a group of individuals with professional or lived experience in equity and mobility coming together to advise the OTC and ODOT on how tolls on the I-205 and I-5 freeways, in combination with other demand management strategies, can include benefits for populations that have been historically and are currently underrepresented or underserved by transportation projects. See Appendix K for the Foundational Statements that guide EMAC’s work.

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Research documents related to how other toll projects have addressed equity were prepared and provided to EMAC in 2021. Those documents are related to Neighborhood Health and Safety, Affordability, and Transit and Multimodal. All documents prepared for EMAC and presented at EMAC meetings are available on the EMAC webpage under meeting materials. Transit and multimodal research was presented at Meeting 8 (April 28, 2021), Neighborhood Health and Safety Research was presented at Meeting 10 (June 23, 2021), and Affordability research was presented at Meeting 12 (August 25, 2021).

The Equity Framework developed by EMAC guides the entirety of this project, including the technical analysis and the public engagement strategies. It is changing the way ODOT would normally do the environmental review process to one that is more transparent and iterative. It is also pushing ODOT to commit to actions that advance equity, not just mitigate impact. For example, the I-205 Toll Project will evaluate strategic investments to advance equity for transit and multimodal transportation options, neighborhood health and safety, and affordability. See Appendix J for the Equity Framework.

The goals of the Equity Framework are to:

- Gain better outcomes for communities who have been historically and are currently underrepresented and underserved by transportation projects
- Be inclusive and intentional when engaging communities in solutions

Discussions with the public, regional stakeholders and elected officials during the 2018 Feasibility Analysis revealed three consistent themes:

- Concerns about impacts to low-income communities due to a toll
- The need for improved transit and other transportation choices
- Concerns with the potential for freeway pricing to cause traffic to divert to local streets

In direct response to these three overarching concerns, ODOT determined three key strategies for equity:

- Improve public transportation and other transportation options
- Provide travel benefits for communities who have been historically and are currently underrepresented and underserved by transportation projects
- Minimize and lessen negative impacts of diversion to neighborhoods

Historically and currently underrepresented and underserved communities experience negative impacts from our existing transportation system due to past investment and development patterns. For example, many low-income communities have been priced out of centrally located neighborhoods by high housing costs and are now living farther away from employment and services. These same individuals often have less flexibility with travel times and may not have access to other transportation options. While variable rate tolling or congestion pricing is a proven tool for funding projects and managing traffic, success for the Metro region will require improved public transit or other travel options.

## Exhibit D to Ordinance No. 21-1467

ODOT has undertaken extensive public and stakeholder outreach throughout project development. Multiple strategies are underway to ensure the OTC and ODOT staff hear from community members in the Portland metro area including Southwest Washington before decision-making on selected alternatives for both I-205 and I-5, equity and mobility strategies and toll policies and rates.

Planned and ongoing strategies include:

- Equitable and focused engagement with youth, older adults, Black, Indigenous, multi-racial, and people of color; people who may speak a language other than English; and people with disabilities.
- Broad public and community engagement with both digital engagement events and online tools
- Briefings to and collaboration with existing regional policy groups (e.g., Joint Policy Advisory Committee on Transportation, Region 1 Area Commission on Transportation)
- Technical work groups made up of regional staff to review methodologies and analytical results that incorporate stakeholder input
- As the toll project moves forward, ODOT will be offering live webinars and other digital opportunities to speak directly with the project team. Recaps of all events will be posted online.

Oregon House Bill 3055, Section 162 requires that before ODOT assesses a toll, the department shall implement a method for establishing equitable income-based toll rates to be paid by users of tollways. The Report on Equitable Income-Based Toll Rates Report is due to the Oregon Joint Committee on Transportation and the OTC on or before September 15, 2022. The bill also requires the report to be submitted 90 days before the OTC seeks approval from the FHWA to use the income-based toll rates.

The I-205 Toll Project conducted an Initial demographic assessment, based on a review of U.S. Census Bureau and American Community Survey data, for public engagement to identify people experiencing low income and other historically and currently excluded or underserved communities. See Appendix L for the memo that documents the demographic analysis. The following findings and actions resulted from the demographic analysis:

- For the I-205 project area corridor, specifically, project engagement should focus on reaching seniors, people experiencing low income, and people with disabilities at the northern edge of the project area. Additionally, the I-205 project area corridors contain linguistically isolated households that speak Spanish and Asian languages, including Chinese.
- Maps for the demographic analysis were developed and provided to the Equity and Mobility Advisory Committee for their recommendation process.
- Early traffic results combined with census tract analysis of people experiencing low incomes has led to planning focused engagement in areas where traffic impacts could affect historically and currently excluded or underserved communities, particularly Canby and Gladstone. This work is ongoing.

## Exhibit D to Ordinance No. 21-1467

A more rigorous demographic analysis at the census tract level is ongoing to support Environmental Assessment development, as part of the Social Resources and Communities Technical Report.

### 3.2.3 Climate leadership policies

#### 3.2.3.1 Climate Smart Strategy (2014)

#### 3.2.3.2 Climate Smart Strategy policies

#### 3.2.3.3 Climate Smart Strategy toolbox of potential actions

#### 3.2.3.4 Climate Smart Strategy monitoring

#### 3.2.3.5 Transportation preparedness and resilience

**Finding:** Greenhouse gas emissions from cars and trucks have been rising since 2013 and represented 39% of total statewide emissions in 2016 (Oregon Global Warming Commission 2018). Idling vehicles sitting in congested conditions contribute to these emissions. In March 2020, the governor signed an executive order to reduce greenhouse gas emissions 45% below 1990 levels by 2035 and 80% below 1990 levels by 2050.

The I-205 Toll Project is consistent with the RTP policies related to climate change because it will result in greenhouse gas reduction through reduced vehicle miles traveled resulting from mode shifts. This is demonstrated in the I-205 Comparison of Screening Alternatives (Appendix M). The project will also reduce greenhouse gas emissions by managing congestion so fewer hours are spent waiting in highway congestion. ODOT is evaluating a single toll alternative, Alternative 3 (tolls on the Abernethy and Tualatin River Bridges), in the I-205 Toll Project Environmental Assessment. Alternative 3 will result in:

- Change in regional daily VMT: -234,000 (page 15)
- Change in regional daily VHT: -4,400 (page 16)
- Change in daily person trips by mode (page 18):
  - Single occupant vehicle: -5,500
  - High occupancy vehicle: +4,500
  - Transit: <+500
  - Active (bicycle, pedestrian): +1,000

### 3.2.4 Emerging technology policies

#### 3.2.4.1 Emerging Technology Strategy (2018)

#### 3.2.4.2 Emerging technology principles

#### 3.2.4.3 Emerging technology policies

**Finding:** The I-205 Toll Project will be all electronic tolling, which does not require people to stop at toll booths. Pre-paid accounts connected to transponders (a device that collects fees electronically as you drive) or license plate readers allow drivers to pay a toll without slowing or stopping. Drivers without a pre-paid account are sent a bill in the mail with an added processing fee. The most appropriate technology for the Portland metropolitan area will be determined through the planning process, which will begin in 2020. Options for individuals without access to bank accounts will be studied to limit barriers. The full technology design has not been

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developed, but ODOT plans to utilize and leverage applicable emerging technology as design of the toll collection technology is developed.

### *3.3 REGIONAL DESIGN AND PLACEMAKING VISION AND POLICIES*

*3.3.1 Streets serve many functions*

*3.3.2 Regional design classifications*

*3.3.3 Designs for safe and healthy transportation for all ages and abilities*

*3.3.4 Designs for stormwater management and natural, historic and cultural resource protection*

**Finding:** The Oregon Toll Program is committed to minimizing burdens and maximizing benefits to communities historically and currently excluded or underserved by the transportation system. These communities include varying ages, abilities and other factors. See the response to 3.2.2 Transportation equity policies above for an extended discussion of equity. See the section on Regional Transportation Plan Chapter 2 – Goals and Objectives for a discussion of safe and healthy transportation and the related performance measures. ODOT has also committed to centering equity in our process and outcomes by working closely with EMAC to develop congestion pricing policies and inform the toll rate setting process. See Appendix J for EMAC’s Equity Framework and Appendix N for the six actions that ODOT is taking to address top concerns.

### *3.4 REGIONAL NETWORK VISIONS, CONCEPTS AND POLICIES*

*3.4.1 Regional mobility corridor concept*

**Finding:** The I-205 Toll Project will operate on the designated I-205 throughway, an element of the regional mobility corridor concept that “integrates throughways, high capacity transit, arterial streets, frequent bus routes, freight/passenger rail and bicycle parkways into subareas of the region that work together to provide for regional, statewide and interstate travel” (RTP, page 3-55). ODOT seeks to implement the I-205 Toll Project on one of the top reoccurring throughway bottlenecks in the region (RTP Figure 4.41) to help manage congestion in this area and raise revenue to construct the I-205 Improvements Project. The I-205 Toll Project will contribute to the purpose of the regional mobility corridor concept by easing congestion on this critical throughway to move people and goods more efficiently through the region. As the I-205 Toll Project is developed and evaluated, it is considering opportunities to support bicycling, walking and access to transit in the corridor.

### *3.5 REGIONAL MOTOR VEHICLE NETWORK VISION AND POLICIES*

*3.5.1 Regional motor vehicle network vision*

*3.5.2 Regional motor vehicle network concept*

*3.5.3 Regional motor vehicle network policies (Throughways)*

*3.5.4 Interim regional mobility policy*

*3.5.5 Congestion management process*

**Finding:** The I-205 Toll Project is part of the comprehensive congestion management strategy that ODOT is implementing. The Urban Mobility Office was established to oversee, align, and implement ODOT’s core urban mobility projects to achieve regional congestion relief, mobility,

## **Exhibit D to Ordinance No. 21-1467**

and safety for all users of the highway and interstate system. In addition, the Urban Mobility Office is implementing the Oregon Toll Program that will contribute to regional congestion relief and secure sustainable funding to modernize, not just maintain, the transportation system.

In line with ODOT's mission, the Urban Mobility Office envisions an Oregon where all people have access to the mode of transportation that works best for them. ODOT is committed to supporting and investing in projects that provide a modern transportation system for all users. This includes multimodal transportation investments like public transportation, bicycle and pedestrian facilities, and safety enhancements like seismic upgrades to bridges, bottleneck alleviation to reduce potential crashes, and more protected facilities for all users. This commitment comes in two forms: delivering projects and supporting partner projects.

The I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project and manage congestion. The toll project is currently being evaluated for benefits and impacts. As considered, tolls would help fund construction of the planned I-205 Improvements Project while giving travelers a better and more reliable trip.

Managing congestion on throughways will contribute to overall motor vehicle network efficiencies in the region. Implementing the I-205 Toll Project on the segment of the I-205 throughway between Stafford Road and the OR 43 interchange, will ease congestion at this top reoccurring regional throughway bottleneck, by:

- Providing funds to construct the I-205 Improvements Project, which includes seismic upgrades to bridges and a third travel lane in each direction among other improvements, and
- Shifting some drivers to either change their time of travel to less congested times of day; to other modes of travel like bus, biking or walking; or to not make their trip at all.

The implementation of the I-205 Toll Project is in direct support of the following regional motor vehicle network policies:

- Policy 1 – Preserve and maintain the region's motor vehicle network system in a manner that improves safety, security and resiliency while minimizing life cycle cost and impact on the environment. Tolls will allow ODOT to actively manage capacity on the segment of I-205 throughway to allow for continues travel. The easing of stop/start traffic will result in a safer travel environment and result in less rear-end crashes. Further, the I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and Tualatin River Bridges, and several other bridges in the project area, contributing to the region's resiliency in the event of a large earthquake.
- Policy 3 – Actively manage and optimize capacity on the region's throughway network for longer, regional, statewide and interstate travel. The I-205 Toll Project will actively manage and optimize capacity on this segment of the I-205 throughway.

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- Policy 5 – Strategically expand the region’s throughway network up to six travel lanes plus auxiliary lanes between interchanges to maintain mobility and accessibility and improve reliability for regional, statewide and interstate travel. The I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project, which includes a third travel lane in each direction between Stafford Road and the OR 43 interchange.
- Policy 6 – In combination with increased transit service, consider use of congestion pricing to manage congestion and raise revenue when one or more lanes are being added to throughways. The I-205 Toll Project will implement tolls (synonymous with the term congestion pricing in this case), in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project, which includes a third travel lane in each direction between Stafford Road and the OR 43 interchange. The I-205 Toll Project is considering and evaluating opportunities to support transit investments in the corridor.
- Policy 10 – Address safety needs on the motor vehicle network through coordinated implementation of cost-effective crash reduction engineering measures, education, and enforcement. The I-205 Toll Project will reduce crashes through interchange improvements that reduce conflicts between drivers entering and exiting the through traffic.

### 3.6 REGIONAL TRANSIT NETWORK VISION AND POLICIES

#### 3.6.1 Regional transit network vision

#### 3.6.2 Regional transit network concept

#### 3.6.3 Regional transit network functional classifications and map

#### 3.6.4 Regional transit network policies

**Finding:** ODOT is working with local jurisdiction partners and transit providers to further these transit policies. A Transit Multimodal Working Group (TMWG) has been formed to consider options for transit, bicycle, pedestrian, ridesharing, and supporting programs. The TMWG provides technical information and recommendations to the project team. Members of the TMWG represent cities, counties, regional groups (such as Oregon Metro and the Southwest Washington Regional Transportation Council), and transit agencies (including TriMet, C-Tran, SMART, WSDOT, and Canby Area Transit). The TMWG has held eight workshops as of January 2022 to discuss transit and multimodal issues, including performance measures, potential multimodal projects, emerging mobility technologies, and transportation impact analysis findings. See Appendix G for the description, roster, and discussion topics of the TMWG.

### 3.7 REGIONAL FREIGHT NETWORK VISION AND POLICIES

#### 3.7.1 Regional freight network concept facilities.

#### 3.7.2 Regional freight network policies

#### 3.7.3 Regional freight network classifications and map

**Finding:** The I-205 Toll Project is located in the Clackamas Industrial Area regional freight network and the movement of people and goods is critical to support a growing economy.

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Freight tonnage in the Portland region is expected to double by 2040, with 75% of total freight tonnage moved by truck. I-205 is a designated north–south interstate freight route in a roadway network that links Canada, Mexico and major ports along the Pacific Ocean. Trucks represent 6% to 9% of total traffic on I-205. According to Oregon Metro’s Regional Freight Strategy, I-205 carries the second highest freight volume, ranging from 7,900 to 13,100 trucks per day. It is a key corridor that connects the Portland International Airport, the Columbia Corridor industrial Area, and the Oregon City and Clackamas industrial areas (Oregon Metro, 2018, p. 41; see Appendix O for an excerpt of the Regional Freight Strategy).

Congestion on I-205 affects the ability to deliver goods on time, which results in increased costs and uncertainty for businesses. The cost of congestion on I-205 increased by 24% between 2015 and 2017, increasing to nearly half a million dollars each day in 2017 (ODOT 2018b). Increasing congestion and demand and for goods will result in more delay, costs, and uncertainty for all businesses that rely on I-205 for freight movement.

The I-205 Toll Project supports regional freight policies by improving travel reliability and reducing congestion. The I-205 Toll Project shows the potential to improve traffic conditions in the transportation system during peak hours. The project shows an overall vehicle-hours travelled reduction due to travel-time savings on the freeway.

The I-205 Toll Project is expected to reduce vehicle throughput on tolled segments of I-205 because of the toll diversion. Tolling causes some drivers to divert their trips to other routes (rerouting) or destinations, other modes (mode shift), or other times of day. Daily traffic volumes are reduced.

### *3.11 TRANSPORTATION SYSTEM MANAGEMENT AND OPERATIONS VISION AND POLICIES*

#### *3.11.1 Transportation system management and operations concept*

#### *3.11.2 Transportation system management and operations policies*

**Response:** The I-205 Toll Project will be the first pricing project in the Portland metropolitan area and will be the catalyst for developing a regional system of pricing. Congestion pricing is a strategy that supports the RTP’s transportation system management and operations concept to:

- Improve safety and travel time reliability.
- Improve transit on-time arrival and speeds.
- Reduce travel delay.
- Decrease vehicle miles traveled and drive alone trips.
- Reduce fuel use and corresponding air pollution and greenhouse gas emissions.

The implementation of the I-205 Toll Project is in direct support of the following transportation system management and operations policies:

- Policy 1 - Expand use of pricing strategies to manage travel demand on the transportation system in combination with adequate transit service options. The I-205 Toll Project will be the first pricing project in the Portland metropolitan area and will



## Exhibit D to Ordinance No. 21-1467

be the catalyst for developing a regional system of pricing. ODOT is working closely with local jurisdiction partners and transit providers to better understand how to support the transit policies.

- Policy 2 – Expand use of access management, advanced technologies and other tools to actively manage the transportation system. The I-205 Toll Project will be the first congestion pricing project in the Portland metropolitan area and will be the catalyst for developing a regional system of pricing.

### 3. Consideration of transportation strategies as described in Metro Code 3.08.220.A

Section 3.08.220 of the Metro Code is part of the Regional Transportation Functional Plan, and it directs cities and counties in the Metro region to consider a range of different possible transportation strategies to meet local transportation needs that are identified in local transportation system plans. As part of this amendment, ODOT is required under Section 8.4.2 of the RTP to describe its consideration of those transportation strategies.

**Finding:** ODOT is working to support and invest in projects that provide a modern transportation system for all Oregonians. This includes investing in safety improvements to reduce crashes, seismic upgrades to ensure resilient bridges and overpasses, and improve access for people walking, rolling, and using transit. The I-205 Toll Project, along with the RMPP, is part of ODOT’s Urban Mobility Strategy (UMS), a cohesive approach to make everyday travel safer and more efficient in the Portland area by managing traffic with tolling, reducing highway bottlenecks, and making strategic multimodal transportation investments. The UMS projects are identified from Metro’s Regional Transportation Plan as key projects that advance multimodal accessibility and are critical to achieving regional congestion relief. See Appendix P for a summary of the UMS.

The I-205 Toll Project evolved out of House Bill 2017, which authorized funding to improve highways, transit, biking and walking facilities, and to use technology to make the state’s transportation system work better. As part of this comprehensive transportation package, the legislature also directed the OTC to seek federal approval to implement value pricing (also referred to as congestion pricing) on I-5 and I-205 in the Portland metropolitan area to address congestion.

### 4. Demonstration of fiscal constraint

To demonstrate fiscal constraint for purposes of adding the I-205 Toll Project to the financially constrained project list in the RTP, ODOT must provide an estimated project cost and documentation of relevant funding sources for the project.

**Finding:** According to materials submitted by ODOT, the preliminary engineering phase will cost an estimated \$27,257,890 in 2021 dollars. Construction phase costs are unknown prior to preliminary engineering efforts, including NEPA, but would come from the statewide toll program, which is new revenue and therefore would not affect the fiscal constraint. The funding source for the preliminary engineering phase is additional federal money that was greater than

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anticipated and therefore new money that was not forecast by ODOT and not included in the RTP financial forecast. New funds that were not previously anticipated will be used for this project. ODOT had a federal funding assumption and the federal authorization was greater than anticipated. See the attached Oregon Transportation Commission meeting minutes.

### **5. Public process**

**Finding:** The public process undertaken by ODOT and Metro for this amendment is described above in Sections A and B of these findings. The process is consistent with Metro's Public Engagement Guide and the RTP amendment procedures described in Section 8.4.2 of the RTP.

### **6. Statewide Planning Goals**

Goal 1 (Citizen Involvement): See findings in Sections A and B above.

Goal 2 (Adequate Factual Base): Findings regarding the coordination element of Goal 2 are set forth above in Section B. The Metro Council finds that the information relied upon provides an adequate factual base for these findings and the adoption of this RTP amendment. The Metro Council concludes that adoption of Ordinance No. 21-1467 complies with Goal 2.

Goal 3 (Farmland): Goal 3 is not applicable.

Goal 4 (Forestland): Goal 4 is not applicable.

Goal 5 (Natural Resources): The Metro Council finds that adoption of Ordinance No. 21-1467 does not impact any inventoried Goal 5 resources and is therefore consistent with Goal 5 and its implementing rules.

Goal 6 (Air, Water and Land Quality): The Metro Council finds that the adoption of Ordinance No. 21-1467 does not impact any comprehensive plan designations or land use regulations that relate to protection of air, water and land quality. Ordinance No. 21-1467 does not authorize any particular uses of property with environmental impacts, and therefore does not implicate Goal 6.

Goal 7 (Natural Hazards): The Metro Council finds that adoption of Ordinance No. 21-1467 does not impact any existing local plans, policies, or inventories regarding natural hazards and does not authorize any particular uses of property in natural hazard areas; therefore, this decision does not implicate Goal 7.

Goal 8 (Recreation): The Metro Council finds that adoption of Ordinance No. 21-1467 does not involve recreation planning or destination resort siting; therefore, this decision does not implicate Goal 8.

Goal 9 (Economy): Although Goal 9 does not apply to Metro, the Metro Council concludes that adoption of Ordinance No. 21-1467 does not impact local comprehensive plans, policies or inventories regarding economic development.

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Goal 10 (Housing): Adoption of Ordinance No. 21-1467 does not implicate Goal 10.

Goal 11 (Public Facilities and Services): Metro does not provide public facilities or services and does not adopt public facility plans; Metro is responsible for coordinating public facility planning by cities and counties. The Metro Council finds that adoption of Ordinance No. 21-1467 does not impact the planning for or provision of public facilities and services; therefore, this decision does not implicate Goal 11.

Goal 12 (Transportation): Goal 12 is to provide and encourage a safe, convenient and economic transportation system. For the reasons described above, the Metro Council concludes that adoption of this amendment for the purpose of adding the I-205 Toll Project to the RTP financially constrained project list is consistent with Goal 12.

Goal 13 (Energy): The Metro Council finds that the adoption of Ordinance No. 18-1427 helps promote a compact urban form and the efficient use of energy within the UGB. To the extent Goal 13 applies, the Metro Council concludes that this decision is consistent with Goal 13.

Goal 14 (Urbanization): Adoption of Ordinance No. 21-1467 does not implicate Goal 14.

Goal 15 (Willamette River Greenway): The Metro Council finds that adoption of Ordinance No. 15-1361 has no impact on the Willamette River Greenway and this decision does not implicate Goal 15.

## Appendices to the Findings of Fact and Conclusions of Law

### List of Appendices

Appendix letters are assigned in order of reference in the body text above.

- A. **Final Policy Advisory Committee Recommendations to the Oregon Transportation Commission on the Portland Metro Area Value Pricing Feasibility Analysis**, July 2018 ([JPACT 3/17/2021 packet](#), p. 460-606)
- B. **I-205 Toll Project Final Purpose and Need Statement**, August 2021 ([public link](#))
- C. **I-205 Toll Project Engagement Summary for Summer/Fall 2020**, March 2021 ([public link](#))
- D. **FHWA Guidance on the Purpose and Need Statement** ([public link](#))
- E. **Equity and Mobility Advisory Committee Charter**, November 2020 ([public link](#))
- F. **I-205 Toll Project Updated Performance Measures**, October 2021 ([public link](#))
- G. **Transit Multimodal Working Group Description** ([JPACT 3/17/2021 packet](#), p. 423-425)
- H. **Regional Mobility Pricing Project Draft Purpose and Need**, August 2021 ([JPACT 3/17/2021 packet](#), p. 607-616)
- I. **FHWA Tolling Environmental Benefits** ([public link](#))
- J. **ODOT Tolling Equity Framework**, December 2020 ([JPACT 3/17/2021 packet](#), p. 410-420)
- K. **Equity and Mobility Advisory Committee Draft Foundational Statements**, November 2021 ([JPACT 3/17/2021 packet](#), p. 421)
- L. **I-205 Toll Project Demographic Analysis Memo**, September 2019 (not published publicly)
- M. **I-205 Toll Project Comparison of Screening Alternatives**, September 2021 ([public link](#))
- N. **ODOT Actions to Address Top Portland Regional Concerns (AKA Top 6 Things)**, March 2022 ([JPACT 3/17/2021 packet](#), p. 374-381)
- O. **Oregon Metro Regional Freight Strategy (excerpt)**, December 2018 ([public link](#))
- P. **ODOT Urban Mobility Strategy Summary** ([public link](#))

**APPENDIX A**

**Final Policy Advisory Committee Recommendations to the Oregon Transportation  
Commission on the Portland Metro Area Value Pricing Feasibility Analysis, July 2018**

Submitted to Metro records in [JPACT 3/17/2021 packet](#), p. 460-606

**APPENDIX B**

**I-205 Toll Project Final Purpose and Need Statement, August 2021**

[Public Link](#)

# I-205 Toll Project

## PURPOSE AND NEED STATEMENT



REVISED FINAL 8/18/2021

### INTRODUCTION

In 2016, the Governor’s Transportation Vision Panel held a series of regional forums across the state to better understand how the transportation system affects local economies. The negative effect of congestion in the Portland Metropolitan Region was consistently identified as one of three key themes across Oregon. Congestion in the region affects commuters and businesses, as well as producers who move their products across the state.

In response to the input from stakeholders across the state, House Bill (HB) 2017 Section 120 directed the Oregon Transportation Commission (OTC) to develop a congestion relief fund, and to seek approval from the Federal Highway Administration (FHWA) to implement tolling (also referred to as value pricing or congestion pricing) on the Interstate 5 (I-5) and Interstate 205 (I-205) corridors to reduce traffic congestion in the Portland metro area.

In 2018, the OTC and the Oregon Department of Transportation (ODOT) conducted the Portland Metro Area Value Pricing Feasibility Analysis to study how and where congestion pricing could be applied. Substantial public input and a Policy Advisory Committee informed the final recommendations. For I-205, the Policy Advisory Committee recommended implementing variable-rate tolls<sup>1</sup> on all lanes of I-205 on or near the Abernethy Bridge as a potential funding strategy and for congestion management. In December of 2018, the OTC submitted a proposal to the FHWA outlining the findings of the feasibility analysis and seeking approval to continue the process of implementing tolls on I-5 and I-205 (ODOT 2018a). In January 2019, FHWA provided guidance to move into the next phase of evaluation and study (FHWA 2019). In 2020, FHWA and ODOT determined that an environmental assessment (EA) would be the appropriate NEPA documentation for the I-205 Toll Project (Project).

ODOT identified the I-205 Improvements Stafford Road to OR 213 Project (I-205 Improvements Project) as a priority project for ODOT. The I-205 Improvements Project includes seismic bridge upgrades, adding a third lane north and south, and interchange improvements. The project received NEPA clearance in 2018 and will be constructed in phases. In 2021, HB 3055 provided financing tools that allow construction on the first phase of the I-205 Improvements Project to begin in 2022, which includes reconstruction of the Abernethy Bridge and adjacent interchanges. Tolls are needed to fund subsequent phases of the I-205 Improvements Project.

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<sup>1</sup> Variable-rate tolls are user fees that vary in amount based on certain conditions (e.g. time of day, day of the week, direction of travel). Variable-rate tolls can occur on a fixed schedule that is known to travelers.

## **PURPOSE**

The purpose of the I-205 Toll Project is to use variable-rate tolls on the I-205 Tualatin River and Abernethy Bridges to raise revenue to fund portions of the I-205 Improvements Project and manage congestion.

## **NEED FOR THE PROPOSED ACTION**

### **Critical congestion relief projects need construction funding**

Available funding for transportation has not kept pace with the cost of maintaining the transportation system or the cost of construction of new transportation and congestion relief projects. ODOT revenue comes from a mix of federal and state sources, including fuels taxes, taxes on heavy vehicles, and driver and vehicle licensing and registration fees. The federal gas tax has not been adjusted since October of 1993 and the share of federal contributions to state transportation projects has greatly decreased. On the state level, escalating expenditures to maintain aging infrastructure, the need to perform seismic upgrades for state's bridges, and rising construction costs have greatly increased financial needs.

Compounding this problem is a substantial increase in travel demand as the state experiences strong population growth, particularly in the Portland metro area. ODOT must explore every possible method for getting the most out of its existing infrastructure, funding projects to ease congestion, and planning for increased earthquake resiliency. The I-205 Improvements Project would provide congestion relief for the recurring bottleneck on I-205 between I-5 and the Abernethy Bridge. ODOT is in the process of obtaining permits and developing a financial plan to support construction of Phase 1A<sup>2</sup> (reconstruction of the Abernethy Bridge and adjacent interchanges at OR 43 and OR 99E), which is expected to begin in 2022. Other phases are currently unfunded;<sup>3</sup> toll revenue is needed to fund construction on future phases of the improvements.<sup>4,5</sup>

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<sup>2</sup> A description of the I-205 Improvements Project construction phases is located <https://i205corridor.org/>.

<sup>3</sup> [HB 3055](#) provides ODOT the ability to finance construction of Phase 1A of the I-205 Improvements Project using state backed borrowing or bonding. If approved, pending environmental review and development of a toll program, tolls could be used long term to pay back loans.

<sup>4</sup> Net toll revenue for capital projects represents the available cash flow from tolling after covering an allowance for revenue leakage, the costs of toll collection operations and maintenance (O&M), and the costs of roadway facility O&M. Net toll revenues may be used to pay for capital improvement directly and/or they may be used to pay the principal and interest on borrowed (financed) funds.

<sup>5</sup> The Oregon Constitution (Article IX, Section 3a) specifies that revenues collected from the use or operation of motor vehicles is spent on roadway projects, which could include construction or reconstruction of travel lanes, as well as bicycle and pedestrian facilities or transit improvements in or along the roadway.



### **Traffic congestion results in unreliable travel**

A 3.3 percent population increase in the Portland metro area from 2015 to 2017 and strong economic growth during these years contributed to a 20.1 percent increase in vehicle hours of delay and 13.4 percent increase in hours of congestion on the highway and regional corridor system. On I-205, daily vehicle hours of delay increased by 25 percent in each direction from 2015 to 2017, indicating that the extent and duration of congestion in the corridor continues to increase and that travel continues to become less and less reliable (ODOT 2018b).

In 2018, more than 100,000 vehicles used the section of I-205 between Stafford Road and OR 213 each day (ODOT 2019). Northbound I-205 from I-5 to the Abernethy Bridge has been identified as one of the region's top recurring bottlenecks during the evening commute. In 2017 this section of I-205 experienced 3.5 hours of congestion in the evening, from 2:45 p.m. to 6:15 p.m. Southbound I-205 from OR 212 to the Abernethy Bridge experienced over 3 hours of congestion in the morning from 6:00 a.m. to 9:15 a.m. (ODOT 2018b). In total, the section of I-205 between Stafford Road and OR 213 experienced approximately 6.75 hours of congestion daily.<sup>6</sup>

The population of the Portland metro region is expected to grow from 2.5 million residents in 2018 to over 3 million in 2040 (23 percent) and over 3.5 million in 2060 (43 percent), further exacerbating existing congestion problems (Census Reporter 2018; Metro 2016b).

### **Traffic congestion impacts freight movement**

Movement of people and goods is critical to support a growing economy. Freight tonnage in the Portland region is expected to double by 2040, with 75 percent of total freight tonnage moved by truck (Metro 2018). I-205 is a designated north-south interstate freight route in a roadway network that links Canada, Mexico and major ports along the Pacific Ocean. Trucks represent 6 to 9 percent of total traffic on I-205 (ODOT 2018b).

Congestion on I-205 affects the ability to deliver goods on time, which results in increased costs and uncertainty for businesses. The cost of congestion on I-205 increased by 24 percent between 2015 and 2017, increasing to nearly half a million dollars each day in 2017 (ODOT 2018b). Increasing congestion and demand for goods will result in more delay, costs, and uncertainty for all businesses that rely on I-205 for freight movement.

### **Traffic congestion contributes to climate change**

Greenhouse gas emissions from cars and trucks have been rising since 2013 and represented 39 percent of total statewide emissions in 2016 (Oregon Global Warming Commission 2018). Idling vehicles sitting in congested conditions contribute to these emissions. In March 2020, the Governor signed an executive order to reduce greenhouse gas emissions 45 percent below 1990 levels by 2035 and 80 percent below 1990 levels by 2050.

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<sup>6</sup> The coronavirus pandemic (COVID-19) has dramatically altered current traffic levels. Future traffic volumes on I-205 are unknown, but as the risks of COVID-19 are reduced, traffic congestion is expected to return.

## GOALS AND OBJECTIVES

Project goals and objectives are desirable outcomes of the project beyond the purpose and need statement. The following goals and objectives reflect input collected during the Project's Summer-Fall 2020 engagement and from the Value Pricing Feasibility Analysis Policy Advisory Committee, partner agencies, the Equity and Mobility Advisory Committee, and other Project stakeholders. Through detailed performance measures, these goals and objectives will be considered when comparing potential tolling alternatives to each other and to the future No Build (no tolling) Alternative.

ODOT acknowledges past land use and transportation investments have resulted in negative cultural, health, economic and relational impacts to local communities and populations and that these investments have disproportionately affected historically and currently excluded and underserved communities.<sup>7</sup> Additionally ODOT recognizes these communities are often left out of transportation planning and decision-making process. These practices, along with more recent gentrification in Portland and surrounding cities have resulted in a mismatch between job locations and housing in areas with few transportation options.

The goals and objectives below, along with input from the Equity and Mobility Advisory Committee, will prioritize equity throughout the Project development process. The Project will engage communities who use or live near the segment of I-205 between Stafford Road and OR 213, especially those that have been historically and currently excluded and underserved, in participation throughout the project design, development, implementation, monitoring, and evaluation processes.

- Goal: Provide benefits for historically and currently excluded and underserved communities
  - Maximize benefits and minimize burdens associated with implementation of tolling
  - Support equitable and reliable access to job centers and other important community places, such as grocery stores, schools, and gathering places
  - Support equitable and reliable access to health promoting activities (e.g. parks, trails, recreation areas) and health care clinics and facilities
  - Design the toll system to support travel options for people experiencing low incomes
- Goal: Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods
  - Design the toll system to limit rerouting from tolling
  - Design the toll system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting

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<sup>7</sup> As defined in the Oregon Toll Program's [Equity Framework](#), these communities include: people experiencing low-income or economic disadvantage; Black, Indigenous and People of Color (BIPOC); older adults and children; persons who speak non-English languages, especially those with limited English proficiency; persons living with a disability; and other populations and communities historically excluded and underserved by transportation projects.

## Purpose and Need Statement

8/18/2021

- Goal: Support safe travel regardless of mode of transportation
  - Enhance vehicle safety on I-205 by reducing congested conditions
  - Support safe multimodal travel options (e.g., pedestrians, bicycles, transit, and automobiles) on roadways affected by tolling
- Goal: Contribute to regional improvements in air quality and support the State’s climate change efforts
  - Support reduced vehicle air pollutants and greenhouse gas emissions in the Portland metro area through reducing congestion, resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-205 and on local roadways affected by tolling
  - Reduce localized air pollutants through reduced congestion and improved travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion
- Goal: Support multimodal transportation choices
  - Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (transit, walk, bike, telework)
  - Collaborate with transit providers to support availability and enhancements to transit and other transportation services in the I-205 corridor, especially for historically and currently excluded and underserved communities
- Goal: Support regional economic growth
  - Provide for reliable and efficient regional movement of goods and people through the I-205 corridor
  - Provide for reliable and efficient movement of goods and people on local roadways affected by tolling
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities
- Goal: Support management of congestion and travel demand
  - Design the toll system to improve efficient use of roadway infrastructure and improve travel reliability
- Goal: Maximize integration with future toll systems
  - Design a toll system that can be expanded in scale, integrated with tolling on other regional roadways, or adapted to future toll system applications
- Goal: Maximize interoperability with other transportation systems
  - Design a toll system that is interoperable with other transportation systems in the region

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## Purpose and Need Statement

8/18/2021

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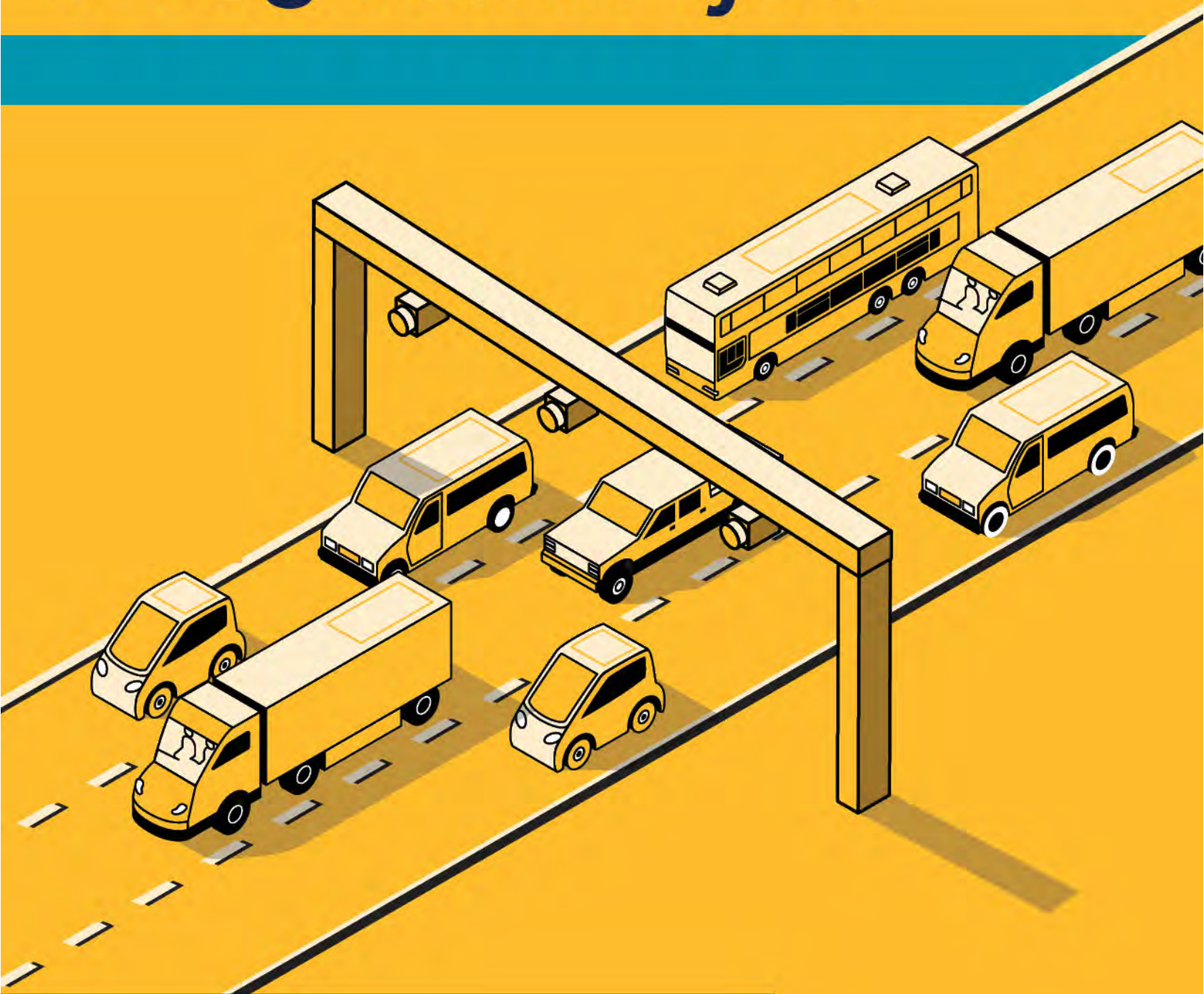
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**APPENDIX C**

**I-205 Toll Project Engagement Summary for Summer/Fall 2020, March 2021**

[Public Link](#)

# *I-205 Toll Project*



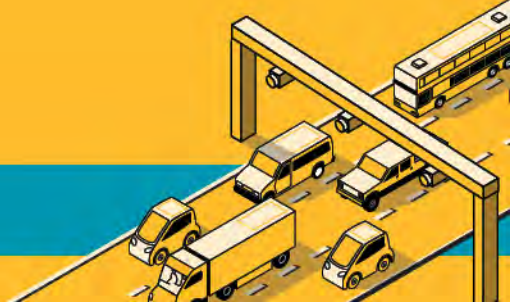
## Engagement Summary

**SUMMER - FALL 2020**

March 2021



# I-205 Toll Project



**Final**

**ENGAGEMENT SUMMARY**

**SUMMER – FALL 2020**

Prepared for:



Prepared by:





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## Attachments

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<b>ATTACHMENT A</b>	<b>MATERIALS FOR PUBLIC AND STAKEHOLDER REVIEW</b>
<b>ATTACHMENT B</b>	<b>OUTREACH MATERIALS</b>
<b>ATTACHMENT C</b>	<b>DEMOGRAPHIC CROSS-TABULATIONS</b>
<b>ATTACHMENT D</b>	<b>COMMENTS RECEIVED</b>



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## ACRONYMS AND ABBREVIATIONS

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<b>Acronym/Abbreviation</b>	<b>Definition</b>
BIPOC	Black, Indigenous and People of Color
COVID-19	coronavirus disease 2019
FHWA	Federal Highway Administration
I-	Interstate
I-205 Improvements Project	I-205 Improvements Stafford Road to OR 213 Project
IP	Internet Protocol
NEPA	National Environmental Policy Act
ODOT	Oregon Department of Transportation
OR 213	Oregon Route 213
PEL	Planning and Environmental Linkages
Project	I-205 Toll Project

## EXECUTIVE SUMMARY

### Project Context

In summer 2020, the Oregon Department of Transportation (ODOT) launched an education and engagement period for the Interstate 205 (I-205) Toll Project (Project). The agency sought input at the beginning of the environmental review process to help refine the draft purpose and need for the Project, the toll alternatives to be studied, and key issues for analysis as required by the National Environmental Policy Act (NEPA). This report summarizes public input received from more than 4,600 survey responses, letters, emails, voicemails, and comments at meetings and briefings between August 3 and October 16, 2020. ODOT values these comments; they will help the agency move ahead with the Project with an understanding of community concerns and how to best address them.

Planning and environmental review for the Project builds on direction from the Oregon Legislature and the results of a feasibility analysis. In 2017, Oregon House Bill 2017 (“Keep Oregon Moving”) was passed to improve area highways; enhance transit, biking, and walking facilities; and use technology to make the transportation system work better. As part of this comprehensive transportation package, the Oregon Transportation Commission was directed to study tolling on I-5 and I-205 in the Portland metro area. In response, ODOT initiated the Portland Metro Area Value Pricing Feasibility Analysis (Value Pricing Feasibility Analysis) to explore toll options, determine how and where tolling could help improve congestion on I-5 or I-205 during peak travel times, and discuss potential benefits and impacts to travelers and adjacent communities.

The Value Pricing Feasibility Analysis concluded that tolls could be used to help improve travel on I-5 or I-205 during peak times and raise revenue for congestion relief projects. Three consistent issues became apparent for ODOT’s tolling program to address:

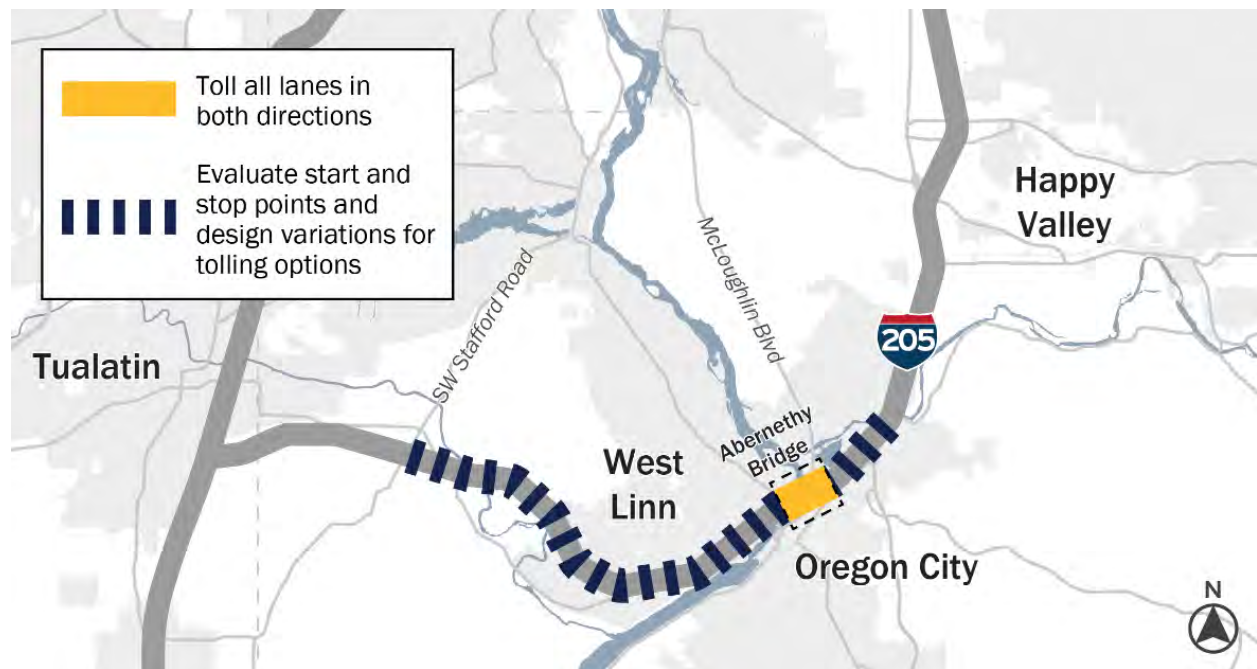
- Impacts to communities experiencing low income<sup>1</sup> due to a toll.
- The need for improved transit and other transportation choices.
- The potential for freeway pricing to cause traffic to divert to local streets.

The Value Pricing Feasibility Analysis recommended moving forward with further analysis based on Concept E—tolling on or near the Abernethy Bridge—for the I-205 corridor (Figure ES-1). Based on this recommendation, the Oregon Transportation Commission then directed ODOT to meet the Oregon Legislature’s directive and proceed with the NEPA process for tolling on both I-5 and I-205 while addressing the three priority issues that emerged from the public process.

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<sup>1</sup> For purposes of the project, “low-income” will be defined as 200 percent of the federal poverty level to be consistent with data available through the U.S. Census Bureau, to be aligned with regional stakeholder definitions of low-income, and to be more inclusive of the costs of living above and beyond food costs.

**Figure ES-1. Project Area**



The Project’s proposed purpose is to manage congestion between Stafford Road and Oregon Route 213 (OR 213) and raise revenue for congestion relief improvements. Revenue generated by these tolls could help pay for planned roadway improvements on I-205 in the same area while helping to manage the more than 6 hours of daily congestion in this portion of the I-205 corridor (pre COVID-19 pandemic).

An electronic toll collection system would be used to automatically collect tolls from vehicles traveling on the corridor. Electronic toll collection systems connect to prepaid accounts by reading a transponder in the vehicle or by reading a license plate while maintaining travel speeds. An electronic toll collection system eliminates the need for tolls booths and users needing to stop to pay the toll.

### **Engagement Approach**

This engagement ran from August 3 to October 16, 2020. During this time, ODOT hosted numerous education and engagement activities to reach a broad audience.<sup>2</sup>

<sup>2</sup> A few engagement activities occurred in July 2020 prior to the start of the formal comment period. At these presentations, participants were notified of the starting date for the formal comment period, and the launches of the online open house and online survey, which were August 3, 2020.

This engagement was an opportunity for agencies, community groups, corridor travelers, and the public to provide their input on the following:

- Draft Purpose and Need Statement, including Project goals and objectives.
- Recommended alternatives as potential tolling strategies to study in depth.
- Concerns and potential impacts to consider during the environmental review.

Because of the ongoing COVID-19 pandemic, all engagement activities were conducted virtually to maintain physical distancing and protect public health. The Project team actively sought out comments from local, regional, and regulatory agencies; residents and businesses that rely on or are located next to I-205; and members of communities who have been historically and currently excluded and underserved in planning processes and underserved by the transportation system.<sup>3</sup> Methods used for outreach and engagement are summarized in Table ES-1.

**Table ES-1. Engagement Outcomes: By the Numbers**

Connections		Number of Comment Submittals Received*	
7,600	English online open house unique users	3,743	Completed English surveys
2,000	Spanish online open house unique users	79	Completed Spanish surveys
127	Webinar attendees	68	Completed Vietnamese surveys
27	Presentations given	110	Completed Chinese surveys
2,638	People who clicked on English Facebook ads	72	Completed Russian surveys
4,304	People who clicked on Spanish Facebook ads	239	Emailed comments
38K+	Views on ODOT social media posts	22	Letters
4,500	Recipients of Project emails	2	Voicemails
2.3M	Digital advertising impressions through local news outlets	309	Comments from briefings, webinars, and committee meetings
90K+	Readers reached with Spanish newspaper print ads		
9	Multilingual community engagement liaisons		

\* All survey responses, comment letters, emails, or comments at a webinar or meeting are collectively referred to as “comment submittals” throughout this report. Some comment submittals identified multiple ideas, each of which is considered individually as a comment.

### Engagement Outcomes

The primary method used to provide comments was an online survey, which was made available in five languages. Based on survey data, many respondents live in Clackamas County (54%) and use an automobile as their primary mode of transportation (82%). Of those who

<sup>3</sup> As defined in the Oregon Toll Program’s [Equity Framework](#), historically and currently excluded and underserved communities include: people experiencing low-income or economic disadvantage; Black, Indigenous and People of Color (BIPOC); older adults and children; persons who speak non-English languages, especially those with limited English proficiency; persons living with a disability; and other populations and communities historically excluded and underserved by transportation projects.

provided their demographic information, 651 (16% of total respondents) identified as Black, Indigenous or People of Color, which is similar to the population of the largest four counties of the Portland metro area as reported by the U.S. Census Bureau American Community Survey data (2014 to 2018). People who identified as Hispanic or Latin American were likely underrepresented in the survey responses. About 7% of survey respondents completed the survey in a non-English language, which is lower than the percentage of people who speak a language other than English at home across the Portland metro area. In addition, about a quarter (23%) of respondents reported their income as less than \$50,000, which is a lower percentage than the region as a whole.<sup>4</sup>

### **Key Takeaways and Themes**

ODOT specifically asked for feedback on the Project's draft purpose and need, goals and objectives, recommended alternatives, and key issues of concern. While these were the topics ODOT asked about, respondents provided comments on other topics as well.

The Project team analyzed all comments received to identify key takeaways and themes between various types of comments and demographic groups to inform decision-making for this and future phases of the Project. The results are not statistically representative, meaning the respondent sample is not predictive of the opinions of the Portland metro area population as a whole.<sup>5</sup>

This section summarizes overarching themes heard during this engagement. The full report provides more detail on the findings below:

- A majority of respondents across all demographic groups and commenting methods expressed strong opposition to tolling in general or to the specifics of the Project as it is currently proposed.
- Submitted comments and questions reflect respondents' need and desire for additional information as well as misunderstandings with the proposed tolling system. Partner agencies and members of the public asked how toll revenue would be spent and provided expenditure recommendations.
- Respondents requested clarity on the relationship of the I-205 Toll Project to the I-205 Improvements Project.
- Commenters expressed numerous concerns with potential effects to quality of life, safety, and air quality from I-205 traffic potentially rerouting onto local roadways to avoid a toll.

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<sup>4</sup> In a 20-mile radius around Portland, about 38% of households have incomes less than \$50,000 per year, according to the 2017 U.S. Census Bureau American Community Survey. In the I-205 corridor near the Abernethy Bridge, about 34% of households have incomes less than \$50,000.

<sup>5</sup> The survey and comment period were open to anyone who wanted to participate. Respondents do not represent a random sampling of households in Clackamas County or the Portland metro area and therefore are not statistically representative of the population as a whole.

- The perceived lack of fairness of tolling I-205 was one of the top areas of concern identified across all demographic groups, but particularly among residents of West Linn, Oregon City, and other parts of Clackamas County.
- Commenters expressed concerns that tolls would be a financial hardship for their households or for households experiencing low income, particularly during the COVID-19 pandemic.
- Recommendations for the environmental review process centered on adding Project alternatives, including consideration of a “no toll” alternative, which is required.
- Toll discounts, maintaining functional toll-free routes and enhancing multimodal transportation options were among the top ideas to address the potential for negative impacts from tolls. These ideas closely mirror the findings from the Value Pricing Feasibility Analysis.
- Distrust of government in general, as well as ODOT in particular, was expressed.
- The ongoing COVID-19 pandemic was mentioned by commenters, and appeared to underlie identified concerns about traffic and economics.

### **ODOT Responses to Comments**

ODOT has developed responses to agency and public comments received during the engagement process, which are documented in the full report. These responses provide information to respond to comments and identify actions that ODOT will take as Project development moves forward. This section provides ODOT’s responses to a few of the key comment themes heard during the engagement process.

### **Linkage of I-205 tolling and improvements: Toll funding could fund portions of the I-205 Improvements Project.**

Phased construction of the I-205 Improvements Project is planned, and the financial plan is being developed. ODOT has determined that toll revenue could be used to fund portions of these improvements for a safer and less congested I-205 corridor, pending the results of the I-205 Toll Project environmental assessment. Additional funding sources may also be identified for the improvements. The I-205 Improvements Project would upgrade or replace the Abernethy Bridge and eight other bridges on I-205 in order to withstand a major earthquake, provide interchange improvements, and build the missing third lane in each direction.

### **Initiation of planning for a regional tolling system: We are beginning a pre-NEPA analysis of a Regional Tolling System for I-5 and I-205.**

ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a “pre-NEPA” (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project. The I-205 Toll Project between Stafford

Road and OR 213 will continue to move forward in the NEPA process as a separate project. ODOT will develop messaging and communication strategies to clarify this plan for the regional system and the schedules for both projects.

**Alternatives to move forward for additional study: Alternative 3 (toll Tualatin River and Abernethy bridges) and Alternative 4 (toll four segments) will be assessed in the draft environmental assessment along with a “No Build” alternative.**

ODOT’s early assessment identified Alternatives 3 and 4 as the two alternatives that would best meet the screening criteria, documented in the draft Comparison of Screening Alternatives Technical Report. As such, ODOT recommended these two alternatives be carried forward into the draft environmental assessment for further study, along with a No Action Alternative. ODOT understands that some stakeholders are interested in Alternative 5 (single zone toll) because it performed fairly well in regional measures during the initial screening analysis and because it spreads the toll over the longest extent on I-205. However, this type of single-zone tolling structure does not scale well to the regional structure as it tends to create concentrated rerouting patterns that could result in significant impacts to communities located near the toll area boundaries. The Project team is looking at refinements to Alternative 4 to better achieve the regional benefits offered by Alternative 5, including reduced diversion and rerouting impacts at the regional scale. A more in-depth analysis Alternatives 3 and 4 will be performed in the next phase of the NEPA process, including detailed modeling to understand changes to traffic patterns and potential impacts and benefits to social and environmental resources.

**Prioritizing equity in the Project: The Project’s goals, objectives, and measures have been updated to further prioritize equity.** As directed by the Oregon Transportation Commission’s Strategic Action Plan, equity is one of three central, guiding tenets for ODOT. The Oregon Toll Program has created the Equitable Toll Report, a new overarching policy document that will guide the Oregon Toll Program as it moves forward, as well as the Project goals and objectives. The Project goals and objectives are what most directly inform the engagement and evaluative process. Based on comments received from the public, agencies, the Equity and Mobility Advisory Committee, and specific outreach to historically and currently excluded and underserved communities, ODOT is working to clarify how equity will be incorporated into the Project development process in measurable ways. New language will be added to the goals and objectives to better align the document with the equity performance measures.

### **Next Steps**

The Project team will conduct a detailed analysis of the benefits and impacts of tolling on I-205 as the NEPA process moves forward in 2021 and 2022. The results of this analysis will be published for public review in a draft environmental assessment in 2022 and a final NEPA decision in 2023. If approved, tolling on I-205 could begin as early as 2024.



## 1 INTRODUCTION

### 1.1 Purpose of this Report

This report summarizes public input received as part of the engagement process for the Interstate 205 (I-205) Toll Project (the Project). The engagement process was used to gather feedback on the Project’s draft Purpose and Need Statement, the range of alternatives, and the scope of issues to be addressed in the Project’s environmental analysis prepared under the National Environmental Policy Act (NEPA). The Project is in a very early stage of the NEPA process, so ODOT will use this input to shape both the engagement process and the NEPA process as the Project moves forward.

The public input collected during this process will be considered by the Federal Highway Administration (FHWA) and the Oregon Department of Transportation (ODOT) as the agencies finalize the draft Purpose and Need Statement, refine the alternatives carried forward, and identify the potential environmental impacts for analysis that will be documented in the environmental assessment.<sup>6</sup>

Agency, tribal, and public input was collected between August 3, 2020, and the close of the public comment period on October 16, 2020. Multiple strategies were employed to encourage diverse perspectives as part of the decision-making process. This report details these efforts, and the public, agency, and tribal inputs received.

### Diverse perspectives

ODOT used multiple strategies to ensure diverse perspectives were heard.

### 1.2 Project History

House Bill 2017, known as “Keep Oregon Moving,” committed hundreds of millions of dollars in projects that funded bottleneck relief highway projects, freight rail enhancements, improvements to transit, and upgrades to biking and walking facilities. The legislation also directed the Oregon Transportation Commission to pursue and implement tolling on I-5 and I-205 in the Portland metro area to help manage traffic congestion.

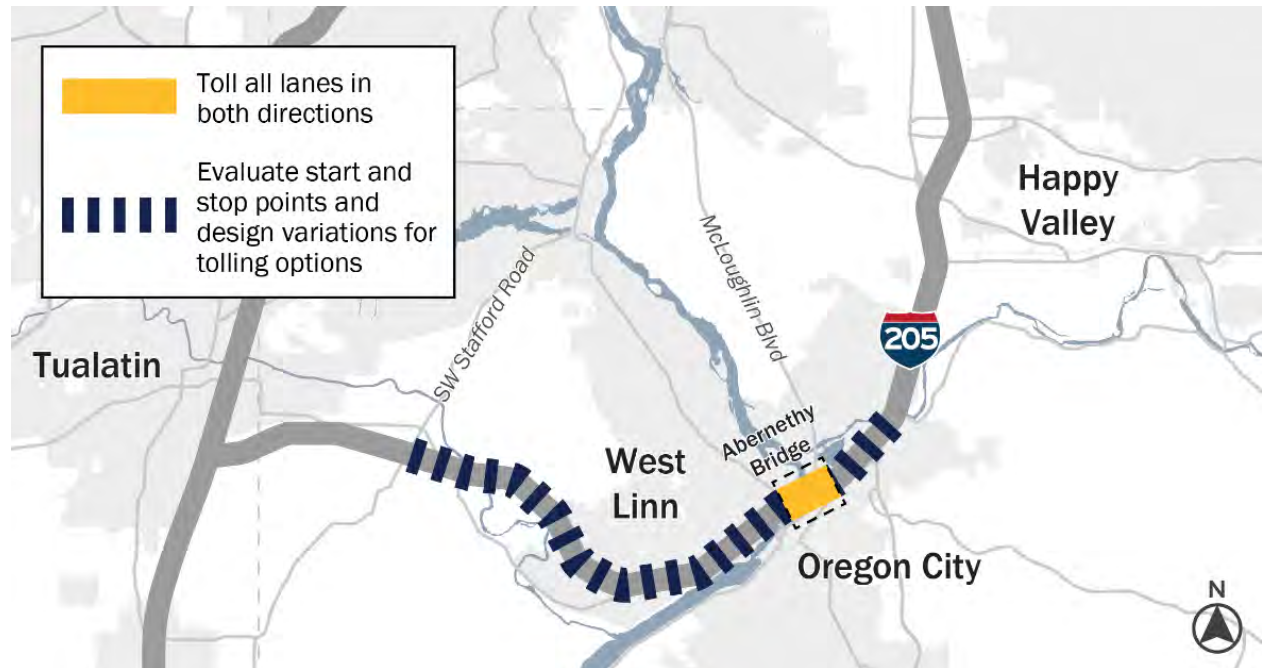
In response to House Bill 2017, ODOT initiated the Portland Metro Area Value Pricing Feasibility Analysis (Value Pricing Feasibility Analysis) to explore the available tolling options, determine how and where tolling could help improve congestion on I-5 or I-205 during peak travel times, and begin to understand potential benefits and impacts to travelers and adjacent communities. This feasibility analysis determined that tolling could help manage congestion and raise revenue on I-5 and I-205. An extensive 8-month public and stakeholder engagement process in 2017-2018 included eight open houses, six discussion groups with historically and currently excluded and underserved communities, three online surveys, and one listening

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<sup>6</sup> An environmental assessment is a document prepared in compliance with NEPA that identifies the purpose and need for a project, project alternatives, impacts and benefits of project alternatives, and mitigation measures to determine if there would be any significant impacts that would result from implementation of that project.

session hosted by the Oregon Transportation Commission, resulting in more than 5,000 comment submittals considered in identifying the final recommendations. Ultimately, Concept E (tolling on or near the Abernethy Bridge) was recommended for the I-205 corridor (Figure 1-1).

**Figure 1-1. Project Area**



Following the Value Pricing Feasibility Analysis and receiving input from the FHWA on next steps, the Oregon Transportation Commission directed ODOT to proceed with the National Environmental Policy Act process for tolling on both I-5 and I-205.

Key concerns identified during the Value Pricing Feasibility Analysis, which have been used to guide Project development, include:

- Avoid negatively affecting low-income communities.
- Improve transit and other transportation choices.
- Address the potential for tolls to divert traffic to local streets.

### 1.3 Project Description

The Project would toll all lanes of I-205 on or near the Abernethy Bridge, consistent with Concept E identified in the Value Pricing Feasibility Analysis. The Project's purpose is to manage congestion between Stafford Road and Oregon Route 213 (OR 213) and raise revenue for congestion relief improvements. Revenue generated by these tolls could help pay for planned roadway improvements on I-205 in the same area while helping to manage the more than 6 hours of daily congestion on this portion of the I-205 corridor. In September 2020, the

Oregon Transportation Commission adopted a policy concept that net toll revenue<sup>7</sup> will be invested back in the corridor in which it is collected.

Tolling on I-205 would consist of an all-electronic system that would automatically collect tolls from vehicles traveling on the corridor by reading the transponder in the vehicle or by reading a license plate while maintaining travel speeds (Figure 1-2).

**Figure 1-2. Electronic Toll Collection System**



### Electronic Tolling

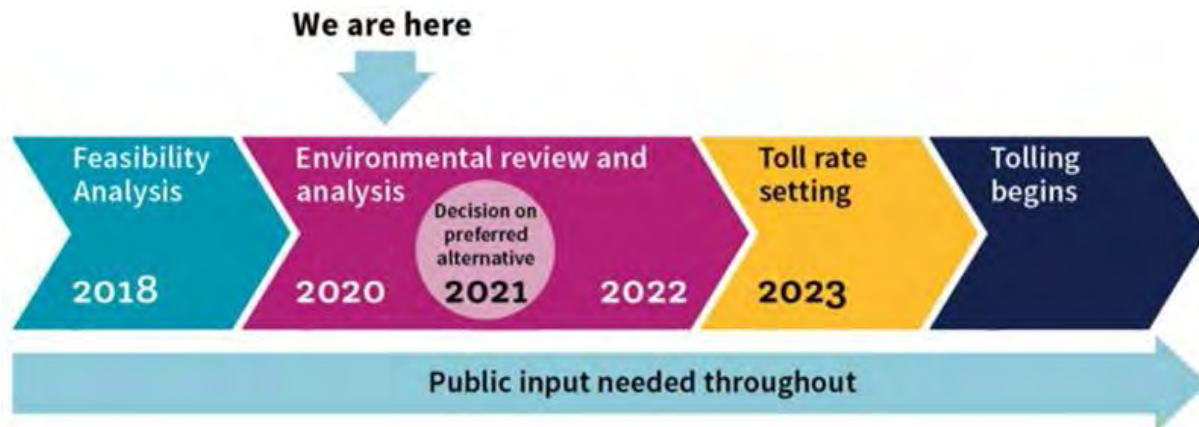
An electronic toll collection system would eliminate the need for toll booths and keep vehicles moving on I-205.

The Project timeline is shown on Figure 1-3. ODOT is at an early stage in the NEPA process. This engagement served as a formal comment period to seek feedback on the draft Project purpose and need, as well as the alternatives recommended for study in the NEPA process. The analysis performed to-date has been very high-level and would be further refined during the development of the environmental assessment when an in-depth analysis of potential benefits and impacts is prepared. ODOT is expected to provide its recommendations to FHWA for alternatives to be carried forward for evaluation in the draft environmental assessment by early 2021. The environmental assessment will identify potential impacts and benefits that would result from the tolling alternatives, as well as mitigation measures to avoid, minimize, and mitigate impacts. The Project team will continue to collect public input over the course of the Project, including during the public comment period for the draft environmental assessment. If approved, tolling on I-205 could begin as early as 2024.

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<sup>7</sup> Net toll revenue is the revenue that remains after paying for toll operations.

**Figure 1-3. I-205 Toll Project Timeline**



#### **1.4 Connection to the I-205 Improvements Stafford Road to OR 213 Project**

Consistent with the policy concept adopted by the Oregon Transportation Commission, revenue generated by tolls on I-205 could help pay for improvements on the corridor, including portions of the I-205 Improvements Stafford Road to OR 213 Project (I-205 Improvements Project). The I-205 Improvements Project includes seismic upgrades of the Abernethy Bridge and eight other bridges on I-205, as well as widening the last two-lane segment of I-205 to three lanes (in each direction). The environmental review for the I-205 Improvements Project was completed in 2018.

#### **1.5 COVID-19 Pandemic**

Because of the ongoing COVID-19 pandemic, all engagement activities were conducted virtually with digital tools to maintain physical distancing and protect public health, as later described in Sections 2 through 4.

Although this engagement took place during the COVID-19 pandemic when travel patterns were altered due to stay-at-home orders earlier in 2020 and continued social distancing, ODOT’s traffic data shows that as of the week of September 21-25, 2020, traffic levels on I-205 near Stafford Road are lower in the morning peak period, but have returned substantially in the afternoon peak period. Other major roadways in the Portland metro area show similar patterns of traffic levels returning ODOT traffic experts expect traffic levels to further return following the pandemic.

## **2 ENGAGEMENT PROCESS**

### **2.1 Comment Period Overview**

This engagement ran from August 3 to October 16, 2020. Engagement for the Project provided agencies, community groups, corridor travelers, and the public with the opportunity to review why the Project is needed and what it is intended to accomplish, as well as the alternatives under consideration as potential tolling strategies along I-205. ODOT received more than 4,600 survey responses, comment letters, emails, and comments at a webinar or meeting (collectively referred to as comment submittals),<sup>8</sup> which will help shape the Project's upcoming analysis in the NEPA process, including the alternatives studied in the environmental assessment.

Because of the ongoing COVID-19 pandemic, all engagement activities were conducted virtually to maintain physical distancing and protect public health. Near the end of the initial 45-day comment period, wildfires burning in Clackamas County led ODOT to extend the comment period by 30 days to ensure that everyone in the Project vicinity had sufficient time to submit comments.

### **2.2 Topics for Public and Stakeholder Review**

ODOT requested comments on the Project's draft Purpose and Need Statement, including goals and objectives, the recommended alternatives for further study, and topics or key issues to be considered. The comments will be used by ODOT and FHWA in finalizing the purpose and need, determining which alternatives are studied in the environmental assessment, and assessing impacts and benefits in the environmental assessment.

#### **2.2.1 Draft Project Purpose and Need Statement**

The draft Purpose and Need Statement was developed by ODOT based on input received during the Value Pricing Feasibility Analysis (see Section 1.2) and input from agency partners and stakeholders. The Project's draft Purpose and Need Statement identifies the transportation problem that the Project is intended to address (purpose) and the reasons behind the problem (need).

The goals and objectives identify additional desirable outcomes that the Project would like to accomplish. The goals and objectives were developed based on community input received through the Value Pricing Feasibility Analysis, as well as in consultation with partner agencies, stakeholders, and the Project team's equity consultants. Alternatives are developed as potential solutions to the stated problem and meet the stated needs. Alternatives are then compared to determine if and how well they meet the goals and objectives and the Purpose and Need Statement.

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<sup>8</sup> All survey responses, comment letters, emails, or comments at a webinar or meeting are collectively referred to as "comment submittals" throughout this report. Some comment submittals identified multiple ideas, each of which is considered individually as a comment.

The **draft purpose statement** follows:

“The purpose of the I-205 Toll Project is to manage congestion on I-205 between Stafford Road and OR 213 and raise revenue to fund congestion relief projects through the application of variable-rate tolls.”

The following five **draft need statements** were also shared to demonstrate why the Project was necessary and important:

- Population growth contributes to increasing congestion.
- Traffic congestion results in unreliable travel.
- Traffic congestion impacts freight movement.
- Traffic congestion contributes to climate change.
- Critical congestion relief projects need construction funding.

The following **draft goals** are desired outcomes of the Project beyond its purpose and the need:

- Provide equitable benefits for all users.
- Limit additional traffic diversion from I-205 to adjacent roads and neighborhoods.
- Support safe travel regardless of mode of transportation.
- Improve air quality and reduce contributions to climate change effects.
- Support multimodal transportation choices.
- Support regional economic growth.
- Support travel demand management.
- Maximize integration with future toll systems.
- Maximize interoperability with other transportation systems.

Attachment A includes the Project’s full draft Purpose and Need Statement, including goals and objectives.

### **2.2.2 Draft Range of Alternatives**

ODOT shared five potential scenarios for how tolls could be implemented on I-205 (referred to as tolling “alternatives”) for review and comment; a “no action” (no toll) option is also required to be studied in the NEPA process. The draft alternatives presented, also referred to as “screening alternatives,” were developed based on the concept recommended for the I-205 corridor in the Value Pricing Feasibility Analysis (Concept E), which was to toll all lanes of I-205 at or near the Abernethy Bridge. All five draft alternatives were based on this recommended concept. Table 2-1 lists the five draft alternatives and overall considerations identified by the Project team for each.

**Table 2-1 Draft Alternatives and High-Level Considerations**

Alternatives	Considerations (identified by Project team)
Alternative 1: Toll on the Abernethy Bridge	<ul style="list-style-type: none"> <li>• Simple to understand and implement.</li> <li>• Limited ability to manage traffic demand.</li> <li>• Concentrated diversion through Oregon City.</li> </ul>
Alternative 2: Toll the Abernethy Bridge, with tolling gantries off bridge	<ul style="list-style-type: none"> <li>• Refinement of Alternative 1.</li> <li>• Designed to limit diversion of through trips on I-205.</li> </ul>
Alternative 3: Individually toll multiple bridges to be rebuilt	<ul style="list-style-type: none"> <li>• Tolls on reconstructed bridges over Tualatin River and Willamette River.</li> <li>• Split toll amount between two locations.</li> <li>• Through trip pays more than local access trip.</li> </ul>
Alternative 4: Segment-based tolls - Stafford Road to OR 213	<ul style="list-style-type: none"> <li>• Toll split across four segments: amount paid depends on number of segments traveled.</li> <li>• Most flexible for traffic operations management.</li> <li>• More complex pricing structure to communicate to users.</li> </ul>
Alternative 5: Single zone toll - Stafford Road to OR 213	<ul style="list-style-type: none"> <li>• One toll rate for all trips entering toll zone.</li> <li>• Through trips pay the same as local access trips.</li> <li>• More complex implementation because of the multiple toll points.</li> </ul>
No Action	<ul style="list-style-type: none"> <li>• No toll on I-205.</li> </ul>

All alternatives were developed with toll rates set to generate net toll revenue sufficient to fund the following:

- Tolling infrastructure and system.
- Seismic upgrade and reconstruction of the Abernethy Bridge.
- Third lane construction on I-205 between Stafford Road and OR 213, including associated overpass/underpass and interchange improvements.

As of the close of the comment period on October 16, 2020, no decision on the use of toll revenue had been made. The Oregon Transportation Commission adopted a policy concept in September 2020 that all toll revenue collected in a corridor will be invested in the corridor in which it was collected

In advance of this engagement, ODOT compared and scored the five draft tolling alternatives against one another using the following screening criteria:

- Transportation demand.
- Traffic on I-205.
- Diversion effects.
- Cost and revenue.
- Implementation and operation.

ODOT scored the alternatives comparatively on a scale of “much worse” to “much better” as documented in the draft Comparison of Screening Alternatives Technical Report, included in Attachment A. ODOT’s assessment identified Alternative 3 and Alternative 4 as the two alternatives that would best meet the screening criteria. As such, ODOT recommended these two alternatives be carried forward into the draft environmental assessment for further study, along with a No Action Alternative.

It is important to note that a more in-depth analysis of each of the alternatives carried forward will be performed in the next phase of the NEPA process, including detailed modeling to understand changes to traffic patterns and potential impacts and benefits to social and environmental resources.

ODOT requested comments on the presented range of draft alternatives, as well as the screening process and the alternatives recommended for further study in the environmental assessment. These comments will be considered in determining which alternatives are studied in the environmental assessment

### **2.2.3 Topics to be Studied or Issues to be Considered in the NEPA Process**

In addition to requesting specific feedback on the prepared draft documents, as described in Sections 2.2.1 and 2.2.2, ODOT also asked the public, agencies, and tribes what else should be considered during the study of tolls on I-205.

ODOT also sought public input to inform development of the Project, Project evaluation criteria, performance measures, and community mobility and equity priorities, including the agency’s approach to equitable engagement and achieving equitable outcomes.



### 3 AGENCY AND TRIBAL COORDINATION

This section describes ODOT and FHWA's coordination with agencies and tribes as part of the engagement efforts for the Project.

#### 3.1 Agency Coordination

##### 3.1.1 Participating Agencies

ODOT and FHWA identified 43 federal, state, regional, and local agencies with a potential interest in the Project and invited them to serve as Participating Agencies in the NEPA process. Agencies received an invitation letter from FHWA, accompanied by the draft Purpose and Need Statement, draft Comparison of Alternatives Report and Executive Summary, and a draft Agency Coordination Plan.

Agencies were invited to attend a virtual meeting, held on August 12, 2020, to learn about the Project, understand the role of Participating Agencies, and ask questions. Representatives from 15 agencies attended the meeting. They were also notified of the Project website, online open house, survey, and the series of public webinars. ODOT requested that agencies submit comments on the draft Purpose and Need Statement, the range of alternatives, and issues or concerns to consider in the NEPA process. Attachment D includes a summary of the Participating Agency coordination meeting. The presentation for the meeting was similar to the presentation for the public webinars (included in Attachment A).

Seventeen agencies accepted the invitation to serve as Participating Agencies, as discussed in Section 8 and documented in the Project's Agency Coordination Plan.

In addition to the August 12, 2020, Participating Agency coordination meeting, ODOT also coordinated with agencies through public meetings and briefings and Project working groups, as described in Section 4.1.1.

##### 3.1.2 Project Working Groups

For purposes of the Project, ODOT convened three working groups, composed of staff from partner agencies:

- **Regional Partner Agency Staff:** This group is composed of partner agency staff represented on the Region 1 Area Commission on Transportation, Metro Joint Policy Advisory Committee on Transportation, and Southwest Washington Regional Transportation Commission. This group meets in advance of Region 1 Area Commission on Transportation meetings to hear Project updates and provide input on information that the Region 1 Area Commission on Transportation may request.
- **Regional Modeling Group:** This group is composed of partner agency staff members with a technical understanding of transportation modeling to provide input on the modeling approach for the Project.

- **Transit and Multimodal Working Group:** This group is composed of partner agency staff members with knowledge of the local transit, pedestrian, and bicycle system to provide input on how these elements could be affected by or be incorporated into the Project approach.

Prior to and during this engagement, ODOT met with each of these groups to provide Project updates, answer questions, and encourage agencies to submit comments during the public comment period. Attachment D contains summaries of these meetings, including comments and discussion.

### **3.2 Tribal Consultation**

The following seven Native American tribes with a potential interest in the Project were also invited to serve as Participating Agencies:

- Confederated Tribes of the Grand Ronde Community of Oregon.
- Confederated Tribes of the Siletz Indians.
- Confederated Tribes of the Umatilla Indian Reservation.
- Confederated Tribes of Warm Springs Reservation of Oregon.
- Confederated Tribes and Bands of the Yakama Nation.
- Cowlitz Indian Tribe.
- Nez Perce Tribe.

No tribes accepted the invitation to serve as a Participating Agency. ODOT and FHWA will initiate formal government-to-government consultation with these tribes.

## **4 PUBLIC AND STAKEHOLDER INVOLVEMENT**

### **4.1 Outreach Overview**

Information was shared digitally through the Project website, online open houses, briefings, Project working groups, advisory committee meetings, and community webinars. To help ensure that information was engaging in these digital formats, Project information was shared in a variety of ways using graphics and videos. Project staff provided presentations throughout this engagement to many partner and community groups in and around the I-205 corridor, as well as to the Oregon Toll Program’s Equity and Mobility Advisory Committee and ODOT’s Region 1 Area Commission on Transportation. Public feedback was collected primarily through an online survey. Partner agencies and members of the public also had the opportunity to review information and share comments with ODOT directly via email, web comment form, voicemail, or comments at stakeholder briefings.

To more equitably share information and capture responses within the community, Project materials and the online survey were translated into multiple languages that are spoken within the Project region: Simplified and Traditional Chinese, Russian, Spanish, and Vietnamese. Spanish is the most common language spoken at home besides English throughout the region (8%) and the others are spoken by less than 3% of the population. Community liaisons helped to work with different language communities within the Portland metro area to share Project information and collect feedback during this engagement.

#### **4.1.1 Input Opportunities**

##### **PROJECT WEBSITE**

The Project website, [www.OregonTolling.org](http://www.OregonTolling.org), provided information about the Project and ways to get involved. Visitors could access Project information, including materials presented to the Projects’ Equity and Mobility Advisory Committee, fact sheets (in multiple languages), and answers to frequently asked questions. The website also provided links to the online open house, Project email address, web comment form, and voicemail line. Technical memos and draft documents for review also were available.

##### **ONLINE OPEN HOUSE AND ONLINE SURVEY**

Between August 3 and October 16, 2020, ODOT hosted an online open house. This temporary, interactive website included eight virtual “stations” with informational videos and documents about modern tolling; the Project; the draft Purpose and Need Statement; and the proposed alternatives. The site also included an online survey that served as the primary tool for collecting stakeholder and public feedback. The online survey included multiple choice and write-in questions along with some images and diagrams. About 7,600 unique visitors accessed the English language site and about 2,000 unique visitors accessed the Spanish language site.

**WEBINARS**

Three informational webinars were held via Zoom and streamed live on YouTube to provide a Project overview and information. The presentation content at the three webinars was identical and is included in Attachment A. During each webinar, the Project team posed questions using “Poll Everywhere,” a texting tool to promote interaction and feedback. Participants could ask questions via chat and email. These were answered in real time by the Project team. Webinars were recorded and posted to the Project website so that members of the public could view them at a later date. Table 4-1 provides an overview of attendance and viewership at the three webinars.

**Table 4-1. Webinar Date and Viewership**

Webinar Date and Time	Webinar Attendees (Zoom webinar)	Livestreaming Views (YouTube)	Post-Event Views (YouTube)
Wednesday, August 12, 2020 12:00 - 1:00 p.m.	33	9	267
Tuesday, August 18, 2020 4:00 - 5:00 p.m.	41	19	87
Thursday, August 20, 2020 6:30 - 7:30 p.m.	18	7	117

**COORDINATION WITH COMMUNITY LIAISONS AND MULTI-LINGUAL ENGAGEMENT**

The Project team worked with community engagement liaisons to connect with multilingual audiences that historically have not been engaged by transportation projects during planning. The community engagement liaisons provided in-language Project information to communities throughout the region. The Project team provided fact sheets and surveys translated into Spanish, Russian, Vietnamese, Simplified Chinese, and Traditional Chinese to the community engagement liaisons, who then distributed them to community members. The community engagement liaisons interacted with service providers, freight haulers, I-205 commuters, schools, and online Facebook groups. This engagement led to many conversations and questions among community members. Some of this engagement did not result in a completed survey.

ODOT translated the entire online open house into Spanish and advertised the Spanish site through in-language print and digital ads in Spanish language publications (digital, print, and radio). ODOT also translated a flyer with Project information into Spanish, Russian, Vietnamese, Simplified Chinese, and Traditional Chinese.

**COORDINATION WITH COMMUNITY-BASED ORGANIZATIONS AND PARTNER AGENCIES**

In an effort to reach community members who may not use ODOT’s existing communication platforms, ODOT coordinated with community-based organizations and partner agencies to share notifications about the comment period. These outreach tactics included the following:

- Emailing an outreach toolkit with fact sheet, flyer, sample news article, and sample social media posts to more than 100 community groups and neighborhood organizations.
- Making telephone calls to about 20 community organizations that support historically and currently excluded and underserved populations to alert them to the comment period, the toolkit, and informational resources in non-English languages.
- Distributing flyers containing information about the Project and the comment period in English and Spanish to the Borland Road Free Clinic and Tualatin School House Food Pantry along I-205.

### **PUBLIC MEETINGS AND ADVISORY COMMITTEE MEETINGS**

Project staff presented information and answered questions about the Project at 27 meetings of regional policy groups, boards, councils, and community and business organizations. The presentations focused on the draft Purpose and Need Statement and initial toll alternatives. All the presentations were conducted via online meeting platforms and most were live streamed to a public audience. Attachment D provides summaries of these briefings, including comments and questions.

For purposes of the Oregon Toll Program, ODOT convened an Equity and Mobility Advisory Committee. This committee is a group of individuals with professional or lived experience in equity and mobility coming together to advise the Oregon Transportation Commission and ODOT on how tolls, in combination with other demand management strategies, can include benefits for communities that have been historically and currently excluded and underserved by transportation projects. The committee will consider needs and opportunities for achieving community mobility and equity priorities as part of the NEPA process for toll implementation. The committee will advise on the equity foundation of these toll projects, including guidelines, strategies and processes. Members of the public are invited to attend committee meetings via the live stream and provide public comment at the meetings or by email to the committee. The Equity and Mobility Advisory Committee met twice during this engagement.<sup>9</sup>

The Region 1 Area Commission on Transportation is a standing committee that advises the Oregon Transportation Commission on transportation issues in ODOT Region 1 (Portland metro area). The committee is composed of 31 voting members including (but not limited to) private industry, transit agencies, stakeholders and elected officials. Members of the public are invited to attend Region 1 Area Commission on Transportation meetings via the live stream and provide public comment at the meetings or by email to the committee. The Region 1 Area Commission on Transportation met twice during this engagement.<sup>10</sup>

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<sup>9</sup> Meeting summaries for the two meetings of the Equity and Mobility Advisory Committee that occurred during the comment period not included here because their discussions were not focused issues specific to the I-205 Toll Project engagement. Public comments that were addressed to the committee are included as part of this summary.

<sup>10</sup> Summaries of the Region 1 Area Commission on Transportation from August and October 2020 are included in Attachment D.

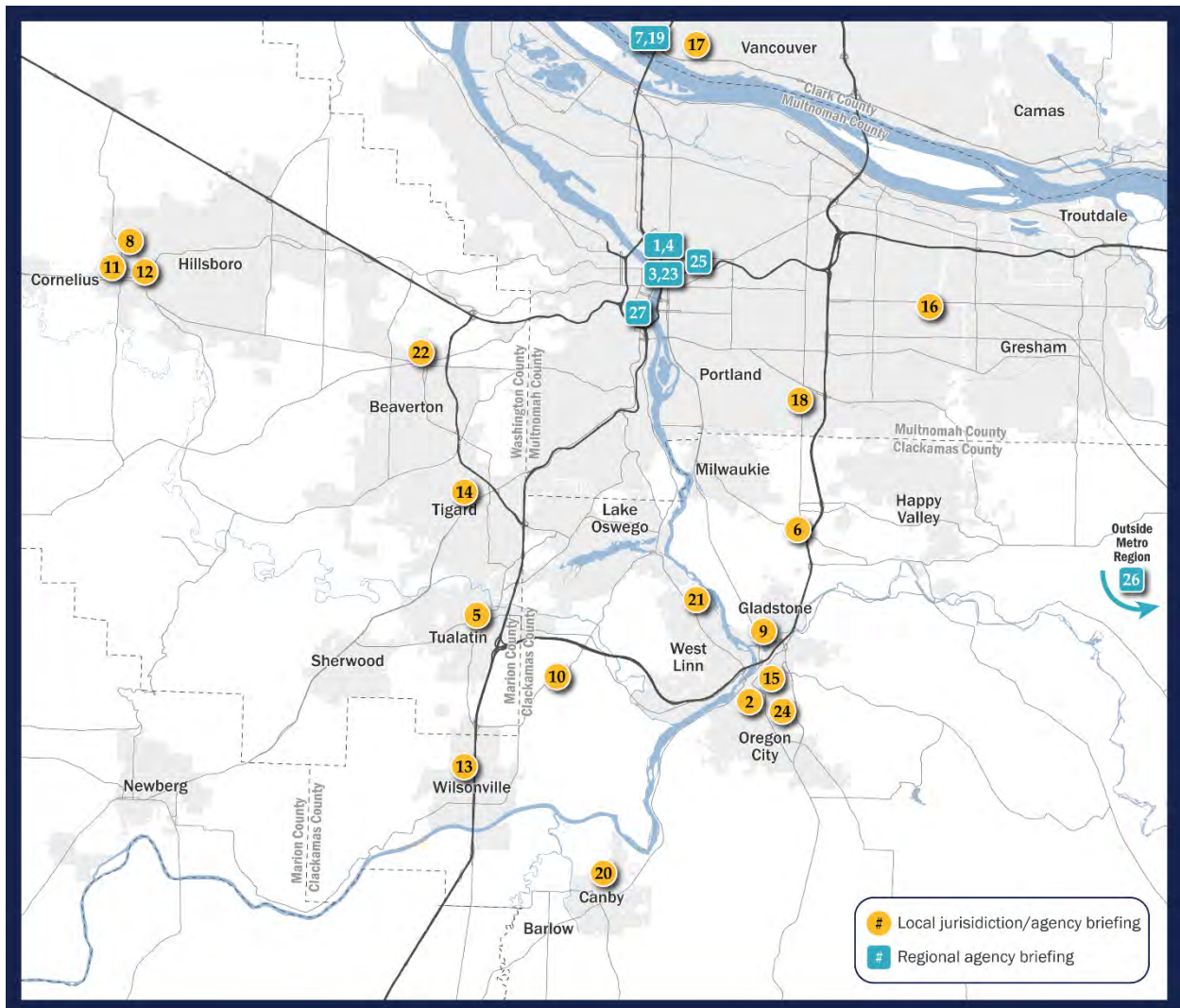
ODOT also participated in virtual meetings held by partner agencies and presented Project information. Most of these meetings were open to viewing by the public. ODOT presented to the organizations listed in Table 4-2 and mapped in Figure 4-1.<sup>11</sup>

**Table 4-2. Community Briefings**

Number on Figure 4-1	Location/Organization	Date
1	Metro Transportation Policy Alternatives Committee	July 10
2	Clackamas County Diversion Committee Staff	July 13
3	Metro Joint Policy Advisory Committee on Transportation	July 16
4	Metro TPAC	July 22
5	City of Tualatin	July 27
6	North Clackamas Chamber of Commerce	August 3
7	SW Washington Regional Transportation Council	August 4
8	Washington County Coordinating Committee TAC	August 6
9	City of Gladstone	August 11
10	Stafford Hamlet	August 11
11	Washington County Board of Commissioners	August 11
12	Washington County Coordinating Committee	August 17
13	City of Wilsonville	August 17
14	City of Tigard	August 18
15	City of Oregon City	August 19
16	East Portland Action Plan	August 19
17	City of Vancouver	August 24
18	Lents Neighborhood Association	August 25
19	SW Washington Regional Transportation Council	September 1
20	City of Canby	September 2
21	City of West Linn	September 8
22	Westside Transportation Alliance	September 9
23	Metro Joint Policy Advisory Committee on Transportation	September 17
24	Clackamas County Coordinating Committee TAC	September 22
25	Metro Council	September 24
26	Region 5 Area Commission on Transportation	October 1
27	TriMet Equity Advisory Committee	October 13

<sup>11</sup> A few engagement activities, more specifically presentations at public meetings, occurred in July 2020 prior to the start of the formal comment period. At these presentations, participants were notified of the starting date for the formal comment period, and the launches of the online open house and online survey, which were August 3, 2020.

**Figure 4-1. Community Briefings**



**OTHER INPUT METHODS**

Community members could also provide input by sending emails or letters to the Project team, submitting a comment through the Project website, emailing [OregonTolling@odot.state.or.us](mailto:OregonTolling@odot.state.or.us), or leaving a voicemail on the Project phone line at 503-837-3536.

**4.1.2 Comment Period Notification Methods**

Public notification of the engagement opportunities occurred through several channels as described in the sections below. Attachment A provides copies of all notifications published or posted by ODOT.

### **NEWS RELEASE AND E-NEWSLETTERS**

ODOT regularly sends communications to interested parties through electronic email newsletter lists. The following communications about this engagement were sent multiple times to email lists in 2020:

- A news release distributed statewide and to the Project email list on August 3, which reached about 6,700 subscribers.
- Toll Project eNews delivered to Project listserv on July 17, August 11, September 11, and September 18 to more than 4,500 subscribers.

### **SOCIAL MEDIA POSTS**

ODOT used its existing agency social media accounts to communicate about this engagement. Social media notifications included the following:

- 1 ODOT Facebook Post, with more than 18,000 video views, more than 230 reactions, more than 420 comments, and more than 120 shares.
- 3 ODOT Facebook events for the public webinars with 408 guest RSVPs.
- 3 ODOT Twitter tweets, with approximately 20,000 views, 27 comments, and 11 shares.
- 1 ODOT LinkedIn post, with 687 views, 13 likes and 1 comment.
- Social media posts from partner agencies and media, including KGW, BikePortland and Canby Now.

### **PAID ADVERTISING**

ODOT placed print and digital advertisements to reach an expanded audience during this engagement, as listed in Table 4-3 through Table 4-6. Figure 4-2 shows samples of these advertisements. The purpose of placing advertisements was to make the broader community aware of the Project while encouraging those who were interested to participate in the comment period. Attachment A includes copies of all advertisements published or posted by ODOT.



**Table 4-3 Digital/Radio Media Outlet Advertisement Reach**

Media Outlets	Average Reach	Runtime	Performance
Portland Observer	44,000 weekly unique site visits	8/5 – 8/11, 8/26 – 9/1	5,000 impressions
The Skanner	150,000 unique monthly site visits	8/5 – 9/4	1,901,305 impressions, 1,677 ad clicks
El Latino de Hoy	5,100 unique monthly site visits	8/5 – 9/4	Not available (publication does not provide analytics)
Pamplin Media: <ul style="list-style-type: none"> <li>• The Times (Tigard, Tualatin, Sherwood)</li> <li>• West Linn Tidings</li> <li>• Canby Herald</li> <li>• Clackamas/Oregon City News</li> </ul>	64,700 daily readers	8/3 – 9/16	431,000 impressions, 925 clicks
Oregon City News e-blast (Pamplin Media)	26,000 emails sent on average per blast	8/13, 8/20, 8/27, 9/3, 9/10	3,657 emails opened on average per blast
93.1 El Rey (Spanish language radio)	160,000 listenership	8/31-9/13 thirty, sixty second spots radio and streaming	No data available

**Notes:**

Impressions: Number of times a page is loaded/number of times a user potentially sees an ad on their screen.

Unique site visits: Number of unique individuals that visit a website within a specific timeframe.

Reach: Estimated number of individuals or readership of a publication during the time period.

**Table 4-4 Print Media Outlet Advertisement Reach**

Media outlets	Reach	Runtime
The Asian Reporter	20,000 monthly copies	2 monthly issues (8/3 and 9/7)
El Latino de Hoy	25,000 weekly copies (90,000 weekly readers)	2 weekly issues (8/5, 8/26)
(Pamplin Media) The Times (Tigard, Tualatin, Sherwood)	12,730 copies/29,280 readers	1 weekly issue (8/6)
(Pamplin Media) West Linn Tidings	4,070 copies/9,360 readers	1 weekly issue (8/13)
(Pamplin Media) Canby Herald	5,635 copies/12,960 readers	1 weekly issue (8/5)
(Pamplin Media) Clackamas/Oregon City	17,700 copies /40,800 readers	1 weekly issue (8/12)

**Table 4-5 Facebook Advertisement Reach**

	Reach	Impressions	Clicks (all)	Post Reactions	Post Shares	Link Clicks
English	78,671	267,037	5,914	259	56	2,638
Spanish #1	58,126	201,761	7,761	237	58	3,786
Spanish #2	25,424	47,873	1,199	61	19	518
<b>All</b>	<b>110,046</b>	<b>516,671</b>	<b>14,874</b>	<b>557</b>	<b>133</b>	<b>6,942</b>

**Table 4-6 Twitter Ad Reach**

Language	Impressions	Engagements	Link Clicks
English	82,827	3,071	2,830

**Figure 4-2. Digital Advertisements (Facebook, El Latino de Hoy, and Portland Observer)**



**MEDIA AND BLOG COVERAGE**

Local media that covered Project engagement included the following:

- News stories from several sources, including KGW, KOIN, KXL, Landline Media, Canby First, Portland Tribune, The Times (Tigard, Tualatin, Sherwood), Transport Topics, Portland Business Journal, and the Southeast Examiner
- Stories on local blogs including Bike Portland and Clark County Today
- Posts on local jurisdiction websites including City of West Linn, Beaver Creek Hamlet, Tualatin Life, Clackamas County, and City of Oregon City
- Posts on association websites including Alliance for Toll-Free Interstates and National Motorists Association

### 4.1.3 By the Numbers

Table 4-7 shows the comment source and number of comment submittals by source, with a total of 4,644 comment submittals received. As shown in this table, the online survey was the largest source of public comments.

**Table 4-7 Number of Comment Submittals Received**

Comment Source	Number of Comment Submittals
English online survey	3,743
Spanish online survey	79
Vietnamese online survey	68
Russian online survey	72
Simplified and Traditional Chinese surveys	110
Webinars	109
Briefings and presentations	165
Committee public comments	35
Letters	22
Email and web comment form	239
Voicemail	2
<b>Total comment submittals received</b>	<b>4,644</b>

## 4.2 Methodology for Analyzing Comments

The Project team analyzed the 4,644 comment submittals received through the online survey and via email, voicemail, letter, and during webinars and presentations. The purpose of the analysis was to identify key themes and connections between comment topics and demographic groups to inform decision-making for this phase and future phases of the Project.

### 4.2.1 Data Integrity

The online survey included 17 questions: seven demographic questions, five Project-related multiple-choice questions, and five open-ended (write-in) questions. The survey collected feedback on the use of I-205, the concerns and opportunities with tolls, the draft Purpose and Need Statement, the draft Project goals, and the draft tolling alternatives.

The goal of this engagement was to garner participation and engage and learn from as many members of the broader public as possible. Multiple comments could have been received from one person if they participated in multiple engagement activities. Responses to the survey were not limited by the Internet Protocol (IP) address so that multiple members of the same household or workplace could submit feedback. No evidence of intentional multiple submissions was found when the Project team reviewed data by IP address.

The survey results are not statistically representative, meaning the respondent sample is not predictive of the opinions of the Portland metro area population as a whole.<sup>12</sup>

#### 4.2.2 Analysis of Open-Ended Questions

The responses to open-ended survey questions via letters, voicemails, and emails were categorized based on thematic topic. Comment submittals were categorized into multiple themes if more than one topic was discussed. Most submittals referred to multiple topics. In general, the issues and questions raised in the comments did not differ significantly among the different submission sources (for example, survey, letter, email). Consequently, themes from all responses to open-ended questions are summarized together. Section 5 through Section 9 describe the main themes and messages of the comments received. For the purpose of this summary, every comment has value, whether it is stated only once or multiple times; Attachment D includes all comments received during this engagement.

#### 4.3 Geography and Demographics of Survey Respondents

ODOT asked respondents to self-report demographic data to understand if the responses were comparable to the population at large. Respondents could choose to not answer the demographic questions. Demographics of survey responses were compared to U.S. Census Bureau American Community Survey data (2014 to 2018) for the Portland metro area, composed of Clark County, Multnomah County, Washington County, and Clackamas County. Overall, certain demographic groups are overrepresented in the survey responses (Table 4-8). This is called out where applicable in the following sections.

**Table 4-8 Location of Survey Respondents**

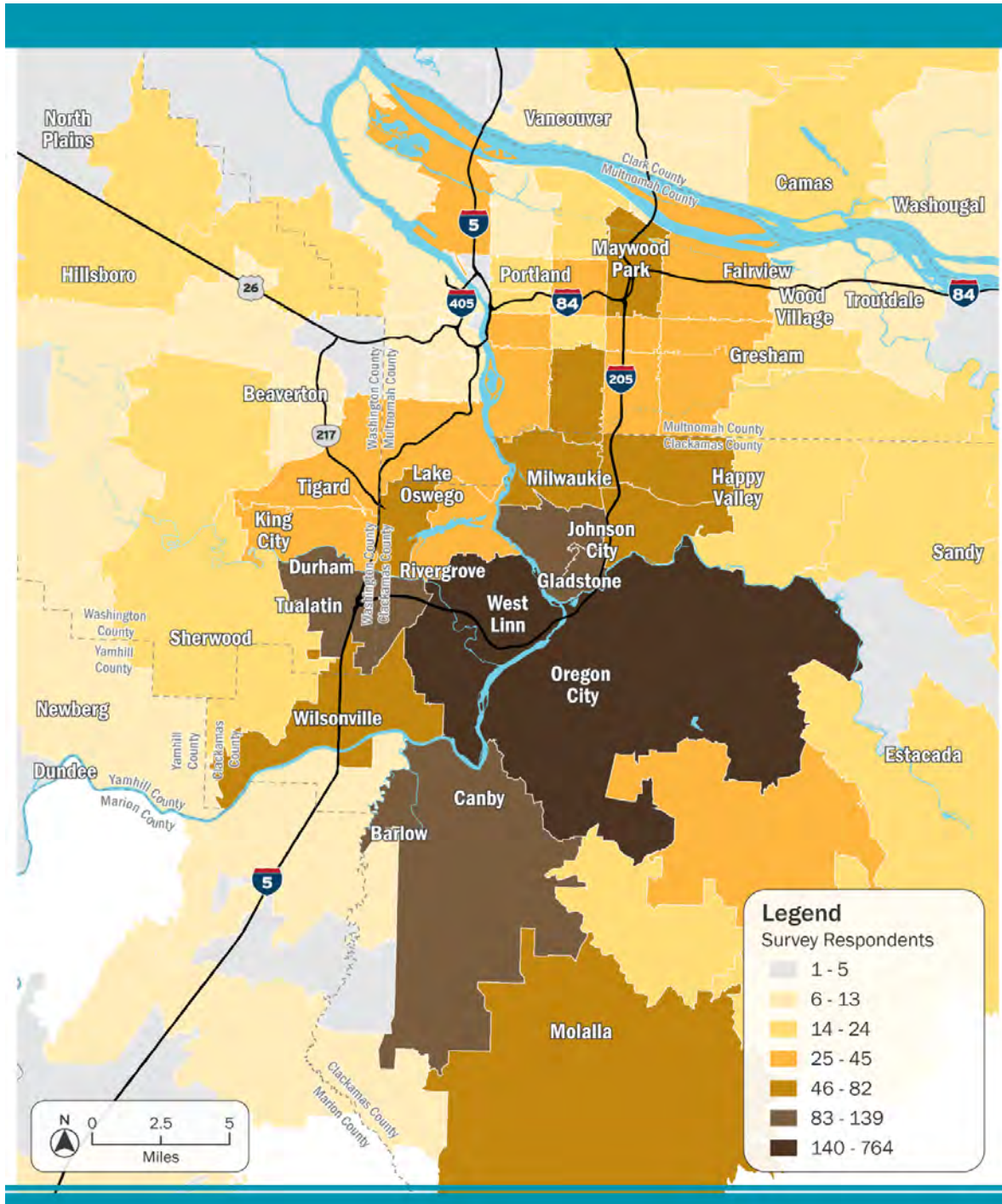
Location	Total Population	% of Portland Metro Area Population	Survey Responses	% of Survey Responses
<b>Total</b>	<b>N/A</b>	<b>N/A</b>	<b>4,072</b>	<b>100%</b>
Portland Metro Area	2,251,640	100%	3,311	81%
Clark County	465,384	21%	138	3%
Multnomah County	798,647	35%	709	17%
Washington County	581,821	26%	281	7%
Clackamas County	405,788	18%	2,183	54%
Marion County	335,553	N/A	74	2%
Other Counties (or no ZIP code provided)	N/A	N/A	687	17%

<sup>12</sup> The survey and comment period were open to anyone who wanted to participate. Respondents do not represent a random sampling of households in Clackamas County or the Portland metro area and therefore are not statistically representative of the population as a whole.

### 4.3.1 Geography

Online survey respondents were asked to provide their ZIP code. Approximately 3,800 respondents provided a ZIP code. Of these, 77% live in the four primary counties that comprise the Portland metro area. The following heat map (Figure 4-3) shows the distribution of survey responses by ZIP code.

Figure 4-3. Heat Map of Survey Responses by ZIP Code



**4.3.2 Race/Ethnicity**

Most (54%) of survey respondents identified as white (Table 4-9). The second- and third-most selected race/ethnicity identifiers were “Prefer not to answer” (24.5%) and “Prefer to self-describe” (8.4%). Overall, people who identified as Hispanic or Latin American were likely underrepresented in the survey responses compared with census data for Clackamas County, where the Project is located, or the Portland metro area as a whole as shown in Table 4-9.

**Table 4-9. Race/Ethnicity of Survey Respondents Compared to the Portland Metro Area and Clackamas County**

Race/Ethnicity	Survey Respondents <sup>1</sup>	Clackamas County	Portland Metro Area
American Indian/Alaskan Native	3%	1%	1%
Asian	6%	4%	7%
Black/African-American	4%	1%	3%
Hispanic/Latino <sup>2</sup>	6% <sup>3</sup>	9%	12%
Native Hawaiian/Pacific Islander	1%	0%	1%
Slavic	2%	N/A	N/A
Middle Eastern	1%	N/A	N/A
White	54%	88%	81%
No response/other	33%	N/A	N/A
Some Other Race	N/A	2%	3%
Two or More Races	N/A	4%	5%

<sup>1</sup> Survey Respondents” percentages in the above table are based on responses to the following question: “How do you identify your race/ethnicity? (select all that apply)” Total will not equal 100%.

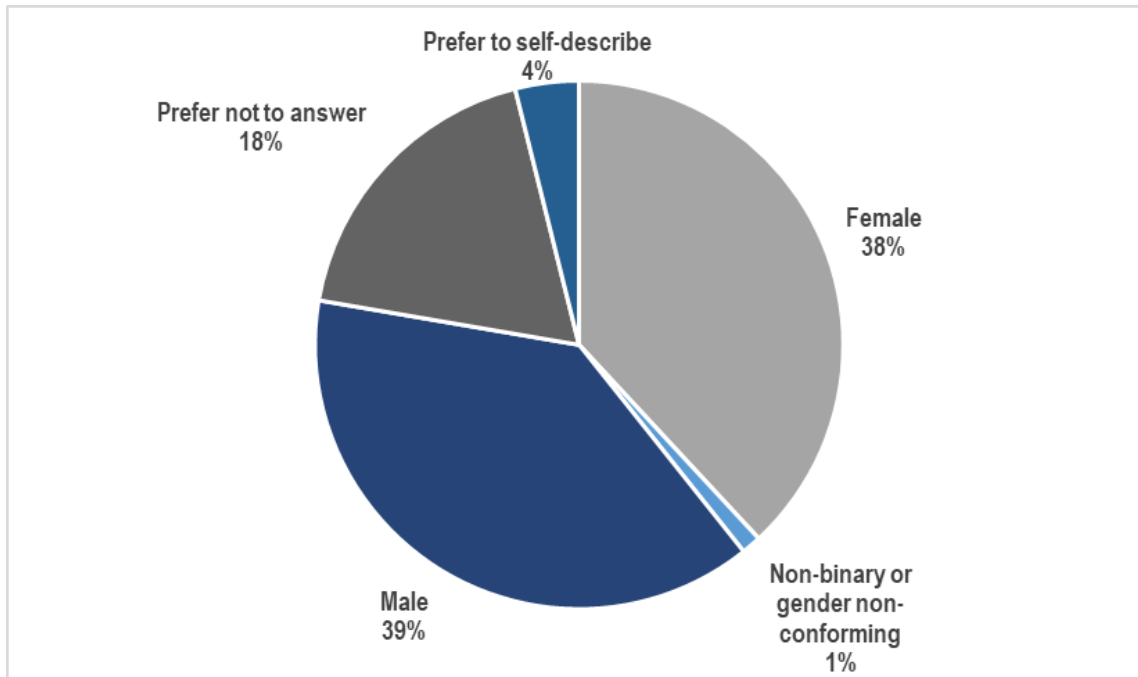
<sup>2</sup> According to the U.S. Census Bureau, Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person’s parents or ancestors before arriving in the United States. People who identify as Hispanic, Latino, or Spanish may be any race.

<sup>3</sup> Composed of survey respondents who identified as Hispanic/Latin American and/or Indigenous Central or South American

### 4.3.3 Gender

As shown on Figure 4-4, approximately 39% of questionnaire respondents identified as male, 38% identified as female, approximately 4% preferred to self-describe, and 1% identified as non-binary or gender non-conforming. Approximately 18% said they preferred not to say.

**Figure 4-4. Gender Identification of Survey Respondents**



### 4.3.4 Age

As shown in Table 4-10, approximately 42% of survey respondents reported their age as 35 to 54, while 14% reported their age as 16 to 34 and 28% as 55 and older. Just under 16% said they preferred not to say. Compared to the Portland metro area, ages 35 to 64 were overrepresented compared to the region as whole.

**Table 4-10. Age of Survey Respondents**

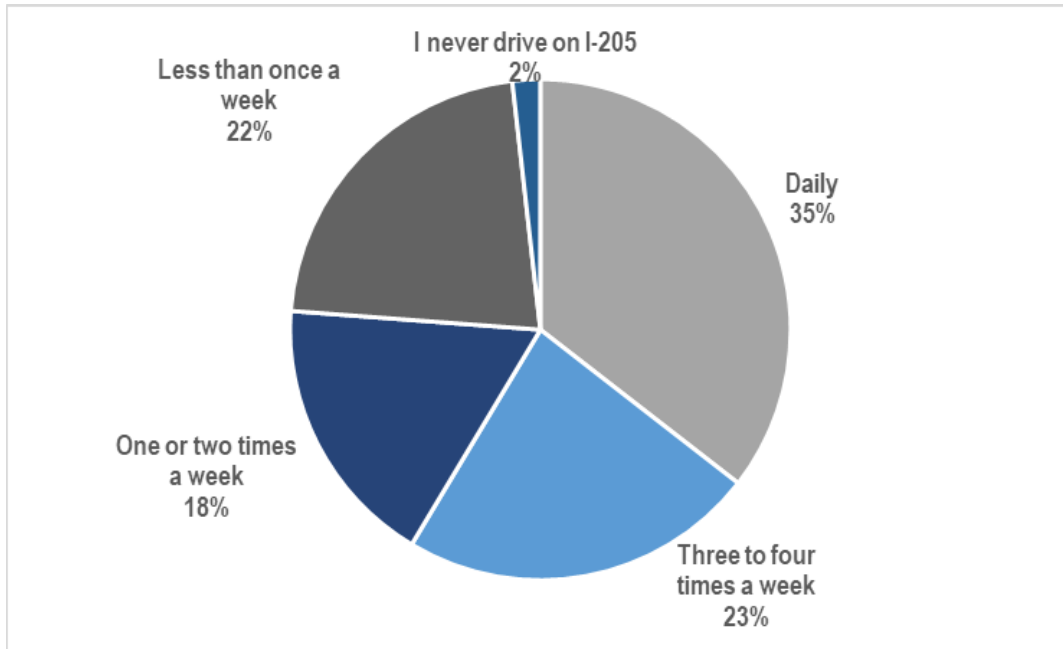
Age	Survey Respondents	Clackamas County	Portland Metro Area
16 to 24	2%	12%	12%
25 to 34	12%	12%	16%
35 to 44	21%	13%	15%
45 to 54	21%	14%	13%
55 to 64	16%	14%	13%
65+	13%	17%	14%
No response/other	16%	18%	18%

Note: The U.S. Census Bureau delineates ages as under 5, 5 to 9, 10 to 14, 15 to 19, 20 to 24, 25 to 34, 35 to 44, 45 to 54, 55 to 59, 60 to 64, 65 to 74, 75 to 84, and 85+. For Clackamas County and Portland metro area demographic data, respondents in the 15 to 19 and 20 to 24 are included in the “16 to 24” range.

### 4.3.5 How Often Respondents Use I-205

More than 3,900 online survey respondents described how frequently they use I-205. Of these, 35% reported using I-205 daily, 23% reported using I-205 three to four times a week, and 18% reported using I-205 one or two times a week, as shown in Figure 4-5. Additionally, 24% reported using I-205 less than once a week or never driving on I-205.<sup>13</sup>

**Figure 4-5. How Often Survey Respondents Use I-205 – All Respondents**



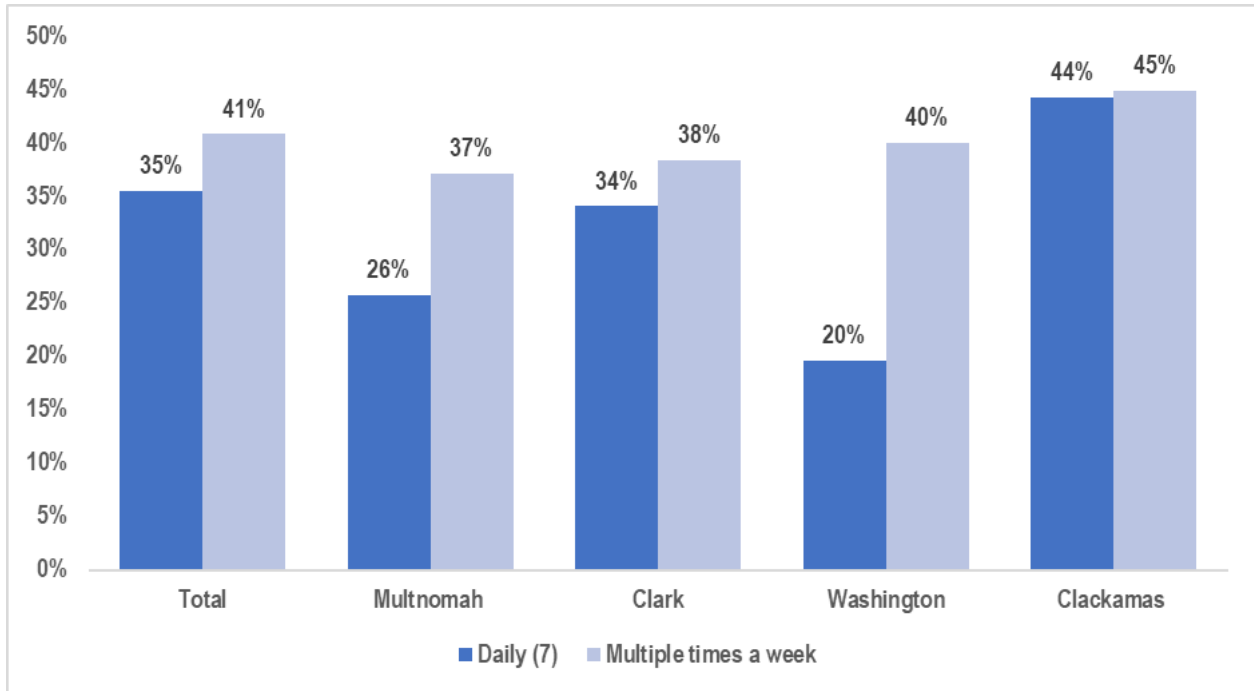
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<sup>13</sup> This survey, including this question, was asked during the COVID-19 pandemic; the question did not differentiate drivers' use before or during the pandemic.)



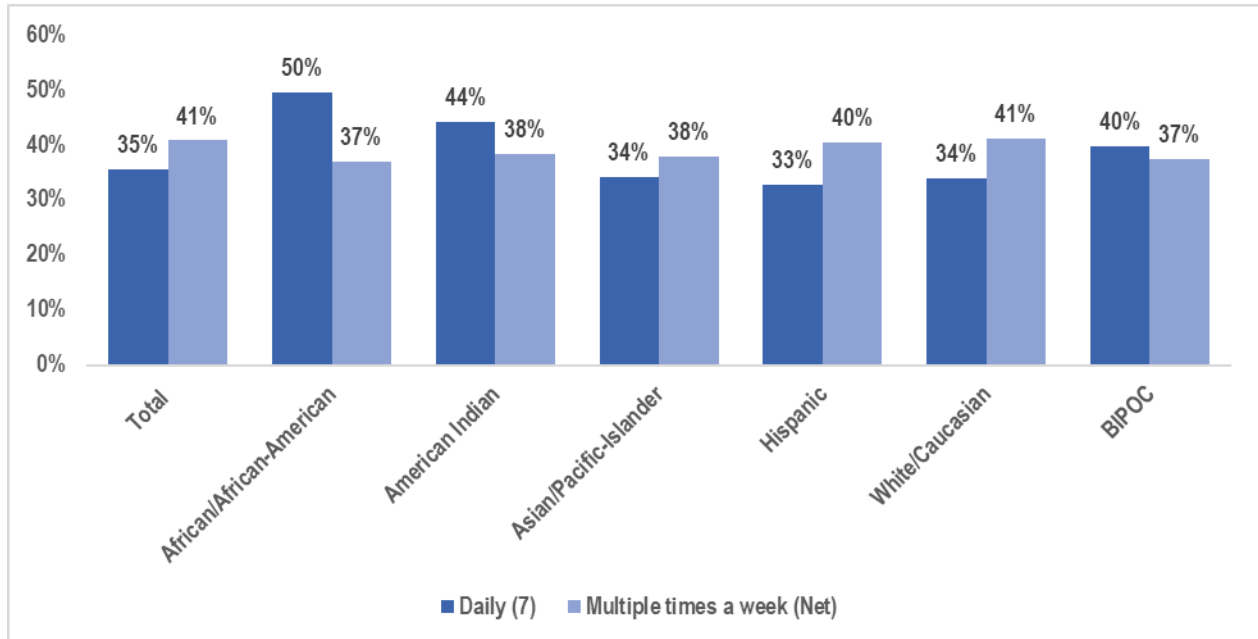
Among respondents by county (Figure 4-6), at 45% Clackamas County residents most frequently identified as daily travelers through the corridor. Among the other Portland Metro counties, Clark County was 34%, Multnomah County was 26%, and Washington County was 20%.

**Figure 4-6. How Often Survey Respondents Use I-205 – by County**



Among respondents by race and ethnicity (Figure 4-7), 50% of respondents who identified as Black/African-American/African traveled the corridor daily, followed by American Indian (44%), Asian/Pacific Islander (34%) and white (34%). Combined, 40% of all Black, Indigenous, and People of Color<sup>14</sup> drivers traveled the corridor daily.

**Figure 4-7. How Often Survey Respondents Use I-205 – by Race and Ethnicity**

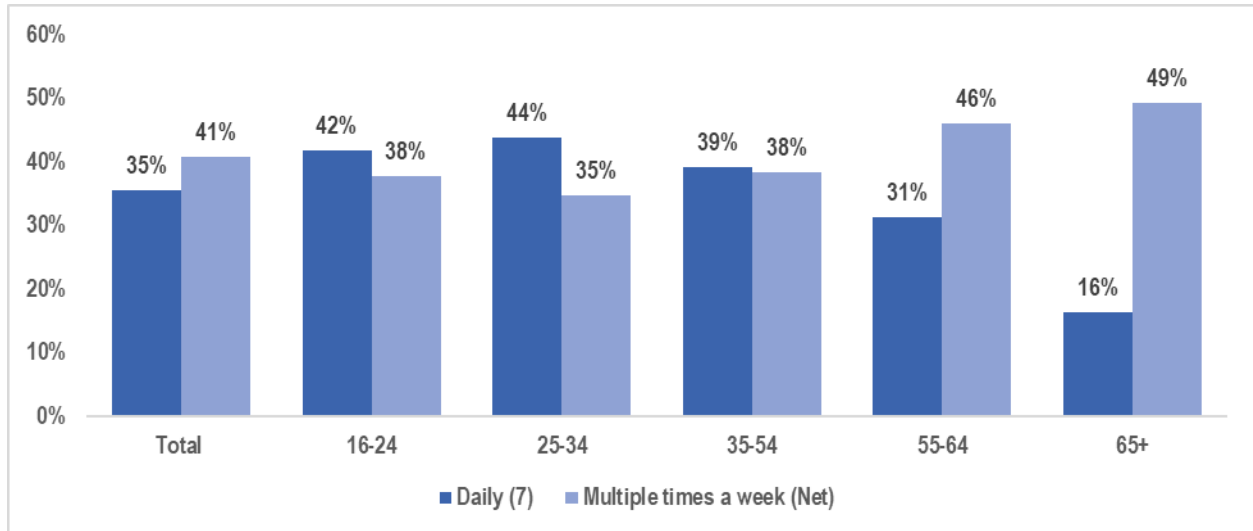


Note: In this figure the BIPOC column represents the combination of all Black, Indigenous, People of Color and recent Slavic immigrants.

<sup>14</sup> Black, Indigenous, and People of Color includes African/African-American, American Indian, Asian/Pacific Islander, and Hispanic/Latin American respondents. In some figures and tables, the acronym “BIPOC” is used to collectively represent these populations. Eighty (80) respondents self-identified as Slavic. Of these 72 completed the survey in Russian and are first generation immigrants who were encouraged to participate by a community liaison. In some cases (as noted in this report), this group was combined with other historically and currently excluded communities in reporting on responses from Black, Indigenous, and People of Color (BIPOC) communities.

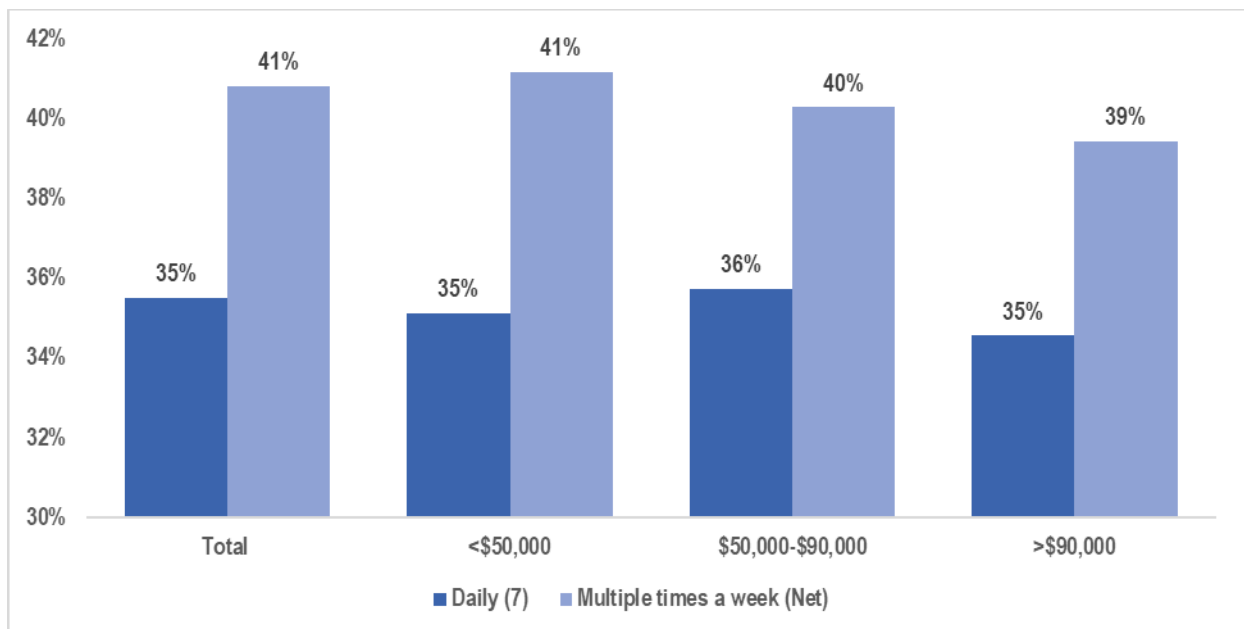
Among respondents by age (Figure 4-8), 44% of respondents aged 25 to 34 traveled the corridor daily, followed by 42% of 16 to 24, 39% of respondents aged 35 to 54, 31% of respondents aged 55 to 64, and 16% of respondents aged 65+.

**Figure 4-8. How Often Survey Respondents Use I-205 – by Age**



Among respondents by income (Figure 4-9), daily travel was similar across all income groups: 36% of those \$50,000 to \$90,000, and 35% in <\$50,000 and >\$90,000.

**Figure 4-9. How Often Survey Respondents Use I-205 – by Income**



## 5 KEY TAKEAWAYS AND THEMES

ODOT specifically asked for feedback on the Project's draft purpose and need, goals and objectives, recommended alternatives, and key issues of concern. While these were the topics on ODOT asked about, respondents provided comments on other topics as well. This section summarizes overarching themes heard during this engagement. Sections 5 through 9 of this report provide additional detail on the findings below. Sections 10 and 11 provide ODOT's responses to comments received.

**A majority of respondents across all demographic groups and commenting methods expressed strong opposition to tolling in general or to the specifics of the Project as it is currently proposed:** Many commenters provided specific and reasoned justifications for their concerns and sentiment. Examples cited included the lack of alternative non-tolled routes or travel modes, lack of knowledge about the specifics of the proposal, the personal financial impact, stated unfairness of tolling this segment of I-205 before other regional highways, and the perceived lack of travel benefits, among other reasons that are detailed in this report.<sup>15</sup> Many other commenters provided no rationale for their opinions. A few agencies expressed support for the concept of tolling.

**Comments and questions submitted reflect respondents' need and desire for additional information as well as misunderstandings with the proposed tolling system:** The lack of Project specifics at this early phase or lack of experience with a tolled system may have led many commenters to oppose the Project. The primary question raised was, "What will tolls pay for?" Other commonly asked questions included "How much will tolls cost?" "When will tolls end?" and "Why is this section of I-205 the first toll project?" These questions indicate a need to better understand and communicate how those who pay the toll will benefit and the financial implications of a toll. Several comments expressed confusion about how congestion could improve if vehicles have to slow down to pay at a toll booth, reflecting misperceptions of electronic toll collection systems.

**Partner agencies and members of the public asked how toll revenue would be spent and provided expenditure recommendations.** Comments also made it clear that many people need more information on the decision-making process for funding and prioritizing infrastructure projects. Respondents did not acknowledge that existing funding for ongoing maintenance and freeway improvement projects may not meet the needs of the facility. People expressed frustration that they did not recall having approved tolling, indicating an apparent need for more information about the decisions made in the Oregon Legislature's authorization of House Bill 2017.

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<sup>15</sup> Demographic data was collected in the online survey and analyzed with regards to survey responses. Statements in this report about demographic data do not reflect input collected through other means, such as letters, emails, and voicemails.

**Respondents requested clarity on the relationship of the I-205 Toll Project to the I-205 Improvements Project.** Some commenters said they would be more likely to support a toll if they understood how the revenue would be spent and suggested expanding capacity or widening of I-205. Agency comments were more explicit in requesting clarification on the relationship between the I-205 Toll Project and the I-205 Improvements Project. Agencies expressed a desire for more certainty on whether tolls would be used to fund the widening and seismic improvements proposed for the I-205 Improvements Project. They also suggested that ODOT continue to pursue other (non-toll) state and federal funding sources for the I-205 Improvements Project. Further, agencies requested clarification on whether the traffic modeling for the no toll alternative (as required for study in NEPA) assumes that the I-205 Improvements Project would be built even if no toll is implemented.

**Commenters expressed numerous concerns with potential effects to quality of life, safety and air quality from I-205 traffic potentially rerouting onto local roadways to avoid a toll.**

Respondents said tolls would increase congestion on routes that already experience a high level of diversion during peak travel times and would increase wear and tear on local roadways. Commenters said alternative travel routes lack sidewalks and are used by school children. These commenters said pedestrian safety would be compromised from the added traffic. Concerns about diversion were prevalent as one of the top three issues across all demographic groups; older, higher-income commenters from Clackamas County were particularly concerned about impacts of diversion. Many partner agencies also raised concerns about diversion and the lack of specific data at this point in time.

**The perceived lack of fairness of tolling I-205 was one of the top areas of concern identified across all demographic groups, but particularly among residents of West Linn, Oregon City, and other parts of Clackamas County.** Respondents expressed frustration that this section of I-205 is proposed for tolls first with the sentiment that these tolls would place an unfair burden on their communities. Commenters said this is not the worst area in the region for congestion. They said sufficient alternative routes to daily destinations (school, work, etc.) or viable alternative travel modes are lacking in the Project area. Respondents also expressed frustration that funding exists for other major infrastructure projects in the region—such as the I-5 Rose Quarter Project and the OR 217 Auxiliary Lanes Project—but not for the I-205 Improvements Project. Agencies expressed concern about why this segment of I-205 is proposed for the first tolling project and requested a regionwide discussion before tolls are implemented on segments of a specific roadway.

The concept of fairness often was combined or confused with equity, which was defined for this purpose as the potential for certain groups or communities to experience disproportionate outcomes and impacts from tolling. Responders from households earning less than \$50,000 per year identified fairness as one of their top concerns.

**Commenters expressed concerns that tolls would be a financial hardship for their households or for households experiencing low income.** Some commenters said individuals who have the least flexibility in their work schedules and cannot telework—such as service industry and medical staff—are also the least able to afford tolls. Commenters identified a need to avoid placing burdens on people who experience low income. Other economic concerns included worries about impacts to local businesses near the tolled area of I-205 and impacts to the freight industry that travels on I-205. For respondents with household income less than \$50,000 per year, top comments and concerns included an opposition to tolling, fairness, the need to minimize burdens on people experiencing low income, and the need to provide for alternative non-tolled transportation routes.

**Recommendations for the environmental review process centered on adding Project alternatives, including consideration of a “no toll” alternative, which is required.** Many commenters said the Project needs to consider a “no toll” alternative (which is required), while agencies suggested additional alternatives to study. Repeated suggestions included advancing Alternative 5 (in addition to Alternative 3 and Alternative 4)<sup>16</sup> and extending the endpoints of the tolled area.

Agencies also provided suggestions on two additional concepts or components to incorporate into the draft Purpose and Need Statement: advancing equity and transportation demand management. Comments from members of the public also included sentiments around equity and voiced their concerns about the disproportionate burden tolls may pose to low-income drivers.

**Toll discounts, maintaining functional toll-free routes and enhancing multimodal transportation options were among the top ideas to address the potential for negative impacts from tolls.** These ideas closely mirror the findings from the 2017-2018 Value Pricing Feasibility Analysis, which guided the development of the proposed Project. Respondents offered numerous suggestions on how impacts of tolls could be lessened. Specific suggestions included the following:

- Toll discounts, toll exemptions or income tax deductions for local residents and/or low-income drivers.
- A toll rate that varies by time of day.
- A daily, monthly, or annual cap on toll rates (or option to purchase a daily/monthly/annual toll pass).
- Fixing local roads before tolls are implemented so they can better serve as alternative routes.
- Addition and/or improvement of bicycle and/or pedestrian infrastructure.
- Adding lanes (widening) on I-205.
- Increased transit services.
- An option to pay by cash to protect privacy.

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<sup>16</sup> See Section 2.2.2 for a description of each of the preliminary alternatives.

Commenters noted a lack of viable public transportation alternatives to driving on I-205. A few respondents felt that toll revenues should be used to enhance alternative travel modes through expansion of transit services and construction of bicycle and pedestrian facilities, while others explicitly stated that any toll revenues should only fund roadway improvements for vehicles. Those respondents without a car that rely on alternative transportation modes were the only demographic group to show support for the Project.

**Distrust of government in general, as well as ODOT in particular, was expressed.**

Commenters expressed frustration and opinions that current funding is not well managed and skepticism that ODOT would manage toll revenues better or differently than gas taxes or other taxes. A few comments said it was essential that ODOT transparently show how toll revenue is spent. There were many messages in opposition to tolls that directed ODOT to “live within your means” of available funding and accused ODOT of a “money grab.” Additional respondents pointed to the public engagement process and expressed doubt that their comments would be considered and have any effect on tolling decisions.

**The ongoing COVID-19 pandemic was mentioned by commenters, and appeared to underlie identified concerns about traffic and economics.** For example, there were comments about the personal financial implications of tolls alluded to this being a particularly stressful time. Comments highlighted that congestion was not as acute as 2019 and predicted that many people will continue to work from home after the pandemic ends. This is in contrast to comments received during the Value Pricing Feasibility Analysis where many commenters agreed that congestion was a problem that needed to be addressed. Further, the pandemic influenced the Project engagement approach, as all activities had to be conducted virtually. This may have influenced the level of participation and by whom as well as the tone of the comments.

## 6 RESULTS: TOPICS FOR PUBLIC AND STAKEHOLDER REVIEW

This section describes the overall sentiment expressed throughout this engagement and then summarizes the input received on the specific topics related to meeting NEPA requirements: Purpose and Need Statement (including the goals and objectives) and the range of alternatives (as described in Sections 2.2.1 and 2.2.2). For each of these topics, the online survey included both a multiple-choice question and an open-ended (write-in) question. Comments received about these topics via email, letter, verbal comment, or other methods are summarized with the responses to the open-ended survey questions. ODOT's responses to comments presented in this section are provided in Section 10.

### 6.1 Overall Sentiment

The majority of commenters who participated in this engagement expressed opposition to tolling on I-205. This sentiment was exhibited in all demographic groups and is illustrated by the 70% of online survey commenters who expressed disagreement with the draft Purpose and Need Statement for the Project. Some commenters expressed support; four agencies also expressed some level support for the concept of tolling. Opposition or support was demonstrated primarily through responses to an online survey and through the letters, emails, voicemails, and comments made at public meetings collected during this comment period. Many commenters simply made statements in opposition to the Project, such as "No tolls!" while others provided additional information on the rationale for their opposition. Some commenters noted they would support tolling if it was clear which projects would be funded by tolls, specifically the I-205 Improvements Project.

This report seeks to provide decision-makers and the public with a summary of comments received so that Project analysis and design can address concerns and opportunities raised as it moves toward the NEPA process.

### 6.2 Draft Project Purpose and Need

#### 6.2.1 Multiple-Choice Questions

More than 3,800 survey respondents provided their feedback on the draft Project purpose (the problem the Project is intended to address) and draft Project need (the reasons behind the problem) identified in the draft Purpose and Need Statement (as described in Section 2.2.1).<sup>17</sup> Figure 6-1 shows the results to the following question.

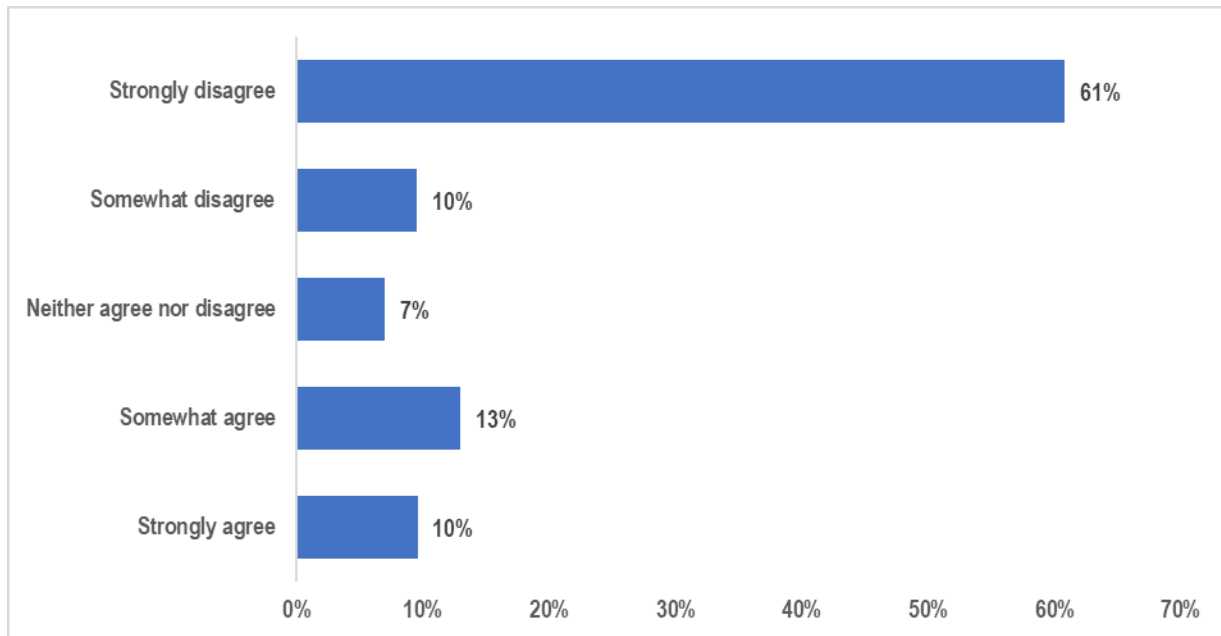
*Please indicate your level of agreement with this statement: "The draft purpose and draft need for the I-205 Toll Project reflects problems in the I-205 corridor and the reasons for moving forward with the project."*

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<sup>17</sup> An additional 60 respondents said they had no opinion about the draft Purpose and Need Statement. These respondents had to select a "no opinion" option and did not just skip the question. These responses are not included in the 3,800 survey responses reflected in Figure 6-1.



**Figure 6-1. Level of Agreement with Draft Purpose and Draft Need**



With one exception, responses to this question were consistent across all demographic groups. Of the responses, 71% indicated that they somewhat or strongly disagreed with the draft purpose and draft need, 23% somewhat or strongly agreed, and 7% said they neither agreed nor disagreed. The one demographic group that indicated support for the Project’s draft purpose and draft need stated that they walked, biked, or took public transit as their primary means of transportation (and did not identify use of a car as one of their primary means).<sup>18</sup>

The strongest disagreement<sup>19</sup> was shown among the following groups:

- Corridor travelers who use I-205 daily or those who used only their car to travel most of the time (that is, they did not also indicate they biked, walked, and/or used public transit).
- People in age groups 16 to 24 and those older than 65.
- Clackamas County and Marion County residents.
- Frequent drivers<sup>20</sup> who are also experiencing low income.
- People who identified as Black/African-American/African and/or American Indian.

<sup>18</sup> Cross tabulations may be found in Attachment C.

<sup>19</sup> The groups listed as showing the strongest disagreement are those demographic groups in which more than 70% of respondents selected either “somewhat disagree” or “strongly disagree.”

<sup>20</sup> Frequent drivers represent those who drive on I-205 at least once each week.

### 6.2.2 Written and Verbal Comments

Hundreds of responses to open-ended (write-in) survey questions were received as well as written and verbal comments through other methods, including formal letters from agencies (Section 8.1). Following is a summary of comments received through any method that related to the Project's draft purpose and draft need. The terms "many," "several," "some," and "few" are used to convey the frequency of a key theme or message.<sup>21</sup>

When asked to provide why they selected their response to the multiple choice question on the level of agreement with the draft purpose and draft need, some comments related to the draft purpose and draft need, but many others related to additional topics that are summarized in Section 7.2. When asked to provide why they selected their response to the multiple-choice question on the level of agreement with the draft purpose and draft need, some comments related to the draft purpose and draft need, but many others related to additional topics that are summarized in Section 7.2. Comments on the draft purpose and draft need primarily focused on the effectiveness of tolling, the need for the Project, and how tolling would be implemented.

### Comments about purpose and need

"I agree that problems are identified but not with moving forward with the project as outlined"

"What is the wisdom of going with these small segments compared to longer corridors?"

"In the US we are VERY car centric, which isn't the most efficient, or safest way to build for transportation. We need to focus on how to move the most PEOPLE, not the most CARS." "

#### EFFECTIVENESS OF TOLLING TO ADDRESS CONGESTION:

- Many said the Project should consider methods other than tolling to reduce congestion.
- Many said that tolling would not effectively address congestion.
- Some said that adding lanes on I-205 would be a more effective way to reduce congestion than tolling.
- Some respondents said that tolling would create more congestion on local roads.
- A few respondents said that tolling could be effective if the Project includes options for transit, walking, and biking.
- A few respondents suggested that congestion was not bad on I-205 and tolling should be focused on I-5 instead.

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<sup>21</sup> For purposes of indicating the frequency of key themes and messages "many" is used to indicate that it was expressed in more than half of the comments within a topic area, "several" indicate approximately 30 to 50%, "some" indicates approximately 10 to 30%, and few means it was mentioned more than once in up to approximately 10% of comments.

**NEED FOR THE PROJECT:**

- Several respondents noted that the Project need is based on data gathered before the COVID-19 pandemic so the Project draft Purpose and Need Statement should be reevaluated based on new traffic data and projections.
- A few respondents said that the draft Purpose and Need Statement should focus on reducing vehicle miles traveled instead of reducing congestion.

**PROJECT IMPLEMENTATION:**

- A few respondents said that tolling should not include highway or freeway expansion.
- A few respondents said that tolls should only be implemented temporarily and be disbanded once the I-205 Improvements Project has been completely funded.

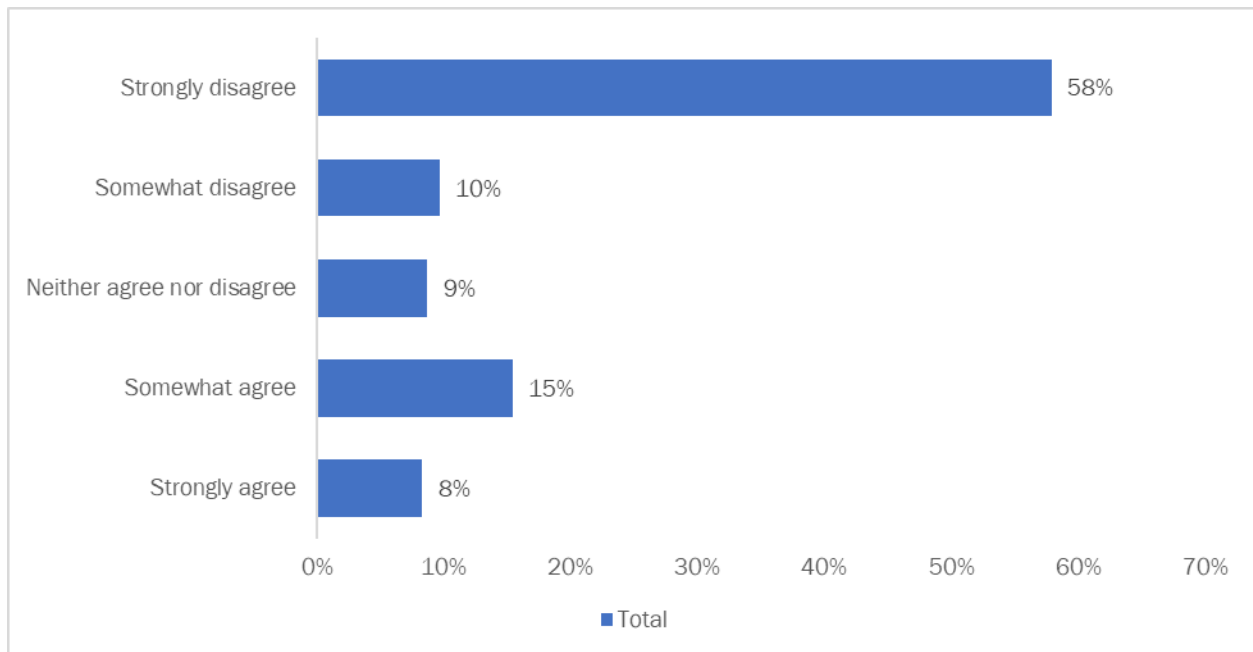
**6.3 Draft Project Goals and Objectives**

**6.3.1 Multiple-Choice Questions**

More than 3,600 survey respondents provided their feedback on the draft goals and objectives (as described in Section 2.2.1).<sup>22</sup> Figure 6-2 shows the results to the following question.

*Please indicate your level of agreement with this statement: “The project’s draft goals are right for the I-205 Toll Project and they describe the desirable outcomes that the project should strive to achieve.”*

**Figure 6-2. Level of Agreement with Project’s Draft Goals**



<sup>22</sup> An additional 70 respondents said they had no opinion about the draft goals and objectives. These respondents had to select a “no opinion” option and did not just skip the question. These responses are not included in the 3,600 survey responses reflected in Figure 6-2.

With two exceptions, responses to this question were consistent across all demographic groups. Similar to the responses on the draft Purpose and Need Statement, 68% of the respondents indicated they somewhat or strongly disagree with the draft goals, about 23% somewhat or strongly agree, and 9% said they neither agree nor disagree. The two demographic groups that indicated support for the draft Project goals were those who identify biking as one of their primary modes of transportation (and potentially also drive) as well as those who walk, bike, or take public transit but did not indicate a car as a regular mode of transportation.

The strongest disagreement was shown among the following groups:

- Corridor travelers who used I-205 daily or who only used their car for travel most of the time (that is, they did not also indicate they biked, walked, and/or used public transit).
- People in the age group 16 to 24.
- Clackamas County and Marion County residents.
- Frequent drivers who identified as Black, Indigenous, and People of Color, Slavic, and/or are experiencing low income.
- People who identified as Black/African-American/African and/or American Indian.

### 6.3.2 Written and Verbal Comments

This section includes a summary of comments related to the draft goals and objectives that were received through any method.

When asked to provide why they selected their response to the open-ended question on the level of agreement with the draft goals, some comments were related to the draft goals and objectives, but many others were related to additional topics that are summarized in Section 7.2.

#### GOALS AND OBJECTIVES IN GENERAL:

- Many respondents said tolls are not the solution to the problem; a few agreed with the goals identified but said that tolling is not the solution.
- Many respondents said the Project goals should prioritize reducing costs to taxpayers as much as possible instead of implementing a new tolling program.
- Some respondents suggested that the goals and objectives are written with tolls assumed as the solution.
- Several respondents stated the real goal is to make money/raise revenue.

### Comments about goals and objectives

Nowhere in your stated goals is there a mention of reducing traffic congestion, which I believe should be the primary goal of any project – and I don't see that tolling is the answer.

“The draft goals presume a toll-based solution as an outcome, rather than non-tolling alternatives to mobility.”

“...Nowhere in these statements is there any consideration for the cost of implementation and ongoing burden, which is borne by the taxpayers funding the project and also paying the tolls!”

- A few respondents noted that the goals are written as “sales pitches,” not as plans; a few suggested that they need to be written in more understandable language.
- A few respondents said the goals are too generic or broad; others felt the goals are not realistic or achievable; others felt that the goals are conflicting or do not make sense.
- A few respondents agreed with the goals while others described them as “wrong.”
- A few respondents identified the need for key metrics, baselines, and targets for goals or suggested that goals should be written as “will, shall, must” instead of “could, would, should.”
- A few respondents asked how Project goals would be accomplished.

The following comment themes are grouped by each of the draft goals and objectives presented for comment.

### **EQUITABLE BENEFITS:**

- Several respondents said tolls are not an equitable solution because they would have disproportionately negative effects on local residents, low-income individuals, seniors, those who have to drive for work, etc.
- Several respondents said tolls create a financial burden on all users, rather than a benefit.
- A few respondents said tolls are only equitable if all users are charged equally; if any group receives a discount, it is not equitable to all users, while others stated that tolls have to be based on income to be equitable or would only be equitable if local residents receive a discount.
- A few respondents said the government should not be deciding what is considered equitable.
- A few respondents stated that there has been no explanation about how this Project will be equitable and or said clarification is needed on what is meant by “equitable benefits.”
- A few respondents stated that equity should not be a Project goal.

### **LIMIT DIVERSION:**

- Several respondents stated tolls will not limit diversion and are likely to worsen diversion onto local roads.
- A few respondents noted that people would likely divert to I-5 as an alternative route.
- A few respondents asked for a definition of “limit” or an explanation of how diversion would be minimized.
- A few respondents stated that diversion cannot be limited as people will divert from I-205 to avoid a toll; one person said diversion routes need to be maintained so people can avoid a toll.

### **AIR QUALITY AND CLIMATE CHANGE:**

- Several respondents said issues like air quality and climate change are more important than addressing traffic congestion.
- Some respondents noted that tolling would not improve air quality or climate change, but instead would shift those impacts to communities where traffic diverts onto local roadways.
- A few respondents thought tolling would worsen air quality if people drive longer routes to avoid a toll.
- A few respondents were unclear on how tolling could improve air quality; a few suggested that adding lanes to enhance traffic flow would address this goal, while another suggested that gas taxes are most effective for reducing emissions.
- A few respondents assumed drivers would stop at toll booths, thereby worsening air quality if traffic is idling.

### **SAFETY:**

- Some respondents said tolls do not support safe travel; specifically, there were concerns about safety impacts of additional traffic on local roadways.

### **TRANSIT/MULTIMODAL:**

- Several respondents said Project goals should focus more on reducing the need for driving by supporting transit and non-motorized transportation options.
- Some respondents noted that alternative transportation methods are not available and/or feasible in the Project area; people have no viable alternative to driving.
- Some respondents said that the Project should focus on vehicle traffic rather than transit, pedestrian, and bicycle facilities.
- Some respondents stated that people will not use public transit even if available; a few raised safety concerns about using transit, and a few noted that they would have to drive to get to transit options.
- A few respondents were unclear how tolls could support multimodal travel
- A few said that multimodal systems should not be included in improvements associated with the Project.
- A few respondents stated that Project goals could not be accomplished without enhancement to the public transit system, such as adding a light rail line along I-205, or providing services that connect individuals' homes to transit facilities.
- A few respondents commented on other transportation options that should be considered, including teleworking and the future of driverless vehicles.

### **REGIONAL ECONOMIC GROWTH:**

- Some respondents stated that tolls will not support regional economic growth; specific concerns included loss of income for businesses in the tolled area and tolls inhibiting interstate commerce and travel.

- A few respondents were unclear on the intent of the regional economic growth goal.

### **FUTURE TOLL SYSTEMS AND INTEROPERABILITY:**

- Several respondents noted that future toll systems are not needed or should not be assumed.
- A few respondents were unclear on the intent of the goals pertaining to future toll systems and interoperability with transportation systems.
- A few respondents noted the need for a comprehensive toll system to assess integration with future toll systems.

### **ADDITIONAL GOALS SUGGESTED:**

- A few respondents suggested adding goals on the following topics:
  - Reduced congestion.
  - Fast efficient travel for cars and trucks.
  - Freight mobility.
  - A seismically resilient bridge.
  - Minimizing impacts to local communities.
  - Local residents' use of the facility/needs of local communities.
  - Additional travel lanes or expanded capacity.
  - Use of toll revenue.
  - Not imposing additional costs of drivers.
  - Using existing tax funding for infrastructure improvements.

## **6.4 Recommended Alternatives**

### **6.4.1 Multiple-Choice Questions**

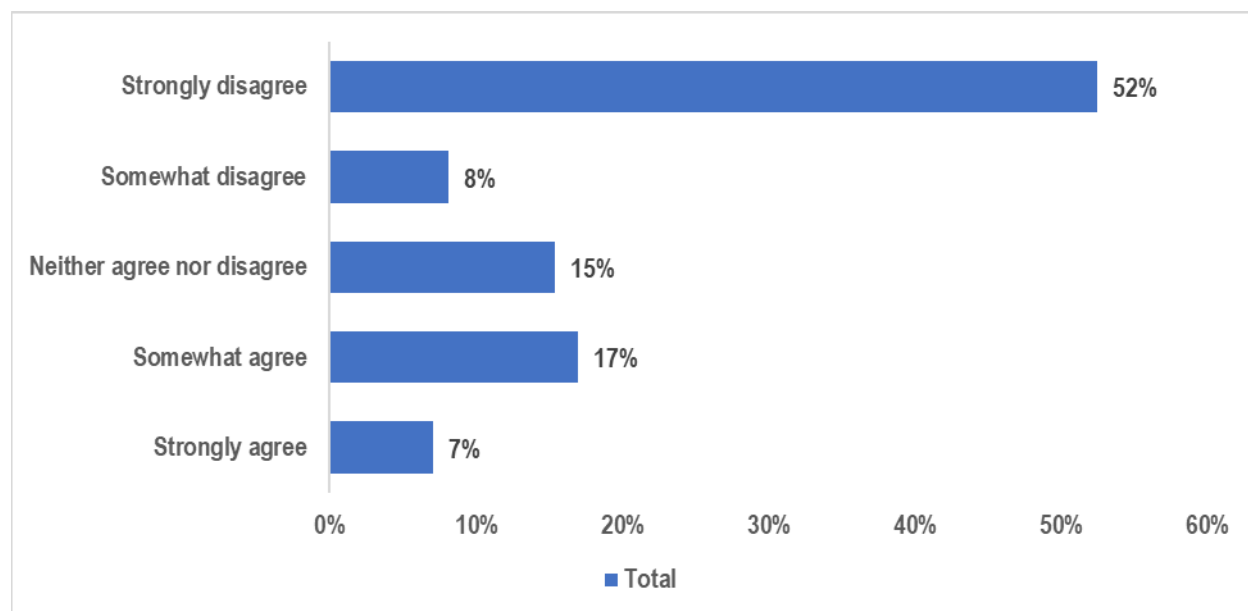
More than 3,400 survey respondents provided their feedback on the two recommended alternatives to be studied in the NEPA process.<sup>23</sup> Figure 6-3 shows the results to the following question.

*Following scoring, we think that Alternative 3 and Alternative 4 seem to be the best alternatives to meet the project purpose and need and goals. We plan to study these two alternatives in more detail, as well as looking at a “no toll” option (which is required to be studied). Please indicate your level of agreement with this statement: “The recommended alternatives provide satisfactory options to study in-depth in the environmental review.”*

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<sup>23</sup> An additional 200 respondents said they had no opinion about the recommended alternatives. These respondents had to select a “no opinion” option and did not just skip the question. These responses are not included in the 3,400 survey responses reflected in Figure 6-3.

**Figure 6-3. Level of Agreement with Recommended Project Alternatives 3 and 4**



With one exception, responses to this question were consistent across all demographic groups. Of the responses, 60% indicated somewhat or strong disagreement with the recommended alternatives, 24% somewhat or strongly agreement, and 15% said they neither agreed nor disagreed. The one demographic group that indicated support for Alternatives 3 and 4 were those who walk, bike, or take public transit (and did not indicate a car as a regular mode of transportation).

The strongest disagreement was shown among the following groups:

- Clackamas County and Marion County residents
- People who identify as Black/African-American/African and/or American Indian

**6.4.2 Written and Verbal Comments**

More than 990 comments were received on the alternatives via the survey and other commenting methods, including formal letters from agencies (see Section 8.1). Following is a summary of comments received through any method that were related to the range of alternatives.

Comments on alternatives addressed the proposed tolling alternatives in general, specific alternatives, additional or modified alternatives, the location of tolls, and how tolls are structured. Many people also expressed preference for converting some lanes to tolling while maintaining some

**Comments about recommended alternatives**

“We encourage future modeling and analysis to include tolling on the I-5 corridor so that we can all understand the potential regional benefits and burdens from the tolling alternatives.”

“Options should include NO Tolling.”

“If the goal is truly to improve traffic, then by your own comparison chart, option 5 is the best option....”



lanes with no tolls. Others suggested adding more travel lanes or adding transit/high-occupancy vehicle lanes to address congestion concerns.

Respondents had differing opinions about which of the five draft alternatives were best. Many respondents were concerned that a “no tolling” option did not appear to be an alternative for future consideration.<sup>24</sup>

### **PROPOSED ALTERNATIVES IN GENERAL:**

- Many respondents did not support any of the Project alternatives and suggested that tolling options should not be considered at all on the I-205 corridor.
- Many respondents said start and end points for the alternatives limit options to manage diversion and will have negative impacts on congestion in nearby towns.
- Many respondents said that at least one “no toll” alternative should be included as part of the assessment.
- Many respondents said that the alternatives are all likely to inequitably affect lower-income users.
- Several respondents indicated that freeway expansion and additional capacity is in conflict with the Project’s goals related to climate change and greenhouse gas emissions.
- Several respondents said the analysis shows that none of the alternatives work very well.
- Some respondents said that since tolling is likely to also happen on I-5, ODOT should consider that condition when modeling alternatives.
- Some respondents suggested that additional factors should be used in this level of screening alternatives, particularly equity and impacts on lower-income users and climate change.

### **SPECIFIC ALTERNATIVES:**

- Several respondents expressed concern that Alternatives 3 and 4 would lead to drivers using local routes to avoid the tolls, adversely affecting quality of life, local businesses, road user safety, and environmental health.
- Several respondents said that Alternative 5 should be carried forward and is promising because it was best on reducing traffic congestion and transportation demand.
- Some respondents expressed support Alternative 3 because it had the best results on cost and revenue.
- Some respondents said Alternatives 3 and 4 need to be modified to ensure the inclusion of travel demand management measures (for example, strategies aimed at reducing demand on the transportation system for single-occupancy vehicles and during peak travel times).

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<sup>24</sup> The NEPA process requires that a No Action Alternative (in this case a no toll option) be studied.

- Several respondents expressed support for Alternative 1, due to need to upgrade the Abernethy Bridge and felt that it would be less impactful to other local streets and neighborhoods.

### **NEW OR MODIFIED ALTERNATIVES TO INCLUDE IN THE ENVIRONMENTAL ASSESSMENT:**

- Some respondents suggested an alternative for a new tolled bridge across the Willamette River farther north, between the Abernethy and Sellwood Bridges.
- Several respondents suggested that one alternative should provide the option for a tolled express lane providing additional capacity with other lanes remaining toll-free.
- Several respondents said that there should be a free lane for transit, rideshares, and high-occupancy vehicles.
- Several respondents recommended that the alternatives should include a region-wide tolling program.
- Several respondents expressed concern that the current options are too small and localized to reduce congestion and generate revenue.
- A few respondents suggested an alternative with the Oregon City Arch Bridge as a pedestrian/bicycle only structure.
- Some respondents suggested an alternative that includes tolling without the additional lanes that would be built with the I-205 Improvements Project.
- Some respondents said that widening bottlenecks would be more effective than tolling.
- Some respondents suggested expanding I-205 to use the existing shoulder would help address congestion issues.
- A few respondents said that the tolling area should be increased to include more destinations along I-205.

### **TOLLING LOCATIONS:**

- Many respondents suggested that the current proposed locations should be re-evaluated.
- Many respondents suggested a more comprehensive tolling system to reduce the highly localized rerouting effects, with additional tolled segments along I-205, particularly extending the limits to the I-5 and I-84 junctions. Several commenters also suggested tolling additional or other routes in the region, including segments of I-5, I-84, and the two bridges between Washington state and Oregon.
- Many respondents commented on a lack of transit in the I-205 corridor or suggested that the alternative should include transit enhancements, or that tolls be considered along corridors with transit alternatives first, such as along I-84.
- Several respondents suggested that tolling should begin at the I-5/I-205 junction to reduce the drivers using local roads to avoid the toll.
- Several respondents suggested adding tolls on I-5 in downtown Portland.

- A few respondents noted that the alternatives, as presently designed, do not allow for a person to easily avoid tolls if they do not have means to pay and indicated that there should always be a toll-free route available.

### **TOLL STRUCTURE:**

- Many respondents suggested tolls be structured to only charge or to charge more for specific trip types, including out-of-state drivers, single-occupant vehicles, peak-hour commuting, and heavy freight.
- Many respondents expressed concerns about complexity and/or costs of administration and communication to the public of Alternatives 3 and 4 because segment-based tolls may be more difficult to understand.
- Some respondents suggested that restrictions on commercial truck traffic could alleviate congestion better than tolling.

## 7 RESULTS: KEY CONCERNS AND OPPORTUNITIES

In addition to requesting specific feedback on the prepared draft documents for the NEPA process, as described in Sections 2.2.1 and 2.2.2, ODOT also asked the public, agencies, and tribes what else should be considered during the study of tolls on I-205. The online survey included both a multiple-choice question and two open-ended questions pertaining to key concerns and opportunities. Comments received via email, verbal comment or other methods were summarized and are presented with the responses to the open-ended questions. Many of the concerns expressed were similar to the three recurring themes heard during engagement efforts for the Value Pricing Feasibility Study (see Section 1.2), but there were also numerous comments on a variety of other topics as described in this section. ODOT's responses to comments presented in this section are provided in Section 11.

### 7.1 Multiple-Choice Questions

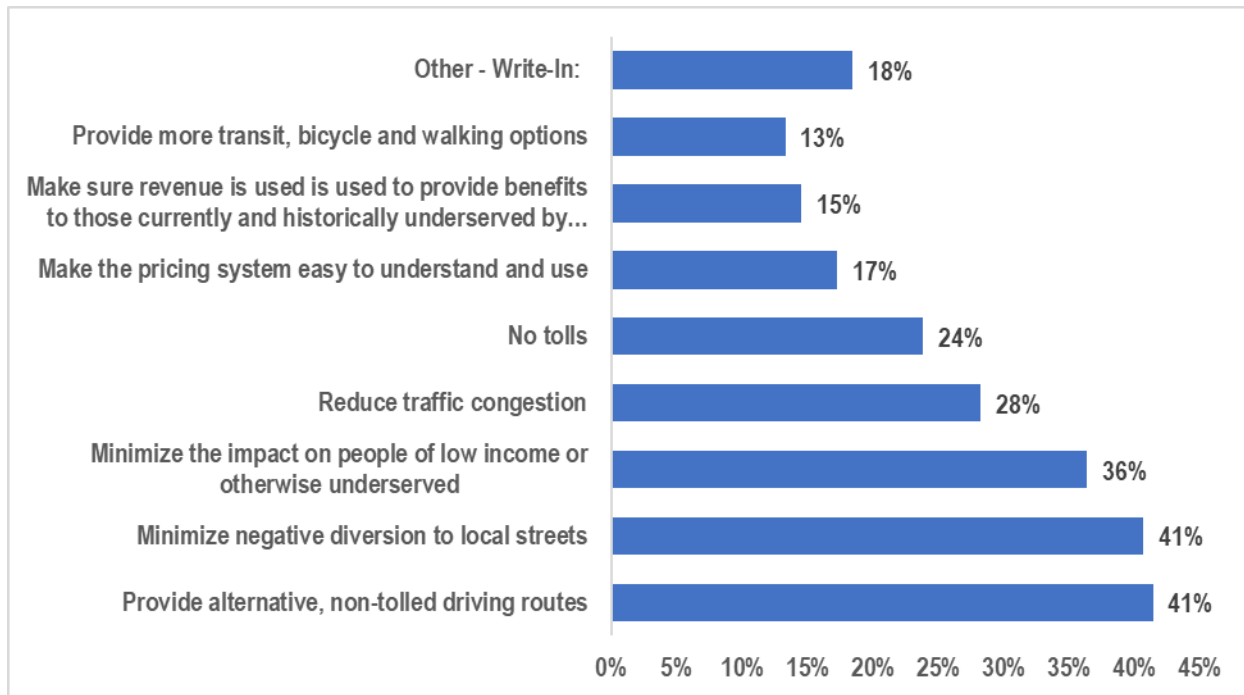
More than 3,900 survey respondents provided their feedback on key concerns and opportunities regarding tolls. Figure 7-1 shows results to the following question.

*The community has identified some concerns and opportunities with tolls. Which do you feel is most important to address? (Check all that apply)*

- *Minimize the impact on people of low income or otherwise underserved*
- *Reduce traffic congestion*
- *Minimize negative diversion to local streets*
- *Make the pricing system easy to understand and use*
- *Provide alternative, non-tolled driving routes*
- *Provide more transit, bicycle and walking options*
- *Make sure revenue is used to provide benefits to those currently and historically underserved by the transportation system.*
- *Other - Write In:*

A large number of the write-in entries were a variation of "no tolls," so the Project team separated this response and included it with the other responses to multiple-choice questions.

**Figure 7-1. Key Concerns and Opportunities**



More than 600 additional comments were provided by respondents in the “Other – Write in” entry space. Most respondents chose to use this space for a variety of topics, concerns, and opportunities. They are included in the summary in Section 7.2.

Among the choices provided, the top four concerns were generally consistent across demographic groups:

- Provide alternative, non-tolled driving routes.
- Minimize negative diversion to local streets.
- Minimize the impact on people experiencing low income or are otherwise underserved.
- Reduce traffic congestion.

Commenters who identified as American Indian identified some variation of a written-in “no tolls” comment as their top concern, even though that was not provided as an option. Commenters who identified as Asian/Pacific Islander identified “reduce traffic congestion” as the top concern. Commenters who primarily use public transit, walk, and those who bike said “provide more transit, bicycle and walking options” as their top concern, as well as “make sure revenue is used to provide benefits to those currently and historically underserved by the transportation system.”

## 7.2 Written and Verbal Comments

This section describes the responses to Question 3 of the online survey (“What should we consider to address the concerns and opportunities you checked above?”) and Question 10 (“What else would you like the Project team to know or consider when planning the I-205 Toll Project?”) as well as input received via other channels (for example, letters, emails, verbal comments). Each comment was categorized with others on the same topic. The Project team read through all comments and summarized the key themes and messages for each category. As described in Section 6.2.2, the terms “many,” “several,” “some,” and “few” are used to convey the frequency of a key theme or message.

Table 7-1 provides a list of the comment category codes and the number of times a comment submittal referenced one of the applicable comment codes. Each comment submittal can have several individual ideas. Each idea was categorized individually as a comment.

**Table 7-1 Comment Codes and Number of Comments**

Comment Code	Number of Comments
Revenue and taxes	2,400
Rerouting/Diversion	1,700
Fairness	1,550
Congestion observation and impacts	1,120
Toll implementation	1,080
Accountability and Trust	1,070
Proposed alternatives	990
Expand capacity (new or existing roadways)	990
Multimodal transportation	840
Equity	830
Personal financial impacts	530
Public engagement and decision processes	500
Project purpose and need	440
Environmental impacts	320
Economic impacts	320
Other congestion management ideas	220
Other tolling systems	200
Safety	180
Other concurrent projects	90

Revenue and taxes, rerouting/diversion, and fairness were generally the top three mentioned concerns among all demographic groups with the following exceptions:

- Multimodal transportation was the most frequently mentioned concern among people who bike and people who did not identify a car as one of the primary ways they travel.
- Expand capacity (new or existing roadways) was the second-most identified concern by people who identify as Black/African-American/African and by those who live in Marion County.

### 7.2.1 Revenue and Taxes

Approximately 2,400 comment submittals addressed revenue and taxes. These submittals included comments about existing taxes (for example, income tax, gas tax), how tax revenue is being spent, how revenue generated through tolling will be spent, and what types of projects could (or would) be funded with tolling revenue.

In general, many commenters felt that current taxes are either too high or are high enough to cover the costs of transportation improvements. Commenters expressed distrust that revenue from taxes and other sources, such as vehicle-registration fees, is being wisely spent by the State of Oregon. These comments indicate a lack of understanding, and a desire to understand, where and how transportation funding is being spent.

There were diverging opinions on how future toll revenue should be used to fund transportation projects: some commenters stated that toll revenue should only be used to fund automobile projects, such as roadway expansions, while other commenters felt that revenue should be used to expand access to other modes of transportation (pedestrian, bicycle, transit). In addition, commenters disagreed on whether the revenue should be used solely within the I-205 corridor and surrounding communities or whether it should be used to fund other projects in the region, such as the I-5 Bridge Replacement Project or to provide transit services in underserved communities.

The following is a summary of the major themes from the comments received pertaining to revenue and taxes.

### Comments about revenue and taxes

“It seems like the project is prioritizing revenue over demand management...”

“I would like more information on where the money from tolling will go, it was not really clear...”

“I would rather see some other means of fundraising for making seismic improvements to the Abernethy Bridge and other bridges, such as environmentally supportive taxation.”

### **CURRENT TAXES AND EXPENDITURE OF EXISTING REVENUE:**

- Many respondents feel that they are already paying too many taxes and see a toll as another form of tax.
- Many respondents said that the existing revenue from taxes and vehicle-registration fees is sufficient to fund transportation improvements, but the funding is being ineffectively used or allocated to the wrong projects.
- Some respondents said there should be an increase in taxes as opposed to a toll, such as an increase in the gas tax or a new tax on electric vehicles.
- A few respondents said that state and federal funding for the I-205 Improvements Project should be pursued.
- A few said certain user groups should pay more in taxes or tolls, such as freight-trucking industries or out-of-state commuters.

### **EXPENDITURE OF FUTURE TOLL REVENUE:**

- Many respondents said clarification is needed on the types of projects that could be funded with the toll revenue.
- Several respondents said revenue should not be used for non-vehicle transportation projects.
- Several respondents said revenue should be used to improve pedestrian, cycling, and transit opportunities.
- Some respondents said revenue should be used to fund projects only in the I-205 corridor.
- A few respondents said revenue should be used to fund other projects in the Portland metro area, such as the I-5 Bridge Replacement Project.
- A few respondents expressed concern that toll revenue might be used inappropriately by government officials and/or agencies for non-transportation purposes. These comments indicate that the public would like to know more about where and how ODOT is spending transportation funds.
- A few respondents said the toll should be discontinued after sufficient revenue has been generated to fund the I-205 Improvements Project.
- A few respondents indicated that tolls are necessary to create sustainable transportation infrastructure, especially bridges.
- Other respondents expressed support for tolls citing that tolls ensure that those who use the roads are paying for them.



### 7.2.2 Rerouting/Diversion

Approximately 1,700 comment submittals addressed rerouting and diversion, which was defined as traffic and congestion being pushed or rerouted to side streets and neighborhood streets as people try to avoid congestion or tolls. Comments included concerns about potential impacts to local communities and streets near I-205, observations about existing traffic congestion and road conditions, and thoughts about how to analyze and mitigate potential impacts from rerouting and diversion through the environmental review process and Project implementation.

The following is a summary of the major themes from the comments received pertaining to rerouting and diversion.

#### IMPACTS TO LOCAL COMMUNITIES AND STREETS NEAR I-205:

- Many respondents said that increased traffic on local streets would create additional inconveniences for residents accessing schools, shops, jobs, and medical facilities.
- Several respondents said that increased traffic on local streets would create additional safety risks for pedestrians and bicycles, as well as slower response times for emergency services.
- A few respondents said that increased rerouting and diversion off of I-205 would lead to increased deterioration of local streets, with additional maintenance costs borne by local governments and residents.
- A few respondents said that additional vehicles rerouting and diverting through their community will decrease property values.

#### TRAFFIC CONGESTION AND ROAD CONDITION OBSERVATIONS ON ALTERNATIVE ROUTES:

- Several respondents said that alternative routes are already congested, especially during rush hour, specifically the following:
  - I-5.
  - Willamette Drive (OR 43)/Oregon City Arch Bridge.
  - Trails End Highway (OR 213).
  - McLoughlin Boulevard (OR 99E).
  - Stafford Road.
  - Willamette Falls Drive.
  - Borland Road.
  - Schaeffer Road.
  - River Road.
  - Oatfield Road.

### Comments about rerouting and diversion

“I am concerned that if you put a toll on the Abernathy bridge that it will cause a ton of congestion diverting before the bridge via the local West Linn and Oregon City exits and diverting traffic through downtown OC and across the very small OC-West Linn Bridge which already gets pretty congested during rush hour.”

“It will cause me to drive farther to avoid tolls. Which I can do. And so will many more people. Causing congestion on 43 and 99E...”

“Have you calculated the added congestion and highway maintenance costs on these roads and neighborhoods?”

- Salamo Road.
- Rosemont Road.
- Some respondents said that many of the alternative routes do not have the capacity and/or are in need of repair and improvements, so additional rerouting and diversion will exacerbate these issues.

### **ANALYSIS AND MITIGATION OF IMPACTS CAUSED BY REROUTING AND DIVERSION:**

- A few respondents said that rerouting and diversion and the subsequent impacts to local communities needs to be analyzed thoroughly in the environmental analysis.
- A few respondents said that the Project should incorporate mechanisms to limit access to local streets from I-205 or implement measures that discourage drivers from rerouting and diversion.

### **7.2.3 Fairness**

Approximately 1,550 comment submittals addressed perceived fairness. These submittals were categorized as relating to fairness when they included comments on the existence of viable alternative routes, paying for highways that have already been built, fairness of user-pay systems, flexibility of personal schedule or travel patterns, and/or geographic effects on local communities.<sup>25</sup>

In general, comments on perceived fairness pertained to those who felt they would be adversely affected by the toll and taxes. Most comments expressed frustration at having to pay for roads that respondents felt were already paid for as well as a feeling that ODOT would be placing a hardship on local residents who would have to pay multiple tolls for going to and from work, school, or other destinations like the post office.

The following is a summary of the major themes from the comments received pertaining to fairness.

#### **UNFAIR IMPACTS:**

- Many respondents commented that they have already paid for existing roads and highways and should not have to pay again for these roads.
- Many respondents said the toll is an unfair burden to those who would have to pay to get to and from work or school.
- Several respondents said West Linn and Oregon City would have undue burden because of their proximity to the proposed tolled facility.

### Comments about fairness

“We have already paid for these roads. How do you justify asking us to pay for them again?”

“This toll on limited stretch of I-205 will disproportionately affect the residents of Oregon City and West Linn. Toll should be exempted for the residents of this two cities...”

Those of us that have no options but to drive on tolls for routine commutes, grocery, doctors are at an unfair disadvantage as we don't have mass transit...

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<sup>25</sup> Comments that addressed equity are discussed separately under Section 7.2.9.

- Some respondents commented that many people do not have flexibility for travel or commute times, so they would be overly burdened by a higher toll at peak hours.
- Some respondents commented that they would have to pay a toll every time they leave their house for local and short-distance trips.
- Some respondents said there is limited access out of or through the area with no viable alternatives.
- Some respondents asked why I-205 was selected for tolling but other roads or areas were not selected.
- A few respondents commented on the use of the word “freeway” to indicate the road should be free to use.
- A few respondents said they use I-205 to get to high school.
- A few respondents said they would be forced to move farther out to avoid paying the toll.
- A few respondents commented that they are being penalized for where they live.
- A few respondents commented that the toll is a barrier to access medical care.
- Some respondents who live in Washington state and work in Oregon expressed frustration with paying income taxes when they do not get to vote in Oregon.

### 7.2.4 Congestion Observation and Impacts

Approximately 1,120 comment submittals addressed congestion observations and impacts. These submittals included comments about current perceptions and observations of congestion changes and patterns, the primary causes of congestion in the Project area, how tolling will affect congestion, and how congestion affects people and travel behavior.<sup>26</sup>

There were differing opinions on what primary causes and solutions of congestion are in the section of I-205 where tolling is proposed: some respondents noted that traffic is caused because the three travel lanes narrow to two lanes in each direction on this stretch of the highway while others believed that congestion is caused by too many cars on the road and that there is a need for more multimodal transportation options. In addition, respondents disagreed about the severity of traffic on I-205. Some respondents

### Comments about congestion observation and impacts

“If congestion is an issue now it may not always be so, especially as technology plays a greater role in vehicle operation and movement on major roads like the interstates.”

“I really don't understand why only one short segment of I-205 is of interest as it is certainly not the worst traffic on the highway. I find that the farther north, the worse it gets. It seems to disproportionately affect Oregon city and west Linn residents...”

The reasons that there is congestion on I-205 in the stretch between Stafford Road and 213 is because there are hardly any reasonable alternatives to taking this route.

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<sup>26</sup> Comments that addressed rerouting/diversion are discussed separately under Section 7.2.2.

think there is no congestion problem, while others believe congestion is an issue in this area, though tolling is not the solution to solve it.

The following is a summary of the major themes from the comments received pertaining to congestion.

### **CAUSES OF CONGESTION:**

- Many respondents said congestion is caused because there are not enough lanes on I-205 (or the existing roadways are too narrow) to accommodate current volumes; three lanes of traffic merge into two lanes on this section of I-205.
- Some respondents suggested that freight traffic is a primary source of the congestion in this area. Many of these comments proposed solutions to encourage freight traffic to travel on alternate routes (during off-peak hours), or to create designated freight lanes. A smaller subset of the comments pointed out that heavy vehicles have trouble accelerating uphill, thus slowing traffic in those sections of the Project area.
- Several respondents said that congestion is caused by Washington state residents filling up Oregon roads.
- Several respondents said that congestion is caused by the incline on I-205 from OR 43 that requires vehicles to slow down.
- Some respondents said that congestion is caused by an increase in people moving to the area to escape the expense of living in Portland.

### **EFFECT OF TOLLING ON MANAGING CONGESTION:**

- Many respondents said tolling will have no effect on [overall] congestion [in the area] because drivers will divert to other roads and move the congestion there.
- Many respondents said tolling will have no effect on congestion because more people are working from home and congestion is no longer an issue.
- Many respondents said tolling will increase congestion because of the assumption that delays would be caused by slowing down to pay a toll.
- Several respondents said tolling will not deter drivers because people will still need to drive the Project corridor route for work and routine errands.
- Some respondents expressed that tolls are needed as soon as possible to reduce congestion.
- Some respondents indicated that they would be willing to pay a toll for the benefit of reduced congestion.

### **LOCATIONS OF CONGESTION OUTSIDE OF THE PROPOSED TOLLING AREA ON I-205:**

- Many respondents said that congestion is worse on I-5 and that tolling I-5 would get to the root of the problem.
- Several respondents said congestion is a major problem at the Washington state border.
- Several respondents said the congestion issue is a result of traffic on I-84, OR 43, or OR 99E.

- Some respondents said tolling will not have an impact on regional congestion since congestion will still be worse in other areas like I-5, I-84, and OR 43.
- Some respondents said Washington state drivers over the Glenn Jackson Bridge are a major source of congestion.

### **CONGESTION IMPACTS ON THE COMMUNITY:**

- Many respondents said increased traffic on side roads due to tolling will disturb local communities like West Linn and Oregon City.
- Several respondents said they are concerned about the safety of pedestrians, children, and pets with increased traffic on side roads.
- Several respondents said the increased traffic will wear roads down and make them unsafe for driving, requiring increased maintenance on their vehicles.
- Several respondents said that the burden of a toll will cost the residents of West Linn and Oregon City more time, due to the increased traffic they will always have to endure.
- A few respondents said implementing a toll will make living in Oregon less desirable.
- A few respondents said that tolling is an effective way to dissuade people from driving.

### **7.2.5 Toll Implementation**

Approximately 1,080 comments addressed toll implementation. These submittals included comments about toll costs or rates, tolling technology and payment systems, impacts to out-of-state drivers, and mitigation strategies.<sup>27</sup>

Most comments about toll implementation fell into three distinct categories: questions, ideas, and areas of concern. Respondents frequently had direct questions about tolling technology, billing and payment methods, physical implementation, rate setting, and the program construction timeline. Ideas about implementation from respondents focused on incentivizing certain types of use, discounts, or subsidies for certain users, or additional methods to achieve the goal of revenue generation or congestion reduction. Other respondents expressed concern or confusion about implementation of the tolling program.

The following is a summary of the major themes from the comments received pertaining to toll implementation.

### Comments about toll implementation

“Monthly or yearly toll passes available for purchase to use 'pass-through' lane for regular users.”

“If you insist on this strategy, signs should be clearly posted about the pricing, & variable pricing should be based more on time of day/day of week/holiday to limit surprise tolls if an accident /unforeseen condition occurs. The readerboards could be an option for price changes, but the pricing schedule should be posted on multiple standard road signs”

“transponders with reduced rates for residents and businesses of county”

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<sup>27</sup> Comments that addressed revenue are discussed under Section 7.2.1, and the range of alternatives are discussed under Section 6.4.

### **FREQUENT QUESTIONS:**

- How will out-of-state drivers be charged?
- How will rates be set?
- How will drivers know what the rates are in advance?
- Will there be fines or late fees for non-payment?
- Will the toll go away once the improvements are paid for?
- How much will the toll program cost to build and operate?
- How much of the revenue from tolls will go toward improvements?

### **TOLL COST:**

- Many respondents suggested that some users should pay different rates (for example, locals and low-income drivers should pay less while higher-income, freight, and out-of-state drivers should pay more).
- Several respondents suggested that residents local to West Linn or Oregon City should be exempt from paying the toll.
- Some respondents proposed the use of an annual or monthly pass to cap the costs for frequent users or populations who would experience financial impacts.
- Some respondents suggested that certain trip purposes—such as shopping, commuting to school or work, or accessing medical care—should be discounted or exempt from paying the toll.
- A few respondents suggested that rates should be set based on the type or size of the vehicle, or the purpose of the trip.
- Some respondents expressed preferences for how variable-rate tolls would be assessed: income-based, need-based, trip length, trip purpose, vehicle type, or other criteria.
- Some respondents said that variable-rate tolls are too complex and difficult to understand. Some expressed a need for clarity on pricing in advance of their trip. Suggestions included advanced signage before the tolled segment or integration with navigation systems to include toll costs in route suggestions.
- Many respondents had concerns about the duration of the toll collection. Some expressed a preference for tolls to sunset after the roadway improvements are completed. Others expressed a concern that toll rates would continue to rise after implementation.
- Several participants expressed frustration with a lack of information on how much the tolls will cost, stating that it is difficult to provide comment without this information.
- A few commenters said freight should pay a higher toll rate based on weight, while others said existing freight fees should be reduced if tolls are implemented. Others said delivery drivers should receive an exemption.
- Other respondents expressed support for tolls as long as the tolls were inexpensive.

### **AREAS OF CONCERN:**

- Many respondents shared disbelief in the idea that tolling would reduce congestion due to their assumption they would have to stop and pay at the toll booth.
- Some respondents were concerned about data privacy and sharing sensitive information with the government.
- A few respondents felt that highway tolls are overdue in Oregon.

### **IMPACTS TO OUT-OF-STATE DRIVERS**

- Many comments proposed that drivers from out of state should be charged differently. Some proposed that the toll should target those traveling across state lines by tolling near the Columbia River on both the I-5 and I-205 bridges.
- Some respondents were concerned about the potential impacts to the available workforce. Others were concerned about low-income earners who have relocated from the Portland area to Vancouver for a lower cost of living.
- Several respondents were concerned about the ease of use for tourists and recreational or infrequent drivers.

### **MITIGATION STRATEGIES**

- Most of the suggested mitigation strategies pertained to discounts or exemptions for groups of users, including the following:
  - Frequent users.
  - Infrequent users.
  - Local residents.
  - Out-of-state residents.
  - Students.
  - Employees of local business.
  - Low-income users.
  - Historically and currently excluded and underserved communities.
  - Electric vehicle or hybrid drivers.
  - Carpools.
  - Motorcycles and scooters.
  - Older adults.
  - Veterans.
- Some respondents had suggestions focused on mitigating the impacts to the surrounding neighborhoods including the following:
  - Building sound walls.
  - Using revenue for surface street improvements.
  - Designating local access roads.
  - Investing in transit options.
  - Investing in vanpools.
  - Installing public art.

- Some suggested that equity impacts could be mitigated by funneling revenue from the tolls back into the affected communities in the form of enhanced transit access, job training, or educational programs.
- Some respondents recommended that transit improvements should be implemented before the tolls go into effect.
- A few respondents called out the need for information on cost of the tolls needs to be available in multiple languages.

### **7.2.6 Accountability and Trust**

Approximately 1,070 comment submittals addressed agency accountability and trust. These submittals include comments about trust in ODOT or the government more broadly, comments questioning the ability for tolling to reduce congestion, and comments questioning the legality of tolling.<sup>28</sup>

Of these comments, most respondents expressed a lack of trust in ODOT and other government agencies. In addition, respondents questioned the legality of tolling and of the Project overall. The following is a summary of the major themes from the comments received pertaining to accountability.

#### **TRUST IN THE GOVERNMENT:**

- Many respondents said ODOT does not manage revenue from existing sources well and cannot be trusted with additional revenue from tolling.
- Many respondents said tolling would not be necessary if ODOT spent taxpayer money responsibly.
- Several respondents said tolling will not reduce congestion in the area or achieve the stated goals and objectives.
- Several respondents said this Project is an attempt to take money from taxpayers.
- Some respondents said this Project is an attempt to reduce the budget deficit caused by inappropriate government spending.
- Some respondents said ODOT will not use revenue generated in the Project area to serve residents in the Project area specifically.
- A few respondents questioned ODOT's ability to complete projects on time.
- Some respondents said ODOT will expand tolling to other areas or roadways if this Project is implemented.

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<sup>28</sup> Comments that addressed revenue and taxes are discussed in Section 7.2.1. Comments about effects to traffic congestion are discussed in Section 7.2.9. Comments about the public process are discussed in Section 7.2.11.



### **TOLLING AUTHORIZATION:**

- Many respondents said tolling of new infrastructure is illegal or may require federal approval.
- Many respondents said tolling of any roadway requires voter approval.
- Some respondents said community members in affected neighborhoods could take legal action to prevent the implementation of tolling on I-205.

### **7.2.7 Expand Capacity**

Approximately 990 comments addressed expanding roadway capacity (adding additional travel lanes, bridges or highways, for example). These submittals include comments about both expanding existing roadway capacity and adding additional roadways.<sup>29</sup>

Most of the respondents who commented about expanding capacity did so to provide an alternative to tolling. Rather than spending money on implementing a toll system, some respondents argued that the only logical solution is to either expand existing roadways and/or build new roads. A few respondents were against expanding capacity in any form and instead suggested that those funds be used to address climate change or invest in expanding transit instead.

The following is a summary of the major themes from the comments received pertaining to capacity.

#### **ADDING NEW ROADWAYS:**

- Many respondents suggested that new bridges should be built to cross both the Willamette River and Columbia River.
- Many respondents supported building new highways.
- Many respondents said that if tolling is going to be implemented, it should be implemented only on new roadways not existing ones.
- Several respondents advocated specifically for the construction of a metro area bypass that would allow trucks and non-local traffic to bypass Portland entirely.

### Comments about expanding capacity

“If a new additional toll-lane was added and if the only way to do that was with a toll, then I would gladly pay a toll to reduce the gridlock.”

“...I didn't see a statement about widening this section of 205 to three lanes. You need to explain how long the tolling would be in place and how long the construction project would take.”

“Sadly none of the alternatives affirm adding a third lane in both directions which was needed 25 years ago.”

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<sup>29</sup> Comments that addressed other concurrent projects are discussed separately, under Section 7.2.16.

### **EXPANDING EXISTING ROADWAYS:**

- Many respondents said lanes should be added to existing freeways including I-205, I-5, and OR 217.
- Many respondents said bridges should be repaired and widened, specifically the Abernethy Bridge.
- Many respondents said that lanes added to existing freeways should be toll lanes or high-occupancy vehicle lanes.
- Many respondents cited population growth as a driving factor for the need for expanding existing freeways.
- Several respondents said existing taxes should be used to fund the expansion of existing roadways.
- A few respondents said freeways should not be expanded, and that focus should be on climate action and expanding transit systems instead.
- A few respondents said adding another level to bridges and freeways (that is, a double-decked bridge) should be explored.

### **7.2.8 Multimodal Transportation**

Approximately 840 comment submittals addressed multimodal transportation options. This includes comments about existing transit, bicycle and pedestrian options, and multimodal needs in the Project area. Comments focused on the safety, equity, connectivity, and travel time of multimodal travel. A few comments addressed how tolling and other revenue should be spent to fund these modes.

Many respondents observed that current transit service near I-205 in Clackamas County does not meet the needs of the traveling public; however, there were differing opinions regarding potential solutions. Some respondents emphasized the importance of providing accessible and frequent regional transit options in conjunction with tolling in the Project area. A few respondents stated that revenue should be diverted away from transit and invested in highway maintenance and expansion and bridge repair.

Comments regarding bicycle and pedestrian options primarily focused on the need for additional biking and walking infrastructure in the Project area as well as safety concerns from drivers taking routes to avoid tolls.

### **Comments about multimodal transportation**

“Some of us live in one county and work in another. Transit is 6 hours to travel between those counties.”

“By applying tolls, please also improve infrastructure to prioritize non-auto modes of travel, otherwise you will be inequitably penalizing those with less money.”

“If the draft goals are sincere, then I really hope to see that major improvements are made to public transportation and walkability.”

The following is a summary of the major themes from the comments received pertaining to multimodal transportation.

### **TRANSIT:**

- Many respondents said that a tolling project needs to include viable transit options if tolls are going to be implemented on I-205 because there are not enough accessible and direct transit options in the Project area.
- Many respondents said that transit in the region needs to be improved to reduce travel times and increase connectivity.
  - Some respondents suggested transit-only lanes, express buses, and bus-on-shoulder lanes along I-205 in Clackamas County.
  - A few respondents suggested extending the MAX Orange Line to Oregon City and to other communities along the southern portion of I-205.
  - One respondent suggested a new light rail line from OR 217 to Lake Oswego and traveling east to Clackamas County.
  - A few respondents suggested express buses or light rail lines between Oregon City and Washington County, including Bridgeport Village, Tualatin, and Beaverton, and between Oregon and Washington state.
- Several respondents said that transit is a good alternative to widening roadways and can improve mobility, reduce congestion, and reduce greenhouse gas emissions.
- Some respondents said that transit investments are not balanced across the region. It is unfair to toll I-205 especially because the Project area has very few transit options.
- A few respondents said tolling is not an effective strategy to reduce congestion and that improved transit would be more effective at managing congestion.
- A few respondents said toll revenue should be used to fund transit.
- A few respondents indicated that toll revenue should not be used to fund transit and should instead be used to fund highway maintenance and expansion and bridge repair.
- A few respondents said the current transit system creates disproportionately negative impacts for low-income people and essential workers. Most people cannot afford to live close to downtown Portland and transit options in the suburbs are indirect and too time consuming.
- A few respondents said the transit system in Clackamas County feels unsafe and unhealthy.
- A few respondents said diversion from tolling on I-205 will negatively affect bus riders. Buses in the area will be delayed due to increased congestion on local roads.
- A few respondents said bus and transit riders should not be tolled.
- A few respondents said tolls are a critical tool to reduce overall dependence on vehicles.

**BICYCLE AND PEDESTRIAN TRAVEL:**

- Several respondents said there are not enough bicycle lanes and sidewalks in the Project area and providing other transportation options is important if a toll is added to I-205.
- Several respondents said biking and walking options reduce congestion and tolling roadways does not reduce congestion.
- Several respondents identified safety concerns for pedestrians and bicyclists as a result of increased driver diversion from I-205 to local roads.
- Some respondents said toll revenue should be spent on biking and walking investments.
- Some respondents said toll revenue should not be used to fund biking and walking investments and should instead be invested in roadway expansion.
- A few respondents said additional pedestrian infrastructure in the Project area would not be used because destinations are far apart.
- A few respondents said freeways should not be expanded and revenue should be invested in expanding biking and walking infrastructure.
- A few respondents said freeways should get additional lanes and revenue should not be invested in biking and walking infrastructure.

**7.2.9 Equity**

Approximately 830 comment submittals addressed equity. These submittals included comments about whether certain groups or communities will experience disproportionate outcomes and impacts from tolling. Those communities historically and currently excluded and underserved by the transportation system include Black, Indigenous, and People of Color, people experiencing low income, people living with disabilities, people who speak languages other than English, older adults, and children.<sup>30</sup>

Comments mentioning equity generally opposed tolling due to disproportionate effects on low-income households and seniors. Comments were largely related to how tolling would be an additional burden faced by low- and fixed-income individuals on top of other existing challenges like commuting to jobs with inflexible work schedules, medical needs, and/or family support required for senior care. Some comments indicated a need for equity to be explicitly defined and how it will be ensured for the Project.

**Comments about equity**

“Historically, under-served populations are promised equity in government projects; seldom in reality has that happened. If Advisory Boards are set up that include people of color, senior citizens, folks with physical disabilities and members who can support the developmentally disabled in the community, that will alleviate a lot of my fears.”

“Remember folks are very limited in what they can afford, especially seniors having to visit Doctors and other medical appointments when using I-205 or locally in Oregon City, West Linn, Lake Oswego, etc.”

“Do not charge people in low income brackets anything. They are barely surviving as is.”

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<sup>30</sup> Comments that address fairness are discussed separately under Section 7.2.2.

The following is a summary of the major themes from the comments received pertaining to equity.

### **ADVERSELY AFFECTED:**

- Many respondents said tolls affect only low-income people and those already financially disadvantaged.
- Many respondents said tolls would create issues for seniors and elderly who are on fixed incomes.
- Several respondents commented that tolls would affect low-income individuals' ability to pay to travel to work and jobs, especially for those with less flexible work and commute schedules.
- Some respondents said tolling is racist as it disproportionately affects communities of color the most.
- A few respondents said electronic tolling is discriminatory against those without bank accounts.
- A few respondents commented on added expenses for students seeking higher education.

### **7.2.10 Personal Financial Impacts**

Approximately 530 comment submittals addressed personal financial impacts of tolling. Comments included concerns over the ability to pay tolls, how the COVID-19 pandemic has negatively affected financial security, and how a toll could affect where people live and/or work. The following is a summary of the major themes from the comments received pertaining to financial impacts.

- Many respondents said they do not personally have the income necessary to pay tolls, including those on fixed incomes (for example, retirees) and households and individuals who are currently struggling to make ends meet.
- Several respondents cited additional economic hardships associated with the COVID-19 pandemic.
- Several said tolls would unfairly burden lower-income residents and shift workers who do not have the flexibility to alter their commute (either time of day or route).
- Some respondents said tolls would unfairly burden middle-class families, who would not be eligible for reduced toll rates.
- Some respondents said the tolls would adversely affect their property values, including concerns that they might have to move.

### Comments about personal financial impacts

“This would have a negative economic impact on my family”

“Keep in mind that the students of Clackamas Community College are already on a tight budget. Students already can't afford bus fare or gas. Adding a toll would put mire of a financial burden on them.”

“It seems to me that while the goals of the tolls are admirable, the end result will be a significant loss of income for those who can least afford to pay...”

- A few said people could lose their jobs if their wages did not cover the cost of tolls, or if their companies would not reimburse them.

### 7.2.11 Public Engagement and Decision Processes

Approximately 500 comment submittals addressed the public engagement process, including decision-making and schedule. This included comments about how tolls should be voted on by the public, public outreach that has occurred during this process, whose input should be accounted for, and how public input will be used.<sup>31</sup>

Most comments advocated for a vote to decide on tolling in Oregon. Many expressed the belief that if tolling were put to a vote, then it would be evident that the public does not support tolling. Respondents also expressed concern about how the online survey results would be used and if their input would make a difference. The following is a summary of the major themes from the comments received pertaining to the public engagement process.

#### DECISION PROCESS:

- Many respondents said they believe that tolling is already decided, and they do not think their opinion will change that decision.
- Many respondents said that citizens should get to vote on tolling.
- Many respondents said that if people could vote on tolling, then most would vote against it.
- Some respondents said that voters from Clackamas County—specifically Oregon City, West Linn, and Tualatin—should decide if they want tolling in their communities.
- Some respondents said that they would vote against any politicians that support tolling.

#### PUBLIC ENGAGEMENT PROCESS:

- Many respondents said that the feedback gathered from this survey should be published and future outreach materials should reflect the public comments.
- Many respondents said that the online survey will have no impact because it was designed to support a toll decision, not to gather information.
- Several respondents said that it is important to gather public input despite challenges during the COVID-19 pandemic.
- Several respondents said that the outreach for this Project should reach more community members, and broader public engagement is necessary.

### Comments about public engagement and decision processes

“The survey to obtain opinions, comments, and suggestions should be offered in several ways and not only electronically.... if the information is offered in different languages, make sure it is accessible and easy to find.”

“What comes next after we get past this community input phase? If the recommendations are high-impact, is there another opportunity to engage as you figure out the mitigation?”

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<sup>31</sup> Comments that addressed accountability and trust are discussed separately under Section 7.2.6.

- A few respondents said that this survey should be made more accessible by offering it in non-electronic formats and in multiple languages.
- A few respondents said they appreciated ODOT’s communication and outreach efforts.

### **ADVISORY COMMITTEE:**

- Many respondents said representation on the Equity and Mobility Advisory Committee should include commuters and residents of nearby communities.
- Some respondents said the advisory committee should be used to assess benefits and burdens associated with tolling.
- A few respondents questioned who is on the advisory committee and how to join the committee.

### **7.2.12 Environmental Impacts**

Approximately 320 comment submittals addressed potential environmental impacts. These submittals included comments about environmental impacts from increased traffic on neighborhood surface streets due to vehicles avoiding tolls on I-205, the Project’s impact on greenhouse gas emissions and climate change, and public health concerns from increased traffic and congestion. There were diverging opinions on whether tolling I-205 would reduce carbon dioxide emissions.

The following is a summary of the major themes from the comments received pertaining to environmental impacts.

#### **ENVIRONMENTAL IMPACTS FROM DRIVERS REROUTING TO SURFACE STREETS:**

- Many respondents said there would be an increase in air and noise pollution in surrounding communities due to an increase in traffic and vehicle exhaust on local roads.
- Some respondents said there would be impacts to natural areas, parks, waterways, and wildlife from increased traffic activity.

#### **IMPACT ON CARBON DIOXIDE EMISSIONS AND CLIMATE CHANGE:**

- Some respondents said that due to rerouting and diversion to avoid tolls on I-205, carbon dioxide emissions would increase from drivers taking longer routes, burning more gas, and increasing idling times.
- Some respondents said that tolling I-205 would not decrease carbon dioxide emissions because transit options in the area are limited and transit connections to other areas of the

## Comments about environmental impacts

“When you think about equity and mobility for the tolling plan, remember that more cars on the road means more air pollution here, more pollution in the communities where the refineries are and more land taken away from being open space or housing.”

“Under performance measures, environmental justice is mentioned, and it doesn’t necessarily indicate how that will be measured...”

“Current and future generations are counting on us to get our transportation policies in line with the emerging climate crisis.”

region are inefficient, forcing people to drive regardless of whether or not a toll is implemented.

- A few respondents said that tolling I-205 would help discourage driving and reduce the number of single-occupancy vehicles, which in turn would reduce carbon dioxide emissions.

**PUBLIC HEALTH CONCERNS FROM INCREASED TRAFFIC AND CONGESTION:**

- A few respondents said that tolling would move traffic off I-205 and closer to nearby sensitive receptors (that is, daycares, schools, elderly housing, hospitals, etc.).
- A few respondents said that congestion in general poses a public health concern due to increased and concentrated vehicle pollution.

**7.2.13 Economic Impacts**

More than 320 comment submittals addressed economic impacts. These submittals included comments about impacts to small businesses in Oregon City and West Linn, hindering regional economic growth as well as economic recovery from the COVID-19 pandemic, and impacts to interstate commerce and to the businesses and consumers who rely on shipped goods.<sup>32</sup>

The following is a summary of the major themes from the comments received pertaining to economic impacts.

**IMPACTS TO LOCAL SMALL BUSINESSES:**

- Many respondents said that business districts near I-205—such as commercial areas centered around Main Street in Oregon City and Willamette Falls Drive in West Linn—depend on vehicle commuters and would see a decrease in consumers.
- Several respondents said that they would take their shopping and other service needs outside of the community to avoid paying tolls.
- A few respondents said that tolling will lead to increased employment costs to Oregon City and West Linn businesses for employees who commute to work on I-205.

**IMPACTS ON REGIONAL ECONOMIC GROWTH AND RECOVERY:**

- Some respondents said that tolling this section of I-205 would hinder regional economic growth due to a decrease in commercial investment and housing development.

**Comments about economic impacts**

“I also don't see anything in this statement about managing the effects on small businesses & communities that will be most affected by these tolls.”

“...if people have to pay a toll to either visit or work at those businesses and they have alternatives, they may save the hassle and \$ and go somewhere else, impacting local business and employment in the area.”

“Please keep in mind that those in West Linn don't have many shopping, eating, and entertainment options. We use I-205 to access these businesses as well as for work.”

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<sup>32</sup> Comments that addressed personal financial impacts are discussed separately under Section 7.2.10.



- Some respondents said that tolling would add additional hardship to businesses already struggling financially due to the COVID-19 pandemic and would slow the economic recovery for these businesses.

### **IMPACTS TO INTERSTATE COMMERCE AND SHIPPING COSTS:**

- A few respondents said that tolling I-205 would burden interstate commerce and the free movement of goods through Oregon.
- Many of the freight-related comments focused on potential impacts to industry and the economy. Some called out that this will disproportionately affect small, independent freight drivers. Others articulated the potential impact to the cost of shipping and the resulting inflation that would be passed on to the consumer.
- A few respondents expressed concern that tolls could increase shipping costs and be passed on to Oregon businesses and consumers.
- A few respondents expressed concerns about freight access to the Port of Portland via I-205.

### **7.2.14 Other Congestion Management Ideas**

Approximately 220 comment submittals addressed other congestion management ideas. These submittals included comments about alternatives to tolls to improve traffic flow and congestion.<sup>33</sup>

Many respondents expressed a general desire for ODOT to explore alternatives to congestion management without providing specific ideas. Other comments focused on specific congestion management methods, including non-vehicle alternatives, reducing population growth, planning future growth and highway construction, and incentivizing adjustments to business operations.

The following is a summary of the major themes from the comments about other congestion management ideas.

#### **GENERAL IDEAS FOR CONGESTION MANAGEMENT:**

- Many respondents said ODOT should seek to manage congestion using alternatives other than tolls.
- Some respondents said ODOT should consider ideas that reduce overall driving and refocus on non-vehicle alternatives.

### Comments about other congestion management ideas

“Promote low cost alternate solutions, give employers incentives to let their employees work from home whenever possible”

“There are a lot of transportation considerations including carpooling, telework, mode shift, and trips not taken that need to be considered...”

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<sup>33</sup> Comments that addressed the following are discussed separately under their respective sections: expand capacity (Section 7.2.7), multimodal transportation (Section 7.2.4), and proposed alternatives (Section 6.4).

**SPECIFIC OPTIONS FOR CONGESTION MANAGEMENT:**

- Some respondents said population growth is the greatest contributor to increasing congestion, and ODOT should consider working with planners to reduce the influx of new people and businesses into the area, possibly by incentivizing living and working outside of Multnomah County. Similarly, ODOT should work with planners to create more walkable and bikeable communities.
- Some respondents said ODOT should incentivize carpooling and shifting to alternative modes of travel.
- A few respondents suggested that ODOT should work with the business community to encourage remote-working options for employees or alternate working hours (that is, outside of peak commute times).
- A few respondents noted that ODOT should work with the State of Washington to levy an out-of-state vehicle-registration fee for Washington state drivers traveling in Oregon.

**7.2.15 Other Tolling Systems**

Approximately 200 comment submittals addressed other examples of tolling. These submittals included comments referencing existing tolls in other places, aspects of tolling in other places that are effective, and explanations of why tolling will not work in Portland specifically.<sup>34</sup>

Examples were cited across the United States and the world, including Seattle (Washington State Route (SR) 520, I-405, SR 167, SR 99 Tunnel), Los Angeles, Chicago, several northeastern states, France, Toronto, London, and many more. Other examples of tolling in Oregon specifically included the Hood River Bridge and Bridge of the Gods, and historic tolling of the Astoria Megler Bridge.

The following is a summary of the major themes from the comments received pertaining to other examples of tolling.

**EXAMPLES OF TOLLING WITH NEGATIVE EFFECTS:**

- Based on experiences driving in other cities, many respondents said tolling fails to decrease congestion and often increases it.
- Many respondents said they believed that tolling is unpopular wherever it is implemented and cited a number of other cities, states, and countries where this is the case (listed above).
- Some respondents said toll revenue is hardly ever invested in the maintenance of the roadway and cited Washington, D.C., as an example.
- A few respondents said tolling increases air pollution and the frequency of accidents.

**Comments about other tolling systems**

“Using an established system such as California’s FasTrack would help a lot of west-coasters”

“Looking at tolls on the east coast, there are entire roads where you get scanned when entering the highway, then when you exit. The total toll is based on the length of the trip. Why not toll all of I-205?...”

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<sup>34</sup> Comments that addressed other concurrent projects are discussed separately under Section 7.2.16.

- A few respondents said tolling is inequitable and discussed other cities where inequitable tolling systems are in place such as Bellevue, Wash., and Los Angeles.
- A few respondents said that once tolls are implemented in an area, they begin to be widely used and the cost of tolls increases over time and cited tolling systems in Washington, D.C., as an example.

### **CHARACTERISTICS OF OTHER TOLLING SYSTEMS THAT SHOULD BE SEE CONSIDERED FOR I-205:**

- Several respondents said they would like to see a single tolled lane similar to the system on I-405 in Seattle or roadways in Washington, D.C., and Atlanta rather than a toll for the entire roadway.
- Several respondents said they would like to see electronic tolling systems that do not slow traffic and use a bill-by-mail option.
- Some respondents said tolls should be implemented in conjunction with expanding freeway capacity.
- A few respondents provided examples, such as the turnpike system in Connecticut, where a toll is implemented to pay for a new project or road construction and once it is paid for, the toll ceases.

### **7.2.16 Safety**

Approximately 180 comment submittals addressed safety. These submittals included comments about current and future safety for alternate modes of travel, anticipated increases in traffic accidents, and the impacts that traffic diversion will have on roadway safety.<sup>35</sup>

In general, comments on safety pertained to the impacts of diversion of traffic onto neighborhood streets on safety and the safety of alternate modes of travel. The following is a summary of the major themes from the comments received pertaining to safety.

#### **IMPACTS OF REROUTING ON SAFETY:**

- Many respondents expressed general concern for how diverted traffic due to tolls will lead to increased congestion, travel speeds, and collisions on neighborhood roadways.
- Some respondents expressed concern about the potential for diverted traffic to cause an increase in vehicle-pedestrian accidents.
- A few respondents said that traffic from diversion will cause safety issues with emergency vehicle transport or personal travel for emergencies.

### Comments about safety

“I'd rather see ODOT enforce traffic laws and find ways to make our roads safer...”

“The safety of residential streets in West Linn will be impacted greatly with tolling of I205.”

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<sup>35</sup> Comments that addressed other aspects of rerouting and diversion are discussed separately under Section 7.2.2.

- A few respondents noted that increased traffic will deteriorate the quality of neighborhood roadways, further contributing to safety concerns. A few comments noted that this causes an increased financial burden on local municipalities.

### **SAFETY OF ALTERNATE MODES OF TRAVEL:**

- Many respondents said that tolls will make transportation for people walking and biking less safe.
- Several respondents expressed concern for specific groups, including children (especially around schools), older adults, and those who may be transit dependent.
- Some respondents said that bike, pedestrian, and transit infrastructure are limited, especially noting the lack of sidewalks on neighborhood roadways in the Project vicinity.
- A few respondents indicated that walking, biking, and using transit is already unsafe, so driving and paying the tolls is the only option.

### **7.2.17 Other Concurrent Projects**

About 90 comment submittals addressed other concurrent projects. This included comments about other existing projects and their relative importance compared with the I-205 Toll Project.<sup>36</sup>

Overall, respondents indicated that it is important to complete planned projects on I-5 before implementing tolls on I-205. Some respondents indicated that the I-5 Bridge Replacement Project should be completed first, while others indicated that the I-5 Rose Quarter Improvement Project should be prioritized for construction. A few respondents expressed dissatisfaction with the I-5 Rose Quarter Improvement Project and indicated that funding for that project should be diverted to support improvements to the Abernethy Bridge.

The following is a summary of the major themes from the comments received pertaining to other concurrent projects:

- Several respondents said that the I-5 Bridge Replacement Project should be completed before implementing tolls on I-205.
- A few respondents said the bottleneck at the I-5/Rose Quarter area should be eliminated before tolling is implemented on I-205.

### Comments about other concurrent projects

“Eliminate the bottle neck at the Rose Quarter.”

“Fix the I5 bridge first!”

“Retrofit Abernethy Bridge for quake survivability.”

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<sup>36</sup> Comments that addressed other congestion management ideas are discussed separately under Section 7.2.9.

- A few respondents said the funds for the I-5 Rose Quarter Improvement Project should be diverted to improve the Abernethy Bridge.
- A few respondents wondered about the relationship between this Project and the I-205 Improvements Project.
- Some respondents discussed the relationship between pricing and transportation demand. Some suggested that the road-widening project should not happen until after tolling is implemented. Some suggested that tolls should be high enough to discourage unnecessary trips.
- A few respondents said that the projects proposed as part of Metro's Get Moving 2020 bond measure do not address capacity or congestion.
- A few respondents recommended ODOT include impacts from converting the Arch Bridge to a bike-and-pedestrian-only bridge in the analysis for the Project.
- A few respondents noted that policies and decisions made for tolling on I-205 could serve as the foundation upon which other tolling projects in the region or state would be built.

## 8 RESULTS: AGENCY AND TRIBAL COMMENTS

This section describes comments received from agencies and tribes during this engagement.

### 8.1 Agency Comments

Letters from agencies were received during the comment period; Attachment D includes copies of these letters. In addition, agencies also provided comments through the participating agency coordination meeting (Section 3.1.1), Project working group meetings (Section 3.1.2), public meetings (Section 4.1.1), and the online survey (Section 4.1.1), all of which are also documented in Attachment D.

The following sections provide a summary of the input provided by each agency during this engagement.

#### 8.1.1 Clackamas County

ODOT received comment letters from the Clackamas County Board of County Commissioners and the Clackamas County Coordinating Committee (C4). ODOT also received comments at meetings with staff from the Clackamas County Diversion Committee (7/13/20) and the C4 TAC (9/22/20). In addition, Clackamas County provided a letter accepting the invitation to serve as a Participating Agency.

Comments from Clackamas County include the following:

- Clarify the desired outcomes of the study and potential implementation of tolling.
- Prepare a financial analysis of the I-205 Improvements Project that justifies tolling and demonstrates that it cannot be completed without toll funding.
- Tolling on I-205 should not be implemented before system-wide tolling is applied.
- Oregon Transportation Commission should clarify its policy for funding major highway improvements in the region.
- Toll revenue should be kept in the Project area, but the Project area needs to be defined.
- Current levels of diversion off of I-205 are not acceptable and should not be the baseline.
- Alternatives to study in the NEPA process should include the following:
  - A No-Build Alternative with full 6-lane improvement without tolling.
  - Alternatives 3, 4, and 5.
  - An alternative with the Arch Bridge restricted to bicycles and pedestrians only; also an alternative with this restriction and a new vehicle bridge over the Willamette River.
  - An alternative in which the tolled area of I-205 is extended west of the Stafford Road interchange and north of the OR 212 interchange.
  - Evaluate tolling on the entirety of I-5 and I-205, consistent with House Bill 2017.

- Requests for additional modeling:
  - Model 2018 no-toll/no-construction baseline and 2018 no-toll/added-capacity scenarios.
  - Use Metro's 2040 travel demand model to assess long-term rerouting of traffic.
  - Apply traffic simulation to understand impacts of increased diversion.
  - Model each alternative with tolls implemented on I-5.
  - Quantify the impacts of traffic rerouting on major roadways regionwide.
  - Analyze peak-hour performance on all major roads.
- Assess health and equity impacts in the Environmental Assessment
  - The NEPA process should inform how ODOT remedies impacts of tolling diversion where there are transportation gaps, including a need for improved transit alternatives, improved pedestrian accommodations, and additional river crossings.

### **8.1.2 City of Canby**

ODOT received a comment letter from the Mayor of the City of Canby. In addition, ODOT received comments at a Canby City Council meeting (9/2/20). Comments from Canby include the following:

- Implementing tolling would shift congestion to other highway facilities.
- Alternatives 3 and 4 generate the greatest diversion impacts on OR 99E; an alternative that results in less diversion through central Clackamas County, including OR 99E, should be included.
- The project purpose does not acknowledge regional commute patterns do not operate in a vacuum. This project is being considered separately from potential toll projects, thus the modeling does not reflect the true outcomes of implementing multiple projects.
- Identify localized mitigation strategies and projects to address local impacts on OR 99E and the roads that connect it to I-5.
- Mitigation should be built into the Project, not dependent on future revenue generated by tolls.
- Toll revenue should stay in the communities affected by the Project.
- Impacts of tolling on OR 99E are concerning; this roadway is already stressed due to growth; there are not a lot of alternatives through Canby.
- How can Canby part of the process throughout development of the Project?
- The problem statement on revenue is not clear. What is revenue needed for? Would it be used in the region or specifically in Clackamas County?
- The additional lanes on I-205 are needed; tolls alone will not solve congestion problems; if the tolls are going to pay for these lanes, this needs to be clearly communicated to the public.

- Transit options in the Project area are very limited; ODOT should be working with TriMet to develop transit alongside tolling.
- The biggest diversion impacts are on the access roads from I-205 and I-5 to 99E; the worst location is getting off I-5 at Aurora to access OR 99E.
- Clarify if the tolls would be implemented in perpetuity or if they would sunset.

### **8.1.3 City of Gladstone**

ODOT received a comment letter from the City of Gladstone City Council. In addition, ODOT received comments at a Gladstone City Council meeting (8/11/20). Comments from Gladstone include the following:

- Tolling will hurt the local economy, reduce the quality of life for residents, and negatively impact businesses and families.
- Gladstone has a high proportion of seniors and disabled residents that will be affected.
- Many Gladstone residents work outside of the city and would have to pay the toll daily.
- Traffic diversion is already a problem in Gladstone; additional diversion could contribute to traffic delays, accidents, and delays in emergency response.
- The City of Gladstone is opposed to tolls and instead supports the No-Build (no toll) alternative; tolls are the worst way to solve the transportation funding deficit.
- Tolls unfairly impact low-income individuals; many Gladstone residents do not have an option to telecommute or the flexibility in their schedule and must drive to work.
- Data privacy is a concern.
- How much has ODOT spent studying tolls since House Bill 2017 was passed?
- The Project materials do not reflect that most people oppose tolling.
- Clarify the relationship between tolls and the I-205 Improvements Project.
- Clarify how and where toll revenue will be spent and who will distribute the funds.

### **8.1.4 City of Lake Oswego**

ODOT received a comment letter from the City Manager of Lake Oswego. In addition, the City of Lake Oswego provided an email accepting the invitation to serve as a Participating Agency. Lake Oswego also contributed to the I-205 Cities' letter (see Section 8.1.16). Comments from Lake Oswego include:

- The need to reduce congestion goes beyond the stretch of I-205 between Stafford Road and OR 213.
- Freight and interstate travel on I-205 may divert onto I-5 to avoid the toll, further increasing congestion on that corridor until a similar tolling mechanism is implemented.



- A financial analysis of the I-205 Improvements Project should be performed to demonstrate that the project cannot be completed without tolling.
- Tolling should also be considered as a funding mechanism for other highway improvements in the region, such as I-405 and OR 217, not just on I-205.
- Toll revenue collected on I-205 should be invested within the corridor to improve safety and travel along the tolled stretch and to mitigate impacts related to tolling.
- Tolling on I-205 will increase diversion onto local roadways, specifically Stafford Road and OR 43, making them more congested and reducing the safety of pedestrians and bicyclists. Identified pathway improvements on Stafford Road are unfunded and would require significant land acquisition and mitigation of impacts to sensitive areas. The safety issue at OR 43/A Avenue would be further exacerbated.
- Thoroughly analyze traffic impacts resulting from tolling I-205 between Stafford Road and OR 213, including diversion, operation, and safety of local roadways.
- Study impacts on alternative transportation; evaluate improvements that would make alternative modes a safe and viable option.
- Analyze region-wide congestion pricing – including I-5, the rest of I-205, OR 217, Highway 26, and I-84.
- Evaluate the equity impacts of tolling on historically marginalized communities.

### **8.1.5 City of Oregon City**

ODOT received a comment letter from the City Commission of Oregon City. In addition, ODOT received comments at a City Commission meeting (8/19/20). Oregon City also contributed to the I-205 Cities' letter (see Section 8.1.16). Comments from Oregon City include:

- Prepare a financial analysis of the I-205 Improvements Project that justifies tolling and demonstrates that it cannot be completed without toll funding.
- Oregon Transportation Commission should clarify its policy for funding major highway improvements in the region.
- Tolling should be applied equitably to all major highway improvements; Oregon City and Clackamas County should not be required to shoulder major infrastructure project costs.
- Toll revenue should be kept in the Project area.
- Disproportionate burdens to Oregon City:
  - Impacts of tolls would be contrary to the City Commission goal on livability.
  - Additional diversion will impact deteriorating infrastructure, decrease local reliability and efficient movement of people and goods; result in safety issues; hamper economic growth; increase air pollution on local roadways.
  - Lack of alternative transportation options will cause more diversion on local streets; ODOT needs to allow buses/shuttles along the shoulder of I-205.

- Oregon City has economically distressed areas, and a high population of people with a disability.
- Many people accessing health and social services in Oregon City will have to pay a toll.
- A toll will make Oregon City a less desirable place to live.
- A bicycle and pedestrian option across the Willamette River is needed.
- Goals and objectives:
  - Look at the micro-level burdens and benefits for adjacent areas, especially Oregon City.
  - Objectives do not adequately address the local impacts, especially quality of life impacts.
  - Objectives on safe travel, air quality, movement of people and goods, and travel-time reliability should include local streets impacted by diversion.
  - Agree with goal that alternatives should provide a toll system that can be expanded in scale, integrated with tolling on other roadways and adapted to future toll systems.
  - Need to address how increased congestion affects travel efficiency and transit reliability.
- Modeling:
  - Model 2018 no-toll/no-construction baseline and 2018 no-toll/added-capacity scenarios.
  - Use Metro's 2040 travel demand model to assess long-term rerouting of traffic.
  - Apply traffic simulation to understand impacts of increased diversion.
  - Quantify the impacts of traffic rerouting on major roadways regionwide.
  - Analyze peak-hour performance on all major roads.
  - Traffic modeling cannot adequately model human behavior for a toll project.
- Alternatives to study in the NEPA process should include the following:
  - A No-Build Alternative with full 6-lane improvement without tolling.
  - Alternatives 3, 4, and 5.
  - An alternative with the Arch Bridge restricted to bicycles and pedestrians only; also an alternative with this restriction and a new vehicle bridge over the Willamette River.
  - An alternative in which the tolled area of I-205 is extended west of the Stafford Road interchange and north of the OR 212 interchange.
  - Evaluate tolling on the entirety of I-5 and I-205, consistent with House Bill 2017.
- Assess health and equity impacts in the Environmental Assessment.
- The NEPA process should inform how ODOT addresses the impacts of tolling, including transit alternatives, improved pedestrian accommodations, and adequate bicycle and pedestrian options across the Willamette River.

- Clarify the relationship of the I-205 Toll Project to the I-205 Improvements Project; the I-205 Improvements Project website does not contain any information about tolling; the I-205 Improvements Project must be completed for tolling to resonate with the community.

### **8.1.6 City of Tigard**

ODOT received comments at a Tigard City Council meeting (8/18/20). Comments from Tigard include the following:

- The City of Tigard commends ODOT on the outreach work to obtain community feedback.
- Clarify the impacts of tolling on truck commerce.

### **8.1.7 City of Tualatin**

ODOT received a comment letter from the Mayor of Tualatin on behalf of the City Council. In addition, ODOT received comments at a Tualatin City Council meeting (7/27/20). Tualatin also contributed to the I-205 Cities' letter (see Section 8.1.16). Tualatin also provided an email accepting the invitation to serve as a Participating Agency. Comments from Tualatin include the following:

- Clarify that revenue gained from tolls on I-205 will be invested in the I-205 corridor.
- The NEPA analysis needs to assess quality of life impacts of diversion, including impacts on transportation reliability, access, public health, air quality, economics, and safety.
- Identify a funding plan for equity-informed improvements to increase transportation options and programs that serve lower income and historically marginalized populations.
- The I-205 corridor, particularly Borland Road, lacks safe bicycle and pedestrian facilities.
- Modeling:
  - Run the model with tolling on I-5 tolling.
  - Run the model with a 2040 horizon.
  - Incorporate post-COVID 19 transportation patterns into the assessment.
- Clarify how goals and objectives will be addressed and incorporated into the Project.
- Alternatives:
  - Advance Alternatives 3, 4, and 5.
  - Add an alternative where the tolled area extends from a location west of Stafford Road to a location north of the OR 212.
  - Consider tolling at a regional scale to address chokepoints at Boone Bridge and the Columbia River, rather than "spot tolling" where unequal impacts result.
- Equity should be referenced in the Project's draft Purpose and Need Statement.
- Provide cost, source of funding, and authorization for studying tolling on I-205.
- Lack of transit connecting cities on the I-205 corridor is a concern.

- Clarify if tolling would sunset after construction of the I-205 Improvements Project.
- Clarify the percentage of toll revenue that covers administration.
- Tolling should be used to provide people with a travel alternative; there is not another alternative in the I-205 corridor where people would not have to pay the toll.
- People from outside the Portland metro area should pay a toll instead of local residents.
- The increase in traffic on local roadways shown under Alternative 4 is not acceptable; local roads are already overwhelmed.
- Diversion onto Borland Road is concerning; it has schools, hospitals, and a large church.
- ODOT should reach out to communities that might not participate, including immigrants.
- Clarify how the tolling endpoints were identified.
- Clarify what mitigation will include and how it will be paid for.

### **8.1.8 City of West Linn**

ODOT received a comment letter from the West Linn City Council. In addition, ODOT received comments at a West Linn City Council meeting (9/8/20). West Linn also contributed to the I-205 Cities' letter (see Section 8.1.16). Comments from West Linn include the following:

- The Project would disproportionately burden local residents.
- The Project upends precedent of how major infrastructure projects are paid for.
- Input and opposition from West Linn and other local residents have not been considered.
- Diversion is already a problem on local roads; the I-205 Improvements Project must be considered completed for tolling to resonate with local communities.
- ODOT should prioritize securing immediate state and federal funding and beginning construction of the I-205 Improvements Project.
- A regionwide dialogue on tolling is needed with simultaneous and regionwide tolling approach on all major highways.
- ODOT should extend the length of any tolling to different endpoints to minimize diversion.
- Toll revenue must be spent in the tolled area.
- Tolls should be done in collaboration with a private company with only one tolled lane.
- Clarify if tolls would be collected electronically or with toll booths.
- Tolls should be applied at the Glenn Jackson Bridge (state border); people from Washington do not pay for their use of Oregon roads.
- ODOT should look at tolling in Downtown Portland to pay for the I-5 Rose Quarter Project.

### **8.1.9 City of Wilsonville**

ODOT received a comment letter from the City of Wilsonville Mayor. ODOT also received comments at a Wilsonville City Council meeting (8/17/20). The comment letter from Wilsonville implied acceptance to the invitation to serve as a Participating Agency. Wilsonville also contributed to the I-205 Cities' letter (see Section 8.1.16). Comments from Wilsonville include the following:

- Tolling just this segment of highway would neither raise sufficient revenue nor provide region-wide congestion relief. The NEPA analysis should be expanded to look at tolling regionally on I-5 and I-205.
- Prepare a financial analysis of the I-205 Improvements Project that justifies tolling and demonstrates that it cannot be completed without toll funding.
- Oregon Transportation Commission should clarify its policy for funding major highway improvements in the region. Tolling should be applied equitably to major highway improvements in the region.
- Tolls imposed on I-205 should not pay for improvements elsewhere. Toll revenue should be kept in the Project area.
- Metro's 2040 travel-demand model should be used to assess long-term re-routing patterns that would result from tolling this segment of I-205.
- Study the economic and quality-of-life impacts on communities impacted by tolling.
- Study the change in number of vehicles diverting to local roads and state highways (including OR 99E, OR 212, OR 43, and OR 213) and the impact of those roads.
- A toll location west of Stafford Road has the potential for a substantial increase in traffic at the I-5/Elligsen Road interchange. ODOT should look at potential mitigation strategies.
- Look at changes in traffic patterns throughout the Portland metro area.
- Study tolling on the entirety of I-5 and I-205 should be studied.
- Study alternative transportation and public transit options to remedy impacts of tolling; an assessment of impacts on transit-dependent populations is needed.
- Assess health and equity impacts of each alternative; incorporate health and equity performance measures, perform an equity analysis, and partner with the Oregon Health Authority.
- Rural roads in Wilsonville already experience a high level of diversion.
- Tolls could affect property values of adjacent lands.
- Clarify if dynamic pricing would be applied.
- Clarify the relationship with the I-205 Improvements Project and if tolls will provide increased capacity.
- Clarify how revenue if revenue collected on the corridor will stay in the corridor.

### 8.1.10 City of Vancouver

ODOT received a comment letter from the City of Vancouver Mayor. In addition, ODOT received comments at a Vancouver City Council meeting (8/24/20). Vancouver sent an email accepting the invitation to serve as a Participating Agency. Comments from Vancouver include the following:

- Policies emerging from the Project will have regionwide implications and applications; for the City of Vancouver to support the Project it must provide equitable distribution of impacts and benefits and reflect principles identified in the City's Congestion Pricing Policy Framework.
- Consider the cumulative impacts of multiple tolling projects.
- Consider the geographic equity of tolls on north-south roads versus other funding for east-west corridors.
- Analysis of alternatives should include detail about users who would pay the toll.
- Goals and objectives:
  - Add an objective about increasing access to jobs and employment centers regionwide.
  - Add an objective about increased transit options and frequency in the Project area.
- Define and address the implementation and operations criterion and how it is evaluated with regards to the entire system of tolling as presently known.
- Mitigation strategies must be applied regionwide; low-income residents of Washington must be able to access program discounts and subsidies and increased transit options.
- Prior to toll implementation, regulatory barriers to using toll revenues to fund transit operations and geographic limitations must be remedied.
- Impacts must be evaluated system-wide, including local streets systems and highways, not just limited to the area immediately adjacent to the toll.
- A full analysis of a priced system (Portland Metro Area Value Pricing Feasibility Analysis, Concept C) is needed.
- Improvements should be tied to the corridor in which the revenue is generated; toll revenues should support capacity improvements identified in adopted regional plans.
- Engagement:
  - The City appreciates the communication from ODOT to-date.
  - The Project timeline must provide sufficient time for meaningful participation.
  - Continue to engage with Southwest Washington policymakers and residents.
  - All toll projects should have a high level of transparency and comprehensive risk management strategy, and be phased to contain disruptions to small areas.
- Consider how transportation choices are different by gender and for single parents.
- Support use of the term "tolling" for clarity.

### 8.1.11 Metro

Oregon Transportation Commission received a comment letter from Metro Council. ODOT received a copy of the letter to Oregon Transportation Commission and a letter from the Metro Planning and Development Deputy Director. In addition, Metro provided a letter accepting the invitation to serve as a Participating Agency. Comments from Metro include the following:

- Metro supports a comprehensive tolling strategy for the Portland metro area.
- The term "corridor" should be defined comprehensively to allow a range of solutions specific to each corridor (I-205 and I-5).
- Oregon Transportation Commission should continue to engage Metro Council, Joint Policy Advisory Committee on Transportation, and the public on all major project decisions; ODOT should continue to solicit input from the community.
- Implement tolling on I-205 and I-5 simultaneously to maximize efficiency of the regional system and reduce greenhouse gases.
- Transportation demand management:
  - Tolling can be used to manage demand in place of adding capacity.
  - Transportation demand management should be included in the draft Purpose and Need Statement.
  - Add objective about tolls for efficient use of infrastructure and reducing peak-hour trips.
- Equity:
  - Implement the Project with an equity lens.
  - Equitable distribution of benefits should be included in the need statement.
  - Add an objective on expanding travel options for those most impacted by a toll.
  - Metro applauds ODOT for establishing the Equity and Mobility Advisory Committee.
  - Project alternatives should include special considerations for those already marginalized by the transportation system; consider which geographies are most affected.
- Alternatives:
  - Alternative 5 performed best on transportation demand management and should be moved forward into the NEPA process.
  - Alternatives 3 and 4 should be modified to improve their transportation demand management performance.
  - The screening analysis should take place at the scale of the regional Mobility Corridors.
  - Diversion and multimodal travel need to be taken into account for each alternative.
- Performance Measures:
  - Include a measure on person throughput on I-205 between Stafford Road and OR 213.
  - Include an evaluation criterion about affordability for disadvantaged groups and a performance measure related to discounts and exemptions.

### 8.1.12 Portland Bureau of Transportation

ODOT received two comment letters from the Commissioner-in-Charge of Portland Bureau of Transportation and its Director, as well a letter from the Director with feedback on the Draft Agency Coordination Plan. The bureau agency also provided a letter accepting the invitation to serve as a Participating Agency. Comments from the bureau include the following:

- The Project presents an opportunity to use tolling to advance equity, climate, safety, and demand management goals adopted in the Regional Transportation Plan.
- Participating agencies should come together to discuss concerns and opportunities, especially as the Project relates to future tolling projects throughout the region.
- The Joint Policy Advisory Committee on Transportation should be given opportunities to provide input into the Project.
- The Project team should try to hear from as many voices as possible outside of government agencies and especially from Black, Indigenous, and People of Color and Slavic community members.
- Draft Purpose and Need Statement:
  - The purpose statement should be revised to state the Project will manage demand in a manner that is safe, reliable, equitable, and cost-effective and that maximizes efficient use of roadway capacity; and that it will generate revenue to improve regional access and mobility.
  - The need statement should reflect needs for additional transit service, increased pedestrian and bicycle facilities, and advancement of racial and social equity.
- Goals and objectives:
  - Should clearly articulate which populations have been "historically underserved or underrepresented or negatively impacted by transportation projects".
  - Should explicitly state that the Project will be designed to reduce and eliminate fatal and serious crashes on I-205 and other roadways affected by the Project.
  - Should reference reduction of vehicle air pollutants and greenhouse gas emissions through shifts to other modes and higher occupancy vehicles.
- Alternatives:
  - Alternative 5 performs best for transportation demand management and should be advanced for further consideration.
  - Alternatives 3 and 4 should be modified to better support transportation demand management.
- Modeling of alternatives should include tolling on I-5 for a comprehensive understanding of the regional system.
- Use the Regional Transportation Plan's Mobility Corridors Framework.
- Apply an equity lens to the alternatives screening analysis.



- The screening analysis appears to prioritize revenue generation over transportation demand management.

### **8.1.13 Port of Portland**

ODOT received a letter from the Port of Portland accepting the invitation to serve as a Participating Agency. In that letter, the Port also included the following comments:

- The Port supports tolling as a strategy to achieving goals related to traffic and revenue.
- Decisions on how to implement tolling on I-205 will inform the public narrative on tolling and the ultimate success of other projects.
- I-205 is an important facility as the primary route between Portland International Airport and shippers in other parts of the state; it is also important to airport travelers and workers.

### **8.1.14 Port of Vancouver**

ODOT received a comment letter from the Port of Vancouver, which contained the following comments:

- Any successful tolling alternative should, at a minimum, preserve freight mobility.
- Reduce cost impacts to businesses and works by reducing off-peak toll rates and limiting the number of tolls charged per vehicle per day.
- Opportunities to improve freight mobility through this Project should be fully vetted.
- Funds raised in the I-205 corridor must be reinvested into maintenance and improvements in the same corridor.
- The ability to sustain needed funding to ensure reliability and efficient mobility of freight is critical to the success of tolling.

### **8.1.15 Southwest Washington Regional Transportation Council**

ODOT received a comment letter from the Regional Transportation Council. ODOT also received comments at a Regional Transportation Council Board of Directors meeting (9/1/20). In addition, the council provided a letter accepting the invitation to serve as a Participating Agency. Comments from the council include the following:

- Relationship to I-205 Improvements Project:
  - Clarify the relationship between the I-205 Toll Project and the I-205 Improvements Project in the draft Purpose and Need Statement.
  - Clarify if the I-205 Improvements Project is dependent on toll revenues.
  - If there is independent utility between the projects, it should be demonstrated.
- Impact analysis:
  - Traffic and user equity impacts should be evaluated and mitigated at the regional scale of the metropolitan planning area.

- Evaluate congestion relief projects to be funded by tolls in cumulative impact assessment.
- Equity:
  - Consider the geographic equity of tolls on north-south corridors versus other funding for east-west corridors.
  - Bi-state equity is a concern; this is not reflected in the goals and objectives.
- Alternatives:
  - Analysis of alternatives should include detail about users who would pay the toll.
  - Evaluate tolling without the I-205 Improvements Project.
  - Evaluate the I-205 Improvements Project without tolling (a No-Toll alternative).
  - Advance Alternative 5 for further consideration.
  - Clarify the “Implementation and Operations” criterion further before eliminating any alternatives based on that criterion; evaluate for the entire system of tolls (as planned).

### **8.1.16 The I-205 Cities**

The Oregon Transportation Commission received a comment letter from the Mayors of Lake Oswego, Milwaukie, Oregon City, Tualatin, West Linn, and Wilsonville, who collectively identified their cities as “The I-205 Cities.” Comments from this group include the following:

- Study the long-term impacts of tolling on surrounding communities and increases in traffic diversion on local roads.
- Analyze tolling impacts on congestion and revenue generation for the regional highway system. Tolling on I-205 and I-5 should be implemented simultaneously. Tolling just this segment of highway would neither raise sufficient revenue nor provide region-wide congestion relief.
- Study alternative transportation and public transit options with an equity lens for mobility.
- The alternatives should provide specific alternative transportation and public transit improvements and show how inequitable impacts on lower-income communities will be addressed.
- Toll revenue should be invested in the corridor on which it was collected.

### **8.1.17 Washington County**

ODOT received a comment letter from the Board of County Commissioners. In addition, ODOT received comments at meetings with the Washington County Board of Commissioners (8/11/20), Washington County Coordinating Committee (8/17/20), and the Coordinating Committee’s TAC (8/6/20). Washington County also provided a letter accepting the invitation to serve as a Participating Agency. Comments from Washington County include the following:

- Washington County supports the Project’s dual purpose of congestion management and funding congestion relief projects.
- Need to understand the extent of diversion in order to identify adequate mitigation.

- This phase should plan for the future implementation of tolling on both I-5 and I-205.
- Keep equity in the forefront of Project planning and implementation.
- Toll revenue should be prioritized for the I-205 Improvements Project and mitigation of diversion impacts; beyond that, revenue should be dedicated to modernizing the regional freeway system and support transit.
- Clarify if performance measures are weighted or prioritized.
- Clarify how toll rates were used in the comparison of screening alternatives.
- Request that ODOT compile questions from other jurisdictions and share.
- Clarify why Alternative 5 is not recommended for further consideration.
- Reduction of greenhouse gas emissions should be in goals and objectives rather than the need statement.
- There is already severe congestion on local roads that parallel I-205.
- The regional model may not be sufficient for modeling congestion.
- The combined impact of tolling on both I-5 and I-205 on additional traffic diversion has not been studied.
- There is concern about a lack of congruity in the timelines of the I-205 Improvements Project and tolling.
- Analysis may take more time than anticipated for the toll program.
- Take time to develop a plan to address equity; there is concern for diversion of traffic into lower-income neighborhoods and increasing safety risks for pedestrians and bicyclists.
- Clarify where and how toll revenues will be allocated.

### **8.1.18 Washington State Department of Transportation**

ODOT received a letter from the Washington State Department of Transportation accepting the invitation to serve as a Participating Agency and providing the following comment:

- Implementation of tolls should bring direct benefits to those paying the toll.

### **8.1.19 Other Agency Letters and Emails**

In addition to the agencies listed previously, the following agencies provided emails or letters accepting the invitation to serve as Participating Agencies, but without comments on the Project:

- Clark County.
- City of Gresham.
- City of Happy Valley.
- City of Milwaukie.
- Oregon Department of Environmental Quality.
- Oregon State Historic Preservation Office.

The U.S. Environmental Protection Agency provided a letter declining the Participating Agency invitation.

### **8.2 Tribal Comments**

No comments were received from tribes during this engagement. The Confederated Tribes of the Grand Ronde Community of Oregon sent a letter declining the invitation to serve as a Participating Agency but requesting initiation of government-to-government consultation.

## 9 RESULTS: INPUT FROM HISTORICALLY AND CURRENTLY EXCLUDED AND UNDERSERVED COMMUNITIES

During this engagement, ODOT intentionally sought to engage people who have historically been and are currently excluded in transportation planning processes and underserved by the transportation system.

Tolling provides benefits such as improved travel reliability and improvements in the transportation system. However, tolling could affect some populations more due to the potential for proportionally higher transportation costs, more limited-transportation options in lower-cost housing areas, limited schedule flexibility, and additional traffic rerouting through their neighborhoods by drivers attempting to avoid tolls.

The Equity Framework<sup>37</sup> describes the Oregon Toll Program's commitment to minimizing burdens and maximizing benefits to historically and currently excluded and underserved communities. The Equity Framework was drafted to be consistent with Title VI of the Civil Rights Act of 1964, which prohibits discrimination on the basis of race, color, and national origin in programs and activities receiving federal financial assistance.

ODOT is working with the Equity and Mobility Advisory Committee to provide input on the mobility and equity strategies throughout the environmental review process. Specifically, the committee will consider the following:

- Availability of transit and other transportation options.
- Transportation needs of, and benefits for, People of Color and people experiencing low income, and people with limited-English proficiency or disabilities who live near or travel through the Project area.
- Better understanding of neighborhood benefits and impacts for the communities near the tolled facilities (for example, changes to cut-through traffic, pedestrian and bicycle options, transit access).

Impacts to historically and currently excluded and underserved communities will be considered during the environmental review process.

This section describes input received specifically from communities who have been historically and currently excluded and underserved by transportation projects. Comparisons are made between input received from people in these communities and respondents as a whole.

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<sup>37</sup> The Oregon Toll Program's Equity Framework is available online:  
[https://www.oregon.gov/odot/tolling/Documents/Toll\\_Projects\\_Equity\\_Framework\\_with\\_AppendixA.pdf](https://www.oregon.gov/odot/tolling/Documents/Toll_Projects_Equity_Framework_with_AppendixA.pdf)

## **9.1 Identification of Historically and Currently Excluded and Underserved Communities**

Based on the Equity Framework, people from historically and currently excluded and underserved communities include, but are not limited to the following:

- People experiencing low-income<sup>38</sup> or economic disadvantage.
- Black, Indigenous, and People of Color communities.
- Older adults and children.
- People who speak languages other than English, especially those with limited English proficiency.
- People living with a disability.

## **9.2 Sources**

Input from historically and currently excluded and underserved communities is drawn from the online survey, which had demographic questions related to race/ethnicity, age, gender, and income. In addition, surveys responses received in languages other than English were considered in this analysis. Input received via email, voicemail, letter, and during webinars and presentations is not included because demographic questions were not included in these formats.

## **9.3 Methodology**

### **9.3.1 Online Survey**

Using the demographic questions in the online survey, a cross-tabulation analysis was conducted for the responses to multiple-choice questions and open-ended questions. Table 9-1 includes the communities identified in the survey and responses analyzed.

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<sup>38</sup> For purposes of the Project, “low-income” will be defined as 200 percent of the federal poverty level to be consistent with data available through the U.S. Census Bureau, to be aligned with regional stakeholder definitions of low-income, and to be more inclusive of the costs of living above and beyond food costs.

**Table 9-1. Historically and Currently Excluded and Underserved Communities Identified in the Online Survey**

Community	Question	Responses
Black, Indigenous, and People of Color <sup>1</sup>	How do you identify your race/ethnicity? (select all that apply)	<ul style="list-style-type: none"> <li>Any responses indicating the following were categorized as Black, Indigenous, and People of Color: African, African American/Black, American Indian or Alaska Native, Asian, Hispanic/Latin American, Indigenous Central or South American, Middle Eastern, and/or Native Hawaiian or Pacific Islander.</li> <li>Eighty (80) respondents self-identified as Slavic. Of these 72 completed the survey in Russian and are first generation immigrants who were encouraged to participate by a community engagement liaison. In some cases, this group was combined with other historically and currently excluded communities in reporting on responses from the Black, Indigenous, and People of Color grouping – as noted in this report.</li> <li>Any responses indicating only White/Caucasian were excluded. Responses indicating White/Caucasian and one or more of the above responses were included.</li> </ul>
Older adults	Age	<ul style="list-style-type: none"> <li>65 or older</li> </ul>
People experiencing low-income or economic disadvantage	Annual household income	<ul style="list-style-type: none"> <li>Up to \$49,999 per year<sup>2</sup></li> </ul>

Note: The online survey did not include any question asking respondents to identify if they experience a disability.

<sup>1</sup> Black, Indigenous, and People of Color includes African/African-American, American Indian, Asian/Pacific Islander, and Hispanic/Latin American respondents. In some figures and tables, the acronym “BIPOC” is used to collectively represent these populations.

<sup>2</sup> The federal poverty guideline in the Portland area is \$26,200 for a household of four. The Oregon Toll Program is using a guideline of 200% of the federal level, similar to other transportation projects in the region. Survey questions did not ask for household size. Larger households with incomes greater than \$49,999 per year could be considered as experiencing low income but are not analyzed here.

Respondents who selected “Prefer not to answer” or “Prefer to self-describe” are not included in this analysis. One respondent provided a self-description that aligned with White/Caucasian and was moved into that group. The other 229 respondents who self-described did not provide relevant answers and were marked as “Refused.”

Multiple-choice and open-ended responses were submitted to Research Dataworks Inc. for cross-tabulation analysis to examine results for different demographic groups (see Attachment C). Cross-tabulation analysis illustrates how different demographic groups respond to multiple-choice questions. For responses to open-ended survey questions, the comments were organized by theme and any differences by demographic group are displayed. (See Section 4.2.2 for more details about analysis of written comments received in response to the open-ended questions.) Comments were then reviewed by demographic group to assess the intensity of key themes.

For the purposes of analysis and to create larger and more reliable demographic groups, several race/ethnicity categories were combined. This is a common practice with few responses in some racial/ethnic categories that are similar but still distinct from other larger groups (for example, African and African American/Black). These categories are used in the charts and graphs throughout this section using the colors identified in Table 9-2. The colors for older adults and people experiencing low income are also included in this table.

**Table 9-2. Combined Categories for Analysis**

Combined Category	Race/Ethnicity	Number of Respondents
African/African American	<ul style="list-style-type: none"> <li>African</li> <li>African American/Black</li> </ul>	122
American Indian	<ul style="list-style-type: none"> <li>American Indian or Alaska Native</li> </ul>	87
Asian/Pacific Islander	<ul style="list-style-type: none"> <li>Asian</li> <li>Native Hawaiian or Pacific Islander</li> </ul>	247
Hispanic	<ul style="list-style-type: none"> <li>Hispanic/Latin American</li> <li>Indigenous Central or South American</li> </ul>	173
Slavic	<ul style="list-style-type: none"> <li>Slavic</li> </ul>	80
White/Caucasian	<ul style="list-style-type: none"> <li>White/Caucasian</li> </ul>	1,990
Black, Indigenous, and People of Color (and Slavic)	<ul style="list-style-type: none"> <li>African</li> <li>African American/Black</li> <li>American Indian or Alaska Native</li> <li>Asian</li> <li>Native Hawaiian or Pacific Islander</li> <li>Hispanic/Latin American</li> <li>Indigenous Central or South American</li> <li>Slavic</li> </ul>	651
<i>Note: Slavic was included in this grouping because the majority of these respondents are Russian-language speakers and recent immigrants.</i>		
65+	<ul style="list-style-type: none"> <li>65 or older</li> </ul>	467
<\$50K	<ul style="list-style-type: none"> <li>Up to \$49,999 per year</li> </ul>	552

Some respondents selected multiple responses to the race and ethnicity demographic question. As a result, there could be some double counting in responses among concerns sorted by race and ethnicity. More than 900 of the 4,600 survey respondents chose not to provide demographic information, so they could not be included in the analysis.<sup>39</sup>

<sup>39</sup> The survey and comment period were open to anyone who wanted to participate. Respondents do not represent a random sampling of households in Clackamas County or the Portland metro area and therefore are not statistically representative of the population as a whole.



Section 9.5 highlights key themes of comments from different demographic groups and areas where specific group responses were different from overall survey responses.

### 9.3.2 In-Language Surveys

As described in Section 4.1.1, the Project team provided in-language Project information to communities in the Project area through nine community engagement liaisons who connected with their community in preferred languages. The liaisons distributed in-language survey links (each language had a separate link) using telephone calls, video calls, social media platforms, text, and email. Some liaisons distributed paper surveys and then entered the paper survey responses manually using their specific in-language link. Some in-language surveys were submitted directly through the Spanish translation of the entire online open house and survey.

The Project team submitted the in-language survey responses for translation and then incorporated those responses into the overall online survey analysis (see Sections 6 and 7). In-language survey responses were read and reviewed separately from the rest of the online survey results to examine input from people who speak languages other than English, especially those with limited-English proficiency.<sup>40</sup> See Attachment D to review all closed- and open-ended survey responses.

Surveys returned by those who speak languages other than English were part of the overall cross-tabulation analysis but were not analyzed separately via cross tabulation. Instead, responses to multiple-choice questions from the translated surveys were manually counted and open-ended responses were reviewed for any differences from the overall key themes as described in the following section.

## 9.4 Translated Survey Responses

### 9.4.1 Translated Surveys

Comments were received in Spanish, Vietnamese, Russian, and simplified and traditional Chinese. Table 9-3 shows the number of translated surveys by language. Out of the more than 4,600 comment submittals received, 329 (7%) were in a language other than English.

### Comments in languages other than English

*(These responses have been translated into English from their original language.)*

“It is too much information to make a decision to agree or disagree.” (Spanish)

“Low-income groups who use I-205 every day will have a heavy burden.” (Chinese)

“I go to work every day, 5 days per week, do I have to pay toll for 5 days?” (Vietnamese)

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<sup>40</sup> In-language responses do not necessarily indicate limited-English proficiency. People who speak languages other than English may have submitted survey responses in English; therefore, those are not included here.

**Table 9-3. Number of Surveys Received by Language**

Comment Source	Number of Comment Submittals
Spanish online survey	79
Vietnamese online survey	68
Russian online survey	72
Simplified and Traditional Chinese surveys	110
<b>Total translated comment submittals received</b>	<b>329</b>

### 9.4.2 Key Themes

Responses submitted in languages other than English were not substantially different from overall responses. A few key themes arose from analyzing the multiple-choice and open-ended comments as listed below.

- For the multiple-choice questions about the draft purpose and draft need, goals and objectives, and alternatives, responses in another language were much more likely to mark “no opinion” or “neither agree nor disagree.”
- The more than 300 respondents who submitted surveys in another language expressed much less concern with minimizing negative diversion to local streets compared to all respondents. “Providing alternative, non-tolled driving routes” was the top concern identified by those completing the survey in another language, and “reducing traffic congestion” was the second most important concern.
- Surveys from speakers of languages other than English frequently included comments about the state of the economy and its impact on unemployment, as well as the personal financial impacts of tolls.
- Many of the open-ended survey responses suggest that the concerns of limited-English speakers are very similar to the concerns of respondents experiencing low income.
- Similar to overall survey responses, many comments in a language other than English expressed opposition to tolling. Themes in the responses to the open-ended survey questions focused on how current tax revenue is collected and spent as the basis for opposition. Comments focused on different types of taxes (that is, car registration and license plate tags; federal, state, and local taxes; gas tax; arts tax; transit tax; etc.) and how those should be sufficient to pay for roadway improvements.

### 9.5 Catalog/Summary of Responses

The following subsections describe how both multiple-choice and open-ended survey questions were answered by respondents who self-identified in one of the historically and currently excluded and underserved demographic groups described in Section 9.3.1. Responses are compared to those from all respondents as described in Sections 5, 6, and 7.

### 9.5.1 Key Themes

- Like the overall survey responses, the majority of commenters from historically and currently excluded and underrepresented communities expressed opposition to tolling on I-205. However, Asian and Pacific Islander, and in some cases Hispanic, respondents expressed more support for the Project purpose and need and goals and objectives than other racial groups, such as Black and Indigenous respondents.
- There were many differences in responses among racial groups. People from African American/Black and American Indian and Alaska Native communities indicated opposition toward tolls in greater numbers than other racial groups and survey respondents as a whole.
- For closed-ended questions about agreement with the draft Purpose and Need Statement, Project goals and objectives, and recommended alternatives, Black, Indigenous, and People of Color survey respondents and Slavic respondents were much more likely to strongly disagree. Even higher percentages of African American/Black and American Indian and Alaska Native respondents strongly disagreed. Asian/Pacific Islander, Hispanic/Latin American, Slavic, and White/Caucasian had more respondents select “somewhat disagree” but the plurality of respondents from these communities still strongly disagreed.
- Typically, people experiencing low income responded similarly to the overall survey respondents with a few key exceptions:
  - 52% of respondents experiencing low income identified the need to “minimize the impact of tolls on people of low income.” The same percentage of respondents also identified the need to “provide alternative, non-tolled driving routes.” These rates are much higher than survey respondents as whole, where 36% indicated the need to “minimize the impact on people of low income” and 41% indicated the need to “provide alternative, non-tolled routes.”
  - In the multiple-choice responses, about a quarter of the people experiencing low income (26%) expressed concerns about rerouting and diversion at a similar rate as overall survey respondents (31%), but less than respondents with higher incomes (38%).
  - About 13% of all respondents shared comments about equity topics,<sup>41</sup> highlighting concerns about whether certain groups or communities are more likely to experience disproportionate outcomes and impacts from tolling. Comparatively, 23% of the people experiencing low income shared comments on equity.

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<sup>41</sup> “Equity” related comments were those that discussed whether certain groups or communities will experience disproportionate outcomes and impacts from tolling. They were differentiated from topics of “fairness,” which included comments on the existence of viable alternative routes, paying for highways that have already been built, fairness of user-pay systems, flexibility of personal schedule or travel patterns and geographic effects on local communities.

- Older adults who responded to the survey, like those respondents with higher incomes and White/Caucasians, expressed greater concern with minimizing negative diversion to local streets compared to survey respondents as a whole.

### 9.5.2 Multiple-Choice Questions

#### DRIVING FREQUENCY

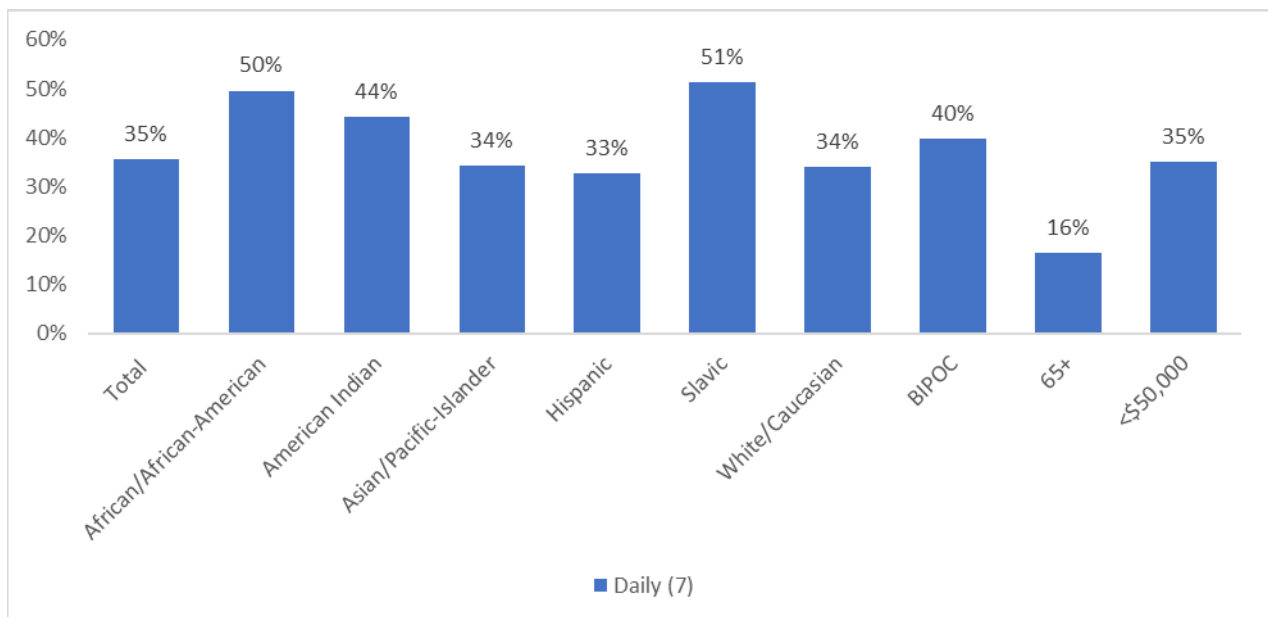
About one-third (35%) of all survey respondents at all income levels are daily drivers on I-205. A higher percentage of African American/Black (50%), American Indian and Alaska Native (44%), and Slavic (51%) respondents are daily drivers compared to overall survey respondents.

Older adults are typically not daily drivers on I-205, with only 16% so indicating this level of frequency.

Results to the following question are shown in Figure 9-1.

*How often do you drive on I-205?*

**Figure 9-1. Percentage of Historically and Currently Excluded and Underserved Groups Who are Daily Drivers on I-205**



Note: "Total" refers to all survey respondents and in this figure the BIPOC column represents the combination of all Black, Indigenous, People of Color and recent Slavic immigrants.

### CONCERNS AND OPPORTUNITIES WITH TOLLS

Question 2 of the survey asked about top concerns and opportunities with tolls. Respondents could select any option that applied and answers varied by race/ethnicity, age, and income. While there was variation in order of importance, the top concerns remained consistent. Key variations include the following:

- Respondents experiencing low income indicated that providing alternative, non-tolled driving routes was of greater importance than overall respondents. Minimizing the impact of tolls on people experiencing low income was also of much higher importance to people experiencing low income and Hispanic individuals.
- The desire to reduce traffic congestion varied greatly among different racial groups. African American/Black and American Indian and Alaska Native respondents marked reducing traffic congestion as a top concern much less frequently, while Asian and Slavic respondents marked it more frequently, than the average for all respondents. Older adult respondents also selected “minimizing traffic congestion” more frequently than survey respondents as a whole—even though older adult respondents also said they drive less frequently.
- Asian and Hispanic respondents and older adult respondents expressed a greater desire for ensuring that the pricing system is easy to understand and use.
- Asian and Hispanic respondents are also more concerned than other groups with ensuring that revenue is used to benefit historically and currently excluded and underserved communities.
- The top concern among White/Caucasian respondents, older adults, and people with incomes greater than \$90,000 per year was minimizing negative diversion to local streets. All other racial groups and people experiencing low income were much less concerned with diversion.
- Overall, 24% of all survey respondents added a write-in option to state their opposition to tolls in Question 2. It is very unusual to receive a consistent write-in response from such a large group of respondents. Typically, write-in responses are limited in number and do not contain a consistent response or theme. This concern was uneven among racial groups, with more than a third of African American/Black (35%) and nearly half of American Indian and Alaska Native (45%) respondents writing in this option much more frequently and other demographic groups, including Asian (10%), Hispanic/Latin American (17%), Slavic (18%), and White/Caucasian (19%), writing in much less frequently.

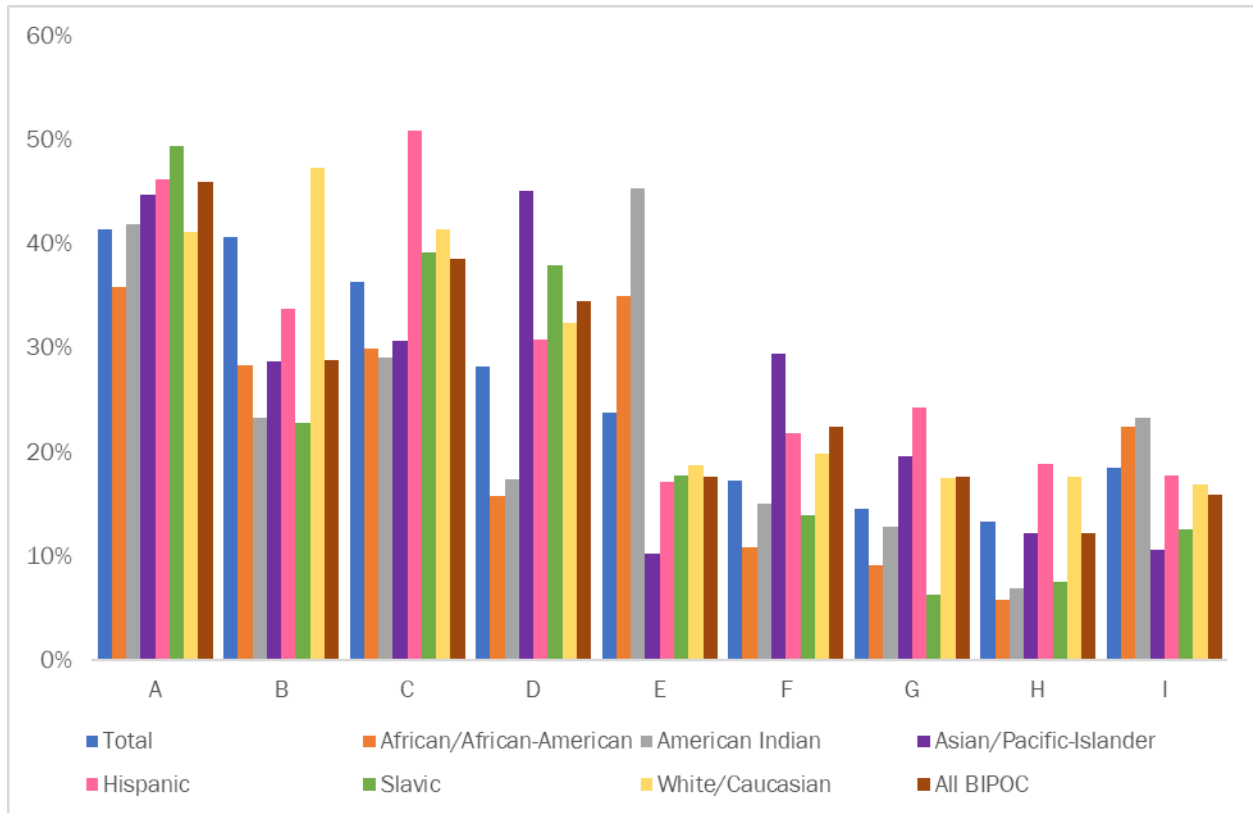
#### KEY CONCERNS AND OPPORTUNITIES WITH TOLLS

- ❖ Older adults, people with higher incomes and White/Caucasian people were concerned with **minimizing negative diversion**.
- ❖ Younger people, people experiencing low income and Black, Indigenous, and People of Color and Slavic respondents were concerned with **providing alternative routes and minimizing impacts to people experiencing low income**.

Figure 9-2 and Figure 9-3 shows the results to the following question about concerns and opportunities.

*The community has identified some concerns and opportunities with tolls. Which do you feel is most important to address? (Check all that apply)*

**Figure 9-2. Top Concerns and Opportunities by Race/Ethnicity**



Note: "Total" refers to all survey respondents and in this figure the BIPOC column represents the combination of all Black, Indigenous, People of Color and recent Slavic immigrants.

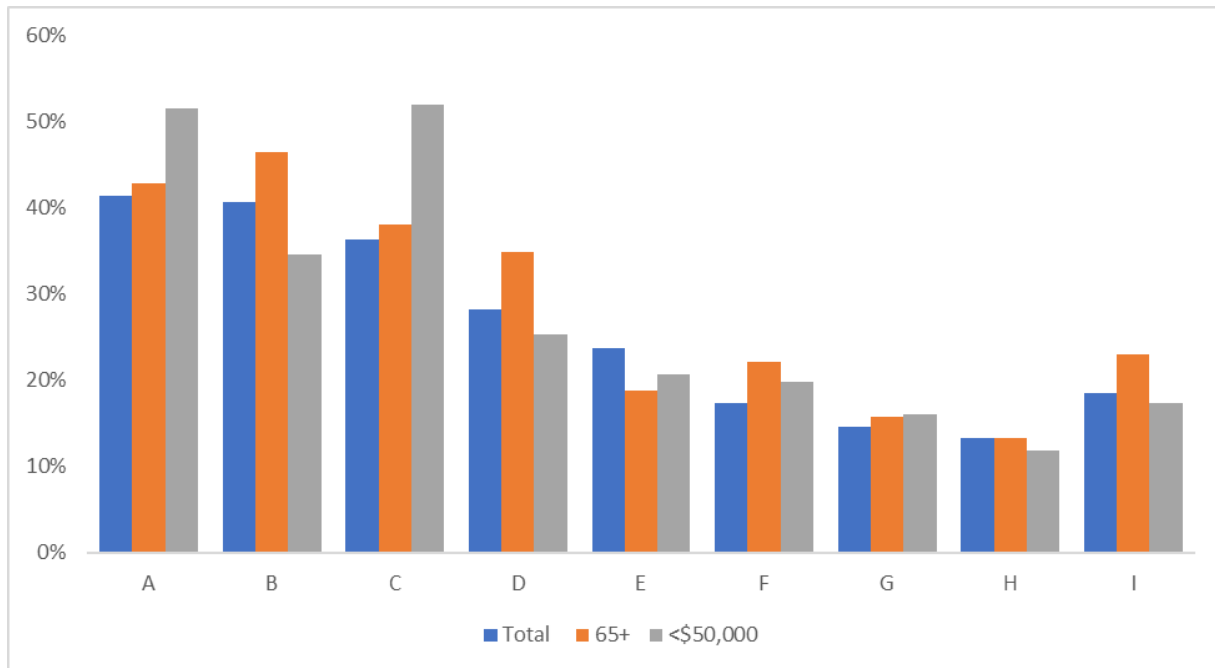
**Concerns and Opportunities Key:**

- A Provide alternative, non-tolled driving routes.
- B Minimize negative diversion to local streets.
- C Minimize the impact on people experiencing low income or are otherwise underserved.
- D Reduce traffic congestion.
- E No tolls (created as a new category from the "Other - Write In" responses).
- F Make the pricing system easy to understand and use.
- G Make sure revenue is used is used to provide benefits to those historically and currently excluded and underserved by the transportation system.
- H Provide more transit, bicycle, and walking options.
- I Will divert traffic to other roads.
- J Other - Write In.

**Table 9-4. Top Concerns and Opportunities by Race/Ethnicity**

	Total	African/ African-American	Native America/ American Indian	Asian/ Pacific Islander	Hispanic/ Latino	Slavic	White/ Caucasian
Provide alternative, non-tolled driving routes	41%	36%	42%	45%	46%	49%	41%
Minimize negative diversion to local streets	41%	28%	23%	29%	34%	23%	47%
Minimize the impact on people of low income or otherwise underserved	36%	30%	29%	31%	51%	39%	41%
Reduce traffic congestion	28%	16%	17%	45%	31%	38%	32%
No tolls	24%	35%	45%	10%	17%	18%	19%
Make the pricing system easy to understand and use	17%	11%	15%	30%	22%	14%	20%
Make sure revenue is used is used to provide benefits to those historically and currently excluded and underserved by the transportation system	15%	9%	13%	20%	24%	6%	18%
Provide more transit, bicycle and walking options	13%	6%	7%	12%	19%	8%	18%
Will divert traffic to other roads	2%	4%	1%		1%	1%	2%
Other - Write In:	17%	18%	22%	11%	17%	11%	15%

**Figure 9-3. Top Concerns and Opportunities by Age and Income**



Note: "Total" refers to all survey respondents.

**Concerns and Opportunities Key:**

- A Provide alternative, non-tolled driving routes.
- B Minimize negative diversion to local streets.
- C Minimize the impact on people experiencing low income or are otherwise underserved.
- D Reduce traffic congestion.
- E No tolls (created as a new category from the “Other – Write In” responses).
- F Make the pricing system easy to understand and use.
- G Make sure revenue is used is used to provide benefits to those historically and currently excluded and underserved by the transportation system.
- H Provide more transit, bicycle, and walking options.
- I Other - Write In.

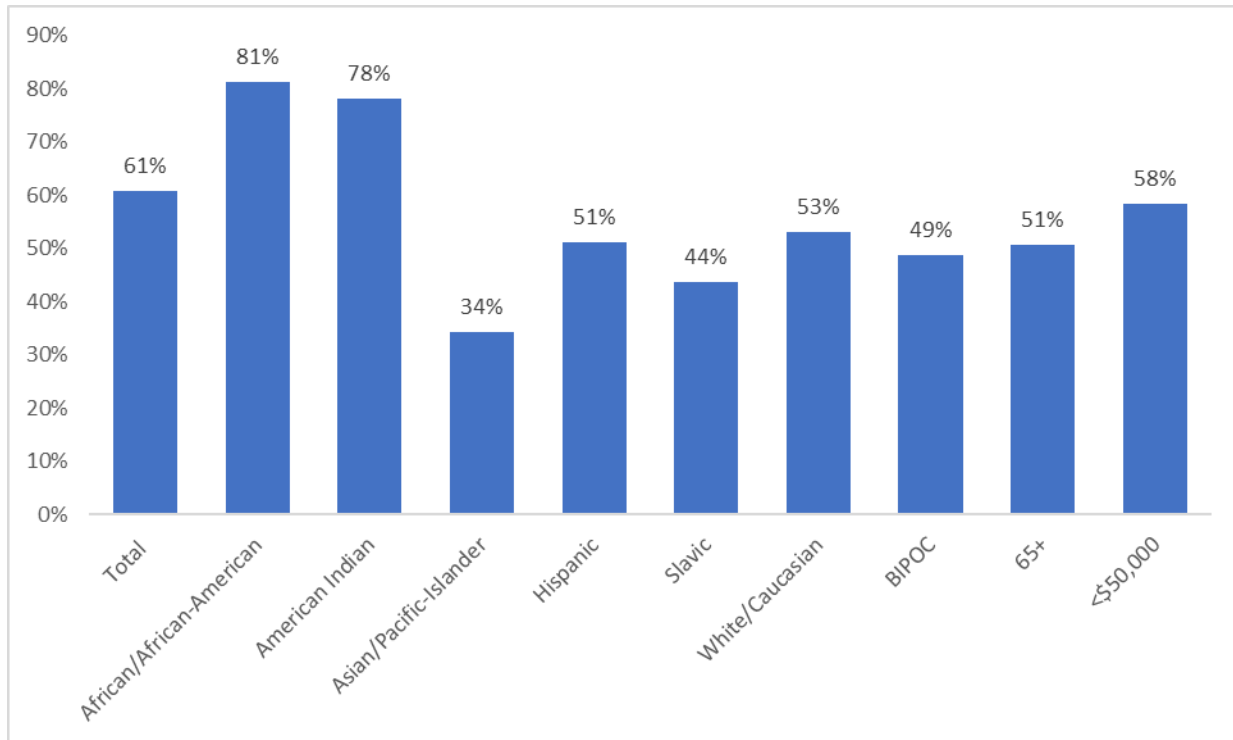
**PURPOSE AND NEED**

Many respondents stated that they strongly disagree (61% of all respondents) with the draft purpose and draft need, as described in Section 6.2.1. A much greater percentage of African American/Black (81%) and American Indian and Alaska Native (78%) respondents strongly disagreed, while a much lower percentage of Asian (34%), Hispanic/Latin American (51%), and older adults (51%) strongly disagreed. Figure 9-4 shows the results for those who strongly disagreed with the draft purpose and draft need question.

*Please indicate your level of agreement with this statement: “The draft purpose and draft need for the I-205 Toll Project reflects problems in the I-205 corridor and the reasons for moving forward with the project.”*



**Figure 9-4. Strong Disagreement with Draft Purpose and Draft Need by Race/Ethnicity, Age, and Income**



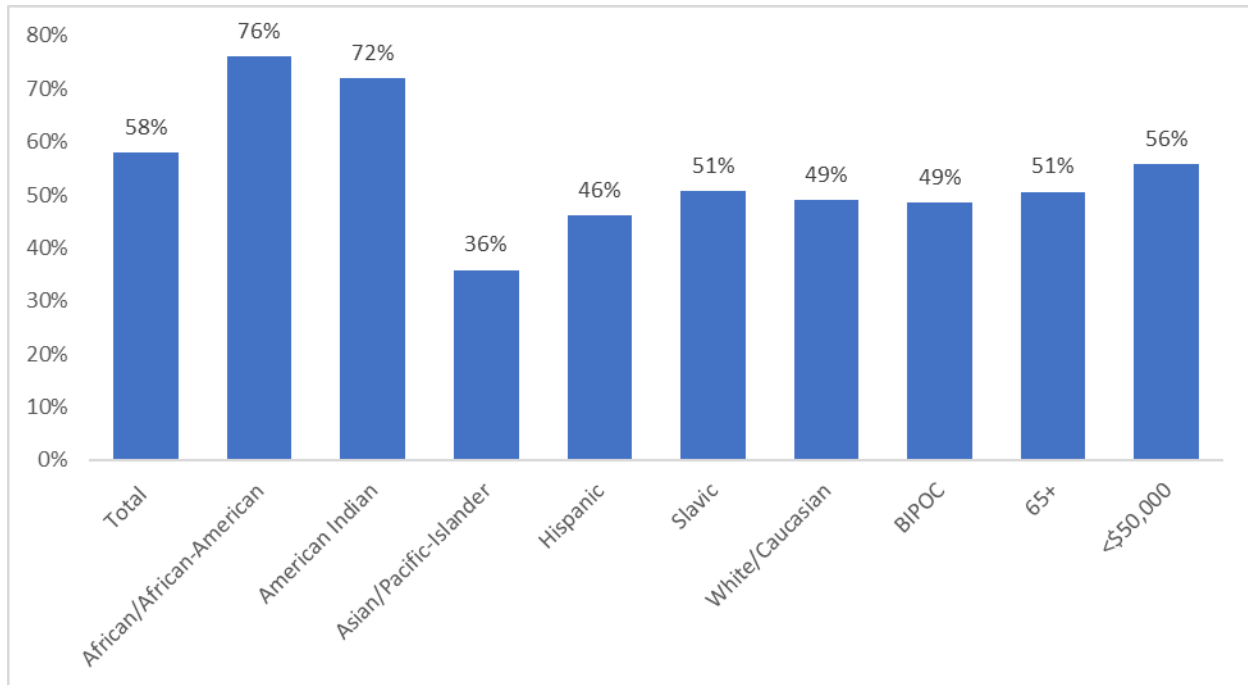
Note: "Total" refers to all survey respondents and in this figure the BIPOC column represents the combination of all Black, Indigenous, People of Color and recent Slavic immigrants.

**GOALS AND OBJECTIVES**

Many survey respondents indicated strong disagreement (58% of all respondents) with the draft Project goals and objectives presented as described in Section 6.3.1. A much greater percentage of African American/Black (76%) and American Indian and Alaska Native (72%) respondents strongly disagreed, while a much lower percentage of Asian (36%), Hispanic/Latin American (46%), and older adults (51%) strongly disagreed. Figure 9-5 shows the results for those who strongly disagreed to the following question.

*Please indicate your level of agreement with this statement: “The project’s draft goals are right for the I-205 Toll Project and they describe the desirable outcomes that the project should strive to achieve.”*

**Figure 9-5. Strong Disagreement with Project’s Goals and Objectives by Race/Ethnicity, Age, and Income**



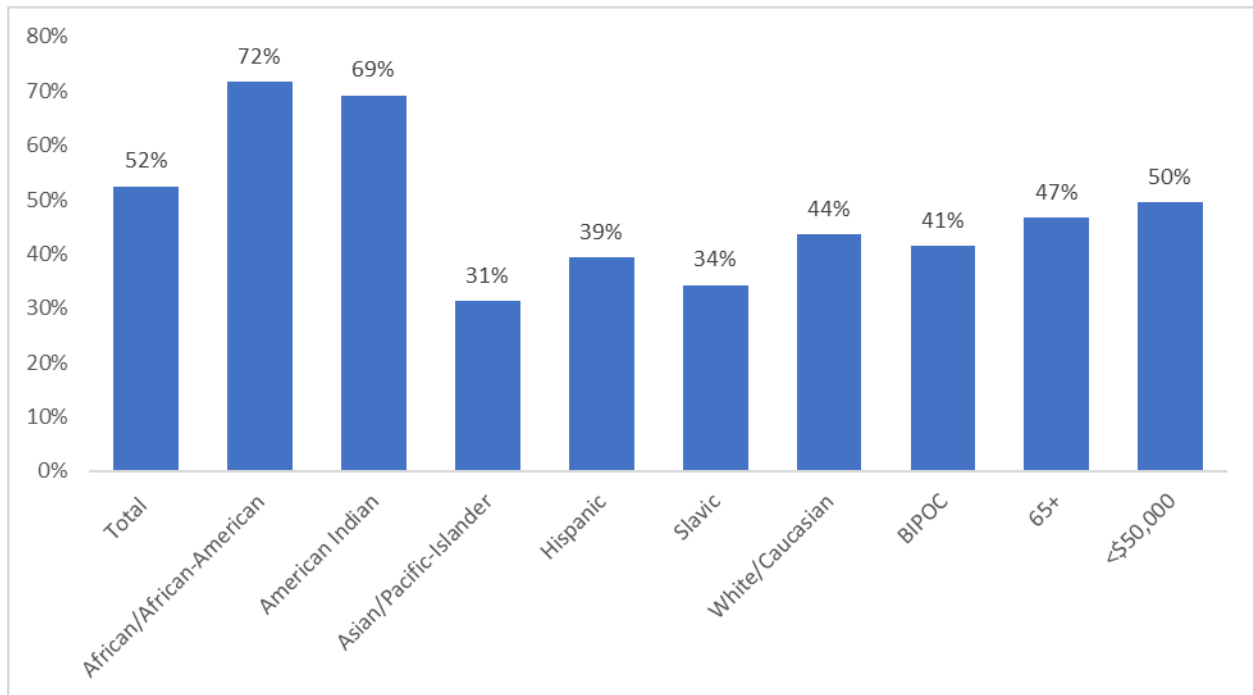
Not3e: "Total" refers to all survey respondents and in this figure the BIPOC column represents the combination of all Black, Indigenous, People of Color and recent Slavic immigrants.

**RECOMMENDED ALTERNATIVES**

Many respondents strongly disagreed (52% of all respondents) with the draft alternatives recommended to move forward for further analysis as described in Section 6.4.1. A much greater percentage of African American/Black (72%) and American Indian and Alaska Native (69%) respondents strongly disagreed, while a much lower percentage of Asian (31%), Hispanic/Latin American (39%), Slavic (34%), older adults (47%), and people experiencing low income (50%) respondents strongly disagreed. Figure 9-6 shows the results for those who strongly disagreed to the following question.

*Please indicate your level of agreement with this statement: “The recommended alternatives provide satisfactory options to study in-depth in the environmental review.”*

**Figure 9-6. Strong Disagreement with Recommended Alternatives by Race/Ethnicity, Age, and Income**



Note: "Total" refers to all survey respondents and in this figure the BIPOC column represents the combination of all Black, Indigenous, People of Color and recent Slavic immigrants.

### 9.5.3 Open-Ended Questions

This section describes the responses to online survey questions that provided opportunities for people to write in responses. This includes both questions where respondents were asked to indicate why they expressed their level of disagreement with the draft purpose and draft need, goals and objective, and recommended alternatives, as well as Question 3 (“What should we consider to address the concerns and opportunities you checked above?”) and Question 10 (“What else would you like the Project team to know or consider when planning the I-205 Toll Project?”). See Sections 6 and 7.2. for detailed categorization results from all respondents.

Older adults, people experiencing low income and combined responses from all racial groups submitted comments within the same top four categories of comments, but nuances are apparent across categories.

Overall, the content of comments from historically and currently excluded and underserved communities were not substantively different from overall survey responses, described in Sections 6 and 7.2. This analysis outlines key categories for these groups and areas where the intensity of comments varied from the overall survey responses.

**RESPONSES TO OPEN-ENDED SURVEY QUESTIONS ABOUT DRAFT PURPOSE AND DRAFT NEED, GOALS AND OBJECTIVES, AND RECOMMENDED ALTERNATIVES**

In addition to the multiple-choice survey questions described in Section 9.5.2, respondents were also offered an opportunity to respond to the statement “If you selected disagree or strongly disagree tell us why” for the three multiple-choice questions about level of agreement with the draft purpose and draft need, goals and objectives, and recommended alternatives. Many of the responses to the prompts did not directly respond to the question posed. Overall, comments on these topics from historically and currently excluded and underserved communities were similar to the overall survey responses on the draft purpose and draft need, goals and objectives, and recommended alternatives, as described in Section 6.

General comments from Black, Indigenous, and People of Color respondents, Slavic respondents, older adults, and people experiencing low income were similar across demographic groups and included the following:

- Disagreement that tolls would solve congestion issues.
- Concerns that adding tolls would create additional burden for community members.
- Concern about increased congestion in local communities, including Oregon City and West Linn.
- Concerns about rising costs of living in the Project area.
- Lack of trust that tolls would be spent on congestion management or road improvement projects.
- Observation that increased population in the Project area has led to congestion.
- Observation that regional congestion is not limited to I-205 and occurs on other regional corridors.
- Observation that residents already pay a variety of taxes and perception that paying tolls would be an unfair additional burden. Some respondents specifically noted that tolls are not equitable.
- Lack of trust with State of Oregon employees.
- Sentiment that community members were not able to provide meaningful input on whether to add tolls to I-205.
- Concern about fairness with tolling residents of Clackamas County and not residents of Multnomah County.
- Comment that revenue could be raised from taxing electric vehicles to offset loss gas tax revenue.
- Comment in support of additional multimodal transportation to the corridor.
- Observation that residents already pay a variety of taxes and that the state government should be able to fund roadway projects through existing taxes. Some commenters noted specific concerns about the COVID-19 pandemic and the state of the economy.

A few key differences stood out among specific racial and ethnic groups, including the following:

- Some comments from Asian respondents did not support tolls generally but made suggestions about where tolls should be located.
- Comments from Hispanic respondents often focused on financial impacts to people experiencing low income.

Some of the responses addressed the questions posed, especially about draft recommended alternatives, and included the following:

- Some support the goals, while expressing that tolls are not the right approach to address the goals.
- Concerns about how the goals will be implemented, specifically citing a lack of trust with State of Oregon employees.
- Commenters support the goal to add additional multimodal transportation options to the corridor, noting that transit and bike facilities are inadequate to support a tolled route.
- Observation that all recommended alternatives include tolling, and a related request to add “do not toll” as a Project alternative.
- Concern about the metrics used to evaluate the recommended alternatives.
- Sentiment that reviewing the identified alternatives are not a good use of tax dollars.
- Concern that tolling is not equitable across all income levels.
- Among the few comments that expressed a preference, Alternative 1 or Alternative 5 were preferred.
- Sentiment that other alternatives should be considered for raising revenue than tolls.
- Suggestion that public transportation should be improved before further analysis of toll alternatives.
- Sentiment that no additional funds should be provided for public transportation until congestion is improved for people who drive.
- Concern that tolls are designed to penalize those who drive electric cars.
- Suggestion that a tax credit should be provided for those who drive electric vehicles.
- Concern that people who rely on driving on I-205 are unable to choose another alternative route.
- Some disagreement with the scoring results for the alternatives and comments about the question itself being confusing.
- Comment expressing support for how thoroughly the issues were studied.
- Frustration that tolls have already been selected as the solution and lack of trust that public input will influence the decision.

Below are the responses to questions about key concerns and opportunities.

### **REVENUE AND TAXES**

Revenue and taxes was the most frequently mentioned topic among all survey respondents. This topic was of particular concern to African American/Black, American Indian and Alaska Native, and Slavic respondents. Other racial groups, older adults, and people experiencing low income mentioned this topic less frequently. See Section 7.2.1 for a summary of comments about revenue and taxes for the overall survey.

### **REROUTING/DIVERSION**

Similar to concerns and opportunities with tolls (see Section 9.4.2), respondents from White/Caucasian communities and with higher incomes expressed more concern with rerouting and diversion onto local streets compared to respondents experiencing low income or respondents of color. However, rerouting/diversion remains a top concern among all respondents. There is no marked difference for older adults, but it is still their third-most mentioned concern. See Section 7.2.2 for a summary of comments about rerouting and diversion for the overall survey.

### **FAIRNESS**

Fairness was identified as the top concern among Hispanic respondents. Comments about fairness focus on the existence of viable alternative routes, paying for highways that have already been built, fairness of user-pay systems, flexibility of personal schedule or travel patterns, and geographic effects on local communities. Overall results for Black, Indigenous, and People of Color communities, Slavic respondents, older adults, and people experiencing low income are similar to the overall results. See Section 7.2.2 for a summary of comments about fairness for the overall survey.

### **OTHER KEY DIFFERENCES AMONG CATEGORIES**

Other categories typically showed consistent results across demographic groups, but a few key differences stood out:

- African American/Black and Slavic respondents said that expanding capacity on new or existing roadways was a key concern. Both groups indicated that expanding capacity was more important than rerouting and diversion and fairness; respondents who identified as Slavic also said it was more important than their opposition to tolling. In their comments on the open-ended survey questions, these groups indicated that tolls would not improve congestion and that freeway expansion was a better proposed solution.
- American Indian and Alaska Native respondents indicated accountability and trust as a top concern in their comments. Comments from this group expressed concern for how state government was currently managing funds or would manage toll revenue in the future.
- Comments from Asian and Pacific Islander respondents were more focused on toll implementation than diversion or fairness. Many Asian and Pacific Islander respondents

mentioned that if tolls were implemented, toll cost and location and other strategies needed to be considered to make tolls work for their community.

- Equity and personal financial impacts were of greater importance to people experiencing low income than other historically and currently excluded and underserved groups.

## 10 RESPONSES TO COMMENTS ON TOPICS FOR PUBLIC AND STAKEHOLDER REVIEW

This section provides ODOT’s response to the overall sentiments expressed and requests received in comments on the specific topics related to meeting the following NEPA requirements: purpose and need, goals and objectives, and recommended alternatives as summarized in Section 6. Many requests were also highlighted in comments from agencies outlined in Section 8.

### 10.1 Overall Sentiment

ODOT acknowledges that most commenters who provided input during the comment period opposed the Project and tolling in general. ODOT is committed to transparently and equitably involving the community and agencies as the Project is developed. ODOT also commits to clarifying the Project purpose and constraints, potential benefits and impacts, how impacts could be addressed, and future decision processes. This section and Section 11 provide responses related to specific topics and issues raised.

### 10.2 Draft Project Purpose and Need

The following are requests related to the Project’s draft purpose and need as described in Section 2.2.1.

#### 10.2.1 Request: Clarify the relationship between the I-205 Toll Project and the I-205 Improvements Project.

**Response:** Phased construction of the I-205 Improvements Project is planned, and the financial plan is being developed. ODOT has determined that toll revenue could be used to fund portions of the improvements for a safer and less congested I-205 corridor, pending the results of the I-205 Toll Project environmental assessment. Additional funding sources may also be identified for the improvements. The I-205 Improvements Project would upgrade or replace the Abernethy Bridge and eight other bridges on I-205 in order to withstand a major earthquake, provide interchange improvements, and build the missing third lane in each direction.

#### 10.2.2 Request: Add equity into the purpose and/or need statements.

**Response:** As directed by the Oregon Transportation Commission’s Strategic Action Plan, equity is one of three central, guiding tenets for ODOT. The Oregon Toll Program has created the Equitable Toll Report, a new overarching policy document that will guide the Oregon Toll Program as it moves forward.

ODOT has also elevated equity by adding new language to the goals and objectives to better align the document with the equity performance measures and the Equity Framework developed by the Equity and Mobility Advisory Committee. Equitable solutions to the distribution of benefits will come through an iterative process based on engaging and learning from historically and currently excluded and underserved communities through an evaluative process. ODOT will continue to incorporate equity into the Project development process in measurable ways.



The Project goals and objectives are what most directly inform the engagement and evaluative process. Based on comments received from the public, agencies, the Equity and Mobility Advisory Committee, and specific outreach to historically and currently excluded and underserved communities, ODOT has updated the following goals and objectives that are specifically related to equity. Goals and objectives related to equity are intended to apply to both individuals that live near the I-205 corridor and/or roadways affected by tolling, as well as those that travel on the corridor that may live elsewhere.

### **PRIMARY EQUITY-RELATED GOAL AND OBJECTIVES**

- Goal: Provide benefits for historically and currently excluded and underserved communities.
  - Maximize benefits and minimize burdens associated with implementing tolling.
  - Support equitable and reliable access to job centers and other important community places, such as grocery stores, schools, and gathering places.
  - Support equitable and reliable access to health promoting activities (for example, parks, trails, recreation areas) and health care clinics and facilities.
  - Design the toll system to support travel options for people experiencing low incomes.

### **OTHER EQUITY-RELATED GOAL AND OBJECTIVES**

- Goal: Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods.
  - Design the toll system to limit rerouting from tolling.
  - Design the toll system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting.
- Goal: Support safe travel regardless of mode of transportation.
  - Enhance vehicle safety on I-205 and local roadways affected by tolling by reducing congested conditions.
  - Support safe multimodal travel (for example, pedestrians, bicycles, and transit) options on roadways in the Project area.
- Goal: Improve air quality and reduce contributions to climate change effects.
  - Reduce vehicle air pollutants and greenhouse gas emissions through reducing congestion, resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-205 and on local roadways affected by tolling.
  - Reduce localized air pollutants through reduced congestion and improved travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion.
- Goal: Support multimodal transportation choices.

- Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (transit, walk, bike, telework).
- Collaborate with transit providers to support availability and enhancements to transit and other transportation services in the I-205 corridor, especially for historically and currently excluded and underserved communities.
- Goal: Support regional economic growth.
  - Provide for reliable and efficient regional movement of goods and people through the I-205 corridor.
  - Provide for reliable and efficient movement of goods and people on local roadways affected by tolling.
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities.

As directed by the Oregon Transportation Commission, equity strategies will be incorporated into the Project through various goals and objectives, as well as the Equity and Mobility Advisory Committee. Once impacts are identified, this committee will help to identify mitigation measures for historically and currently excluded and underserved communities.

### **10.2.3 Request: Include travel or transportation demand management in the purpose and need statements.**

**Response:** Through the Oregon Transportation Commission Strategic Action Plan and Comprehensive Congestion Management and Mobility Plan, ODOT and the Oregon Toll Program are dedicated to promoting equity, reducing greenhouse gas emissions, managing congestion, and contributing to sustainable funding. Designing a toll system to improve efficient use of roadway infrastructure and improve travel reliability is a key aspiration of the Oregon Toll Program.

Where implemented around the United States or internationally, tolling has shown to decrease single-occupancy vehicle use.

The Project will incorporate transportation demand management strategies through the goals and objectives for diversion, multimodal, transit, and safety, as well as working with the Project's Transit and Multimodal and Modeling Working Group and the Equity and Mobility Advisory Committee to develop transportation demand management strategies.

Transportation demand management encompasses a broad range of strategies that may not be tied directly to the Project's dual purpose of congestion management and revenue generation.<sup>42</sup>

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<sup>42</sup> As noted on the FHWA's [website](#): "Traditionally, TDM has been narrowly defined as commuter ridesharing and its planning application restricted to air quality mitigation (conformity analysis), development mitigation (reducing trip generation rates and parking needs), or efforts to increase multi-

The Project purpose can be accomplished with variable-rate tolling, which is commonly recognized as a transportation demand management strategy. Variable-rate tolling (with higher tolls during peak travel hours and lower tolls during off-peak travel hours) incentivizes travel during less congested times. Other transportation demand management strategies, such as supporting connections to transit, may be considered as the Project is developed in support of the identified goals and objectives.

### **10.3 Draft Project Goals and Objectives**

The following are requests related to the draft goals and objectives identified for the Project, as described in Section 2.2.1, and the performance measures that would be used to compare how well each alternative performs for each objective.

#### **10.3.1 Request: Define “underserved and underrepresented populations” in the goals and objectives.**

**Response:** Based on direction from the Equity and Mobility Advisory Committee, ODOT is now using “historically and currently excluded and underserved” to better characterize the communities this term is intended to include. This is explained in the glossary of the Equity Framework document; a reference to that glossary has been added to the goals and objectives portion of the Purpose and Need Statement.

#### **10.3.2 Request: Modify goals and objectives to acknowledge quality of life impacts to near/adjacent communities.**

**Response:** ODOT prioritizes quality of life for local communities. The goals and objectives have been updated to include objectives that pertain to quality of life under both the equitable benefits and limiting additional diversion goals; and performance measures have been identified to assess potential changes in quality of life, such as changes in air quality, noise levels, and access to jobs and health-promoting activities. The quality of life objectives include the following:

- Goal: Provide benefits for historically and currently excluded and underserved communities.
  - Maximize benefits and minimize burdens associated with implementation of tolling.
- Goal: Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods.

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modalism in transportation plans. A more contemporary definition of TDM consists of maximizing travel choices, as stated in the definition provided in an FHWA report on TDM: Managing demand is about providing travelers, regardless of whether they drive alone, with travel choices, such as work location, route, time of travel and mode. In the broadest sense, demand management is defined as providing travelers with effective choices to improve travel reliability.”

- Design the toll system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting.

ODOT will continue coordinating and engaging with communities and jurisdictions close to the Project area to understand their concerns and ensure that they are informed throughout the process. ODOT is committed to ongoing information sharing and dialogue with local communities through the following methods:

- Providing briefings at public meetings throughout the region.
- Working with the Community Engagement Liaisons program to engage in-language with Spanish, Russian, Vietnamese, and Chinese communities.
- Having open houses.
- Updating eNews
- Providing updates to the Project website.

ODOT will also continue to meet with the Regional Partner Agency Staff group to share Project updates and seek input.

### **10.3.3 Request: Modify the goal about economic growth to add language about increasing access to jobs and employment centers throughout the region.**

**Response:** ODOT added the following objective to the economic growth goal:

- Goal: Support regional economic growth.
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities.

Additionally, ODOT will continue to coordinate with the Transit and Multimodal Working Group to help identify strategies to enhance access to jobs and employment centers via multimodal travel.

### **10.3.4 Request: Modify the goal on supporting multimodal transportation choices to add language about supporting increased transit options and frequency of transit service in the Project area.**

**Response:** ODOT modified the following objective (under the multimodal transportation goal) to reflect this request:

- Goal: Support multimodal transportation choices.
  - Collaborate with transit providers to support availability and enhancements to transit and other transportation services in the I-205 corridor, especially for historically and currently excluded and underserved communities.

Additionally, ODOT will continue to coordinate with the Transit and Multimodal Working Group (as described in Section 3.1.2), as well as the Equity and Mobility Advisory Committee

(described in Section 4.1.1), to help identify strategies on how to integrate transit and multimodal travel into the Project. The Transit and Multimodal Working Group includes representatives from the entire Portland metro area and Southwest Washington.

### **10.3.5 Request: Assess health and equity impacts.**

**Response:** ODOT updated the following objectives under the Project's equity and diversion goals to specifically call out health as a factor to address.

- Goal: Provide benefits for historically and currently excluded and underserved communities.
  - Support equitable and reliable access to health-promoting activities (for example, parks, trails, recreation areas) and health care clinics and facilities.
- Goal: Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods.
  - Design the toll system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting.

ODOT will be working with the Equity and Mobility Advisory Committee to further identify measures related to equity. These performance measures will be used to help identify the Preferred Alternative. In addition, the Equity and Mobility Advisory Committee will identify potential equity and mobility strategies to address impacts to community health.

One such tool for evaluation could be the Oregon Health Authority's transportation impacts estimator. ODOT will determine if this tool can help inform the analysis in the environmental assessment.

### **10.3.6 Request: Add performance measures for disadvantaged groups**

**Response:** Currently, the following preliminary performance measures include affordability for disadvantaged groups:

- Change in travel costs as a percentage of household income.
- Vehicle travel time savings: overall and for environmental justice communities.
- Value of travel time savings.

The Equity and Mobility Advisory Committee may identify additional measures related to affordability. Additionally, the Equity and Mobility Advisory Committee will identify potential equity and mobility strategies to address potential impacts to disadvantaged groups. The Oregon Transportation Commission will ultimately set policies for the Oregon Toll Program, including strategies to mitigate costs, such as discounts or exemptions.

ODOT will share the Environmental Justice and Social/Communities Methodology Memos with participating agencies. These memos include performance measures on impacts and benefits to disadvantaged groups.

**10.3.7 Request: Add performance measures for peak-hour performance on all major roads.**

**Response:** ODOT will share the Transportation Technical Report Methodology Memo with participating agencies. This memo includes a list of preliminary performance measures, including measures for peak-hour performance that would be used to identify the Preferred Alternative.

**10.3.8 Request: Add performance measures for person throughput.**

**Response:** ODOT will share the Transportation Technical Report Methodology Memo with participating agencies. This memo includes a list of preliminary performance measures, including measures for person throughput that would be used to identify the Preferred Alternative.

**10.3.9 Request: Assess freight mobility.**

**Response:** ODOT will share the Transportation Technical Report Methodology Memo with participating agencies so they can better understand the approach to assess potential impacts and benefits to freight. This memo includes a list of preliminary performance measures, including measures for to assess freight mobility, that would be used to identify the Preferred Alternative.

**10.3.10 Request: Evaluate implementation and operations at the regional scale.**

**Response:** ODOT will share the Transportation Technical Report Methodology Memo with participating agencies so they can see how changes in regional travel patterns will be assessed in the environmental assessment. This memo includes a list of performance measures, including regional performance measures for vehicle-hours traveled, vehicle-miles traveled, mode shift, and qualitative measures to assess scalability to a larger regional toll system.

ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a “pre-NEPA” (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project. The I-205 Toll Project between Stafford Road and OR 213 will continue to move forward in the NEPA process as a separate project. ODOT will develop messaging and communication strategies to clarify this plan for the regional system and the schedules for both projects.

The PEL study will help to identify the parameters for a regional tolling system and will model tolling on I-5 and I-205, taking into account tolling from Stafford Road to OR 213 as proposed in the I-205 Toll Project. The PEL process analysis will include the I-205 Toll Project as a baseline condition.

Although a PEL-level of modeling analysis will occur after the modeling for the I-205 Draft Environmental Assessment is complete, the following will be used to understand the regional impact of tolling on I-205:

- Data and feedback gained during the Value Pricing Feasibility Analysis, specifically Concept C. Analysis performed during the Value Pricing Feasibility Analysis indicated that tolling on I-5 would not necessarily affect the Project alternatives recommendations or identification of potential impacts related to traffic rerouting (diversion) off I-205 near the Project area.
- Input from regional engagement efforts associated with the I-205 NEPA process.
- Coordination with Metro on their regional travel demand model and evaluating regional tolling concepts that could include tolls on I-5 in their Regional Congestion Pricing Study.

**10.3.11 Request: The cumulative impact analysis should consider how populations will be affected by multiple tolling projects.**

**Response:** ODOT will share the Transportation Technical Report Methodology Memo with participating agencies so they can see how cumulative impacts will be assessed in the environmental assessment. Coordination with other major projects, such as the Interstate Bridge Replacement Project, will be used to develop a consistent approach in identifying projects considered “reasonably foreseeable” for this analysis.

ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a “pre-NEPA” (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project.

Although a PEL-level of modeling analysis will occur after the modeling for the I-205 Draft Environmental Assessment is complete, the following will be used to understand the regional impact of tolling on I-205:

- Data and feedback gained during the Portland Metro Area Value Pricing Feasibility Analysis, specifically Concept C. Analysis performed during the Value Pricing Feasibility Analysis indicated that tolling on I-5 would not necessarily affect the Project alternatives recommendations or identification of potential impacts related to traffic rerouting (diversion) off I-205 near the Project area.
- Input from regional engagement efforts associated with the I-205 NEPA process.
- Coordination with Metro on their regional travel demand model and evaluating regional tolling concepts that could include tolls on I-5 in their Regional Congestion Pricing Study.

**10.3.12 Request: Define what the entire system is (as known now), and describe and address the criterion being used for evaluating implementation and operations, as they relate to possible expansion of tolling, as part of the impact assessment.**

**Response:** ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a “pre-NEPA” (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project.

The Value Pricing Feasibility Analysis showed the viability of a regional tolling system; the PEL process will build off that analysis to refine the vision for a regional system. The I-205 Toll Project between Stafford Road and OR 213 is moving forward in the NEPA process as the first piece of the regional tolling system. ODOT will develop messaging and communication strategies to clarify this plan for the regional system.

Although a PEL-level of modeling analysis will occur after the modeling for the I-205 Draft Environmental Assessment is complete, the following will be used to understand the regional impact of tolling on I-205:

- Data and feedback gained during the Value Pricing Feasibility Analysis, specifically Concept C. Analysis performed during the Value Pricing Feasibility Analysis indicated that tolling on I-5 would not necessarily affect the Project alternatives recommendations or identification of potential impacts related to traffic rerouting (diversion) off I-205 near the Project area.
- Input from regional engagement efforts associated with the I-205 NEPA process.
- Coordination with Metro on their regional travel demand model and evaluating regional tolling concepts that could include tolls on I-5 in their Regional Congestion Pricing Study.

**10.4 Recommended Alternatives**

The following are requests related to the recommended alternatives to be studied in the NEPA process, as described in Section 2.2.2, and how they will be assessed through traffic modeling.

**10.4.1 Request: Consider a No-Build (no toll) Alternative.**

**Response:** The NEPA process requires that ODOT consider a No-Build Alternative. A No-Build Alternative enables comparison of existing and future conditions without and with the Project.

**10.4.2 Request: Include widening to six lanes as the baseline for the No-Build Alternative, considering the I-205 Improvements Project as complete, independent of tolling.**

**Response:** ODOT is currently examining whether the I-205 Toll Project No-Build Alternative will assume two lanes in each direction along I-205 (existing conditions), or include some or all of the improvements planned in the I-205 Improvements Project.



ODOT acknowledges that the I-205 Improvements Project is assumed to come online in 2027, per the Regional Transportation Plan's financially constrained project list. Before a Finding of No Significant Impact could be issued, the Regional Transportation Plan would be amended to include the I-205 Toll Project.

### **10.4.3 Request: Assess tolling on the entirety of I-5 and I-205.**

**Response:** As directed by the Oregon Transportation Commission, ODOT is implementing the Comprehensive Congestion Management and Mobility Plan that includes evaluating a regional, system-wide toll system. This system will contribute to promoting equity, reducing greenhouse gas emissions, managing congestion, and contributing to sustainable funding.

ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a "pre-NEPA" (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project. The I-205 Toll Project between Stafford Road and OR 213 will continue to move forward in the NEPA process as a separate project. ODOT will develop messaging and communication strategies to clarify this plan for the regional system and the schedules for both projects.

Although a PEL-level of modeling analysis will occur after the modeling for the I-205 Draft Environmental Assessment is complete, the following will be used to understand the regional impact of tolling on I-205:

- Data and feedback gained during the Value Pricing Feasibility Analysis, specifically Concept C. Analysis performed during the Value Pricing Feasibility Analysis indicated that tolling on I-5 would not necessarily affect the Project alternatives recommendations or identification of potential impacts related to traffic rerouting (diversion) off I-205 near the Project area.
- Input from regional engagement efforts associated with the I-205 NEPA process.
- Coordination with Metro on their regional travel demand model and evaluating regional tolling concepts that could include tolls on I-5 in their Regional Congestion Pricing Study.

### **10.4.4 Request: Extend east/west endpoints of I-205 alternatives.**

**Response:** The endpoints for study in the Project NEPA process coincide with the extents of the planned improvements between Stafford Road and OR 213. Toll revenue could fund portions of the I-205 Improvements Project. In addition to the I-205 Toll Project, ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a "pre-NEPA" (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project.

**10.4.5 Request: Evaluate a toll-only alternative.**

**Response:** The I-205 Toll Project between Stafford Road and OR 213 is moving forward in the NEPA process as the first piece of the regional tolling system. Toll revenue collected on I-205 could help fund portions of the I-205 Improvements Project. In addition to the I-205 Toll Project, ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management.

**10.4.6 Request: Advance Alternative 5 to the NEPA analysis.**

**Response:** ODOT understands that Alternative 5 performed fairly well in regional measures during the initial screening analysis and that some jurisdictions may be interested in this alternative because it spreads the toll over the longest extent on I-205. However, this type of tolling structure does not scale well to the regional structure as it tends to create concentrated rerouting patterns that could result in significant impacts to communities located near the toll area (or zone) boundaries. ODOT is looking at refinements to Alternative 4 to better achieve the regional benefits offered by Alternative 5, including reduced diversion and rerouting impacts at the regional scale.

In addition to the I-205 Toll Project, ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a “pre-NEPA” (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project. It is important that the I-205 Toll Project would integrate well with a future regional toll system. Further, advancing study of the regional system may address the desire to spread tolls over a longer extent. At this time, ODOT does not recommend carrying Alternative 5 into the NEPA process.

**10.4.7 Request: Model all alternatives with tolling on I-5 to better understand regional impacts.**

**Response:** The Project modeling does not include projects that are not identified in the adopted financially constrained Regional Transportation Plan. Tolling on I-5 is currently undefined and is not included in the Regional Transportation Plan, which is the required basis for modeling evaluation through the regional travel demand model.

ODOT is pursuing a system-wide approach to address concerns about fairness, diversion, equity, climate, and congestion management. This system-wide tolling approach will begin with a “pre-NEPA” (PEL or Planning and Environmental Linkages) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and the extensions of I-205 south and north of the current I-205 Toll Project. The I-205 Toll Project between Stafford Road and OR 213 will continue to move forward in the NEPA process as a separate project. ODOT will develop messaging and communication strategies to clarify this plan for the regional system and the schedules for both projects.

The PEL study will help to identify the parameters for a regional tolling system and will model tolling on I-5 and I-205, taking into account tolling from Stafford Road to OR 213 as proposed in the I-205 Toll Project. The PEL process analysis would include the I-205 Toll Project as a baseline condition.

Although a PEL-level of modeling analysis will occur after the modeling for the I-205 Draft Environmental Assessment is complete, the following will be used to understand the regional impact of tolling on I-205:

- Data and feedback gained during the Value Pricing Feasibility Analysis, specifically Concept C. Analysis performed during the Value Pricing Feasibility Analysis indicated that tolling on I-5 would not necessarily affect the Project alternatives recommendations or identification of potential impacts related to traffic rerouting (diversion) off I-205 near the Project area.
- Input from regional engagement efforts associated with the I-205 NEPA process.
- Coordination with Metro on their regional travel demand model and evaluating regional tolling concepts that could include tolls on I-5 in their Regional Congestion Pricing Study.

#### **10.4.8 Request: Modify Alternatives 3 and 4 to improve transportation demand management performance.**

**Response:** Project alternatives and technical assumptions that will be used in the NEPA analysis are continuing to be refined. The toll rate schedule for each alternative will be evaluated and adjusted to improve performance at the regional scale. Potential examples of toll rate schedule adjustments may include changing the peak and off-peak toll rates.

Where implemented around the United States or internationally, tolling has shown to decrease single-occupancy vehicle travel, thus tolling is a transportation demand management strategy. The Project will incorporate transportation demand management strategies through the goal and objectives for diversion, multimodal, transit, and safety, as well as working with the I-205 Toll Project Transit and Multimodal and Modeling Working Group and the Equity and Mobility Advisory Committee to develop transportation demand management strategies.

Transportation demand management encompasses a broad range of strategies that may not be tied directly to the Project's dual purpose of congestion management and revenue generation. The Project purpose can be accomplished with variable-rate tolling, which is commonly recognized as a transportation demand management strategy. Variable-rate tolling (with higher tolls during peak travel hours and lower tolls during off-peak travel hours) incentivizes travel during less congested times. Other transportation demand management strategies, such as supporting connections to transit, may be considered as the Project is developed in support of the identified goals and objectives.

**10.4.9 Request: Model an alternative where the Arch Bridge is bike/pedestrian only and another scenario in which a new vehicle bridge over the Willamette River is also constructed.**

**Response:** The Project modeling does not include projects that are not identified in the adopted financially constrained project list in the Regional Transportation Plan. Any other projects would be included in the Project’s modeling and analysis only after they are added to the Regional Transportation Plan. The potential for closing the Arch Bridge to vehicle traffic would be analyzed further if such a scenario is advanced as a preferred option through the Oregon City-West Linn Pedestrian and Bicycle Concept Plan. This plan assumes that if the Arch Bridge is closed to vehicle traffic, no new crossing would be built for vehicles. The concept plan is considering five different alignments for a pedestrian/bicycle crossing over the Willamette River; any of those alternatives could potentially affect traffic patterns and thus modeling for the Project.

Within ODOT, Project staff and staff working on the Oregon City-West Linn Pedestrian and Bicycle Concept Plan have been coordinating on project updates and lessons learned on modeling, measured impacts to the community, and community feedback. The concept plan is scheduled for completion in mid-2021 and will be considered in identifying complementary strategies to the Project. The relationship of the Project to all potential improvements for active travel will be determined in coordination with the Transit and Multimodal Working Group.

**10.4.10 Request: Include as much detail as possible about toll users in the alternatives analysis. User considerations should include 1) Freight, commercial, and private-vehicle toll payers; 2) Income and other socioeconomic information of toll payers; and 3) Resident location of toll payers—local (within x miles of the tolled facility)—by city, county, and state of residence.**

**Response:** An I-205 Corridor User Analysis is being prepared; this will describe current travel patterns on the corridor, including trip origins, local and regional routing patterns on the I-205 mainline, and existing diversion off I-205 during congested peak hours. In addition, the Transportation Technical Report will provide additional analysis of truck and auto travel patterns, while the Environmental Justice and Economic Technical Reports will consider other performance measures related to the impacts of tolling on different corridor users, including those historically and currently excluded and underserved communities.

**10.4.11 Request: Identify an alternative with markedly less diversion impacts in central Clackamas County, including Highway 99E.**

**Response:** The dual purpose of the Project is to manage congestion and to raise revenue for congestion relief projects, such as the I-205 Improvements Project; therefore, the endpoints for study in the I-205 Toll Project NEPA process coincide with the extents of the I-205 Improvements Project (Stafford Road and OR 213). The preliminary alternatives identified in the alternatives screening report represent a reasonable range of alternatives within these extents. Project alternatives and technical assumptions that will be advanced in the NEPA analysis will continue to be refined and strategies will be explored to achieve the Project goal of limiting additional traffic diversion from I-205 to adjacent roads and neighborhoods.

**10.4.12 Request: Perform additional modeling without tolls to better understand existing diversion.**

**Response:** ODOT will continue to discuss needed modeling efforts with partner agencies that participate in the Regional Modeling Group. These modeling efforts will include data and modeling tools and assumptions needed to understand existing (baseline) conditions and current diversion patterns and what traffic patterns would look like under the No-Build (no toll) Alternative as compared with the tolling alternatives.

**10.4.13 Request: Use modeling to understand increases in diversion and impacts created as a result of additional diversion.**

**Response:** Modeling tools for the Project will continue to be refined to better understand changes in traffic patterns, including potential diversion to local roadways. ODOT has shared modeling data with partner agencies and will continue to do so. ODOT will share the Transportation Technical Report Methodology Memo with participating agencies so they can see how changes in travel on local roadways and impacts will be assessed in the environmental assessment. One of the goals for the Project is to limit additional diversion caused by tolling. As mitigation needs are identified, ODOT will work with agency partners to review projects in local transportation system plans to determine if any would be appropriate mitigation options for incorporation into the Project.

**10.4.14 Request: Quantify impacts of rerouting through the Portland metro area.**

**Response:** ODOT will share the Transportation Technical Report Methodology Memo with participating agencies so they can see how changes in regional travel patterns will be assessed in the environmental assessment.

**10.4.15 Request: Consider diversion and multimodal travel.**

**Response:** As directed by the Oregon Transportation Commission, developing equity and mobility strategies that examine the availability of transit and other transportation options will be incorporated into the Project through various goals and objectives, as well as the Transit and Multimodal Working Group and Equity and Mobility Advisory Committee. Once impacts are identified, these groups will help to identify mitigation and enhancement options.

In addition, ODOT will share the Transportation Technical Report Methodology Memo with participating agencies so they can see how diversion and impacts to multimodal travel will be assessed in the environmental assessment.

**10.4.16 Request: Incorporate post-COVID-19 pandemic driving conditions.**

**Response:** The Project will be evaluated for long-term impacts through the 2045 planning horizon. Long-range transportation forecasts rely on historical trends and current behavioral patterns to understand future conditions and areas of uncertainty. It is important to observe patterns over a significant period of time in order to reveal long-range trends and avoid misinterpreting short-term phenomena—such as business cycles or random shocks to the system (wildfires, COVID-19)—as changes in long-range behavior. Permanent changes in household and business behavior due to the COVID-19 pandemic are unknown. By the end of

2020, statewide weekday traffic volumes were about 11% below volumes compared to the previous year.

**10.4.17 Request: Model future conditions for 2040.**

**Response:** The alternatives analysis in NEPA will analyze potential impacts for 2027 and 2045. The Transportation Technical Report Methodology Memo documents this analysis approach, which will be shared with participating agencies.

The Draft Comparison of Screening Alternatives Report relied on initial modeling data for the 2027-time horizon to identify which of the five preliminary alternatives should be studied (and modeled) in greater detail for the environmental assessment. The exclusion of 2040 or 2045 from the previous communication on the Project was not to mislead a commitment to performing modeling for a long-term (20-year) time horizon.

## **11 RESPONSES TO COMMENTS ON KEY CONCERNS AND OPPORTUNITIES**

This section provides responses to comments received on key topics described in Chapter 7 and a list of actions that ODOT will take in response to these comments.

**Table 11-1. Response to Comments on Key Topics: Revenue and Taxes**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents requested greater clarity and commented about existing taxes, how tax revenue is being spent, how revenue generated through tolling will be spent, what types of projects could (or would) be funded with tolling revenue, and the location of potential projects. In addition, respondents suggested that the toll be discontinued after sufficient revenue has been generated to fund the I-205 Improvements Project.</p>	<ul style="list-style-type: none"> <li>• Too many taxes are being paid and this is another form of tax.</li> <li>• Existing revenue from taxes and vehicle-registration fees is sufficient to fund transportation improvements, but the funding is being ineffectively used or allocated to the wrong projects.</li> <li>• There should be an increase in taxes as opposed to a toll, such as an increase in the gas tax or a new tax on electric vehicles.</li> <li>• State and federal funding for the I-205 Improvements Project should be pursued.</li> <li>• Certain user groups should pay more in taxes or tolls, such as freight-trucking industries or out-of-state commuters.</li> <li>• Clarification is needed on the types of projects that could be funded with the toll revenue.</li> <li>• Revenue should not be used for non-vehicle transportation projects.</li> <li>• Revenue should be used to improve pedestrian, cycling, and transit opportunities.</li> <li>• Revenue should be used to fund projects only in the I-205 corridor.</li> <li>• Revenue should be used to fund other projects in the Portland metro area, such as the I-5 Bridge Replacement Project.</li> </ul>	<p>Available funding for transportation has not kept pace with the cost of maintaining or improving our transportation system. The federal gas tax has not been adjusted since October 1993 and the share of federal contributions to state transportation projects has greatly decreased. On the state level, escalating expenditures to maintain aging infrastructure, the need for seismic upgrades to bridges, and rising construction costs have greatly increased financial needs. Tolls are a user fee so that only those who use the highway facility are paying for the improvements, compared to a tax imposed on everyone or specific vehicle types.</p> <p>The Oregon Constitution (Article IX, Section 3a) specifies that revenues collected from the use or operation of motor vehicles (including tolls) are spent on roadway projects, which could include construction or reconstruction of travel lanes, as well as bicycle and pedestrian facilities or transit improvements in or along the roadway. In fall 2020, the Oregon Transportation Commission made a policy concept decision that tolls will be spent on projects within the corridor in which they are collected.</p> <p>Tolls collected on I-205 could finance portions of the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and the extension of a third lane in each direction. ODOT is committed to an ongoing dialogue with agencies,</p>	<ul style="list-style-type: none"> <li>• <b>Share information on transportation funding.</b> Create and distribute additional information through websites, the media and community outreach to enhance understanding of how transportation projects and ongoing maintenance and operations are funded. Demonstrate the need for tolling to provide a sustainable source of transportation funding.</li> <li>• <b>Communicate what tolls could pay for.</b> Provide clarification on how toll revenue could be used. Explain the Oregon Transportation Commission’s policy decision to keep tolls within the corridor on which they are collected and that toll revenue collected on I-205 could be used to help fund portions of the I-205 Improvements Project.</li> <li>• <b>Demonstrate transparency in the use of tolls.</b> Establish a system to communicate transparently how funds collected through tolling are used.</li> </ul>



Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>Concern that toll revenue might be used inappropriately by government officials and/or agencies for non-transportation purposes. These comments indicate that the public would like to know more about where and how ODOT is spending transportation funds.</li> <li>The toll should be discontinued after sufficient revenue has been generated to fund the I-205 Improvements Project.</li> <li>Tolls are necessary to create sustainable transportation infrastructure, especially bridges.</li> <li>Support for tolls citing that tolls ensure that those who use the roads are paying for them.</li> </ul>	<p>stakeholders, and members of the public to communicate transparently about how funds are and will be used.</p> <p>At this time, it has not been determined whether toll rates would change or be discontinued at some time in the future. As the toll authority, the Oregon Transportation Commission will set toll rates, policies (including discounts and exemptions) for user groups, and escalation rates. Representative toll rate options will be tested during the NEPA process and subsequent, more-detailed study on toll revenue generation (Level 2 Traffic and Revenue study). These analyses incorporate recommendations from the Equity and Mobility Advisory Committee and Region 1 Area Commission on Transportation.</p>	

**Table 11-2. Response to Comments on Key Topics: Rerouting and Diversion**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments included concerns about potential impacts to local communities and streets near I-205, observations about existing traffic congestion and road conditions, and thoughts about how to analyze and mitigate potential impacts from rerouting and diversion through the environmental review process and Project implementation.</p>	<ul style="list-style-type: none"> <li>• Increased traffic on local streets would create additional inconveniences for residents accessing schools, shops, jobs, and medical facilities.</li> <li>• Increased traffic on local streets would create additional safety risks for pedestrians and bicycles, as well as slower response times for emergency services.</li> <li>• Increased rerouting and diversion off of I-205 would lead to increased deterioration of local streets, with additional maintenance costs borne by local governments and residents.</li> <li>• Additional vehicles rerouting and diverting through their community will decrease property values.</li> <li>• Alternative routes are already congested, especially during rush hour, specifically the following:                         <ul style="list-style-type: none"> <li>- I-5.</li> <li>- Willamette Drive (OR 43)/Oregon City Arch Bridge.</li> <li>- Trails End Highway (OR 213).</li> <li>- McLoughlin Boulevard (OR 99E).</li> <li>- Stafford Road.</li> <li>- Willamette Falls Drive.</li> <li>- Borland Road.</li> <li>- Schaeffer Road.</li> <li>- River Road.</li> <li>- Oatfield Road.</li> <li>- Salamo Road.</li> <li>- Rosemont Road.</li> </ul> </li> </ul>	<p>The Project’s goals and objectives reflect desired outcomes beyond the Project purpose; these include limiting additional diversion from I-205 to local streets. The preliminary alternatives were developed to try to limit diversion in local communities and this continues to be a priority for ODOT as the Project is developed.</p>	<ul style="list-style-type: none"> <li>• <b>Recognize the importance of assessing potential diversion impacts to local communities.</b> Add an objective and associated performance measure(s) related to protecting quality of life for local communities.</li> <li>• <b>Study existing diversion patterns along the corridor.</b> Illustrate examples of existing diversion patterns along the study corridor in the Corridor User Analysis to help assess how these patterns could change with implementation of tolling.</li> <li>• <b>Evaluate potential impacts to local communities from additional diversion caused by tolls.</b> Evaluate quality of life impacts, including how diversion could affect air quality, noise, community cohesion, business operations, and safety, as well as whether changes in traffic patterns could affect local property uses and values in the environmental assessment.</li> <li>• <b>Identify potential mitigation measures for adversely affected routes.</b> Highlight potential measures in the environmental assessment that could be implemented by ODOT to mitigate unavoidable rerouting impacts (if any) to other roadways that could result from tolling.</li> </ul>

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>• Many of the alternative routes do not have the capacity and/or are in need of repair and improvements, so additional rerouting and diversion will exacerbate these issues.</li> <li>• Rerouting and diversion and the subsequent impacts to local communities needs to be analyzed thoroughly in the environmental analysis.</li> <li>• The Project should incorporate mechanisms to limit access to local streets from I-205 or implement measures that discourage drivers from rerouting and diversion.</li> </ul>		

**Table 11-3. Response to Comments on Key Topics: Fairness**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments on perceived fairness pertained to those who felt they would be adversely affected by the toll and taxes, including frustration at having to pay for roads that respondents felt were already paid for as well as a feeling that ODOT would be placing a hardship on local residents who would have to pay multiple tolls for going to and from work, school, or other destinations like the post office.</p>	<ul style="list-style-type: none"> <li>Existing roads and highways have already been paid for and should not have to be paid for again.</li> <li>The toll is an unfair burden to those who would have to pay to get to and from work or school.</li> <li>West Linn and Oregon City would have undue burden because of their proximity to the proposed tolled facility.</li> <li>Do not have flexibility for travel or commute times, so would be overly burdened by a higher toll at peak hours.</li> <li>A toll would have to be paid every time people leave their house for local and short-distance trips.</li> <li>There is limited access out of or through the area with no viable alternatives.</li> <li>Why was I-205 was selected for tolling but other roads or areas were not selected?</li> <li>The use of the word “freeway” indicates the road should be free to use.</li> <li>I-205 is used to get to high school.</li> </ul>	<p>The Project purpose is to manage congestion and raise revenue for congestion relief projects, such as the I-205 Improvements Project. Available funding for transportation has not kept pace with the cost of maintaining or improving our transportation system. The federal gas tax has not been adjusted since October 1993 and the share of federal contributions to state transportation projects has greatly decreased. On the state level, escalating expenditures to maintain aging infrastructure, the need for seismic upgrades to bridges, and rising construction costs have greatly increased financial needs. Tolls collected on I-205 could finance portions of the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and extension of a third lane in each direction. ODOT is committed to an ongoing dialogue with agencies, stakeholders, and members of the public to communicate transparently about how funds are and will be used.</p> <p>This Project is one in a larger, regional toll program to manage congestion across the Portland metro area. Tolling in the region will be phased and this is one of the initial phases; however, this is not the only area in the region that will have tolls.</p>	<ul style="list-style-type: none"> <li><b>Share information on transportation funding.</b> Create and distribute additional information through websites, the media and community outreach to enhance understanding of how transportation projects and ongoing maintenance and operations are funded. Demonstrate the need for tolling to provide a sustainable source of transportation funding.</li> <li><b>Clarify Oregon Transportation Commission’s role in the Project.</b> Create and provide additional informational materials to enhance understanding of the Oregon Transportation Commission as the toll authority that will set toll rates, policies (including discounts and exemptions), and escalation rates and clarify the timing of when these decisions are anticipated.</li> <li><b>Evaluate potential impacts to local residents.</b> Assess whether the Project would result in disproportionate impacts to local users of I-205 in the environmental assessment, including local residents often using I-205 to travel to work, school, health care facilities, and other community facilities.</li> </ul>

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>The toll would force people to move farther out to avoid paying the toll.</li> <li>This penalizes people for where they live.</li> <li>The toll is a barrier to access medical care.</li> <li>Washington state residents who work in Oregon expressed frustration with paying income taxes when they do not get to vote in Oregon.</li> </ul>	<p>The Oregon Transportation Commission is the toll authority that will set toll rates, policies (including discounts and exemptions), and escalation rates. In fall 2020, the Oregon Transportation Commission made a policy concept decision that tolls will be spent on projects within the corridor in which they are collected. Representative toll rate options will be tested during the NEPA process and subsequent, more-detailed study on toll revenue generation (Level 2 Traffic and Revenue study), incorporating recommendations from the Equity and Mobility Advisory Committee and Region 1 Area Commission on Transportation.</p>	<ul style="list-style-type: none"> <li><b>Identify potential mitigation measures for local residents.</b> Highlight potential measures in the environmental assessment that could be implemented by ODOT to mitigate unavoidable disproportionate impacts (if any) to local residents.</li> </ul>

**Table 11-4. Response to Comments on Key Topics: Congestion Observation and Impacts**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments included current perceptions and observations of congestion changes and patterns, the primary causes of congestion in the Project area, how tolling will affect congestion, and how congestion affects people and travel behavior.</p>	<ul style="list-style-type: none"> <li>• Congestion is caused because there are not enough lanes on I-205 (or the existing roadways are too narrow) to accommodate current volumes; three lanes of traffic merge into two lanes on this section of I-205.</li> <li>• Freight traffic is a primary source of the congestion in this area. Many of these comments proposed solutions to encourage freight traffic to travel on alternate routes (during off-peak hours), or to create designated freight lanes. A smaller subset of the comments pointed out that heavy vehicles have trouble accelerating uphill, thus slowing traffic in those sections of the Project area.</li> <li>• Congestion is caused by Washington state residents filling up Oregon roads.</li> <li>• Congestion is caused by the incline on I-205 from OR 43 that requires vehicles to slow down.</li> <li>• Congestion is caused by an increase in people moving to the area to escape the expense of living in Portland.</li> <li>• Tolling will have no effect on [overall] congestion [in the area] because drivers will divert to other roads and move the congestion there.</li> <li>• Tolling will have no effect on congestion because more people are working from home and congestion is no longer an issue.</li> <li>• Tolling will increase congestion because of the assumption that delays would be caused by slowing down to pay a toll.</li> <li>• Tolling will not deter drivers because people will still need to drive the Project corridor route for work and routine errands.</li> </ul>	<p>ODOT will be performing analyses on existing travel patterns, including origins and destinations of trips on the corridor, to better understand the main sources of congestion in the region.</p> <p>Variable rate tolling aims to improve mobility, travel times, and reliability by charging higher prices during peak traffic demand periods and lower prices at off-peak lower demand times. The higher toll times of day, which typically coincide with times of increased transit service, encourage some drivers to consider using other travel options such as carpooling or transit, or changing their travel time to other, less congested times of the day when the toll is lower. A small percentage of highway users choose another travel mode or time that reduces traffic congestion for those who cannot modify their trip plans, and results in improved traffic flow for the entire system.</p>	<ul style="list-style-type: none"> <li>• <b>Observe how COVID-19 has temporarily affected travel patterns.</b> Continue to monitor regional and national trends related to short-term and long-term changes in commute travel patterns and congestion levels due to COVID-19.</li> <li>• <b>Study existing travel patterns along the Project corridor.</b> Study existing travel patterns, including origins and destinations of trips on the corridor, in the Corridor User Analysis.</li> <li>• <b>Perform travel modeling and traffic analysis.</b> Perform in-depth travel modeling and traffic analysis for the Project alternatives in the environmental assessment; use this data to identify areas of existing and future congestion and develop mitigation strategies.</li> </ul>

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>• Tolls are needed as soon as possible to reduce congestion.</li> <li>• willingness to pay a toll for the benefit of reduced congestion.</li> <li>• Congestion is worse on I-5 and that tolling I-5 would get to the root of the problem.</li> <li>• Congestion is a major problem at the Washington state border.</li> <li>• Congestion is a result of traffic on I-84, OR 43, or OR 99E.</li> <li>• Tolling will not have an impact on regional congestion since congestion will still be worse in other areas like I-5, I-84, and OR 43.</li> <li>• Washington state drivers over the Glenn Jackson Bridge are a major source of congestion.</li> <li>• Increased traffic on side roads due to tolling will disturb local communities like West Linn and Oregon City.</li> <li>• Concern about the safety of pedestrians, children, and pets with increased traffic on side roads.</li> <li>• Increased traffic will wear roads down and make them unsafe for driving, requiring increased maintenance on their vehicles.</li> <li>• The burden of a toll will cost the residents of West Linn and Oregon City more time, due to the increased traffic they will always have to endure.</li> <li>• Implementing a toll will make living in Oregon less desirable.</li> <li>• Tolling is an effective way to dissuade people from driving.</li> </ul>	<p>Tolls serve two objectives to varying degrees: to manage demand to reduce congestion and to generate revenue for transportation improvements. Tolls collected on I-205 could finance portions of the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and extension of a third lane in each direction. These improvements will help to alleviate the bottleneck on the existing 4-lane segment of I-205 (2 lanes each direction), which is a major source of congestion.</p> <p>This Project is one in a larger, regional toll program to manage congestion across the Portland metro area. Tolling in the region will be phased and this is one of the initial phases; however, this is not the only area in the region that will have tolls to manage congestion.</p> <p>All toll collection will be electronic, using transponders and license plate scanners, to keep traffic moving; there will be no stopping or slowing to pay tolls</p>	

**Table 11-5. Response to Comments on Key Topics: Toll Implementation**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments about toll implementation fell into three distinct categories: questions, ideas, and areas of concern. Respondents frequently had direct questions about tolling technology, billing and payment methods, physical implementation, rate setting, and the program construction timeline.</p>	<ul style="list-style-type: none"> <li>Some users should pay different rates (for example, locals and low-income drivers should pay less while higher-income, freight, and out-of-state drivers should pay more).</li> <li>Residents local to West Linn or Oregon City should be exempt from paying the toll.</li> <li>Use an annual or monthly pass to cap the costs for frequent users or populations who would experience financial impacts.</li> <li>Certain trip purposes—such as shopping, commuting to school or work, or accessing medical care—should be discounted or exempt from paying the toll.</li> <li>Rates should be set based on the type or size of the vehicle, or the purpose of the trip.</li> <li>Preference expressed for how variable-rate tolls would be assessed: income-based, need-based, trip length, trip purpose, vehicle type, or other criteria.</li> <li>Variable-rate tolls are too complex and difficult to understand. Some expressed a need for clarity on pricing in advance of their trip. Suggestions included advanced signage before the tolled segment or integration with navigation systems to include toll costs in route suggestions.</li> <li>Concern about the duration of the toll collection. Some expressed a preference for tolls to sunset after the roadway improvements are completed. Others expressed a concern that toll rates would continue to rise after implementation.</li> </ul>	<p>At this time, it has not been determined whether toll rates would change or be discontinued at some time in the future. This is a policy decision that the Oregon Transportation Commission would make in the future. As the toll authority, the Oregon Transportation Commission will set toll rates, policies, (including discounts and exemptions) for user groups, and escalation. Representative toll rate options will be tested during the NEPA process and subsequent, more-detailed study on toll revenue generation (Level 2 Traffic and Revenue study), incorporating recommendations from the Equity and Mobility Advisory Committee and Region 1 Area Commission on Transportation. If tolling is approved, the Oregon Transportation Commission will ultimately set toll rates at levels sufficient to meet all financial commitments for tolls. The toll rate setting process will begin as early as 2022 for the Project. The toll rate for I-205 will be finalized in 2024. If approved, tolling on I-205 could begin as early as 2024. ODOT will update the public as these decisions are made.</p>	<ul style="list-style-type: none"> <li><b>Share information on transportation funding.</b> Create and distribute additional information through websites, the media and community outreach to enhance understanding of how transportation projects and ongoing maintenance and operations are funded. Demonstrate the need for tolling to provide a sustainable source of transportation funding.</li> <li><b>Share information on the tolling system.</b> Create and distribute additional informational materials to enhance understanding of how the toll system will work for users and projected timelines of the system.</li> <li><b>Clarify Oregon Transportation Commission’s role in the Project.</b> Create and provide additional informational materials to enhance understanding of the Oregon Transportation Commission as the toll authority that will set toll rates, policies (discounts and exemptions), and escalation rates and clarity</li> </ul>



Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>• Frustration with a lack of information on how much the tolls will cost, stating that it is difficult to provide comment without this information.</li> <li>• Freight should pay a higher toll rate based on weight, while others said existing freight fees should be reduced if tolls are implemented. Others said delivery drivers should receive an exemption.</li> <li>• Support for tolls as long as the tolls were inexpensive.</li> <li>• Disbelief in the idea that tolling would reduce congestion due to their assumption they would have to stop and pay at the toll booth.</li> <li>• Concern about data privacy and sharing sensitive information with the government.</li> <li>• Highway tolls are overdue in Oregon.</li> <li>• Drivers from out of state should be charged differently. Some proposed that the toll should target those traveling across state lines by tolling near the Columbia River on both the I-5 and I-205 bridges.</li> <li>• Concern about the potential impacts to the available workforce. Others were concerned about low-income earners who have relocated from the Portland area to Vancouver for a lower cost of living.</li> <li>• Concern about the ease of use for tourists and recreational or infrequent drivers.</li> <li>• Mitigation strategies pertained to discounts or exemptions for groups of users, including the following:             <ul style="list-style-type: none"> <li>• Frequent users</li> <li>• Infrequent users</li> </ul> </li> </ul>	<p>Fees will be collected electronically so drivers do not have to stop. Most electronic tolling systems use a transponder pass, which is a device that mounts to a vehicle windshield that is read by antenna in the roadway when the vehicle travels, linking it to a customer account for collecting the toll. License plate recognition technology can be used in lieu of a transponder for a customer with an account, or to mail a toll bill to the vehicle's registered owner for a customer without an account. Both payment options will likely be adopted for the Portland metro area, though the exact details will be determined at a later stage. Options for individuals without bank accounts will be studied to provide access to all.</p> <p>The Equity and Mobility Advisory Committee is working to help identify strategies to improve outcomes and access to travel choices for all demographics. Strategies could include reduced or free transponders, cash payment options for un-banked individuals, credits or discounts for different income levels, and integrating benefits between travel modes, such as transit passes that accumulate toll credits. ODOT will continue to seek feedback from these communities and from the Equity and Mobility Advisory Committee throughout the Project planning process and after tolling is implemented to monitor and adjust tolls as needed.</p>	<p>the timing of when these decisions are anticipated.</p> <ul style="list-style-type: none"> <li>• <b>Continue to engage the community on toll policies and the design of the toll system.</b> Continually engage the community throughout the Project planning process regarding major Project updates, system design decisions, and policy decisions from the Oregon Transportation Commission. Community engagement will continue after tolling is implemented.</li> </ul>

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>• Local residents</li> <li>• Out-of-state residents</li> <li>• Students</li> <li>• Employees of local business</li> <li>• Low-income users</li> <li>• Historically and currently excluded and underserved communities</li> <li>• Electric vehicle or hybrid drivers</li> <li>• Carpools</li> <li>• Motorcycles and scooters</li> <li>• Older adults</li> <li>• Veterans</li> <li>• Suggestions focused on mitigating the impacts to the surrounding neighborhoods including the following:                             <ul style="list-style-type: none"> <li>• Building sound walls.</li> <li>• Using revenue for surface street improvements.</li> <li>• Designating local access roads.</li> <li>• Investing in transit options.</li> <li>• Investing in vanpools.</li> <li>• Installing public art.</li> </ul> </li> <li>• Equity impacts could be mitigated by funneling revenue from the tolls back into the affected communities in the form of enhanced transit access, job training, or educational programs.</li> <li>• Transit improvements should be implemented before the tolls go into effect.</li> <li>• Need for information on cost of the tolls needs to be available in multiple languages.</li> </ul>		

**Table 11-6. Response to Comments on Key Topics: Accountability and Trust**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents expressed distrust in ODOT or government in general. Comments included questions about the ability for tolling to reduce congestion, the legality of tolling, and the project in general.</p>	<ul style="list-style-type: none"> <li>• ODOT does not manage revenue from existing sources well and cannot be trusted with additional revenue from tolling.</li> <li>• Tolling would not be necessary if ODOT spent taxpayer money responsibly.</li> <li>• Tolling will not reduce congestion in the area or achieve the stated goals and objectives.</li> <li>• This Project is an attempt to take money from taxpayers.</li> <li>• This Project is an attempt to reduce the budget deficit caused by inappropriate government spending.</li> <li>• ODOT will not use revenue generated in the Project area to serve residents in the Project area specifically.</li> <li>• Questioning of ODOT’s ability to complete projects on time.</li> <li>• ODOT will expand tolling to other areas or roadways if this Project is implemented.</li> <li>• Tolling of new infrastructure is illegal or may require federal approval.</li> <li>• Tolling of any roadway requires voter approval.</li> <li>• Community members in affected neighborhoods could take legal action to prevent the implementation of tolling on I-205.</li> </ul>	<p>In 2017, the Oregon Legislature approved House Bill 2017, which directed the Oregon Transportation Commission to pursue and implement tolling I-5 and I-205 in the Portland metro area to provide additional traffic management tools to further manage congestion and generate revenue for transportation improvements.</p> <p>This Project is one in a larger, regional toll program to manage congestion across the Portland metro area. Tolling in the region will be phased; this is one of the initial phases.</p> <p>ODOT is committed to an ongoing dialogue with agencies, stakeholders, and members of the public to communicate transparently about how funds are and will be used. Tolling has been effective at reducing congestion in many cities in the United States. The use of variable rate tolls manages traffic flow and improves roadway efficiency by charging higher prices during peak traffic demand periods and lower prices during off-peak lower demand periods. ODOT is learning from successful toll projects and technical experts across the United States.</p>	<ul style="list-style-type: none"> <li>• <b>Demonstrate transparency in the use of tolls.</b> Establish a system to communicate transparently how funds collected through tolling are used.</li> <li>• <b>Share information on transportation funding.</b> Create and distribute additional information through websites, the media and community outreach to enhance understanding of how transportation projects and ongoing maintenance and operations are funded. Demonstrate the need for tolling to provide a sustainable source of transportation funding.</li> <li>• <b>Communicate what tolls could pay for.</b> Provide clarification on how toll revenue could be used. Explain the Oregon Transportation Commission’s policy decision to keep tolls within the corridor on which they are collected and that toll revenue collected on I-205 could be used to help fund portions of the I-205 Improvements Project.</li> </ul>

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Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
		<p>The Oregon Transportation Commission adopted a policy concept that toll revenues will be expended on improvements/projects within the corridor in which they are collected. Tolls collected on I-205 could finance portions of the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and extension of a third lane in each direction. These improvements will help alleviate the bottleneck on the existing 4-lane segment of I-205 (2 lanes each direction), which is a major source of congestion.</p>	

**Table 11-7. Response to Comments on Key Topics: Expand Capacity**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents suggested adding new roadways or expanding existing roadway capacity (for example, adding additional travel lanes, bridges, or highways) as an alternative to tolling.</p>	<ul style="list-style-type: none"> <li>• New bridges should be built to cross both the Willamette River and Columbia River.</li> <li>• Support for building new highways.</li> <li>• If tolling is going to be implemented, it should be implemented only on new roadways not existing ones.</li> <li>• Advocating specifically for the construction of a metro area bypass that would allow trucks and non-local traffic to bypass Portland entirely.</li> <li>• Lanes should be added to existing freeways including I-205, I-5, and OR 217.</li> <li>• Bridges should be repaired and widened, specifically the Abernethy Bridge.</li> <li>• Lanes added to existing freeways should be toll lanes or high-occupancy vehicle lanes.</li> <li>• Population growth as a driving factor for the need for expanding existing freeways.</li> <li>• Existing taxes should be used to fund the expansion of existing roadways.</li> <li>• Freeways should not be expanded, and that focus should be on climate action and expanding transit systems instead.</li> <li>• Adding another level to bridges and freeways (that is, a double-decked bridge) should be explored.</li> </ul>	<p>Adding capacity is not an effective long-term solution to managing congestion and often results in similar or greater levels of congestion as demand expands to fill the available capacity. If the number of highway lanes increases, congestion temporarily decreases until more drivers see that the route is free flowing and choose to drive or choose that route over others. Eventually, more cars use the route, and the benefits of the additional capacity erode and congestion occurs again. Tolling offers a way to make sure that capacity improvements remain sustainable by charging users to avert over-consumption of the roadway during peak periods.</p> <p>Tolls collected on I-205 could finance portions of the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and extension of a third lane in each direction. These improvements will help to alleviate the bottleneck on the existing 4-lane segment of I-205 (2 lanes each direction), which is a major source of congestion.</p> <p>Currently, there are no other sources of funding identified for the Project.</p>	<ul style="list-style-type: none"> <li>• <b>Share information on the long-term ineffectiveness of expanding capacity for addressing congestion.</b> Create and distribute informational material that explains why adding capacity is not a sustainable, effective long-term solution, including examples from around the United States where this approach was used.</li> <li>• <b>Communicate what tolls could pay for.</b> Provide clarification on how toll revenue could be used. Explain the Oregon Transportation Commission’s policy decision to keep tolls within the corridor on which they are collected and that toll revenue collected on I-205 could be used to help fund portions of the I-205 Improvements Project.</li> </ul>

**Table 11-8. Response to Comments on Key Topics: Multimodal Transportation**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents commented about existing transit, bicycle and pedestrian options, and multimodal needs in the Project area. Comments focused on the safety, equity, connectivity, and travel time of multimodal travel. Respondents observed that current transit service near I-205 in Clackamas County does not meet the needs of the traveling public. A few comments addressed how tolling and other revenue should (or should not) be spent to fund these modes.</p>	<ul style="list-style-type: none"> <li>• A tolling project needs to include viable transit options if tolls are going to be implemented on I-205 because there are not enough accessible and direct transit options in the Project area.</li> <li>• Transit in the region needs to be improved to reduce travel times and increase connectivity.</li> <li>• Transit-only lanes, express buses, and bus-on-shoulder lanes along I-205 in Clackamas County.</li> <li>• Extending the MAX Orange Line to Oregon City and to other communities along the southern portion of I-205.</li> <li>• A new light rail line from OR 217 to Lake Oswego and traveling east to Clackamas County.</li> <li>• Express buses or light rail lines between Oregon City and Washington County, including Bridgeport Village, Tualatin, and Beaverton, and between Oregon and Washington state.</li> <li>• Transit is a good alternative to widening roadways and can improve mobility, reduce congestion, and reduce greenhouse gas emissions.</li> <li>• Transit investments are not balanced across the region. It is unfair to toll I-205 especially because the Project area has very few transit options.</li> </ul>	<p>The need to improve transit and provide transportation choices is a priority for ODOT as the Project is developed. It was one of the key concerns identified during the Value Pricing Feasibility Analysis and has shaped the direction of the Project. ODOT is working with agency partners, including transit agencies, throughout the development of the Project so that tolling can support transit and be part of a larger integrated transportation system.</p> <p>The Oregon Constitution (Article IX, Section 3a) specifies that revenues collected from the use or operation of motor vehicles is spent on roadway projects—which could include construction or reconstruction of travel lanes, as well as bicycle and pedestrian facilities or transit improvements in or along the roadway—but effectively prohibits tolls from being spent directly on transit service or projects, though there may be creative solutions to addressing these needs. For example, toll revenue from the I-95 expressway in Miami was used to fund part of the I-95 express bus routes within the I-95 corridor. The I-1-/I-110 ExpressLanes project in Los Angeles created an ExpressLanes Net Toll Revenue Re-Investment Grant Program that provides toll revenues for enhanced transit operations, demand management, transportation systems management, and active transportation. Ultimately, the</p>	<ul style="list-style-type: none"> <li>• <b>Seek input and guidance from the Transit and Multimodal Working Group.</b> Utilize the Transit and Multimodal Working Group for supporting strategies for transit, bicycle, and pedestrian facilities and users as well potential mitigation measures for unavoidable impacts (if any) to transit, bike, and pedestrian facilities and users from the Project.</li> <li>• <b>Actively seek feedback and elevate voices from historically and currently excluded and underserved communities and the Equity and Mobility Advisory Committee during project decision making.</b> Continue to seek feedback from these communities and from the Equity and Mobility Advisory Committee to enhance understanding of how the current transit system creates disproportionately negative impacts for low-income populations and communities of color.</li> <li>• <b>Evaluate potential benefits and impacts to multimodal transportation.</b> Assess projected benefits and impacts from the implementation of tolling to multimodal transportation modes and users in the environmental assessment.</li> </ul>

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>• Tolling is not an effective strategy to reduce congestion and that improved transit would be more effective at managing congestion.</li> <li>• Toll revenue should be used to fund transit.</li> <li>• Toll revenue should not be used to fund transit and should instead be used to fund highway maintenance and expansion and bridge repair.</li> <li>• The current transit system creates disproportionately negative impacts for low-income people and essential workers. Most people cannot afford to live close to downtown Portland and transit options in the suburbs are indirect and too time consuming.</li> <li>• The transit system in Clackamas County feels unsafe and unhealthy.</li> <li>• Diversion from tolling on I-205 will negatively affect bus riders. Buses in the area will be delayed due to increased congestion on local roads.</li> <li>• Bus and transit riders should not be tolled.</li> <li>• Tolls are a critical tool to reduce overall dependence on vehicles.</li> <li>• There are not enough bicycle lanes and sidewalks in the Project area and providing other transportation options is important if a toll is added to I-205.</li> </ul>	<p>Oregon Transportation Commission will also decide how toll revenues collected on I-205 and elsewhere throughout the region are used.</p>	

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>• Biking and walking options reduce congestion and tolling roadways does not reduce congestion.</li> <li>• Safety concerns for pedestrians and bicyclists as a result of increased driver diversion from I-205 to local roads.</li> <li>• Toll revenue should be spent on biking and walking investments.</li> <li>• Toll revenue should not be used to fund biking and walking investments and should instead be invested in roadway expansion.</li> <li>• Additional pedestrian infrastructure in the Project area would not be used because destinations are far apart.</li> <li>• Freeways should not be expanded and revenue should be invested in expanding biking and walking infrastructure.</li> <li>• Freeways should get additional lanes and revenue should not be invested in biking and walking infrastructure.</li> </ul>		



**Table 11-9. Response to Comments on Key Topics: Equity**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments mentioning equity generally opposed tolling due to the potential for disproportionate effects on low-income households and seniors. Comments were related to how tolling would be an additional burden faced by low- and fixed-income individuals on top of other existing challenges like commuting to jobs with inflexible work schedules, medical needs, and/or family support required for senior care. Respondents indicated a need for equity to be explicitly defined and how it will be incorporated into the Project.</p>	<ul style="list-style-type: none"> <li>• Tolls affect only low-income people and those already financially disadvantaged.</li> <li>• Tolls would create issues for seniors and elderly who are on fixed incomes.</li> <li>• Tolls would affect low-income individuals' ability to pay to travel to work and jobs, especially for those with less flexible work and commute schedules.</li> <li>• Tolling is racist as it disproportionately affects communities of color the most.</li> <li>• Electronic tolling is discriminatory against those without bank accounts.</li> <li>• Added expenses for students seeking higher education.</li> </ul>	<p>A priority for Project development is advancing equity and avoiding negatively affecting people experiencing low incomes and those historically and currently excluded or underserved by transportation projects. It was one of the key concerns identified during the Value Pricing Feasibility Analysis and has shaped the direction of the Project.</p> <p>ODOT is working with agency partners, including transit agencies, throughout the development of the Project so that tolling is part of a larger integrated transportation system.</p> <p>ODOT is committed to engaging historically and currently excluded and underserved communities through the development of the Project to better understand community needs and concerns. This includes working with local and national equity leaders to create a framework for developing ODOT's toll projects so that the toll system benefits historically and currently excluded and underserved communities that have traditionally been disproportionately negatively affected by transportation decisions. The Equity and Mobility Advisory Committee is working to help identify strategies to improve outcomes and access to travel choices.</p>	<ul style="list-style-type: none"> <li>• <b>Prioritize equity.</b> Continuously seek opportunities to advance this Project through the multistep process outlined in the adopted Equity Framework. At each step of Project development, actively acknowledge past harms and seek opportunities to develop this Project with a different approach that leads to equitable outcomes.</li> <li>• <b>Clarify what "Equity" means.</b> Create and distribute information regarding how ODOT is defining "equity" for purposes of the Project and how equity will be assessed by process and outcome performance measures.</li> <li>• <b>Actively seek feedback and elevate voices from historically and currently excluded and underserved communities and the Equity and Mobility Advisory Committee during project decision making.</b> Meaningfully engage these communities throughout the Project design, development, implementation, monitoring, and evaluation processes. For example, work with Community Engagement Liaisons to engage people in different languages and in places where they feel comfortable. Directly involve the Equity and Mobility Advisory Committee in identifying strategies to advance equity.</li> <li>• <b>Assess process and outcome equity.</b> Develop measures to assess both equitable engagement (for example, participation in Project development) and equitable outcomes (for example, affordability, regional access, and community health).</li> </ul>

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
			<ul style="list-style-type: none"> <li>• <b>Evaluate potential impacts to historically and currently excluded and underserved communities.</b> Assess whether the Project would result in disproportionate impacts to historically and currently excluded and underserved communities in the environmental assessment.</li> <li>• <b>Learn from equitable strategies implemented elsewhere.</b> Explore equitable strategies used in other parts of the country, including reduced or free transponders, cash payment options for un-banked individuals, rebates or discounts for different income levels, and integrated benefits between travel modes, such as transit passes that accumulate toll credits.</li> <li>• <b>Acknowledge existing inequities in our transportation systems and identify potentials ways to address these in the toll program design.</b> Adopt measures to prevent historically excluded and underrepresented communities from bearing the burden of negative effects of the toll projects, as well as measures that seek to improve transportation affordability, access to opportunity, and community health.</li> <li>• <b>Collaborate with partners agencies to support affordable transportation options.</b> Work with the Transit and Multimodal Working Group to support availability and enhancements to transit service in the Project corridor, especially for those who have been historically and currently excluded and underserved.</li> </ul>

**Table 11-10. Response to Comments on Key Topics: Personal Financial Impacts**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments included concerns over the ability to pay tolls, how the COVID-19 pandemic has negatively affected financial security, and how a toll could affect where people live and/or work.</p>	<ul style="list-style-type: none"> <li>Do not personally have the income necessary to pay tolls, including those on fixed incomes (for example, retirees) and households and individuals who are currently struggling to make ends meet.</li> <li>Additional economic hardships associated with the COVID-19 pandemic.</li> <li>Tolls would unfairly burden lower-income residents and shift workers who do not have the flexibility to alter their commute (either time of day or route).</li> <li>Tolls would unfairly burden middle-class families, who would not be eligible for reduced toll rates.</li> <li>Tolls would adversely affect their property values, including concerns that they might have to move.</li> <li>Jobs could be lost if wages did not cover the cost of tolls, or if companies would not reimburse them.</li> </ul>	<p>The Project team will engage with historically and currently excluded and underserved communities, including low-income communities to better understand community needs and concerns. ODOT will explore equitable strategies, including reduced or free transponders, cash payment options for un-banked individuals, rebates or discounts for different income levels, and integrating benefits between travel modes, such as transit passes that accumulate toll credits. In addition, ODOT will explore equitable strategies used in other parts of the country, including reduced or free transponders, cash payment options for un-banked individuals, rebates or discounts for different income levels, and integrating benefits between travel modes, such as transit passes that accumulate toll credits.</p> <p>COVID-19 has had significant financial impacts on households across the Portland metro area, creating hardships for many families and individuals. If approved, tolling on I-205 could begin as early as 2024 after the region has had a chance to recover from the effects of the pandemic.</p>	<ul style="list-style-type: none"> <li><b>Clarify the Oregon Transportation Commission’s role in the Project.</b> Create and provide additional informational materials to enhance understanding of the Oregon Transportation Commission as the toll authority that will set toll rates, policies (including discounts and exemptions), and escalation rates and clarify the timing of when these decisions are anticipated.</li> <li><b>Evaluate potential impacts to low-income communities.</b> Assess whether the Project would result in disproportionate impacts to low-income communities in the environmental assessment.</li> <li><b>Evaluate potential financial impacts to local homeowners from tolls.</b> Evaluate whether tolls and the resulting changes in traffic patterns could affect local property uses and values in the environmental assessment.</li> <li><b>Identify potential mitigation measures for low-income communities.</b> Highlight potential measures in the environmental assessment that could be implemented by ODOT to mitigate unavoidable disproportionate impacts (if any) to low-income communities.</li> </ul>

**Table 11-11. Response to Comments on Key Topics: Public Engagement and Decision Process**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents addressed the public engagement process, including how tolls should be voted on by the public, public outreach that has occurred during this process, whose input should be accounted for, and how public input will be used.</p> <p>Respondents had questions about members of the Equity and Mobility Advisory Committee, the interests that they represent and their decision-making role on the project.</p>	<ul style="list-style-type: none"> <li>• Belief that tolling is already decided, and they do not think their opinion will change that decision.</li> <li>• Citizens should get to vote on tolling.</li> <li>• If people could vote on tolling, then most would vote against it.</li> <li>• Voters from Clackamas County—specifically Oregon City, West Linn, and Tualatin—should decide if they want tolling in their communities.</li> <li>• Would vote against any politicians that support tolling.</li> <li>• The feedback gathered from this survey should be published and future outreach materials should reflect the public comments.</li> <li>• The online survey will have no impact because it was designed to support a toll decision, not to gather information.</li> <li>• It is important to gather public input despite challenges during the COVID-19 pandemic.</li> <li>• The outreach for this Project should reach more community members, and broader public engagement is necessary.</li> <li>• The survey should be made more accessible by offering it in non-electronic formats and in multiple languages.</li> <li>• Appreciated ODOT’s communication and outreach efforts.</li> </ul>	<p>House Bill 2017 directed the Oregon Transportation Commission to pursue and implement tolling on I-5 and I-205 in the Portland metro area to help manage traffic congestion. ODOT is now assessing how to best implement tolling in the Portland metro area; the Project is the piece of a regional tolling system.</p> <p>ODOT is committed to an ongoing dialogue with agencies, stakeholders, and members of the public, a public process with transparency, and publicize how comments received were used. ODOT conducted an evaluation of the summer-fall engagement. Feedback gained during this period will inform future phases of engagement and which alternatives will be studied further, mitigation strategies, and recommendations to the Oregon Transportation Commission.</p>	<p><b>Action</b></p> <ul style="list-style-type: none"> <li>• <b>Update the public involvement plan using feedback from Equity and Mobility Advisory Committee and equity advisors.</b> Update the public involvement plan to outline engagement strategies for historically and currently excluded and underserved communities and to communicate broadly and transparently with all potentially affected parties.</li> <li>• <b>Continue to provide Project updates and seek community input throughout the development of the Project.</b> Continually engage the community throughout the Project planning process by sharing information, soliciting feedback and hosting community dialogues. Report back on how community input was used and influenced project decisions.</li> <li>• <b>Continue to work with community engagement liaisons.</b> Continue to work with community engagement liaisons to engage hard-to-reach communities such as non-English speaking populations.</li> </ul>

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Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
	<ul style="list-style-type: none"> <li>Representation on the Equity and Mobility Advisory Committee convened for the I-5 and I-205 Toll Projects should include commuters and residents of nearby communities.</li> <li>The advisory committee should be used to assess benefits and burdens associated with tolling.</li> <li>Questioning of who is on the advisory committee and how to join the committee.</li> </ul>	<p>The Equity and Mobility Advisory Committee includes individuals with professional or lived experience in equity and mobility. They will advise the Oregon Transportation Commission on how tolls on I-205 and I-5 freeways, in combination with other demand management strategies, can include benefits for populations that have been historically and currently excluded and underserved by transportation projects. The committee also is advising on equitable engagement strategies.</p>	

**Table 11-12. Response to Comments on Key Topics: Environmental Impacts**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments about environmental impacts included increased traffic on neighborhood surface streets due to vehicles avoiding tolls on I-205, the Project’s impact on greenhouse gas emissions and climate change, and public health concerns from increased traffic and congestion. There were diverging opinions about whether tolling I-205 would reduce carbon dioxide emissions.</p>	<ul style="list-style-type: none"> <li>• There would be an increase in air and noise pollution in surrounding communities due to an increase in traffic and vehicle exhaust on local roads.</li> <li>• There would be impacts to natural areas, parks, waterways, and wildlife from increased traffic activity.</li> <li>• Due to rerouting and diversion to avoid tolls on I-205, carbon dioxide emissions would increase from drivers taking longer routes, burning more gas, and increasing idling times.</li> <li>• Tolling I-205 would not decrease carbon dioxide emissions because transit options in the area are limited and transit connections to other areas of the region are inefficient, forcing people to drive regardless of whether or not a toll is implemented.</li> <li>• Tolling I-205 would help discourage driving and reduce the number of single-occupancy vehicles, which in turn would reduce carbon dioxide emissions.</li> <li>• Tolling would move traffic off I-205 and closer to nearby sensitive receptors (that is, daycares, schools, elderly housing, hospitals, etc.).</li> <li>• Congestion in general poses a public health concern due to increased and concentrated vehicle pollution.</li> </ul>	<p>The Project’s goals and objectives reflect desired outcomes beyond the Project purpose; these include improving air quality and climate change effects. Tolls have been proven to help reduce congestion and increase traffic flow, thereby reducing vehicle emissions and improving air quality. The environmental assessment will study benefits and impacts from the Project on various environmental systems.</p>	<ul style="list-style-type: none"> <li>• <b>Evaluate potential environmental benefits and impacts resulting from the implementation of tolling and resulting changes in traffic patterns.</b> Potential benefits and impacts will be assessed across a range of topic areas in the environmental assessment and associated technical reports, including energy and greenhouse gases, environmental justice, air quality, social resources and communities, public health, and noise.</li> <li>• <b>Identify potential mitigation measures for environmental impacts.</b> Highlight potential measures in the environmental assessment that could be implemented by ODOT to mitigate unavoidable environmental impacts (if any).</li> </ul>

**Table 11-13. Response to Comments on Key Topics: Economic Impacts**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Comments on economic impacts included concerns about impacts to small businesses in Oregon City and West Linn, hindering regional economic growth as well as economic recovery from the COVID-19 pandemic, and impacts to interstate commerce and to the businesses and consumers who rely on shipped goods.</p>	<ul style="list-style-type: none"> <li>• Business districts near I-205—such as commercial areas centered around Main Street in Oregon City and Willamette Falls Drive in West Linn—depend on vehicle commuters and would see a decrease in consumers.</li> <li>• Would take their shopping and other service needs outside of the community to avoid paying tolls.</li> <li>• Tolling will lead to increased employment costs to Oregon City and West Linn businesses for employees who commute to work on I-205.</li> <li>• Tolling this section of I-205 would hinder regional economic growth due to a decrease in commercial investment and housing development.</li> <li>• Tolling would add additional hardship to businesses already struggling financially due to the COVID-19 pandemic and would slow the economic recovery for these businesses.</li> <li>• Tolling I-205 would burden interstate commerce and the free movement of goods through Oregon.</li> <li>• Freight-related comments focused on potential impacts to industry and the economy. Some called out that this will disproportionately affect small, independent freight drivers. Others articulated the potential impact to the cost of shipping and the resulting inflation that would be passed on to the consumer.</li> <li>• Concern that tolls could increase shipping costs and be passed on to Oregon businesses and consumers.</li> <li>• Concerns about freight access to the Port of Portland via I-205.</li> </ul>	<p>The Project's goals and objectives reflect desired outcomes beyond the Project purpose; these include supporting regional economic growth. COVID-19 has had significant financial impacts on businesses across the Portland metro area. If approved, tolling on I-205 could begin as early as 2024, after the region has had a chance to recover from the effects of the pandemic.</p>	<ul style="list-style-type: none"> <li>• <b>Targeted outreach to businesses and industries.</b> Actively engage local businesses, major employers, business and industry groups, and the shipping industry to enhance understanding of the economic concerns surrounding the Project. This outreach will inform the potential impacts assessed in the economic technical report and environmental assessment.</li> <li>• <b>Evaluate potential impacts to the economy.</b> Assess potential economic impacts in the economic technical report and environmental assessment. Topics will include impacts to local business areas, freight, changes in traffic patterns, and where people access shopping and services.</li> <li>• <b>Identify potential mitigation measures for economic impacts.</b> Highlight potential measures in the environmental assessment that could be implemented by ODOT to mitigate unavoidable impacts (if any) to the regional economy and commerce.</li> </ul>

**Table 11-14. Response to Comments on Key Topics: Other Congestion Management Ideas**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents expressed a general desire for ODOT to explore non-tolling alternatives to congestion management, including non-vehicle alternatives, reducing population growth, planning future growth and highway construction, and incentivizing adjustments to business operations.</p>	<ul style="list-style-type: none"> <li>• ODOT should seek to manage congestion using alternatives other than tolls.</li> <li>• ODOT should consider ideas that reduce overall driving and refocus on non-vehicle alternatives.</li> <li>• Population growth is the greatest contributor to increasing congestion, and ODOT should consider working with planners to reduce the influx of new people and businesses into the area, possibly by incentivizing living and working outside of Multnomah County. Similarly, ODOT should work with planners to create more walkable and bikeable communities.</li> <li>• ODOT should incentivize carpooling and shifting to alternative modes of travel.</li> <li>• ODOT should work with the business community to encourage remote-working options for employees or alternate working hours (that is, outside of peak commute times).</li> <li>• ODOT should work with the State of Washington to levy an out-of-state vehicle-registration fee for Washington state drivers traveling in Oregon.</li> </ul>	<p>Tolls serve two objectives: to manage demand to reduce congestion and to generate revenue. Tolling has been effective at reducing congestion in many cities in the United States. Variable- rate tolls manage traffic flow and improve roadway efficiency by charging higher prices during peak traffic demand periods and lower prices during off-peak, lower demand periods.</p> <p>The Project’s goals and objectives reflect desired outcomes beyond the Project purpose; these include supporting multimodal transportation choices, supporting transportation demand management, and supporting safe travel regardless of mode, as well as interoperability with other transportation systems.</p>	<ul style="list-style-type: none"> <li>• <b>Continue working with agency partners and transit agencies.</b> Throughout the development of the Project, ODOT will continue to work with agency and transit partners so that tolling can support and be part of a larger integrated transportation system that aims to manage congestion.</li> <li>• <b>Seek input and guidance from the Transit and Multimodal Working Group.</b> Utilize the Transit and Multimodal Working Group to support strategies for integrating tolling into the larger transportation system and to identify non-vehicle transportation improvements.</li> </ul>



**Table 11-15. Response to Comments on Key Topics: Other Tolling Systems**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents included comments referencing existing tolls in other places, aspects of tolling in other places that are effective, and explanations of why tolling will not work in Portland specifically.</p>	<ul style="list-style-type: none"> <li>Based on experiences driving in other cities, tolling fails to decrease congestion and often increases it.</li> <li>Tolling is unpopular wherever it is implemented and cited a number of other cities, states, and countries where this is the case.</li> <li>Toll revenue is hardly ever invested in the maintenance of the roadway and cited Washington, D.C., as an example.</li> <li>Tolling increases air pollution and the frequency of accidents.</li> <li>Tolling is inequitable and discussed other cities where inequitable tolling systems are in place such as Bellevue, Wash., and Los Angeles.</li> <li>Once tolls are implemented in an area, they begin to be widely used and the cost of tolls increases over time and cited tolling systems in Washington, D.C., as an example.</li> <li>Would like to see a single tolled lane similar to the system on I-405 in Seattle or roadways in Washington, D.C., and Atlanta rather than a toll for the entire roadway.</li> <li>Would like to see electronic tolling systems that do not slow traffic and use a bill-by-mail option.</li> <li>Tolls should be implemented in conjunction with expanding freeway capacity.</li> <li>Examples were provided, such as the turnpike system in Connecticut, where a toll is implemented to pay for a new project or road construction and once it is paid for, the toll ceases.</li> </ul>	<p>Tolling has been effective at reducing congestion in many cities in the United States. Variable-rate tolls manage traffic flow and improve roadway efficiency by charging higher prices during peak traffic demand periods and lower prices during off-peak, lower demand periods. ODOT is learning from successful toll projects and technical experts across the United States. For example, the SR 520 Bridge Replacement and HOV Program in the Seattle area is using tolling to help pay for a new bridge and other improvements to expand a 7-mile corridor from 4 to 6 lanes while managing congestion with variable pricing.</p> <p>Tolls collected on I-205 could finance portions of the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and extension of a third lane in each direction. These improvements will help to alleviate the bottleneck on the existing 4-lane segment of I-205 (2 lanes each direction), which is a major source of congestion.</p> <p>All toll collection will be electronic through transponders and license plate scanners to keep traffic moving at the traveling speed; there will be no stopping or slowing to pay tolls so cars are not idling on the freeway.</p>	<ul style="list-style-type: none"> <li><b>Share information on successful tolling examples.</b> Create and distribute informational material that highlights successful tolling programs from around the United States that are similar in scope to the Project.</li> </ul>

**Table 11-16. Response to Comments on Key Topics: Safety**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents included comments about current and future safety for alternate modes of travel, anticipated increases in traffic accidents, and the impacts that traffic diversion will have on roadway safety.</p>	<ul style="list-style-type: none"> <li>• General concern for how diverted traffic due to tolls will lead to increased congestion, travel speeds, and collisions on neighborhood roadways.</li> <li>• Concern about the potential for diverted traffic to cause an increase in vehicle-pedestrian accidents.</li> <li>• Traffic from diversion will cause safety issues with emergency vehicle transport or personal travel for emergencies.</li> <li>• Increased traffic will deteriorate the quality of neighborhood roadways, further contributing to safety concerns. A few comments noted that this causes an increased financial burden on local municipalities.</li> <li>• Tolls will make transportation for people walking and biking less safe.</li> <li>• Concern for specific groups, including children (especially around schools), older adults, and those who may be transit dependent.</li> <li>• Bike, pedestrian, and transit infrastructure are limited, especially noting the lack of sidewalks on neighborhood roadways in the Project vicinity.</li> <li>• Walking, biking, and using transit is already unsafe, so driving and paying the tolls is the only option.</li> </ul>	<p>The Project’s goals and objectives reflect desired outcomes beyond the Project purpose; these include supporting safe travel regardless of mode and supporting multimodal transportation choices. The environmental assessment will study potential impacts to safety on I-205 and in the surrounding communities.</p>	<ul style="list-style-type: none"> <li>• <b>Study existing travel patterns along the Project corridor to observe where safety concerns may exist.</b> Study existing travel patterns, including origins and destinations of trips on the corridor, in the Corridor User Analysis.</li> <li>• <b>Perform travel modeling and traffic analysis.</b> Perform in-depth travel modeling and traffic analysis for the Project alternatives in the environmental assessment and associated transportation technical report; use this data to identify changes in traffic patterns, including rerouting/diversion onto local roadways.</li> <li>• <b>Evaluate potential safety impacts.</b> Assess potential safety impacts in the environmental assessment, including potential impacts to children, seniors, transit-dependent individuals, bicyclists, and pedestrians.</li> <li>• <b>Identify potential mitigation measures for safety impacts.</b> Highlight potential measures in the environmental assessment that could be implemented by ODOT to mitigate unavoidable safety impacts (if any).</li> </ul>

**Table 11-17. Response to Comments on Key Topics: Other Current Projects**

Summary of Comments	Comment Themes	ODOT Response (Information and Action)	
		INFORMATION	ACTION
<p>Respondents commented about other existing projects and their relative importance compared with the Project and indicated that it is important to complete planned projects on I-5 before implementing tolls on I-205.</p>	<ul style="list-style-type: none"> <li>• The I-5 Bridge Replacement Project should be completed before implementing tolls on I-205.</li> <li>• The bottleneck at the I-5/Rose Quarter area should be eliminated before tolling is implemented on I-205.</li> <li>• Funds for the I-5 Rose Quarter Improvement Project should be diverted to improve the Abernethy Bridge.</li> <li>• Curiosity about the relationship between this Project and the I-205 Improvements Project.</li> <li>• The relationship between pricing and transportation demand. Some suggested that the road-widening project should not happen until after tolling is implemented. Some suggested that tolls should be high enough to discourage unnecessary trips.</li> <li>• The projects proposed as part of Metro's Get Moving 2020 bond measure do not address capacity or congestion.</li> <li>• Recommending that ODOT include impacts from converting the Arch Bridge to a bike-and-pedestrian-only bridge in the analysis for the Project.</li> <li>• Policies and decisions made for tolling on I-205 could serve as the foundation upon which other tolling projects in the region or state would be built.</li> </ul>	<p>ODOT acknowledges that effective congestion management requires a toolbox of strategies. Tolling is just one of many transportation demand management strategies that are planned to be used to manage congestion. Toll revenue from the Project could be used to help fund portions of the planned improvements for the I-205 Improvements Project. Toll rates and revenue have a direct relationship to how travel demand management is managed; the Oregon Transportation Commission will be setting toll rates and determining how toll revenue is used.</p> <p>The Project is the first in a larger, regional toll program to manage congestion across the Portland metro area. Tolling in the region will be phased; this is one of the initial phases.</p> <p>The region's transportation priorities are described in the adopted Statewide Transportation Improvement Program and Metro's Regional Transportation Plan and include projects that manage transportation demand. Several major projects are underway in the Portland metro area, including the I-5 Interstate Bridge Replacement and Rose Quarter projects. These are separate projects that are part of the larger transportation system.</p>	<p><b>Share information on major regional ODOT projects.</b> Create and distribute additional informational materials to enhance understanding of major ODOT projects in the region, including project backgrounds, funding sources, prioritization of projects, and any interconnectedness between projects.</p>

## 12 REFERENCES

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Clackamas County, Oregon.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Clark County, Washington.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Columbia County, Oregon.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Marion County, Oregon.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Multnomah County, Oregon.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Skamania County, Washington.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Washington County, Oregon.

U.S. Census Bureau. 2014–2018 American Community Survey 5-Year Estimates Data Profiles for Yamhill County, Oregon.

**APPENDIX D**

**FHWA Guidance on the Purpose and Need Statement**

[Public Link](#)

## Elements of Purpose and Need

The purpose and need of a project is essential in establishing a basis for the development of the range of reasonable alternatives required in an EIS and assists with the identification and eventual selection of a preferred alternative.

The following items may be listed and described in the purpose and need statement for a proposed action. These are by no means all-inclusive or applicable in every situation. They are intended as a guide.

- **Project Status** — Briefly describe the action's history, including measures taken to date, other agencies and governmental units involved, action spending, schedules, etc.
- **Capacity** — Discuss the capacity of the present facility and its ability to meet present and projected traffic demands. Discuss what capacity and levels of service for existing and proposed facilities are needed.
- **System Linkage** — Discuss if the proposed action is a "connecting link" and how it fits into the transportation system.
- **Transportation Demand** — Discuss the action's relationship to any statewide plan or adopted urban transportation plan. In addition, explain any related traffic forecasts that are substantially different from those estimates of the 23 U.S.C. 134 (Section 134) planning process.
- **Legislation** — Explain if there is a Federal, state, or local governmental mandate for the action.
- **Social Demands or Economic Development** — Describe how the action will foster new employment and benefit schools, land use plans, recreation facilities, etc. In addition, describe projected economic development/land use changes that indicate the need to improve or add to the highway capacity.
- **Modal Interrelationships** — Explain how the proposed action will interface with and serve to complement airports, rail and port facilities, mass transit services, etc.
- **Safety** — Explain if the proposed action is necessary to correct an existing or potential safety hazard. In addition, explain if the existing accident rate is excessively high and why, and how the proposed action will improve safety.
- **Roadway Deficiencies** — Explain if and how the proposed action is necessary to correct existing roadway deficiencies (e.g., substandard geometrics, load limits on structures, inadequate cross-section, high maintenance costs, etc.) In addition, explain how the proposed action will correct these deficiencies.

**APPENDIX E**

**Equity and Mobility Advisory Committee Charter, November 2020**

[Public Link](#)

# I-5 and I-205 Toll Projects

## Committee Charter and Operational Agreements

Updated: 11/04/20

### BACKGROUND

As members of the Equity Mobility Advisory Committee, we are committed to authentic, open and equitable public engagement processes. Our intent is to challenge traditional thinking and move the Oregon Department of Transportation's (ODOT's) I-205 and I-5 Toll Projects toward more equitable processes and outcomes. We, as the Equity Mobility Advisory Committee, have volunteered for this role. We believe that ODOT can do better for populations that have been historically, and are currently, underrepresented or underserved by transportation projects.

Our work is informed by the draft I-205 and I-5 Toll Projects' Equity Framework and the findings of the Value Pricing Feasibility Analysis. We seek extensive community engagement that centers historically and current underserved and underrepresented voices. The committee will explore, and then recommend, new and bold ways to address equity in the I-205 and I-5 Toll Projects within a National Environmental Policy Act context.

### OVERVIEW

This charter serves as the founding document for the Equity Mobility Advisory Committee. We developed this document collaboratively with the I-205 and I-5 Toll Projects team to guide the scope and operation of this committee. This document includes the following:

- Vision, mission and guiding principles.
- Committee purpose, approach and accountability measures.
- Operating procedures, including committee structure and operational agreements.

### VISION AND MISSION

We are a committee representing Portland metro area and Southwest Washington equity and mobility interests. We will collaborate with the project team to bring voices and perspectives not traditionally or currently included in the planning processes. We will work to document how those voices improve and inform project outcomes, during the National Environmental Policy Act process.

Our mission is to partner with the project team to implement the draft I-205 and I-5 Toll Projects' Equity Framework at each stage of project development. To do this, we gather information and data from the project team and experts with professional and lived experience. During our meetings, we ask hard questions and learn about successes and challenges. We collaborate, discuss and dialog before giving our opinions and feedback on how to move projects forward that create better outcomes for all residents in the Portland metro area, including Southwest Washington.



In addition, our mission is to meet the goals and objectives of the Oregon Transportation Commission and deliver on ODOT's commitment to meaningfully involve the public in important decisions by providing for early, open, continuous and effective public participation processes.

We will use public involvement best practices to identify and meet the needs of communities that historically have been and currently are underrepresented and underserved by existing transportation systems. This includes people who are low-income, youth, older adults, Black, Indigenous, multi-racial, and people of color, people who may speak a language other than English, and people with disabilities, who may face challenges accessing employment and other services.

## **GUIDING PRINCIPLES**

As a committee, we aim to:

- Apply new, independent, and creative thinking grounded in humility and a culture of continuous learning towards equity in tolling to provide equitable outcomes and an equitable engagement process for the I-205 and I-5 Toll Projects.
- Apply a holistic approach within the transportation system that looks at other social determinants of health, including trauma caused by historic injustices.
- Foster safety in our conversations by acknowledging and centering the current inequities that exist in the transportation system and the injustices that have been committed against people from historically underrepresented and underserved communities.
- Use a trauma-informed perspective to craft policy recommendations to prevent harm, facilitate community benefits, and to address past harms.
- Be goal oriented.
- Use data and evaluation tools to measure progress.
- Practice inclusivity and equity in Equity Mobility Advisory Committee meetings, by considering access, language, meeting times and technology, among other factors.
- Consider best practices for community engagement to create inclusive, comfortable, welcoming, and safe environments for all, and provide resources and strategies that are appropriate for the populations we wish to serve.
- Be open with our processes and consider ways to open our community engagement practices even further to help establish trust with the community.
- Make space for differing concerns, perspectives and opinions, even when they conflict.
- Review, improve, recognize and apply the draft I-205 and I-5 Toll Projects' Equity Framework to the decision milestones in the National Environmental Policy Act process.
- Provide written recommendations to the Oregon Transportation Commission.

## **EQUITY MOBILITY ADVISORY COMMITTEE PURPOSE**

The committee shall advise the Oregon Transportation Commission. Specifically, we will:

- Promote a shared understanding of social justice, equity, and trauma-informed perspectives amongst all partners to support health, affordability, and access to opportunity for the Portland Metro area, including Southwest Washington.
- Provide input and support ODOT during the technical and environmental review process. Ensure milestone decisions and project developments are grounded in the draft toll projects' equity framework, including the development and refinement of performance measures and the evaluation of alternatives for the I-205 and I-5 Toll Projects.
- Provide input on mobility and equity strategies as the I-205 and I-5 Toll Projects are going through the environmental review process, including:
  - Availability of transit and other transportation options.
  - Transportation needs of, and benefits for, people of color and people with low incomes, limited English proficiency or disabilities that live near, or travel through, the project area.
  - Better understanding of neighborhood benefits and impacts for the communities near the tolled facilities (e.g., changes to cut-through traffic, pedestrian and bicycle options, transit access).
- Develop an equitable engagement plan that will result in ongoing input and participation from communities that have been historically and are currently underrepresented in transportation planning.
- Support the implementation of the equitable engagement plan by hosting or cohosting meetings, events and/or other activities as determined by the engagement plan.

## **COMMITTEE APPROACH**

Our approach to this work will allow all members to fully participate regardless of their level of knowledge of the topic under consideration. We engage in interactive meetings with the project team to gain facts, data and an understanding of the projects under development. We advise and give input informally and directly to the project team during our committee meetings through our dialog and discussion.

We will strive for consensus when possible, while recognizing that consensus may not always be achievable with the understanding that consensus advice is more powerful to decision-makers. We will use written recommendations or memorandums to the Oregon Transportation Commission that describe the range of our committee's perspectives and considerations when we want to convey formal advice to decision-makers and record it for the community's use.

## **COMMITTEE ACCOUNTABILITY**

We will hold ourselves accountable. For that, we will:

- Value lived and professional experiences equally to shape committee discussions and dialogs.
- Prepare for, attend and actively participate in committee meetings.

- Apply lessons and learnings gained through previous committee meetings to current work.
- Assess the quantity, quality and effects of our work annually.

## **WORK PLAN**

The project team will guide us in delivering a work plan that meets the needs of the community and ODOT. Emergent community priorities, the adopted schedule for the I-205 and I-5 Toll Projects environmental review processes will inform the work plan. The facilitator and project team will work collaboratively with the committee to adjust the plan as needed.

## **GENERAL OPERATING PROCEDURES**

### **Meetings**

We will hold meetings monthly, or as needed, for the approximately two years. Meetings will be scheduled at a time and place that is convenient to most members and the community. ODOT will ensure that meetings are open to the public and accessible to all. ODOT will provide needed accommodations under the Americans with Disabilities Act or Civil Rights Title VI when requested.

### **Agreements**

We agree to hold ourselves accountable to:

- Listen, believe, and reflect. We will avoid interrupting when we disagree. Instead, we will attempt to listen until we understand.
- Accept non-closure for the moment.
- Speak our own truths with compassion.
- Value and celebrate each other's experiences.
- Come with open hearts and open minds to help us explore possibilities. We will embrace mistakes and forgiveness so that we can all take risks, learn, and do better.
- Make space, then take space; be concise. Everyone should have the space and opportunity to share their ideas.
- Bring our best thinking into the room.
- Attack the problem, not the person.
- Acknowledge, explore and address disagreement, frustration, and differences of opinion.
- Attend to impact. Good intentions can still cause harm. When someone is hurt, focus on listening and understanding the impact.

### **Communications**

Members agree that open communication is essential to all deliberations and is encouraged with the following guidelines.

### **Requests from the Media**

Members will notify the designated ODOT staff member (Hannah Williams, [Hannah.Williams@odot.state.or.us](mailto:Hannah.Williams@odot.state.or.us)) of all requests from the media. If members do speak with

the media, they will clarify that they are speaking as an individual and will not speak on behalf of the project or the committee, nor characterize the points of view of other members.

### **Communications with Organizations and Individuals**

Communications with other organizations or individuals about the committee's work is encouraged. When members speak with organizations or individuals other than the media, they will clarify that they are speaking as an individual and will not speak on behalf of the project or the committee, nor characterize the points of view of other members. Members may copy the facilitator on email or written communications from or to interest groups commenting on the Equity Mobility Advisory Committee's work. This would help the project team be aware of engagement activities and consider feedback. ODOT will include these communications in the public record as detailed below and copy to the full committee as appropriate.

### **Public Meetings and Records**

Equity Mobility Advisory Committee meetings are open to the public. ODOT will conduct meetings under the provisions of Oregon Public Meetings Law (ORS 192.610-690) and provide notice to the public regarding the dates, times and locations of all meetings.

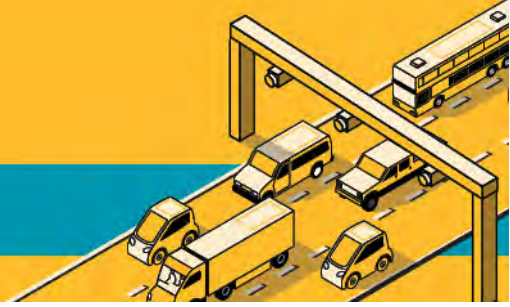
All records of the committee, including formal documents, discussion drafts, meeting summaries and exhibits, are public records. Communications among members related to the subject matter of the committee should not be treated as confidential and may be subject to public records requests. "Communications" refers to all statements and statements made during meetings, memoranda, work projects, records, documents or materials developed to fulfill the charge, including electronic mail correspondence by and among the members. The personal private notes of individual members taken at public meetings might be considered to be public to the extent they "relate to the conduct of the public's business" (ORS 192.41 0(4)).

**We, members of the Equity Mobility Advisory Committee, and the project team will be working closely together to ensure our work is meaningful, useful and reflects our community's values to the fullest extent. We may need to adjust this charter, our guidance document, as our work matures. We commit to: revisit the charter as needed to ensure it is still guiding us to support and reflect our community's needs and interests; to be open about our work and our outcomes; and, to provide the Oregon Department of Transportation decision-makers with advice that fully reflects our committee.**

**APPENDIX F**

**I-205 Toll Project Updated Performance Measures, October 2021**

[Public Link](#)



# **UPDATED**

# **PERFORMANCE**

# **MEASURES**

October 7, 2021

The following document details ODOT's updated performance measure for the I-205 Toll Project after receiving detailed feedback from the Equity and Mobility Advisory Committee (EMAC). This committee reviewed these measures for their impacts to equity and how it pertains specifically to transit and multimodal transportation options, neighborhood health and safety, and affordability.

The performance measures for the I-205 Toll Project will be the basis for creating performance measures for the Regional Mobility Pricing Project (RMPP), which will occur in early 2022.

**EQUITY FRAMEWORK INFORMED PERFORMANCE MEASURES THAT GO BEYOND WHAT IS FEDERALLY REQUIRED**

Goal	Objective	Performance Measure	How	Tool or Data Source
Provide benefits for historically and currently excluded and underserved communities	Maximize benefits and minimize burdens associated with implementation of tolling	Identify impacts to safety and health for locations near roadways experiencing traffic volume changes due to the project; delineate between general population and Equity Framework communities (EFC)	<p><u>Quantitative:</u> Traffic volume changes on select roadways (AM peak hour, PM peak hour, off-peak)</p> <p><u>Qualitative:</u> Maps will be overlaid with output from the traffic models identifying roadways with vehicle rerouting (AM peak hour, PM peak hour, off-peak) to assess impacts based on best professional practices for analysis</p>	Regional travel demand model (RTDM) for off-peak traffic volume changes and transportation analysis zones (TAZs) identified as representative samples for EFC, which includes environmental justice populations. <sup>1</sup>  Dynamic Traffic Assignment (DTA) model results for AM and PM peak hour traffic volume changes within the Transportation Area of Potential Impact (API).  Transportation data and mapping that identifies high injury and crash corridors and locations.  Social resource maps, which include: schools, religious organizations, medical facilities, nursing homes, libraries, parks or natural areas.  Existing heat islands and health outcomes/existing conditions. <sup>2</sup>
		Change in vehicle operating costs in the Portland metro area; delineate between general population and Equity Framework communities (EFC)	<p><u>Quantitative</u> Model outputs for TAZs that represent areas with EFC</p> <p><u>Qualitative</u> Evaluation based on best professional practices for analysis</p>	Benefit Cost Analysis (BCA) Model and Multi-Criteria Evaluation (MCE) Toolkit.
		Change in travel costs as a percentage of household income; delineate between general population and Equity Framework communities (EFC)	<p><u>Quantitative</u> Model outputs for the general population and selected transportation area zones (TAZs) that represent areas with EFC</p>	Regional travel demand model (RTDM) to identify number of community places one can access from a TAZ during peak hours within a mode-specific travel time threshold. <sup>3</sup> TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.  Regional travel demand model (RTDM) to identify number of jobs one can access from a TAZ during peak hours within a mode-specific travel time threshold. <sup>4</sup> TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.  For environmental justice and social resources and communities, use TAZs identified as representative for EFC to identify changes in access.

<sup>1</sup> Environmental Justice populations include low income and minorities. This is consistent for all performance measures that indicate environmental justice.

<sup>2</sup> We will be using a [research paper](#) on urban flooding and extreme heat from Portland State University and data from a [Community Health Needs Assessment](#) for the Portland metro area.

<sup>3</sup> For community places, peak period travel time thresholds of 30 minutes by auto, 45 minutes by transit, 30 minutes by bike, and 20-minute walk are applied. These times are consistent by mode for community place and medical facilities for all performance measures.

<sup>4</sup> For jobs, peak period travel time thresholds of 20 minutes by auto, 30 minutes by transit, 15 minutes by bike, and 20-minute walk are applied. These times are consistent by mode for jobs for all performance measures.

Goal	Objective	Performance Measure	How	Tool or Data Source
<p>Provide benefits for historically and currently excluded and underserved communities</p>	<p>Support equitable and reliable access to job centers and community places, such as grocery stores, schools, and gathering places</p>	<p>Change in travel time, reliability, and access by mode to community places and jobs; delineate between general population and Equity Framework communities (EFC)</p>	<p><u>Quantitative</u>                      Model outputs for accessibility to community places by mode (auto, transit) for the general population and selected TAZs that represent areas with EFC for the region and Area of Potential Impact (API)</p> <p>Model outputs for accessibility to jobs by mode (auto, transit) for the general population and selected TAZs that represent areas with EFC for the region and API</p> <p>Change in travel time by mode (auto, transit) for representative scenarios during average weekday peak periods and selected off-peak period times that represent the general population and EFC travel patterns</p> <p><u>Qualitative</u>                      Evaluation of effect on reliability based on best professional practices based on level of congestion, travel time change and representative scenarios and informed by targeted community engagement</p>	<p>Regional travel demand model (RTDM) to identify number of community places one can access from a TAZ during peak hours within a mode-specific travel time threshold. TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.</p> <p>Regional travel demand model (RTDM) to identify number of jobs one can access from a TAZ during peak hours within a mode-specific travel time threshold. TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.</p> <p>Dynamic Traffic Assignment (DTA) model for travel time change during AM and PM peak hours.</p> <p>Regional travel demand model (RTDM) for travel time changes during off-peak hours.</p> <p>For environmental justice and social resources and communities, use TAZs identified as representative for EFC to identify changes in access.</p> <p>Social resource maps, which include: schools, religious organizations, community centers, health centers, regulated affordable housing, nursing homes, libraries, and parks or natural areas.</p> <p>Targeted community engagement informed by TAZs identified as representative for EFC.</p>



Goal	Objective	Performance Measure	How	Tool or Data Source
<p>Provide benefits for historically and currently excluded and underserved communities</p>	<p>Support equitable and reliable access to health promoting activities (e.g. parks, trails, recreation areas) and health care facilities</p>	<p>Change in travel time, reliability, and access by to health promoting activities (i.e. parks, open spaces, and trails) and health care facilities; delineate between general population and Equity Framework communities (EFC)</p>	<p><u>Quantitative</u>                      Model outputs for accessibility to medical facilities by mode (auto, transit) for the general population and selected TAZs that represent areas with EFC for the region and Area of Potential Impact (API)</p> <p>Model outputs for accessibility to health promoting activities by mode (auto, transit) for the general population and selected TAZs that represent areas with EFC for the region and API</p> <p>Mode shift from auto travel to active transportation travel modes (transit, bicycle, and pedestrian) for the region and Transportation API</p> <p>Change in travel time by mode (auto, transit) for representative scenarios during average weekday peak periods and selected off-peak period times that represent the general population and EFC travel patterns</p> <p><u>Qualitative</u>                      Evaluation of effect on reliability based on best professional practices based on level of congestion, travel time change and representative scenarios and informed by targeted community engagement</p>	<p>Regional travel demand model (RTDM) to identify number of health promoting activities one can access from a TAZ during peak hours within a mode-specific travel time threshold. TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.</p> <p>Regional travel demand model (RTDM) to identify number of health care facilities one can access from a TAZ during peak hours within a mode-specific travel time threshold. TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.</p> <p>Regional travel demand model (RTDM) for estimates of mode shift auto travel to active transportation travel.</p> <p>Dynamic Traffic Assignment (DTA) model for travel time change during AM and PM peak hours.</p> <p>RTDM for travel time changes during off-peak hours.</p> <p>For environmental justice and social resources and communities, use TAZs identified as representative for EFC to identify changes in access.</p> <p>Social resource maps, which include: schools, religious organizations, community centers, health centers, regulated affordable housing, nursing homes, libraries, and parks or natural areas.</p> <p>Targeted community engagement informed by TAZs identified as representative for EFC.</p>
	<p>Design the toll system to support travel options for people experiencing low incomes</p>	<p>Compare the benefit of mitigation, strategy, and policy commitments for Equity Framework communities (EFC) relative to the general population</p>	<p><u>Qualitative</u>                      Using selected performance measures to study proposed investments to advance equity</p> <p>Evaluation based on best professional practices and informed by targeted community engagement for analysis based on comparison of benefits of mitigations, strategies, and commitments</p>	<p>Consideration of the following:</p> <ul style="list-style-type: none"> <li>• Policy, strategy, or mitigation commitments</li> <li>• Topics identified in <a href="#">Step #3 of the Equity Framework</a></li> <li>• Targeted community engagement</li> </ul>

Goal	Objective	Performance Measure	How	Tool or Data Source
Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods	Design the toll system to limit rerouting from tolling	Change in auto volumes by freeway and non-freeway roadways in the region, Transportation Area of Potential Impact (API); delineate between general population and Equity Framework communities (EFC)	<p><u>Quantitative</u> Change in freeway and non-freeway vehicle miles traveled (VMT) within region, API and TAZs identified as representative for EFC</p> <p>Change in travel time during average weekday peak hours and selected off-peak period times on key corridors for selected travel routes</p>	<p>Regional travel demand model (RTDM) for Vehicle Miles Traveled (VMT) measures and TAZs identified as representative for EFC.</p> <p>Dynamic Traffic Assignment (DTA) model results for AM and PM peak hour travel times within the Transportation API.</p>
	Design the toll system to avoid and minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting	Change in the quality of life in areas impacted by diversion; delineate between the general population and Equity Framework communities (EFC)	<p><u>Qualitative</u> Evaluation based on best professional practices for analysis to impact to quality of life</p>	<p>Consideration of the following:</p> <ul style="list-style-type: none"> <li>• Other performance measured for the project</li> <li>• Topics identified in <a href="#">Step #3 of the Equity Framework</a></li> <li>• Targeted community engagement</li> </ul>
Support safe travel regardless of mode of transportation	Enhance vehicle safety on I-205 by reducing congested conditions and increasing use of transit or higher occupancy vehicles	Change in I-205 safety conditions, which includes frequency and/or severity of vehicular crashes, as well as mode shift	<p><u>Quantitative</u> Estimated change in number of crashes on I-205.</p> <p>Change in total daily auto trips in region and Transportation Area of Potential Impact (API)</p> <p>Analysis of crash history on I-205</p>	<p>Regional travel demand model (RTDM) and Dynamic Traffic Assignment (DTA) model results for traffic volume changes and mode shift estimates.</p> <p>Highway Safety Manual Part C Methodology for corridors.</p> <p>Analysis of existing safety conditions based on crash history database.</p>
	Support safe multimodal travel options (e.g. pedestrians, bicycles, transit, and automobiles) on roadways affected by tolling, especially in high crash corridors	Change in roadway safety conditions by mode (transit, auto, bike, and walk) for areas impacted by diversion, especially for high crash corridors and/or locations that result in injury or death	<p><u>Quantitative</u> Analysis of crash history in Transportation API</p> <p><u>Qualitative</u> Evaluation based on best professional practices for analysis to impact to safety</p>	<p>Regional travel demand model (RTDM) and Dynamic Traffic Assignment (DTA) model results for traffic volume changes.</p> <p>Transportation data and mapping that identifies high injury and crash corridors and locations.</p> <p>Multi-Criteria Evaluation (MCE) Toolkit for region.</p> <p>LTS (Level of stress) tool for bicyclists and pedestrians.</p> <p>Social resource maps, which include: schools, religious organizations, community centers, health centers, regulated affordable housing, nursing homes, libraries, and parks or natural areas.</p> <p>Targeted community engagement informed by TAZs identified as representative samples for EFC.</p>

Goal	Objective	Performance Measure	How	Tool or Data Source
<p>Contribute to regional improvements in air quality and reduced contributions to climate change effects</p>	<p>Contribute to reduced vehicle air pollutants and greenhouse gas emissions in the Portland metro area through reducing congestion, resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-205 and on local roadways affected by tolling</p>	<p>Change in annual regional vehicle emissions of Mobile Source Air Toxics (MSATs)<sup>5</sup> from vehicle operations</p>	<p><u>Quantitative</u> Change in regional vehicle emissions</p>	<p>MOVES model (motor vehicle emissions simulator) - using 24-hour vehicle miles traveled (VMT) output by vehicle class and speed bin from the regional travel demand model (RTDM).</p> <p>MSAT emissions are estimated as part of the project’s air quality analysis using volume and speed data from individual roadway segments in the Air Quality API, accounting for localized increases and decreases, to develop a regional estimate.</p>
	<p>Reduce localized air pollutants through reduced congestion and improved travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion</p>	<p>Change in annual regional energy consumptions and CO<sub>2</sub>e<sup>6</sup> emissions from vehicle operations</p>	<p><u>Quantitative</u> Change in regional vehicle energy consumption</p>	<p>MOVES model - using 24-hour vehicle miles traveled VMT output by vehicle class and speed bin from the regional travel demand model (RTDM).</p> <p>Operational energy consumption from transportation projects is an evaluation of fuel used by vehicles traveling on the project roadways.</p> <p>Total energy consumption in units of British thermal units (Btu) and regional CO<sub>2</sub>e emissions are estimated as part of the I-205 Toll Project’s energy analysis using volume and speed data from individual roadway segments in API, accounting for localized increases and decreases, to develop a regional estimate.</p>

<sup>5</sup> MSATs are a set of 9 pollutants (1,3-butadiene, acetaldehyde, acrolein, benzene, diesel particulate matter (diesel PM), ethylbenzene, formaldehyde, naphthalene, and polycyclic organic matter) for which the Federal Highway Administration requires an evaluation as part of its NEPA approval process. The 9 pollutants have been identified by the Environmental Protection Agency as being among the national and regional-scale cancer risk drivers or contributors with significant contributions from mobile sources (cars, trucks, and other on-road vehicles).

<sup>6</sup> CO<sub>2</sub> Equivalent (CO<sub>2</sub>e) is a combined measure of greenhouse gas (GHG) emissions weighted according to the global warming potential of each gas, relative to carbon dioxide (CO<sub>2</sub>). CO<sub>2</sub>e from vehicle exhaust is determined using contributions of CO<sub>2</sub>, nitrous oxide (N<sub>2</sub>O), and methane (CH<sub>4</sub>).

Goal	Objective	Performance Measure	How	Tool or Data Source
Support multimodal transportation choices	Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (transit, walk, bike, telework)	Change in regional person trips by single occupancy vehicles compared to other modes (transit, vanpooling, or carpooling); delineate between impact to general population and Equity Framework-identified communities (EFC)	<p><u>Quantitative</u> Change in regional person trips by mode, including high and single occupancy vehicles (HOV and SOV), transit, bike, and walk</p> <p><u>Qualitative</u> Evaluation based on best professional practices for analysis on potential impacts to carpool, vanpool, paratransit, and shared ride modes</p>	<p>Regional travel demand model (RTDM) for change in mode share estimates.</p> <p>Targeted community engagement informed by TAZs identified as representative samples for EFC and feedback from the Transit Multimodal Work Group (TMWG).</p>
		Change in level of traffic stress for bicycle and pedestrian corridors impacted by traffic volume changes due to the project	<p><u>Quantitative</u> LTS (level of stress) for bicycle and pedestrian</p> <p><u>Qualitative</u> Evaluation based on best professional practices for analysis on the impact to roadway corridors</p>	<p>LTS (Level of traffic stress) tool for bicyclists and pedestrians.</p> <p>Targeted community engagement informed by TAZs identified as representative samples for Equity Framework communities (EFC).</p>
		Identify barriers and opportunities to encourage greater use of higher occupancy vehicles and other modes of transportation for the general population and Equity Framework communities (EFC)	<p><u>Qualitative</u> Evaluation based on best professional practices for analysis from community engagement</p>	<p>Targeted community engagement informed by TAZs identified as representative samples for EFC and feedback from the Transit Multimodal Work Group (TMWG).</p>
		Change in transit level of service during peak periods and selected off-peak period times	<p><u>Quantitative</u> Roadway corridor MMLOS (level of service) for transit</p>	<p>MMLOS (level of service) for transit users for study corridors within the Transportation Area of Potential Impact (API) (areas possibly impacted by diversion).</p>
		Identify barriers and opportunities to improve feeling of safety and ease for transit, carpooling, and vanpools users within areas impacted by diversion; delineate between the general population and Equity Framework communities (EFC)	<p><u>Qualitative</u> Evaluation based on best professional practices for analysis from community engagement</p>	<p>Targeted community engagement informed by TAZs identified as representative samples for EFC and feedback from the Transit Multimodal Work Group (TMWG).</p>
	Collaborate with transit providers to support availability and enhancements to transit services in the I-205 corridor, especially for historically and currently excluded and underserved communities	Change in transit level of service and travel times during peak periods and selected off-peak period times	<p><u>Quantitative</u> Roadway corridor MMLOS (level of service) for transit</p> <p>Change in travel time on transit-service roadways within the Transportation Area of Potential Impact (API)</p> <p><u>Qualitative</u> Evaluation based on best professional practices and informed by targeted community engagement for analysis.</p>	<p>Regional travel demand model (RDTM) for travel time changes on transit-service roadways within the Transportation API during the off-peak hours</p> <p>Dynamic Traffic Assignment (DTA) model for travel time changes on transit-service roadways within the Transportation API during the AM and PM peak hours.</p> <p>MMLOS (level of service) for transit users for study corridors within the Transportation API (areas possibly impacted by diversion).</p>

Goal	Objective	Performance Measure	How	Tool or Data Source
Support regional economic growth	Provide for reliable and efficient regional movement of goods and people through the I-205 corridor and on local roadways affected by tolling	Vehicle and transit travel time savings; delineate between the general population and Equity Framework communities (EFC)	<p><u>Quantitative</u> Vehicle and transit travel time savings using TAZs from regional model</p> <p>Change in travel time by vehicle and transit for representative scenarios during average weekday peak periods and selected off-peak period times that represent EFC travel patterns</p> <p><u>Qualitative</u> Evaluation based on best professional practices for analysis of the impact to EFC</p>	<p>Dynamic Traffic Assignment (DTA) model results for peak hour travel times within the Transportation API. Changes in transit travel times during peak hours will be estimated based on changes in general travel times on transit service roadways from the DTA model.</p> <p>Regional Travel Demand Model (RTDM) for travel time changes during off-peak hours.</p> <p>Regional travel demand model (RTDM) to identify number of community places one can access from a TAZ during peak hours within a mode-specific travel time threshold. TAZ measures are aggregated to report average impacts for region and Transportation API, based on weighted average of households in each TAZ.</p> <p>For environmental justice and social resources and communities, use TAZs identified as representative samples for EFC, which includes to identify changes in access.</p>
		People throughput on I-205 segments between Stafford Road and OR 213	<p><u>Quantitative:</u> Vehicle volume by vehicle type and conversion to person trip</p>	Regional travel demand model (RTDM) for off-peak hours and Dynamic Traffic Assignment (DTA) model for peak hours.
	Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities	Change in jobs accessible by mode (auto, transit); delineate between the general population and Equity Framework communities (EFC)	<p><u>Quantitative</u> Jobs accessible by mode (auto, transit). Change in access will be assessed for region and Transportation Area of Potential Impact (areas possibly impacted by diversion), and model outputs from transportation area zones (TAZs) that represent areas with EFC</p> <p><u>Qualitative</u> Evaluation of effect on reliability based on best professional practices based on level of congestion, travel time change and representative scenarios and informed by targeted community engagement</p>	<p>Regional travel demand model (RTDM) to identify number of jobs one can access from a TAZ during peak hours within a mode-specific travel time threshold. TAZ measures are aggregated to report average impacts for region and API, based on weighted average of households in each TAZ.</p> <p>Dynamic Traffic Assignment (DTA) model for travel time change during AM and PM peak hours.</p> <p>Regional travel demand model (RTDM) for travel time changes during off-peak hours.</p> <p>For environmental justice and social resources and communities, use TAZs identified as representative for EFC to identify changes in access.</p> <p>Social resource maps, which include: schools, religious organizations, community centers, health centers, regulated affordable housing, nursing homes, libraries, and parks or natural areas.</p> <p>Targeted community engagement informed by TAZs identified as representative for EFC.</p>

Goal	Objective	Performance Measure	How	Tool or Data Source
Support management of congestion and travel demand	Design the toll system to improve efficient use of roadway infrastructure and improve travel reliability	Change in vehicle miles traveled (VMT) and vehicle hours traveled (VHT) for highway and non-highway travel in the region and Transportation Area of Potential Impact (API)	<u>Quantitative</u> Change in daily VMT and VHT for region and API  Change in peak hour VHT for API  <u>Qualitative</u> Evaluation based on best professional practices for analysis for representative scenarios	Regional travel demand model (RTDM) for daily VMT and VHT results.  Dynamic Traffic Assignment (DTA) model for peak hour VHT results.
		Change in person trips by mode (auto, transit) for the region	<u>Quantitative</u> Change in daily regional mode share	Regional travel demand model (RTDM).
Maximize integration with future toll systems	Design a toll system that can be expanded in scale, integrated with tolling on other roadways, or adapted to future toll system applications	Potential to expand system in future to a broader tolling system including other state facilities or different tolling structures	<u>Qualitative</u> Evaluation based on best professional practices for analysis for known project or studies that are ongoing or forthcoming	Cumulative impact analysis report references known projects or studies that are ongoing or forthcoming, such as: <ul style="list-style-type: none"> <li>• Interstate Bridge Replacement Project</li> <li>• Rose Quarter Improvement Project</li> <li>• I-205 Improvements Project</li> <li>• Boone Bridge Improvements Project</li> <li>• Regional Mobility Pricing Project</li> <li>• Congestion Pricing by Portland Bureau of Transportation or Metro</li> </ul>
Maximize interoperability with other transportation systems	Design a toll system that is interoperable with other transportation systems in the region	Potential to integrate the toll system with other transportation systems, such as transit, carpooling, vanpooling, ride-hailing, and scooter or bike sharing, that could support a shared system for payment or service to increase accessibility	<u>Qualitative</u> Evaluation based on best professional practices for analysis based on feedback from partner mobility service providers and community engagement	Targeted community engagement informed by TAZs identified as representative samples for Equity Framework communities (EFC) and feedback from the Transit Multimodal Work Group (TMWG) and mobility service providers.

**FEDERALLY REQUIRED ANALYSIS**

<b>Performance Measure(s)</b>	<b>Tool and/or Data Source</b>
Impacts from (current or new) traffic diversion on identified business concentrations in the study area	Primary research and analysis of identified commercial corridors or concentrations, Metro Regional Travel Demand Model (RTDM) for daily and off-peak diversion patterns; Dynamic Traffic Assignment (DTA) model for peak hour diversion patterns.
Changes in economic conditions (employment, labor income, economic activity) from project construction	IMPLAN economic modeling software
Changes in economic conditions (employment, labor income, economic activity) from collection and use of toll revenue	IMPLAN economic modeling software
Change in reliability, travel times, and travel costs for freight users	Dynamic Traffic Assignment (DTA) model for peak hour travel time changes, Regional Travel Demand Model (RTDM) for off-peak travel time changes and Multi-Criteria Evaluation (MCE) Toolkit
Freight or commercial vehicle throughput on I-205 and nearby roadways impacted by volume changes due to toll project	Regional Travel Demand Model (RTDM)
Monetary value of vehicle travel time savings to users	Benefit Cost Analysis (BCA) Model and Multi-Criteria Evaluation (MCE) Toolkit
Monetary value of changes in safety, emissions, noise, pavement maintenance costs, and other identified impacts	Benefit Cost Analysis (BCA) Model
Number of contaminated sites (low, medium, and high risk) disturbed by project constructed	Data will be collected from Federal and state environmental databases for potential sites within the API, historical and existing land uses, previously prepared environmental reports, and review of historical data regarding land use and geologic and groundwater conditions.
Number, type, and location of historic properties (including archaeological sites) directly impacted by the project	Development footprint of the tolling gantries, associated signage, and utilities.

Performance Measure(s)	Tool and/or Data Source
Number, type, and location of historic properties (including archaeological sites) indirectly impacted by the project	Information obtained from Regional Travel Demand Model (RTDM) showing forecasted changes in daily traffic volumes that would result from tolling on roadways adjacent to historic properties.
Land area by type (vacant, open space, right-of-way) converted (temporary and permanent) from non-transportation uses to transportation improvements	GIS and/or AutoCAD output of impact and acquisition areas for permanent and temporary transportation improvements by parcel and for land use and zoning designations using Metro’s Regional Land Information System (RLIS).
Change in land use character as a result of the Project	GIS and/or AutoCAD total impact areas by land use and zoning designation using RLIS.
Change in access (temporary and permanent) as a result of the Project	Location of temporary and permanent changes to access points on project design plans.
Construction easements needed and their effect on existing land uses	Project design plans showing construction easements and existing land use layer in RLIS.
Changes to current and planned land uses located near roadways affected by vehicle rerouting	Current land use and zoning designations in RLIS and agency future land use maps and subarea plans outside the API along road corridors experiencing changes in traffic volumes based on information obtained from traffic model.
Location, scale, and schedule of future development projects based on agency input	Conversation with agency planning and development review staff.
Number of sensitive noise receptors experiencing noise levels that reach the ODOT Noise Abatement Approach Criteria	Comparison of modeled traffic noise levels to ODOT Noise Abatement Approach Criteria.
Number of sensitive noise receptors experiencing noise levels that reach the ODOT Substantial Increase (10 dBA over existing noise levels)	Comparison of modeled traffic noise levels to ODOT Substantial Increase.
Anticipated construction noise levels and duration of construction noise at sensitive noise receptors	Qualitative assessment consistent with ODOT Noise Manual.
Distance of noise impact contour from future project alignment to undeveloped properties	Graphical representation of modeled Noise Abatement Approach Criteria distance for ODOT Land Use Activity Categories B and C using FHWA TNM 2.5 and graphics software.



Performance Measure(s)	Tool and/or Data Source
Area of ground disturbance for project construction	Approximate locations of direct impacts from construction of toll gantries and relocated utilities will be determined from Project drawings. Additional information will be obtained from the Areas of Potential Impact (APIs) of land use and utilities and any changes that may occur.
Physical changes to park and recreation resources	Presence of park and recreation resources within the limits of construction and an assessment of short-term and long-term direct impacts to the identified resources.
Changes to access to park and recreation resources located near roadways affected by vehicle rerouting	Information obtained from Regional Travel Demand Model (RTDM) showing forecasted changes in traffic volumes that would result from tolling on roadways adjacent to park and recreation resources.
Change in intersection volume-to-capacity (v/c) ratios, level of service (LOS), delay and queuing	Synchro
Changes in LOS on I-205 between Stafford Road and OR 213	Highway Capacity Software
Change in travel time reliability on I-205 between Stafford Road and OR 213	Regional Integrated Transportation Information System (RITIS)
Change in hours of congestion on I-205 between Stafford Road and OR 213	Regional travel demand model (RTDM)
Change in travel times on I-205 between Stafford Road and OR 213 and along other study corridors within the transportation API	Dynamic Traffic Assignment (DTA) model
Regional and study area vehicle hours traveled (VHT) for freeway and non-freeway travel	Regional travel demand model (RTDM)
Relative effort associated with implementation	Evaluation based on professional best practices for analysis.
Flexibility to respond to changes in traffic conditions in the project vicinity	Evaluation based on professional best practices for analysis
Eligibility under preferred federal tolling authority program	Evaluation based on professional best practices for analysis

Performance Measure(s)	Tool and/or Data Source
Gross toll revenue (less estimated revenue leakage)	Net Revenue Model
Operation and Maintenance (O&M) costs associated with physical tolling infrastructure including (but not limited to): gantries, equipment cabinets, cameras, fixed signage, dynamic message signs, and telecommunications infrastructure as well as procurement of vendor services and vendor transition on a periodic basis	Net Revenue Model
O&M costs associated with toll collections including (but not limited to): banking fees for credit card transactions, toll equipment maintenance, back-office systems support, customer service center operations, ODOT and consultant staffing, and administrative costs	Net Revenue Model
Net revenue (Adjusted gross toll revenue collected less toll O&M costs and highway O&M costs)	Net Revenue Model
Capital costs associated with implementing the physical toll infrastructure and procuring toll vendor services	Net Revenue Model
Utility relocations required due to Project construction	Existing utility locations will be identified using the ITIC program and other available sources. Use project design plans to identify any potential utility relocations
Temporary disruptions to existing electrical and communication services during construction when new utility connections for the tolling equipment are established	Use existing electrical and communication services information from ITIC and other available sources and project design plans to identify potential service disruptions
New utility lines/connections (electrical and communications) required to operate tolling equipment	Use project design plans to identify new utility lines and connections
Area of direct impacts to vegetation, wildlife, or aquatic species and their habitat	The approximate project footprint (limits of cut/fill) will be established from the project drawings, and this footprint will be overlain on the vegetation, wildlife, and aquatic species mapping to estimate an approximate quantity of direct impact to vegetation, wildlife, or aquatic species and their habitat.

Performance Measure(s)	Tool and/or Data Source
Area of indirect impacts to vegetation, wildlife, or aquatic species and their habitat	The approximate project footprint (limits of cut/fill) will be established from the project drawings. Scientific Evaluation based on best professional practices for analysis will be used to determine the extent of any indirect impacts to vegetation, wildlife, or aquatic species and their habitat.
Change in visual quality resulting from installation of toll gantries	Visual quality will be evaluated by comparing proposed project elements to existing visual conditions and documenting how visual impacts would affect viewers. Visual impacts will be based on data and process provided in the FHWA Guidelines for visual impact assessment.
Area of wetlands/waters filled	The approximate project footprint (limits of cut/fill) will be established from the project drawings, and this footprint will be overlain on the wetlands/waters resource mapping to estimate an approximate quantity of direct wetland impact.
Area of wetlands/waters indirectly affected	The approximate project footprint (limits of cut/fill) will be established from the project drawings. Scientific Evaluation based on best professional practices for analysis will be used to determine the extent of any indirect impacts to wetlands/water resources.

## DEFINITIONS AND DESCRIPTIONS

The following table provide definitions and descriptions for technical terms referenced in the performance measures:

### Definitions of technical terms

Term	Definition
24-hour VMT output	Vehicle miles traveled (VMT) in one 24-hour period. VMT means the total number of miles driven on the Portland metro area roadway network in an average weekday.
AM/PM peak hour and off-peak	Generally, the highest traffic-volume time period in the morning and afternoon. In the Portland region, this is between 7 a.m. to 9 a.m. and 4 p.m. to 6 p.m. Off-peak means travel that occurs outside of 7 a.m. to 9 a.m. and 4 p.m. to 6 p.m. peak periods.
Annual toll cost estimate	Average total cost that toll users would pay in one year.
Corridor	The corridor for this project has not been specifically defined. Generally, a corridor can mean the roadway and the surrounding area, including frontage roads, on and off ramps, parallel routes, other transportation facilities (like bus stops), and adjacent land uses.
Environmental justice populations	Low-income populations and minority populations are collectively referred to as environmental justice populations by the federal government. During the National Environmental Policy Act (NEPA) process, populations in addition to the environmental justice populations will be considered, such as older adults, people with limited English proficiency and people experiencing a disability.
Equity Framework communities (EFC)	The Oregon Toll Program published an Equity Framework in December 2020 ( <a href="#">Toll Projects' Equity Framework</a> ), identifying communities and populations disproportionately affected by local transportation projects. These include, but are not limited to low-income and minority populations, older adults, people with limited English proficiency and people experiencing a disability.
Home and Activity Locations	“Home” locations are where people reside or start a trip. “Activity” locations are community resources at which people end their trip such as a workplace, school, park or medical facility.
Indexed scenario comparison	A comparison in which performance measures are normalized to more easily compare relative differences between the Build and No Build scenarios.
Interoperability	The ability of payment technology to transfer between systems; to pay for not only tolls in the project area, but also tolls in other regions or transit fare (e.g., TriMet).

Term	Definition
Metro Equity Focus Areas	As defined by <a href="#">Metro’s Regional Transportation Plan</a> this includes: people of color, people with low income, and people with limited English proficiency.
Mode (or travel mode)	The various methods for travel. In this context, mode refers to walking (non-motorized travel), biking, driving a vehicle, riding in a vehicle as a passenger, riding transit, and truck trips.
Model	A technical tool that represents travel patterns and evaluates differences between alternative scenarios. Several models are using in the analysis of toll projects including the Metro Regional Travel Demand Model (RTDM).
Social and community resources	Places that are serve the social and physical health of a community, for example: social service providers, religious organizations, schools, libraries, and parks.
Speed bin	Groupings of vehicle travel speeds. (e.g., 40-49mph, 50-59mph).
Transportation Analysis Zones (TAZs)	Geographical areas used in travel models to represent the travel behavior of categories of transportation system user groups. There are approximately 2,000 TAZs in Metro’s region (Multnomah, Clackamas, and Washington counties).
Toll cost range	The identified maximum and minimum that someone would pay for any given trip. With variable rate tolling, the range could change over the course of the day as well as on the distance travelled on tolled roadways.
Vehicle class	Types of vehicles included in the travel demand model roadway volumes. These include: single-occupancy vehicle (driving alone), high-occupancy vehicle (driving with at least one passenger), and various truck sizes.

## Tools and data sources

Tool/Data	Description
Benefit Cost Analysis (BCA) model	This is a technical analysis tool, developed and used by the project team, that evaluates economic impacts including benefits and costs. This assess the economic benefits and costs of a transportation investment where benefits and costs are broadly defined and are quantified in monetary terms to the extent possible.
Best professional practices	Judgment exercised on the work as informed by the education and experience of credentialed professionals. Credentialed professionals typically hold degrees from accredited institutions, and many have professional certifications that govern ethics and practice standards, such as American Institute of Certified Planners (AICP), Professional Engineer (PE) and Professional Transportation Planners (PTP).
Census data (American Community Survey 5-year estimates)	The American Community Survey is an ongoing survey, conducted by the United States Census Bureau, that provides information on a yearly basis about the population in the United States. This information includes demographic characteristics.
Census tracts	Census tracts are small, relatively stable and consistently defined geographic areas that usually have a population between 2,500 and 8,000 persons, roughly corresponding to the size of an average American neighborhood. The minimum population of 2,500 allows for statistically significant data analysis, while the maximum population of 8,000 facilitates the ability to create useful geographic blocks. There are approximately 490 census tracts in the Portland-Vancouver metro area.
Dynamic Traffic Assignment (DTA)	This is a type of traffic model being developed for the for I-205 subarea. It refines the Regional Travel Demand Model (RTDM) results for the purposes of peak-hour traffic analysis near the study area.
FHWA Traffic Noise Model Version 2.5	This is the Federal Highway Administration’s most current version of a noise model. A traffic noise model helps predict the noise level of a specific roadway under various scenarios.
GIS	GIS stands for geographic information system, and it is a framework for gathering, managing and analyzing data related to spatial location and geography.
Highway Safety Manual Part C Methodology	The American Association of State Highway and Transportation Officials Highway (AASHTO) produces and uses a highway safety manual. Part C of this manual defines the methods for predictive safety analysis.
MOVES model	This is the motor vehicle emissions simulator. The project team uses this tool to estimate motor vehicle emissions at the regional level.

Tool/Data	Description
Multi-Criteria Evaluation (MCE) Toolkit	The MCE toolkit associates Regional Travel Demand Model (RTDM) outcomes for specific Transportation Analysis Zones (TAZs) with demographic data provided by the Census Bureau.
Multimodal Level of Service (MMLoS) calculation tool	The Oregon Department of Transportation (ODOT) uses this tool to calculate the quality of travel by walking, biking, or transit. ODOT does not use this tool for evaluating the quality of service for people driving vehicles.
Qualitative	This refers to project team evaluations that are generally not directly tied to specific numerical measures, but rather informed by evaluation based on best professional practices for analysis and informed by technical results as available.
Regional Travel Demand Model (RTDM)	This tool is used by Portland Metro to represent travel behavior and patterns in the region. It is a primary tool used for projecting growth in future travel demand using assumptions about expected growth in population (households) and jobs (employment).
Vehicle operating costs	This includes the cost of fuel, maintenance and repair, replacement of tires, and the depreciation of the vehicle over time.

Si desea obtener información sobre este proyecto traducida al español, sírvase llamar al 503-731-4128.

Nếu quý vị muốn thông tin về dự án này được dịch sang tiếng Việt, xin gọi 503-731-4128.

Если вы хотите чтобы информация об этом проекте была переведена на русский язык, пожалуйста, звоните по телефону 503-731-4128.

如果您想瞭解這個項目，我們有提供繁體中文翻譯，請致電：503-731-4128。

如果您想了解这个项目，我们有提供简体中文翻译，请致电：503-731-4128。

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**APPENDIX G**

**Transit Multimodal Working Group Description**

Submitted to Metro records in [JPACT 3/17/2021 packet](#), p. 423-425



**APPENDIX H**

**Regional Mobility Pricing Project Draft Purpose and Need**, August 2021

Submitted to Metro records in [JPACT 3/17/2021 packet](#), p. 607-616

**APPENDIX I**

**FHWA Tolling Environmental Benefits**

[Public Link](#)

# CONGESTION PRICING: ENVIRONMENTAL BENEFITS



Congestion pricing can improve the environment in several ways. First, it reduces vehicle miles traveled (VMT) and thereby reduces fuel consumed and pollutant emissions. Second, it reduces stop-and-go traffic, reducing fuel consumed and emissions generated by accelerations and decelerations. Third, reduced traffic in urban environments creates a more livable, pedestrian-friendly environment and reduces noise from traffic. While researchers have for decades predicted the beneficial environmental impacts of pricing, we have more recently seen evidence of these impacts in cities around the world where congestion pricing has been implemented. Responding to this evidence, two U.S. mayors have promoted congestion pricing, primarily on environmental grounds.

### *Evidence from operating projects*

Three cities have implemented congestion pricing on a broad scale and have realized significant environmental benefits. Through cordon pricing in its central business district, London reduced emissions of particulate matter and nitrogen oxides by 12 percent and fossil fuel consumption and carbon dioxide emissions by 20 percent. Singapore's congestion pricing scheme prevents the emission of an estimated 175,000 lb of carbon dioxide each day; and Stockholm's congestion pricing system has led to a 10 to 14 percent drop in carbon dioxide emissions in its central area.

### *Evidence from academic research*

For several decades, researchers, academicians, and traffic analysts have known that traffic congestion degrades environmental quality, and that congestion pricing can help reverse the process. In a research report published in 2000, the authors of a seminal study, *The Environmental Impact of Highway Congestion Pricing*, demonstrated through modeling that congestion pricing of highways has the potential to provide important environmental benefits. Other studies have shown that reducing congestion can positively impact public health. One such example comes from a study of Atlanta, GA, during the 1996 Summer Olympics. Several travel demand management measures were introduced to reduce traffic congestion during the 17 days of the games. The study found that daily peak ozone levels dropped 28 percent and hospitalizations for asthma fell by almost 20 percent during that time.

### *Political support*

Two major U.S. cities have recently championed pricing on environmental grounds. New York City plans implementation of congestion pricing in Manhattan by the spring of 2009. The plan was introduced in April 2007 by Mayor Bloomberg as a center piece of the city's long-term environmental sustainability plan. During his recent second term inauguration, San Francisco Mayor Gavin Newsom stated: "A sensible congestion-pricing plan is the single greatest step we can take to protect [San Francisco's] environment and improve our quality of life."

**APPENDIX J**

**ODOT Tolling Equity Framework, December 2020**

Submitted to Metro records in [JPACT 3/17/2021 packet](#), p. 410-420

**APPENDIX K**

**Equity and Mobility Advisory Committee Draft Foundational Statements**, November 2021

Submitted to Metro records in [JPACT 3/17/2021 packet](#), p. 421

**APPENDIX L**

**I-205 Toll Project Demographic Analysis Memo, September 2019**

Not Published Publicly



# Congestion Pricing: I-5 and I-205 Variable Rate Tolling Demographic Analysis

**DATE:** September 6, 2019 **FINAL**  
**TO:** ODOT  
**FROM:** EnviroIssues  
**SUBJECT:** Portland Area Congestion Pricing Demographic Analysis

Intended for internal use by  
Project Team

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## OVERVIEW

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A demographic analysis was completed as an internal strategy to help identify audiences for public engagement planning and the potential barriers to engagement. The analysis is the first step for identifying which communities need to be represented in the project through interviews, focus groups, and other forms of engagement in an effort to be intentional and equitable through the decision-process. This analysis is not intended to identify potential benefits or burdens from any tolling program for specific populations. Additional detailed analyses will be conducted during project development to meet the requirements under the National Environmental Policy Act for environmental justice populations and to better determine the demographics of the facility users.

The geographic scope of the analysis is two 1-mile buffers around the two proposed tolling routes: one on the I-5 corridor starting in the vicinity of N Going/Alberta Street and ending at or near SW Multnomah Street, and the other on the I-205 corridor between the Abernethy Bridge and Stafford Road.<sup>1</sup> We specifically sought to learn if people in neighborhoods adjacent to the proposed tolling routes, and who may be affected by diversion or other travel changes, had lower incomes or language translation or mobility needs.

The demographic data presented in this report is derived from the U.S. Census American Community Surveys 2012-2016 and 2013-2017 and were mapped using PolicyMap and EJ Screen.

This high-level analysis builds on existing demographic research completed during the Value Pricing Feasibility Analysis, which observed data within a 20-mile radius around the city of Portland and a 1.5 buffer around the 25-mile long I-5 and I-205 corridors between the Columbia River and where the two highways intersect. (See attachments.) It was noted that people and businesses originating relatively far away from I-5 and I-205 may still be impacted by the project if their frequent travel patterns take them on the highways. In turn, the 1.5-mile corridors provide a more refined look at the populations that may be impacted by changes to or construction on the interstates.

The table below summarizes key demographic indicators for a 20-mile radius around the City of Portland as presented in 2017. More detailed demographic analysis is presented in the attachments from that 2017 analysis.

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<sup>1</sup> Project termini have not yet been determined. These locations were used to complete the demographic analysis but do not necessarily reflect final termini locations.



### Demographics overview (20-mile radius from the city of Portland, unless otherwise stated)<sup>2</sup>

<b>Age</b>		<b>Housing Types</b>		<b>Race/Ethnicity</b>	
Under 20	24%	Single-family homes	60%	White	78%
Age 20 - 29	14%	Apartments	33%	Hispanic/Latino	11%
Age 30 - 44	25%	Other	7%	Other/2 or more races	8%
Age 45 - 64	26%			Asian	7%
Age 65 +	11%			African American	5%
				American Indian or Alaskan Native	1%
				Native Hawaiian or other Pacific Islander	1%
		<b>Disability Status</b>		<b>Languages Spoken At home</b>	
		11% with any disability		English only	81%
				Spanish	8%
<b>Foreign-Born Population</b>		<b>Country of Origin</b>		Vietnamese	1%
15% born outside the U.S.		Mexico	22%	Chinese	1%
		Vietnam	8%	Russian	1%
<b>Limited English Population</b>		China	5%		
8%		Ukraine	4%		
		India	4%		
		<b>Unemployment Rate (Portland Metro Area)<sup>3</sup></b>		<b>Education Level (Portland)</b>	
<b>Annual Household Income</b>		3.9%		Did not graduate high school	9%
Less than \$25,000	23%			Graduated college	46%
\$25,000-\$49,999	23%				
\$50,000-\$99,999	30%				
\$100,000 plus	24%				
		<b>Poverty Rate</b>			
		14%			

This focused analysis confirmed information learned previously and highlights the need for continual efforts to use culturally-responsive tactics to reach a diversity of populations throughout the region. **Based on findings for the I-5 project area corridor, specifically (see Figure 1), project engagement should focus on reducing barriers for Black/African American people, multi-racial people and low-income people. For the I-205 project area corridor, specifically, project engagement should focus on reaching seniors, people of low income, and people with disabilities at the northern edge of the project area.**

Additionally, both I-5 and I-205 project area corridors contain linguistically isolated households that speak Spanish and Asian languages, including Chinese. Project materials should be routinely translated into Spanish. Project materials should be translated into other languages including Chinese, Vietnamese, Japanese, Russian, Arabic, and Tagalog based on input from stakeholders on language needs and the location of outreach activities.

The summary below identifies key demographic indicators for the potential tolling areas. More detailed demographic analyses are presented in the table and mapping sections.

<sup>2</sup> Census and American Community Survey data compiled using PolicyMap and Community/Attributes

<sup>3</sup> Bureau of Labor Statistics information from March 2017





## METHODOLOGY

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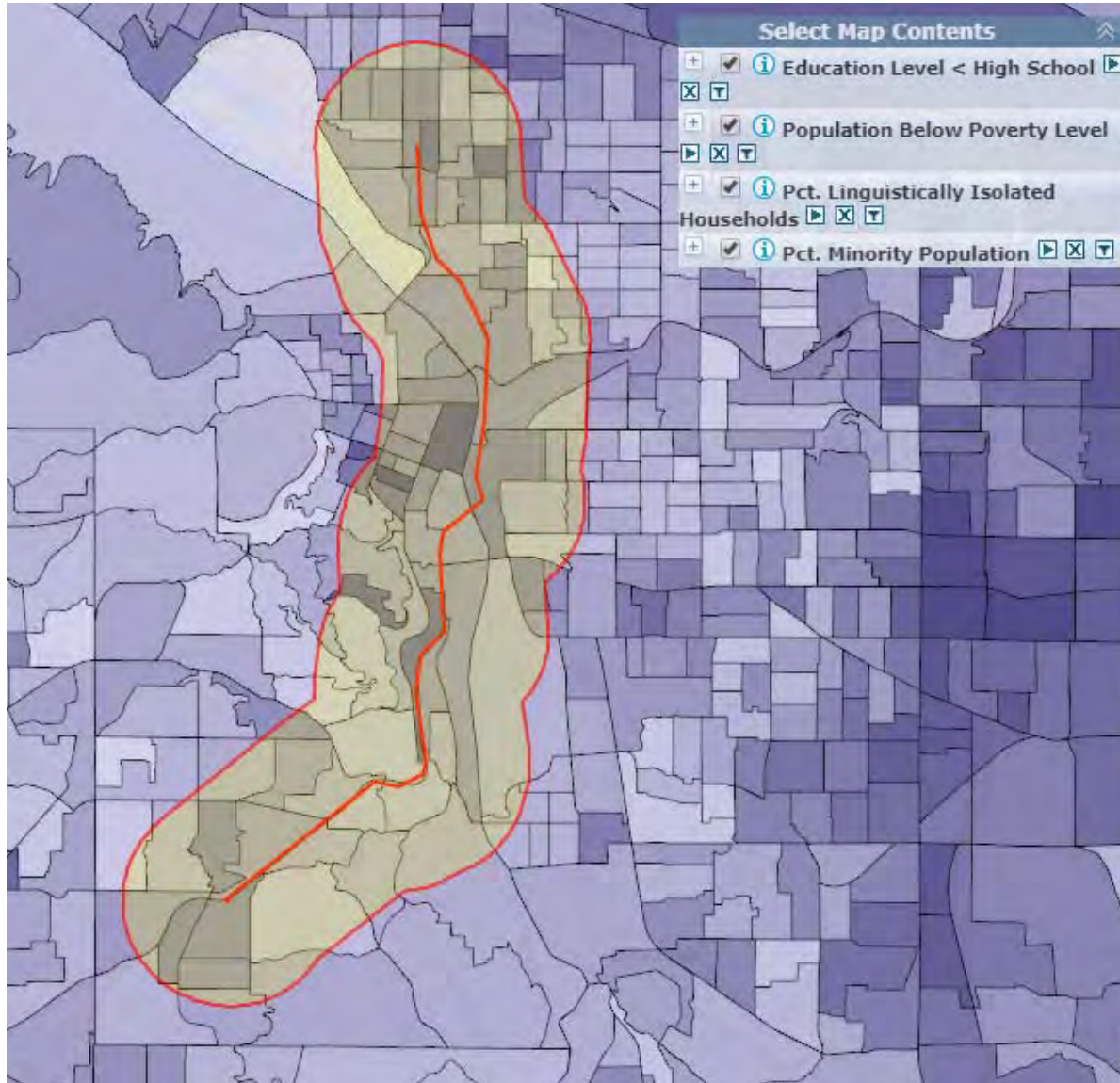
EJ Screen and PolicyMap were used to identify areas that have higher percentages of certain demographic indicators compared to the population at large. A 1-mile buffer around the potential tolling routes along I-5 and I-205 was drawn, shown below, and included data from all census block groups within the buffer. The exact end points of the tolls are to be determined during this refinement process, so the farthest-reaching toll points were used. The I-5 corridor was set at N Alberta Street to SW Multnomah Boulevard and is approximately 8 miles in length. The I-205 corridor was set at 82<sup>nd</sup> Drive to SW Stafford Road and is also approximately 8 miles in length. The following key environmental justice indicators were used: income, limited English proficiency (linguistically isolated), and minority populations (Black/African American, American Indian or Alaska Native, Asian, Native Hawaiian/Pacific Islander, two or more races, Hispanic/Latinx).

Unemployment rate was calculated by combining all cities in the respective buffer areas.



## FINDINGS

### Key Demographics for I-5 Corridor from N Alberta Street to SW Multnomah Blvd



**Figure 1:** 1-mile buffer along I-5 with highlighted census block groups used for demographic analysis.

**Environmental Justice Considerations** - Compared to the Portland Metro area, there is a higher proportion of the following Title VI and environmental justice groups in the I-5 corridor from N Alberta to SW Multnomah:

- Black/African American
- Two or more races
- Low-income



Based on these findings, project outreach should focus on reducing barriers for Black/African American people, multi-racial people and low-income people to engage and participate. Additionally, the area contains linguistically isolated households that speak Spanish and Asian languages, including Chinese. Project materials should be translated into Spanish and Chinese.

**Race/Ethnicity** – The region’s population is predominately White, at 81.69% of the population. The I-5 corridor has a slightly higher proportion of non-White residents than the rest of the region. Additionally, there is a higher population of Black/African Americans along the I-5 corridor than in the region in general, which is approximately 6 %. Approximately 7% of the regional population identifies as Hispanic or Latinx and 5% of the population identifies as Asian.

**Language Needs** - Approximately 88% of the region’s population speaks English at home. Top languages spoken in the targeted I-5 corridor, aside from English, are Spanish (4%), Chinese (1%) Russian (1%) and Arabic (1%). This area also includes a small subset of people who speak Korean at home.

**Income** – In the 1-mile buffer, approximately 40% of households earned less than \$50,000 per year, which is approximately 200% of the federal poverty level. The 2013-2017 median income for households in the Portland Metro area is \$66,657, placing the corridor median income slightly below the regional median income.

Median incomes are lower in central east Portland and downtown (East Portland, Downtown, NW Industrial District, Lower Albina, Piedmont). Higher median incomes are concentrated south and west of downtown (Marquam Hill, Hillsdale, West Portland, Sellwood). Based on this analysis, outreach to low income communities should focus on reducing barriers in these specific areas.



## Key Demographics for I-205 Corridor along Abernethy Bridge



**Figure 2:** 1-mile buffer near Abernethy Bridge area with highlighted census block groups used for demographic analysis.

**Environmental Justice Considerations** - Compared to the Portland Metro Region average, there are not higher proportions of certain historically disenfranchised demographic groups in the I-205 Corridor near Abernethy Bridge. These include people with lower incomes and minorities. However, the Census Tract bordered by Highway 212 at the north and the Clackamas River at the south, at the far northeast edge of the corridor, should be considered a focus for reaching low-income populations. Additionally, the area contains linguistically isolated households that speak Spanish and Asian languages including Chinese. Project materials should be routinely translated into Spanish. Project materials should be translated into other languages including Chinese, Vietnamese, Japanese, Russian, Arabic, and Tagalog based on input from stakeholders and the location of outreach

**Race/Ethnicity**— The region’s population is predominately White, at 89.09% of the population. The corridor has a lower proportion of non-White residents than the Portland Metro region. Approximately 8% of population identifies as Hispanic or Latinx and 3 percent of the population identifies as Asian.

**Language Needs** – Approximately 90% of the population speaks English at home. Top languages spoken in this area, aside from English, are Spanish (3%), Chinese (1%) Japanese (1%) and Arabic (1%). This area also includes a small subset of people who speak Korean at home.

**Income** – In the 1-mile buffer along I-205, approximately 34% of households earned less than \$50,000 per year. The 2013-2017 median income for households in the Portland Metro area is about \$66,657. The Federal poverty level for 2017 was \$24,600 for a family of four.

**Age** – Just over 15% of the population within a 1-mile buffer of the I-205 project area are 65 or older. That is a slightly higher percentage compared to the city-wide percentage of 13.59%. Concentrations of



this age group can be found in the areas on the east side of the Abernathy Bridge around Gladstone and the northern end of Oregon City.

All block groups in the area exceed the regional median income except the Census Tract encompassing Clackamas, at the far East side of the corridor where the median income is notably lower at \$36,481. Low income outreach should focus on this area.

**Demographics overview comparing City of Portland (PDX) demographics to a 1-mile buffer along potential tolling routes on I-5 from N Alberta and SW Multnomah Blvd (I-5) and potential tolling routes on I-205 near Abernathy Bridge (I-205)**

Demographics on I-5 tolling corridor (I-5) and (I-205) compared to Portland Metro Region (PDX) data from ACS Community Survey (2013-2017)							
	I-5	I-205	PDX		I-5	I-205	PDX
<b>Age</b>				<b>Race/Ethnicity</b>			
Under 5	4.35%	5.25%	5.98%	White	81.69%	89.09%	81.65%
Under 18	13.49%	24.01%	22.29%	Black/African American	5.88%	1.5%	2.85%
18-64	73.93%	60.9%	64.12%	American Indian or Alaska Native	0.55%	0.77%	0.76%
Over 65	12.58%	15.09%	13.59%	Asian	4.83%	3.45%	6.34%
				Native Hawaiian or other Pacific Islander	0.12%	0.08%	0.49%
				Two or more races	5.46%	3.79%	4.76%
				Some other race	1.46%	1.33%	3.15%
				Hispanic/Latinx	6.69%	7.57%	11.63%
<b>Income</b>				<b>Unemployment</b>			
<\$25k	22.53%	14.72%	16.96%		3.4%	3.3%	3.7%
\$25-49,999k	17.88%	19.14%	20.55%				
\$50-99,999k	26.84%	48.51%	31.96%				
\$100-149,999k	15.49%	17.51%	16.83%				
>\$150k	17.26%	17.63%	13.7%				
<b>Language Spoken at Home</b>				<b>Linguistically Isolated</b>			
English	88%	90%	81%	LI Speak Spanish	27.6%	46.6%	28%
Spanish	4%	3%	5%	LI Speak Indo-European Languages	18.8%	18.5%	21%
Chinese	1%	1%	2%	LI Speak Other Asian-Pacific Languages	40.9%	20.5%	44%
Vietnamese	0%	0%	1%	LI Speak Other Languages	12.7%	14.1%	7%
Russian	1%**	0%**	1%*				
Japanese	0%**	1%**	1%*				
Arabic	1%	1%	1%				

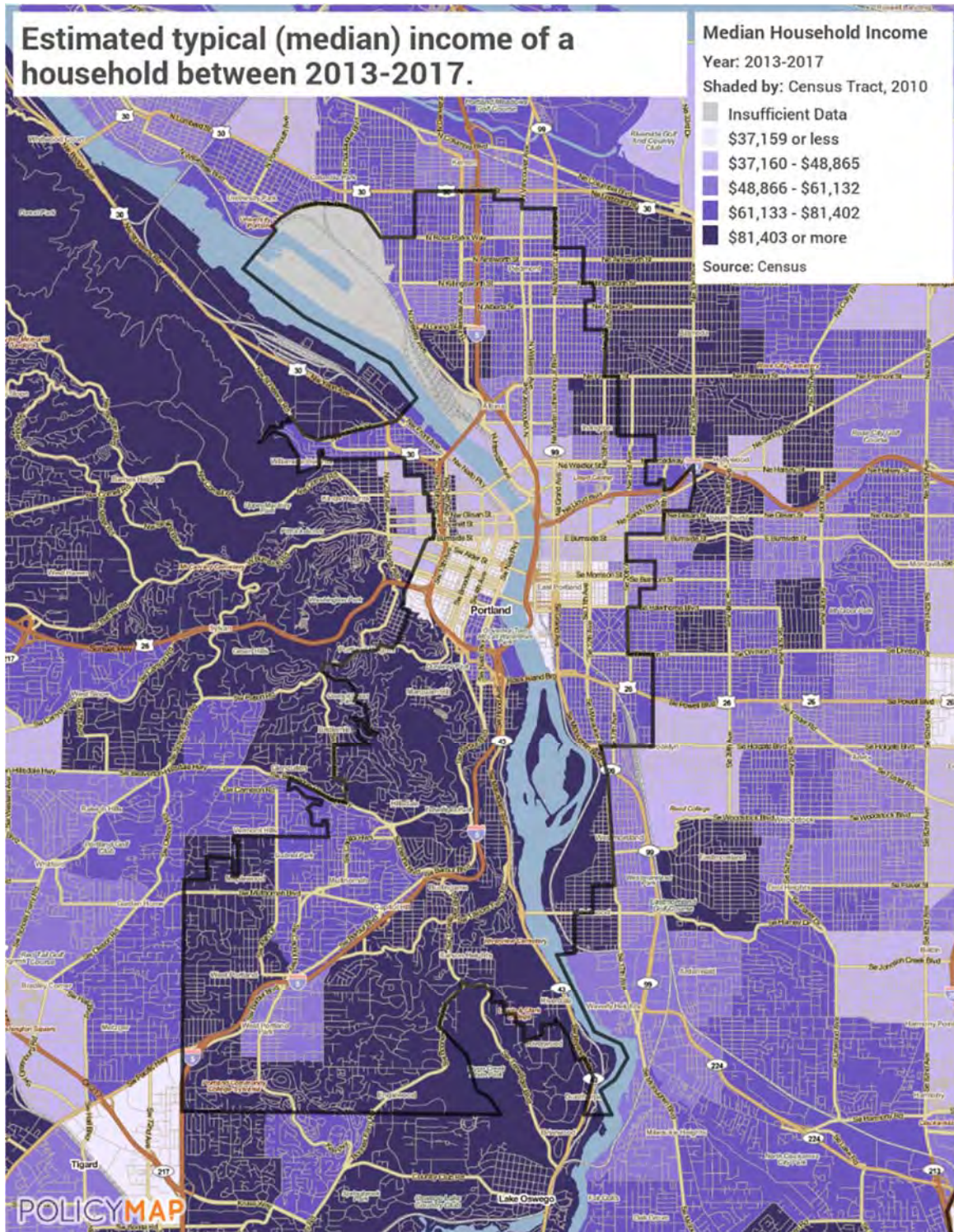
\*2011-2015.

\*\*Percentages are estimates based on map ranges. Exact numbers are not available for this small of an area.



# Demographic Maps of I-5 Corridor from N Alberta Streets to SW Multnomah Blvd

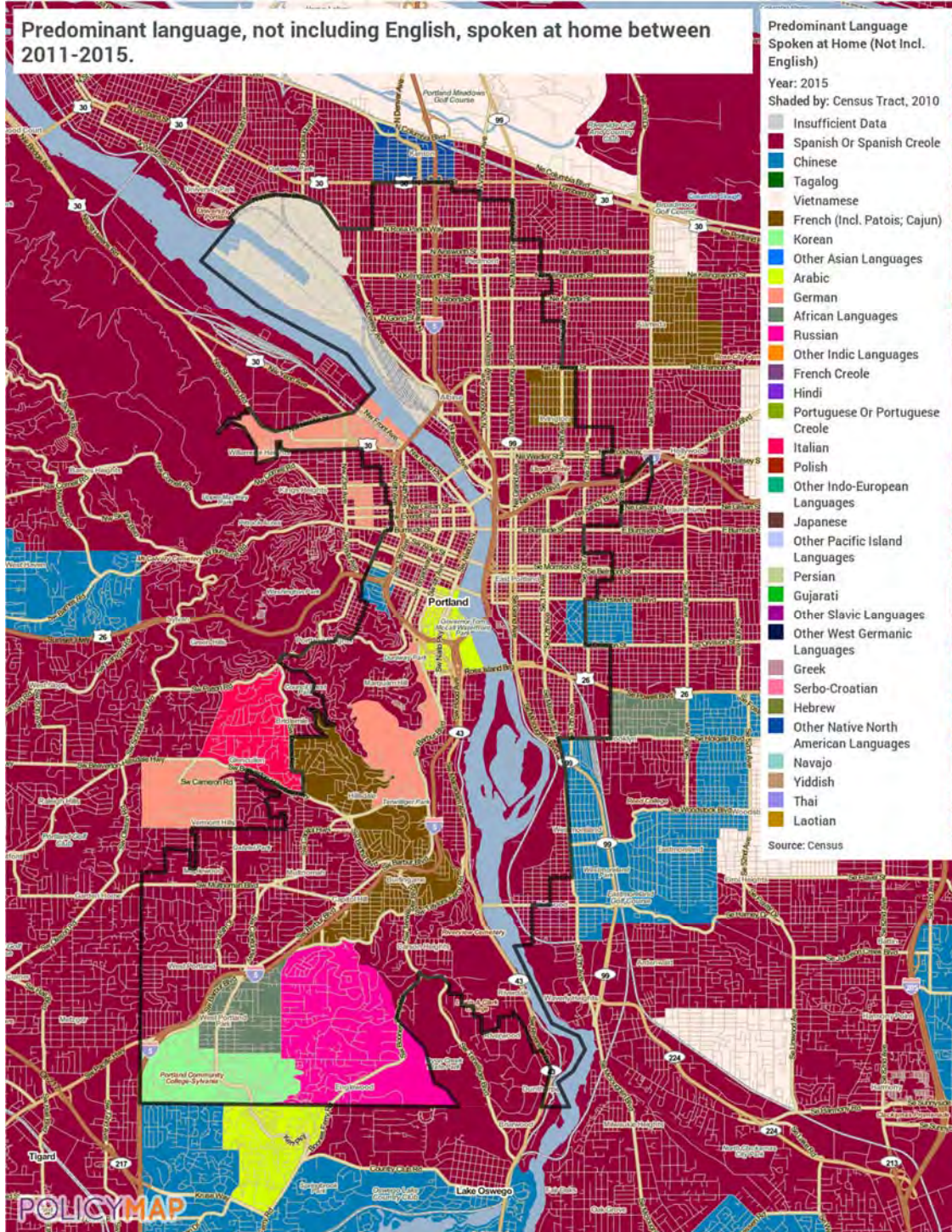
## Median Income





# Demographic Maps of I-5 Corridor from N Alberta Streets to SW Multnomah Blvd

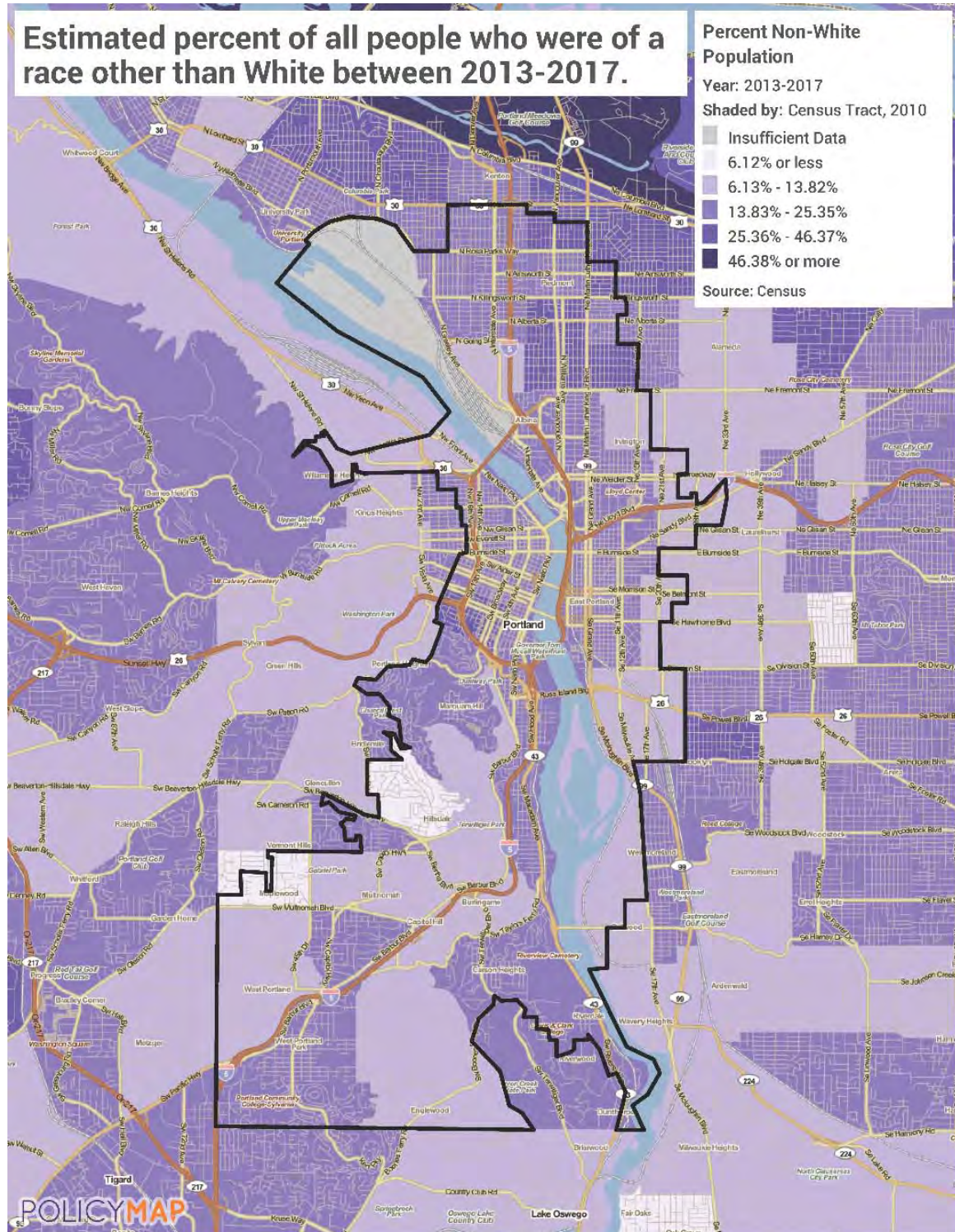
## Languages Spoken at Home





# Demographic Maps of I-5 Corridor from N Alberta Street to SW Multnomah Blvd

## Communities of Color

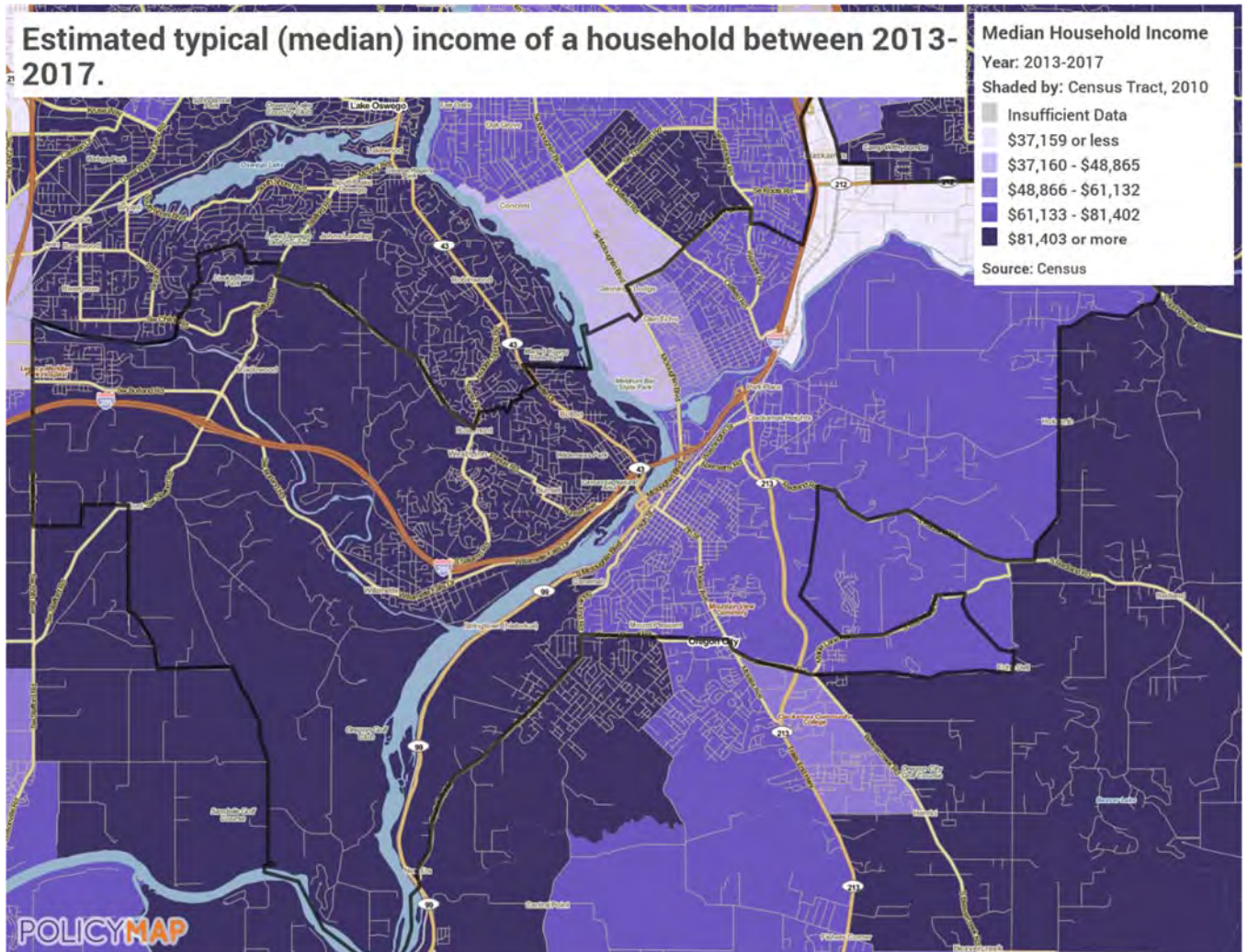






## Demographic Maps for I-205 Corridor near Abernethy Bridge

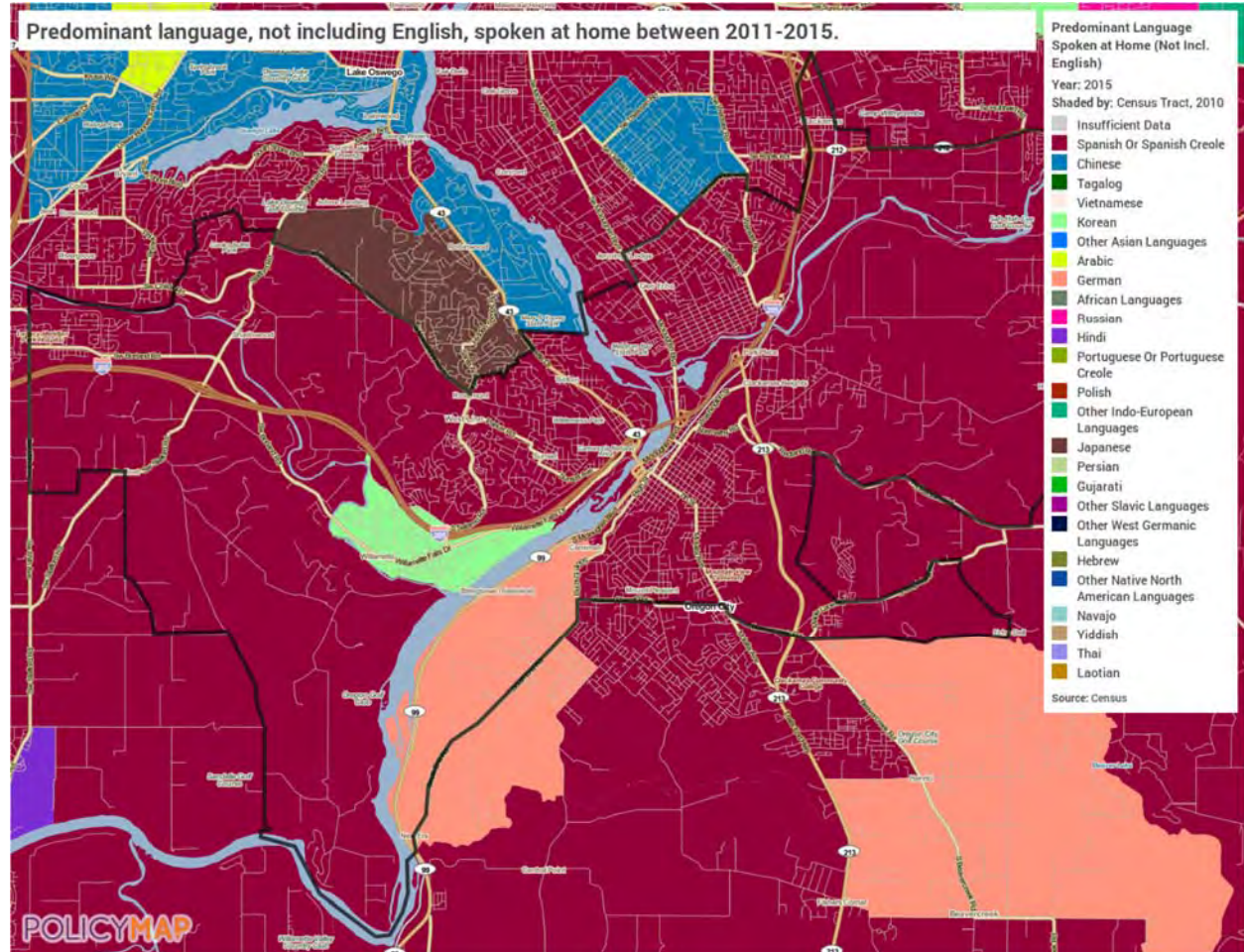
### Median Income





# Demographic Maps for I-205 Corridor along Abernethy Bridge

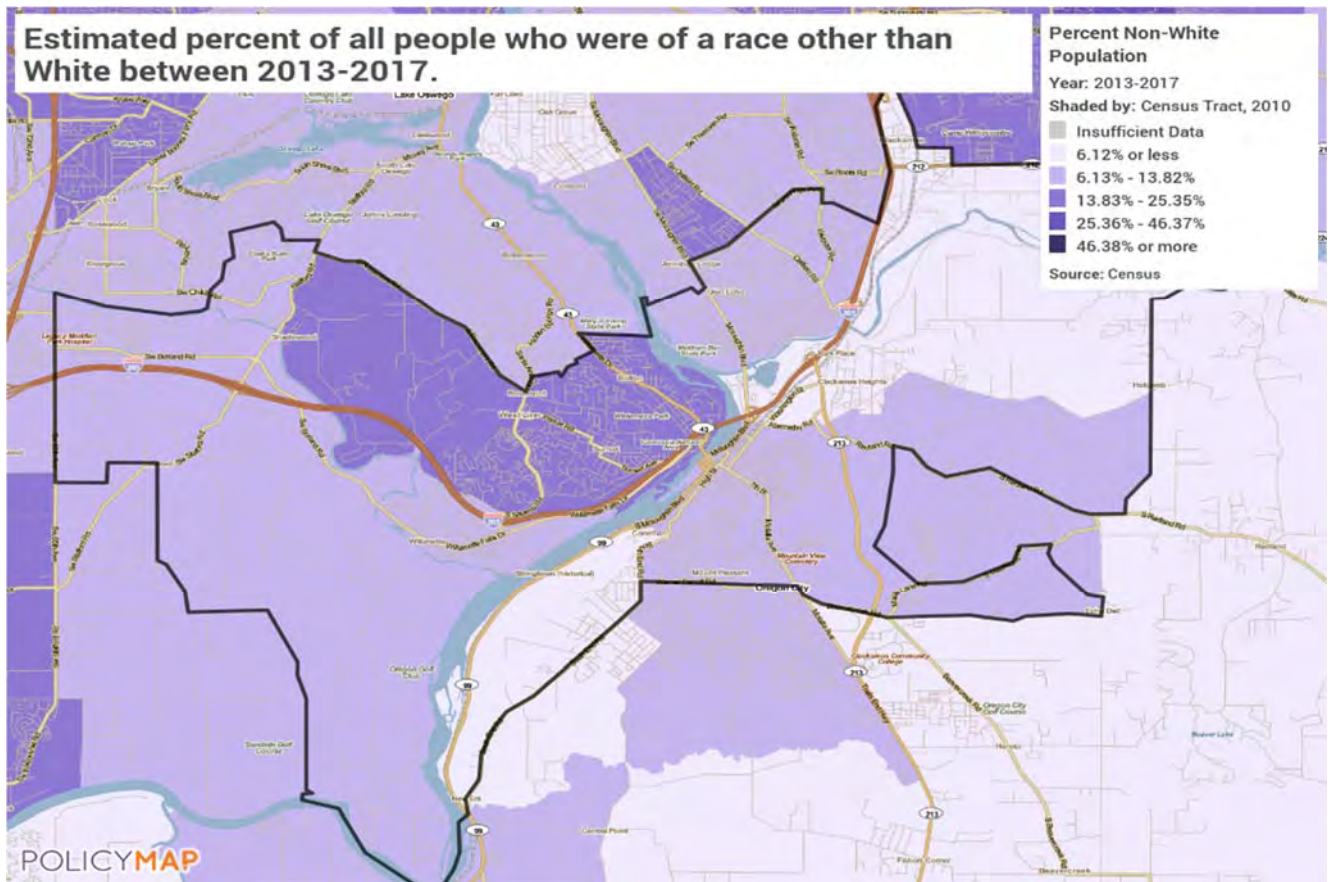
## Languages Spoken at Home





## Demographic Maps for I-205 Corridor along Abernethy Bridge

### Communities of Color



## APPENDIX B: DEMOGRAPHIC ANALYSIS

The data presented in this appendix are derived from the U.S. Census American Community Survey 2011-2015 and were mapped using PolicyMap.com, EPA's EJSCREEN and Community/Attributes.

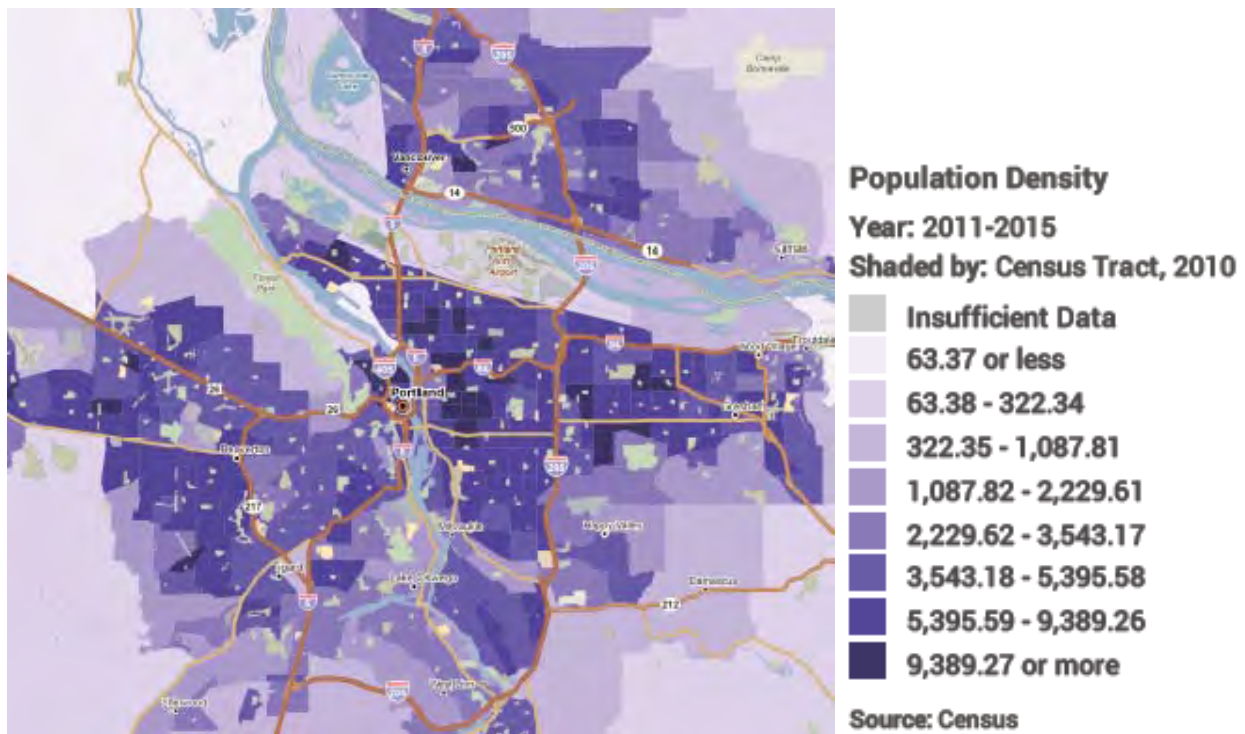
### Population density

The U.S. Census Bureau estimates the seven-county Portland metropolitan statistical area was home to 2.35 million residents in 2015.<sup>1</sup> Population in this area grew by approximately 16 percent between 2000 and 2015. The two highway corridors are home to approximately 14 percent of the state's population and 31 percent of the combined population of Multnomah, Washington and Clackamas counties.

Within the metro region, population density is highest in inner-east Portland, between I-5 and I-205, just east of OR 217 in the west metro area, and around US-26 in the east metro area.

Between the Columbia River and where the two highways converge in the south metro area, approximately 272,386 people live within 1.5 miles of I-5 and 262,735 people live within 1.5 miles of I-205. Population density is slightly higher along the I-5 corridor than the I-205 corridor; the density per square mile in this area is about seven times greater than the tri-County average and almost 100 times greater than the state as a whole.

*Figure 1: Estimated population density between 2011-2015*

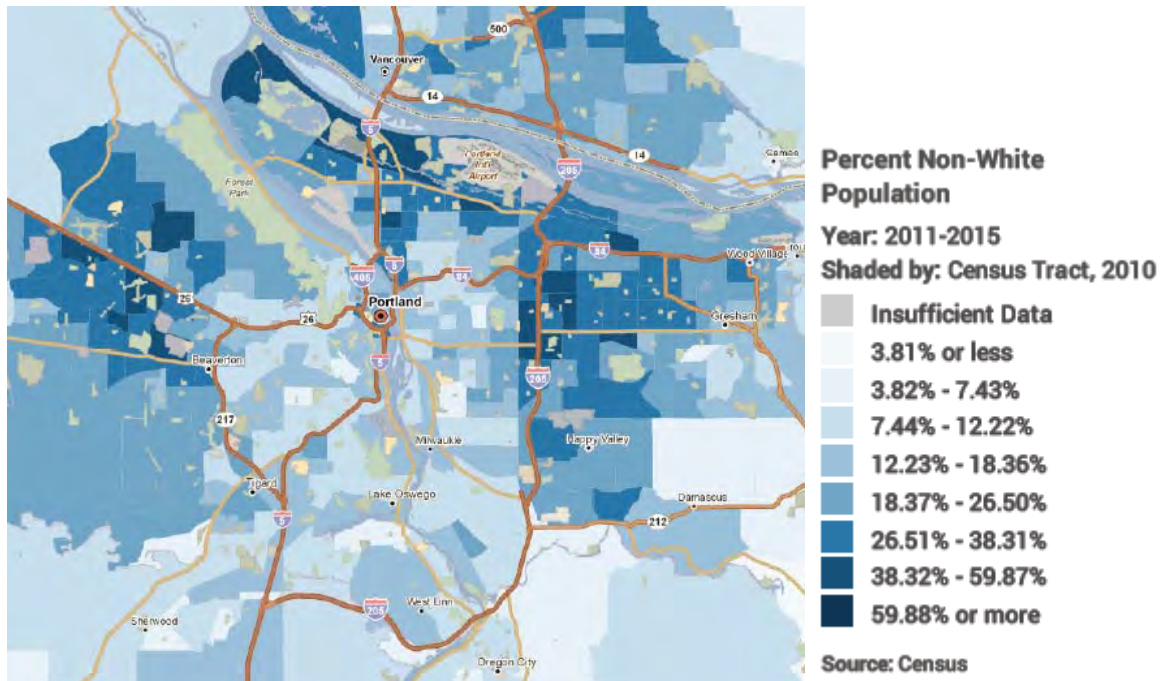


<sup>1</sup> Christensen, N. (2015) "Portland region grows to 2.35 million residents, Census estimates, with newcomers leading the way," *Metro*, <http://www.oregonmetro.gov/news/portland-region-grows-235-million-residents-census-estimates-newcomers-leading-way>

## Race and ethnicity

Figure 2 shows the estimated percentage of people who identify as non-White by census tract. Percentages of non-White individuals are greatest along the I-205 corridor north of Happy Valley, in east and north Portland, and west of Beaverton.

*Figure 2: Estimated percent of people who were non-White between 2011-2015*



Approximately 30 percent of residents along the I-205 corridor are considered minorities<sup>2</sup> according to the Census, compared to 22 percent along the I-5 corridor. Asian and Hispanic populations are greater along the I-205 corridor than the I-5 corridor or the region as a whole.

	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
% Minority	22%	<b>30%</b>	27%	23%
Race				
White	83%	78%	81%	85%
Black	5%	4%	3%	2%
Asian	5%	<b>9%</b>	7%	4%
Pacific Islander	0%	1%	1%	0%
American Indian	1%	1%	1%	1%
Other race	2%	3%	4%	3%
Two or more races	5%	4%	4%	4%
Hispanic or Latino population	8%	<b>13%</b>	12%	12%

Red text denotes significant difference from regional/state average or other corridor

<sup>2</sup> Defined as "all people except for non-Hispanic White."

# Language

	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Non-English at home	13%	23%	19%	15%
Linguistically isolated households*	2%	6%	4%	3%
Speak Spanish	43%	37%	45%	57%
Speak other Indo-European languages	15%	15%	15%	12%
Speak Asian/Pacific Island languages	33%	43%	35%	27%
Speak other languages	9%	5%	5%	4%

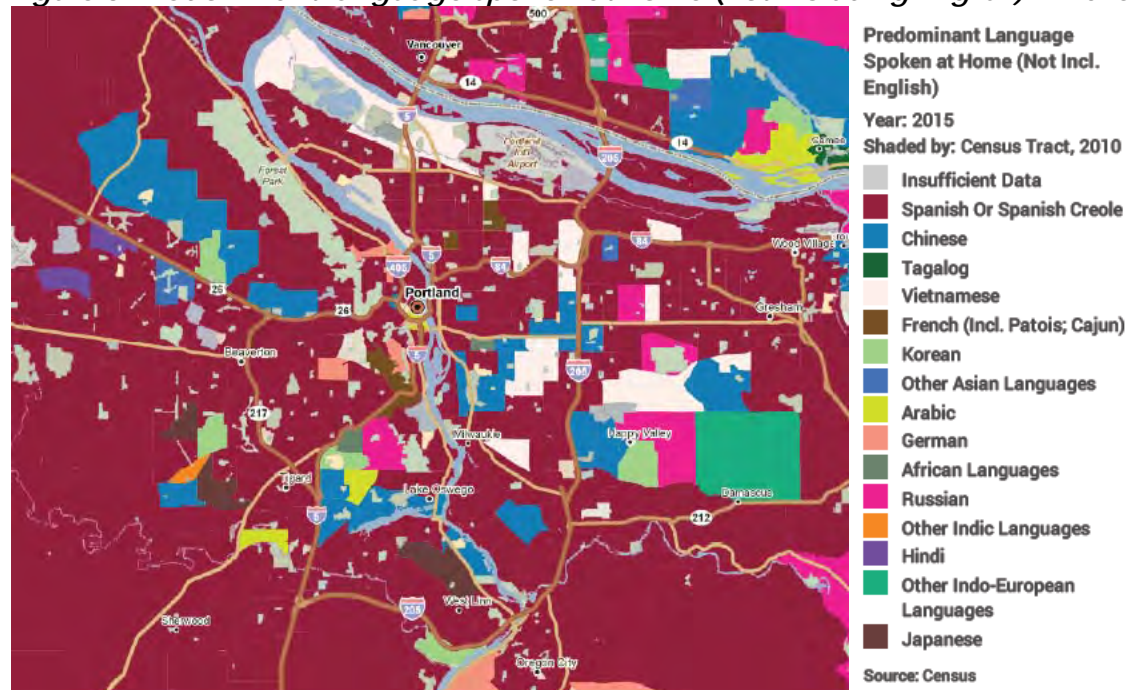
Red text denotes significant difference from regional/state average or other corridor

About 10 percent more households along the I-205 corridor (23 percent) do not speak English at home compared to the I-5 corridor (13 percent).

The proportion of linguistically isolated households<sup>3</sup> is slightly higher along the I-205 corridor than the I-5 corridor and the rest of the state/region. Around 43 percent of these households speak Asian/Pacific Island languages.

Spanish is the most common language spoken at home besides English (Figure 3). The most common languages other than English and Spanish are Chinese, Vietnamese and Russian. Other spoken languages include Korean, Arabic, Japanese, French, German, Hindi, Tagalog and other African or Indo-European languages.

Figure 3: Predominant language spoken at home (not including English) in 2015

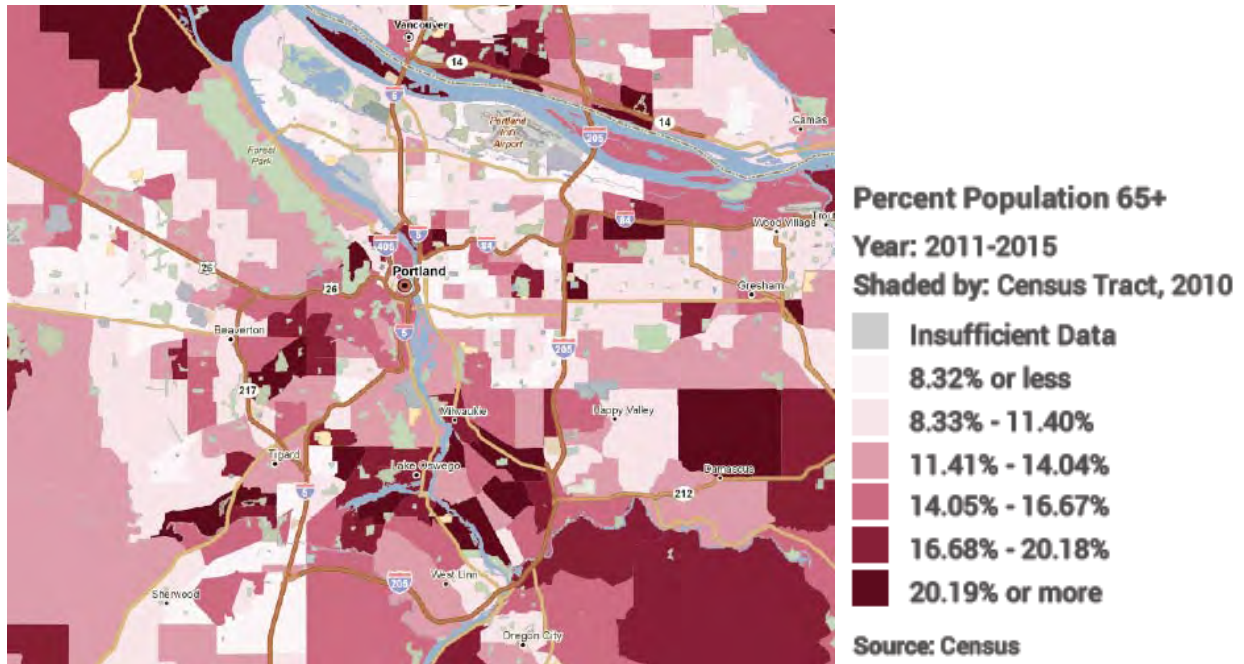


<sup>3</sup> Households in which no one 14 and over speaks English “very well” or speaks English only

## Age and educational attainment

Around 11 percent of the population in the study area is aged 65 or older. Persons in this age bracket make up more than a fifth of the population in areas south of Portland around Lake Oswego, west of Portland just east of OR 217, and in pockets in east and north east Portland (Figure 4). Census tracts in Vancouver also see a higher proportion of seniors.

Figure 4: Percent of population 65+ between 2011-2015



More youth live along the I-205 corridor (22 percent under 18 years old) than the I-5 corridor (16 percent under 18 years old).

Educational attainment is higher along the I-5 corridor, with 55 percent of residents having a Bachelor's degree or more. In turn, 30 percent of residents along I-205 have a Bachelor's degree, and 23 percent have a high school diploma.

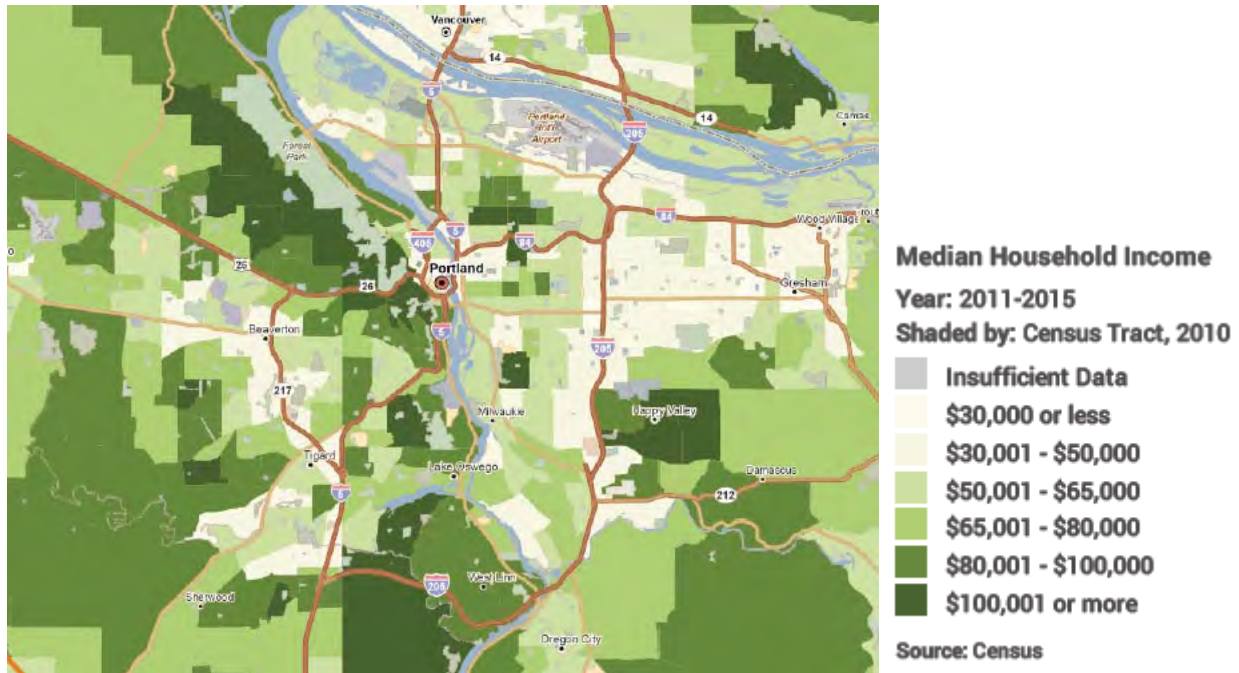
	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Age <18	16%	<b>22%</b>	22%	22%
Age 65+	12%	13%	12%	15%
Population 25+ by educational attainment				
Less than 9 <sup>th</sup> grade	2%	5%	4%	4%
9 <sup>th</sup> -12 <sup>th</sup> grade, no diploma	3%	7%	5%	6%
High school graduate	<b>12%</b>	<b>23%</b>	20%	24%
Bachelor's degree or more	<b>55%</b>	<b>30%</b>	39%	31%

Red text denotes significant difference from regional/state average or other corridor

## Income

Figure 5 shows the median household income by census tract. Median incomes are lower in east Portland, parts of north Portland, along the I-205 corridor and in west Portland along OR 217. Higher median incomes are concentrated in west Portland north of US-26, around Happy Valley, and in the southern metro area.

Figure 5: Median household income between 2011-2015



## Disability

Approximately 1 in 10 people in the study area have a disability. The most common types of disabilities along the highway corridors include ambulatory (5-6 percent), cognitive (5 percent) and independent living difficulties (4-5 percent).

	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Percent of population with a disability	<b>10%</b>	12%	11%	14%
Disability type				
Hearing	3%	4%	3%	5%
Vision	2%	2%	2%	2%
Cognitive	5%	5%	5%	6%
Ambulatory	5%	6%	6%	7%
Self-care	2%	3%	2%	3%
Independent living	4%	5%	4%	5%



# I-5 and I-205 corridor demographics

Presentation



# Methodology and data sources

- Where possible, EI gathered census data within a 1.5 mile radius of I-5 and I-205
- Information comes from 2011-2015 American Community Survey (ACS)
- Sources used to gather and map ACS data include:
  - EPA EJSCREEN
  - PolicyMap.com
  - Community/Attributes

# Population, gender and density

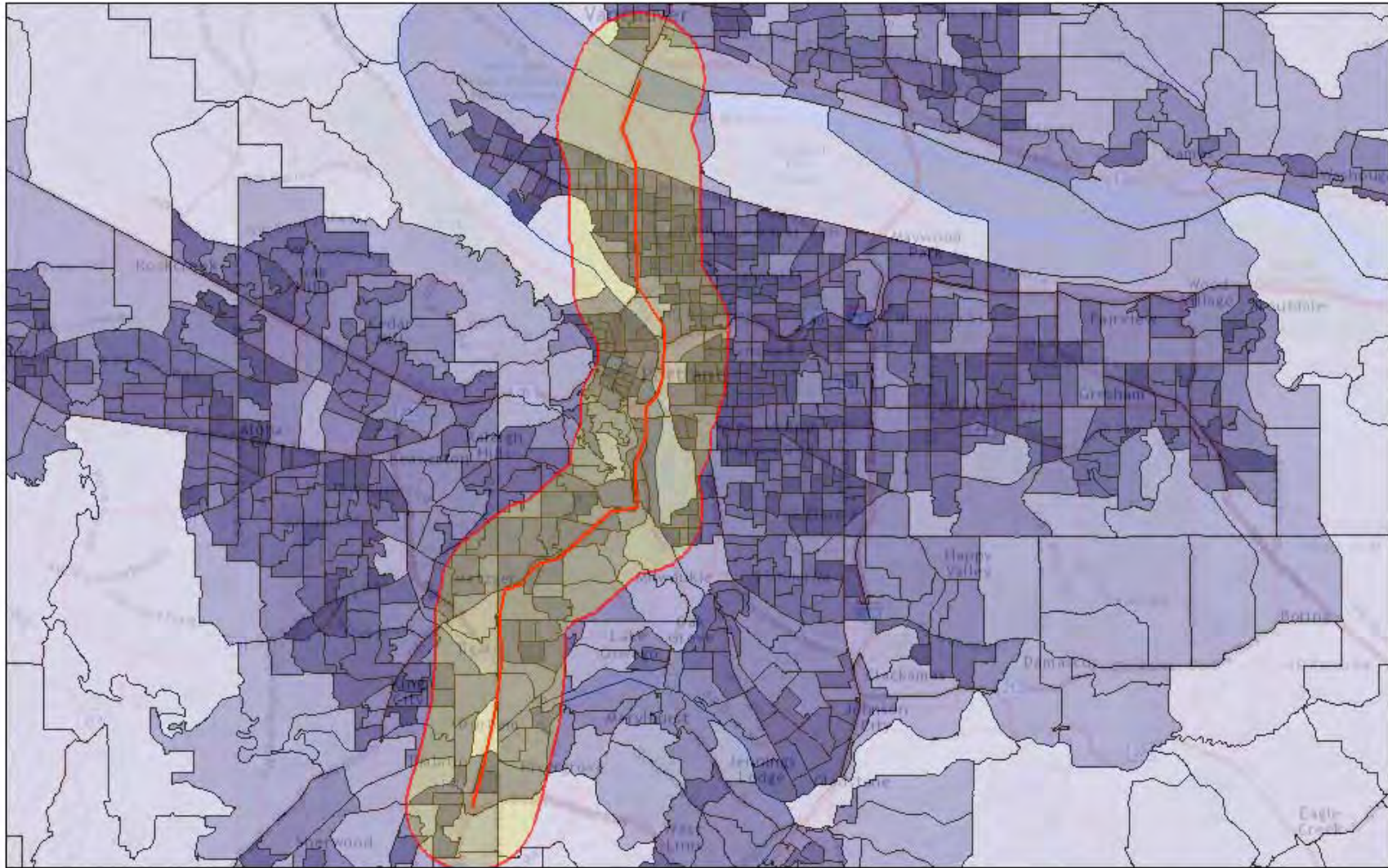
	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Estimated population	272,386	262,735	1,714,066	3,939,233
Population density (per sq. mile)	4,728	3,622	566	41
Households	126,317	100,516	666,617	1,533,430
Male	50%	50%	49%	49%
Female	50%	50%	51%	51%

Red text denotes significant difference from regional/state average or other corridor



Source: American Community Survey data, 2011-2015, collected through EPA EJSCREEN

# I-5: Population Density (Population Per Square Mile)

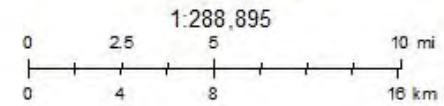


October 30, 2017

- Buffer Area
- Highway
- Block group

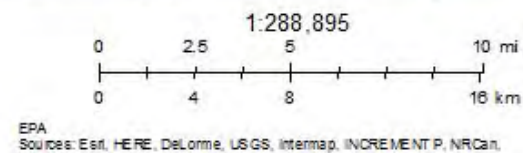
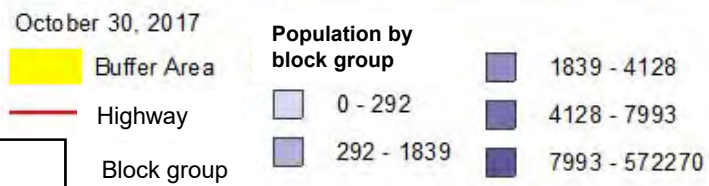
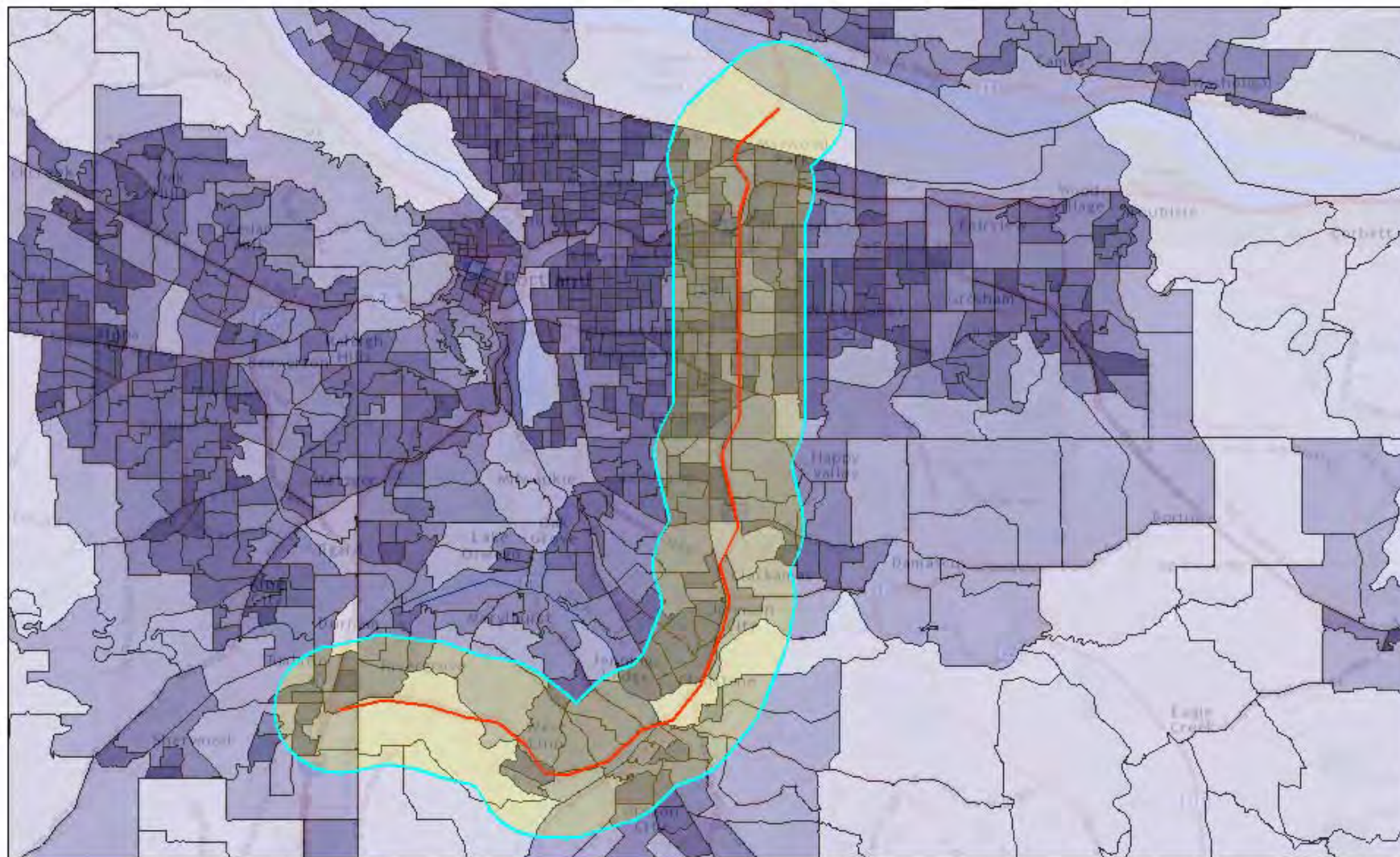
**Population by block group**

- 0 - 292
- 292 - 1839
- 1839 - 4128
- 4128 - 7993
- 7993 - 572270

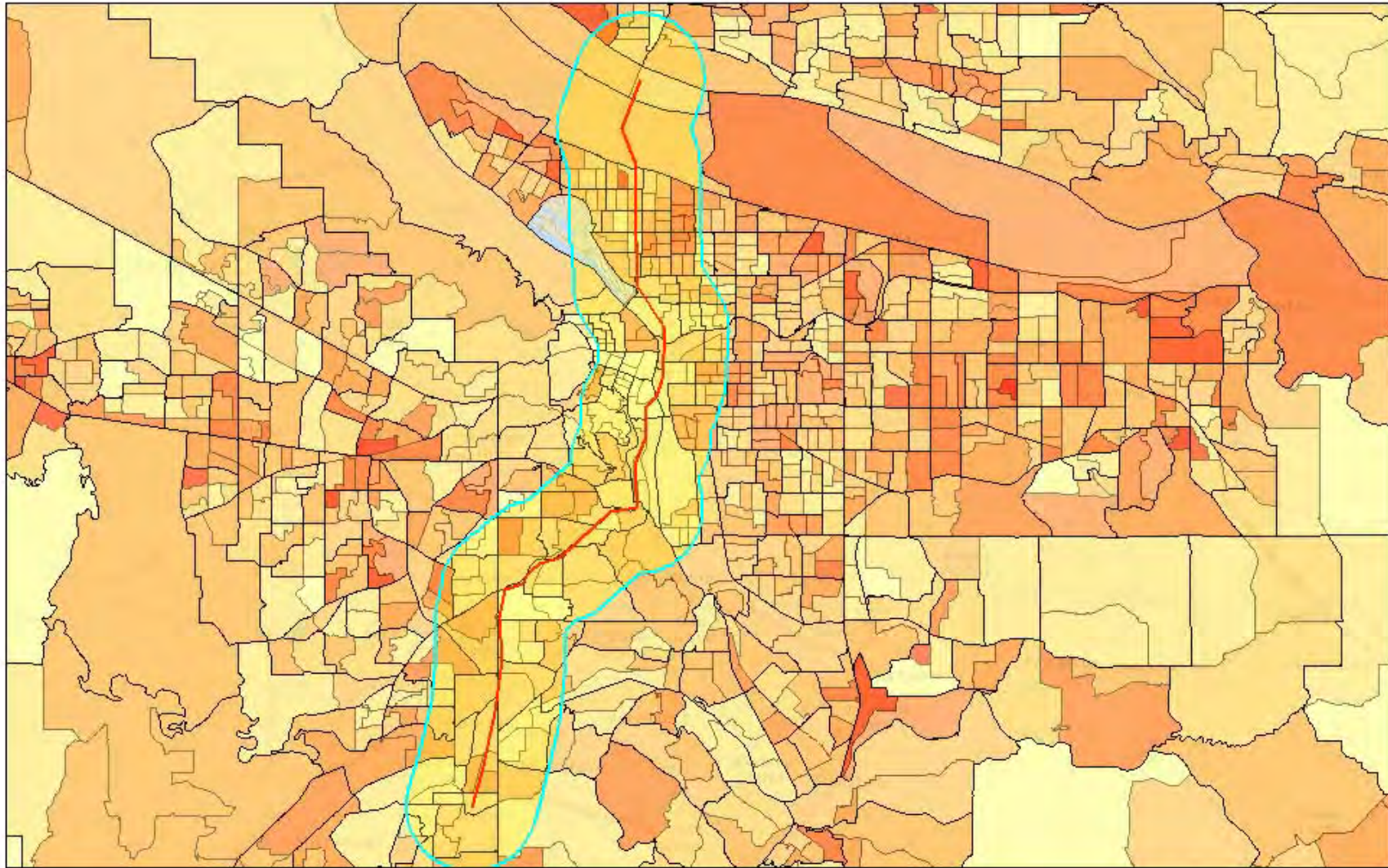


EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-205: Population Density (Population Per Square Mile)



# I-5: Female heads of household with children



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- Buffer Area
- Highway
- Block group/tract

**Pct. Females with children 0-17**

by Tract

- 0.00 - 37.42
- 37.42 - 46.01

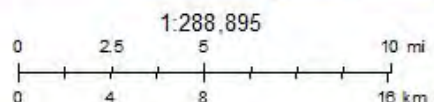
- 46.01 - 55.01
- 55.01 - 67.42
- 67.42 - 100.00

**Pct. Female head of household**

by Block Group

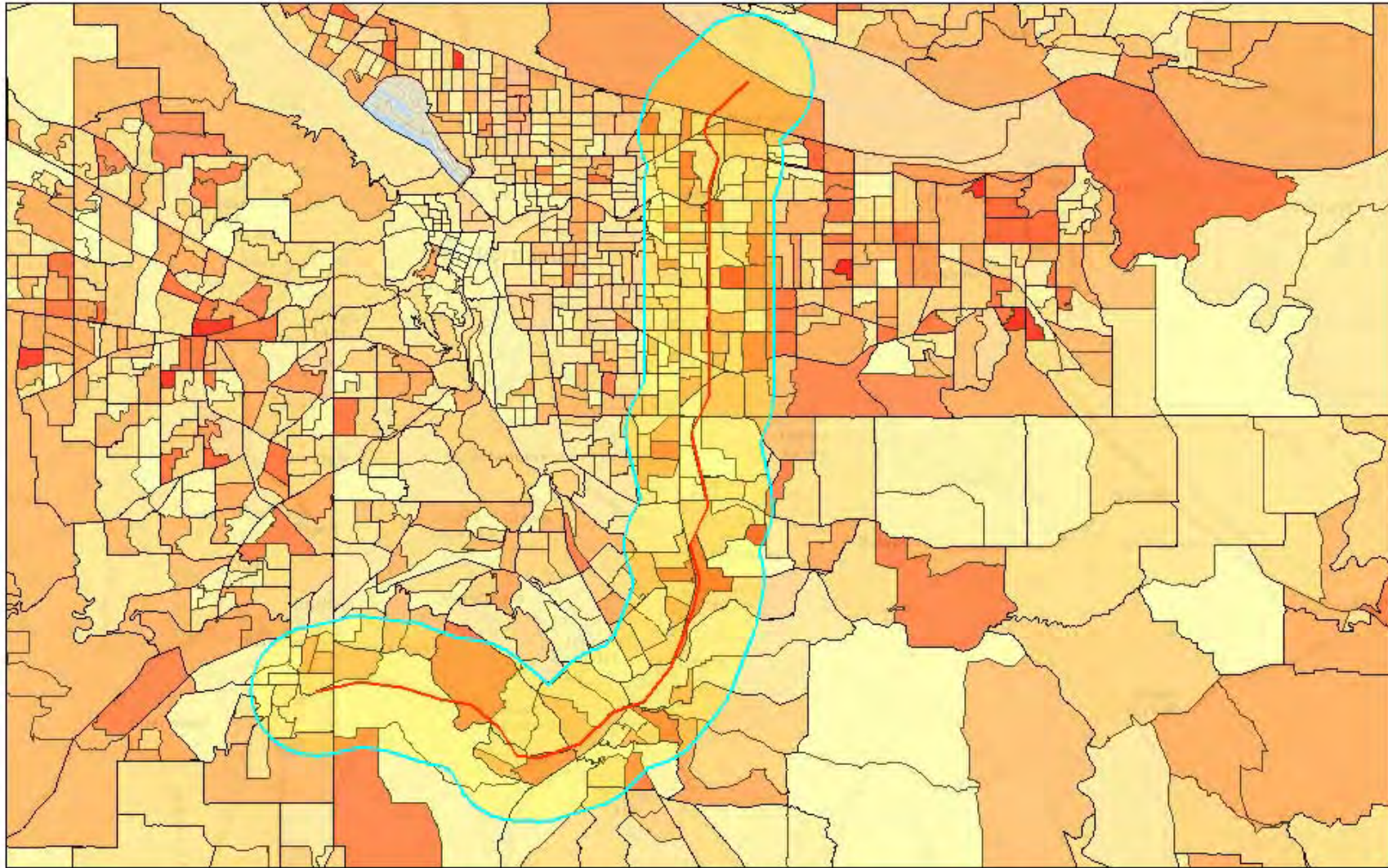
- 0.00 - 3.39
- 3.39 - 8.72

- 8.72 - 15.30
- 15.30 - 26.04
- 26.04 - 100.00



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# 1-205: Female heads of household with children



October 30, 2017

- Buffer Area
- Highway
- Block group/tract

**% Females with children 0-17**

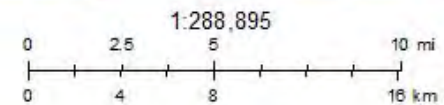
- by Block Group**
- 0.00 - 3.39
  - 3.39 - 8.72

- 8.72 - 15.30
- 15.30 - 26.04
- 26.04 - 100.00

**% Female head of household**

- by Tract**
- 0.00 - 37.42
  - 37.42 - 46.01

- 46.01 - 55.01
- 55.01 - 67.42
- 67.42 - 100.00



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# Race and ethnicity

	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
% Minority	22%	<b>30%</b>	27%	23%
Race				
White	83%	78%	81%	85%
Black	5%	4%	3%	2%
Asian	5%	<b>9%</b>	7%	4%
Pacific Islander	0%	1%	1%	0%
American Indian	1%	1%	1%	1%
Other race	2%	3%	4%	3%
Two or more races	5%	4%	4%	4%
Hispanic or Latino population	8%	<b>13%</b>	12%	12%

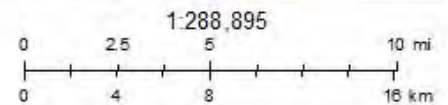
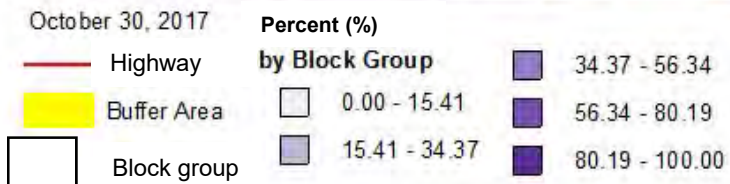
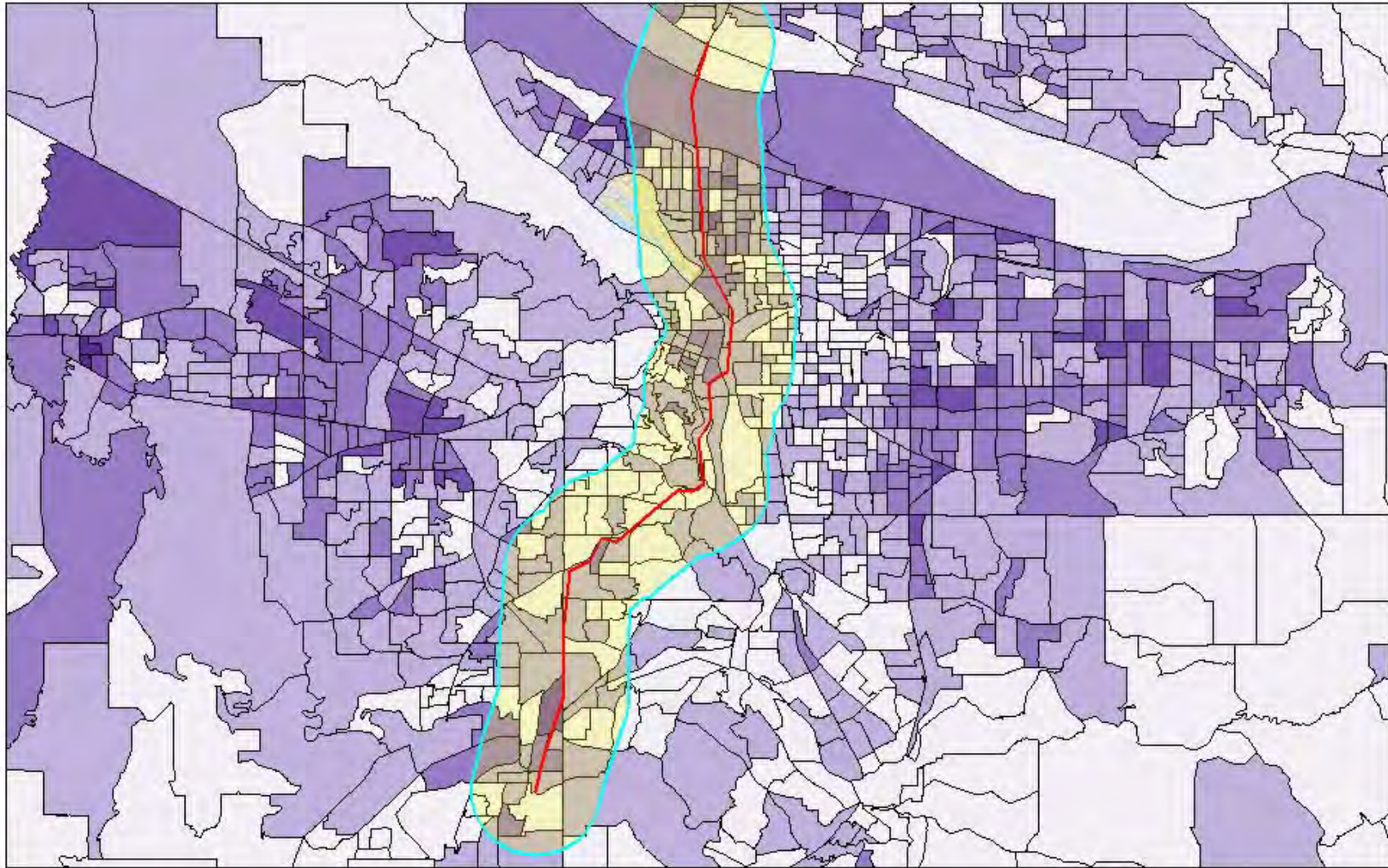
Red text denotes significant difference from regional/state average or other corridor



Source: American Community Survey data, 2011-2015, collected through EPA EJSCREEN

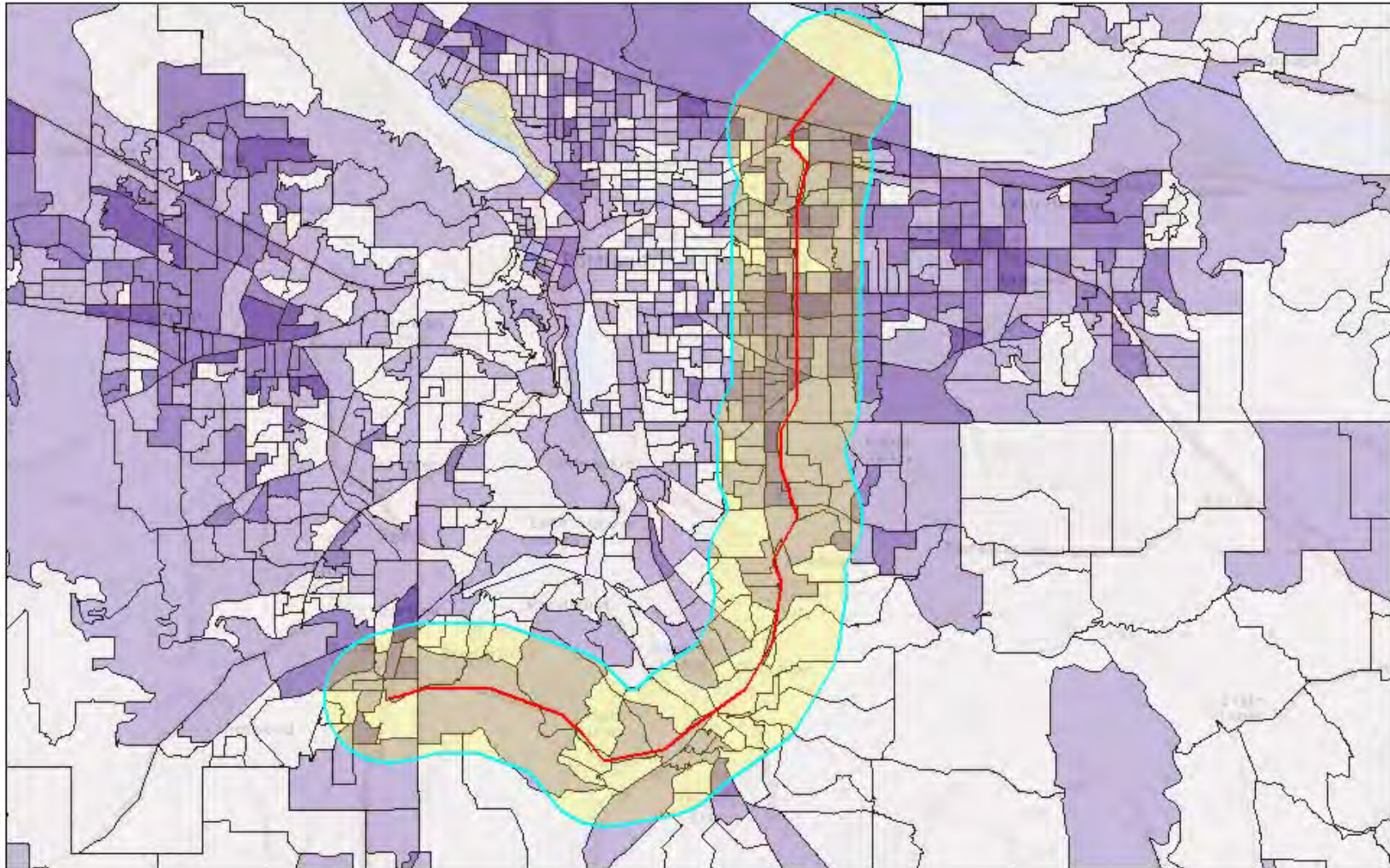


# I-5: Percent Minority Population











EPA  
Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

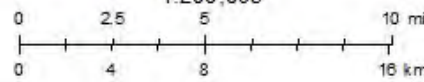
# I-205: Percent Minority Population



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 Highway	<b>Percent (%)</b>	 34.37 - 56.34
 Buffer Area	<b>by Block Group</b>	 56.34 - 80.19
 Block group	 0.00 - 15.41	 80.19 - 100.00
	 15.41 - 34.37	

1:288,895



EPA  
Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# Age and educational attainment

	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Age <18	16%	<b>22%</b>	22%	22%
Age 65+	12%	13%	12%	15%
Population 25+ by educational attainment				
Less than 9 <sup>th</sup> grade	2%	5%	4%	4%
9 <sup>th</sup> -12 <sup>th</sup> grade, no diploma	3%	7%	5%	6%
High school graduate	<b>12%</b>	<b>23%</b>	20%	24%
Some college, no degree	28%	35%	32%	35%
Associate degree	7%	8%	8%	8%
Bachelor's degree or more	<b>55%</b>	<b>30%</b>	39%	31%

Red text denotes significant difference from regional/state average or other corridor



Source: American Community Survey data, 2011-2015, collected through EPA EJSCREEN

# Languages

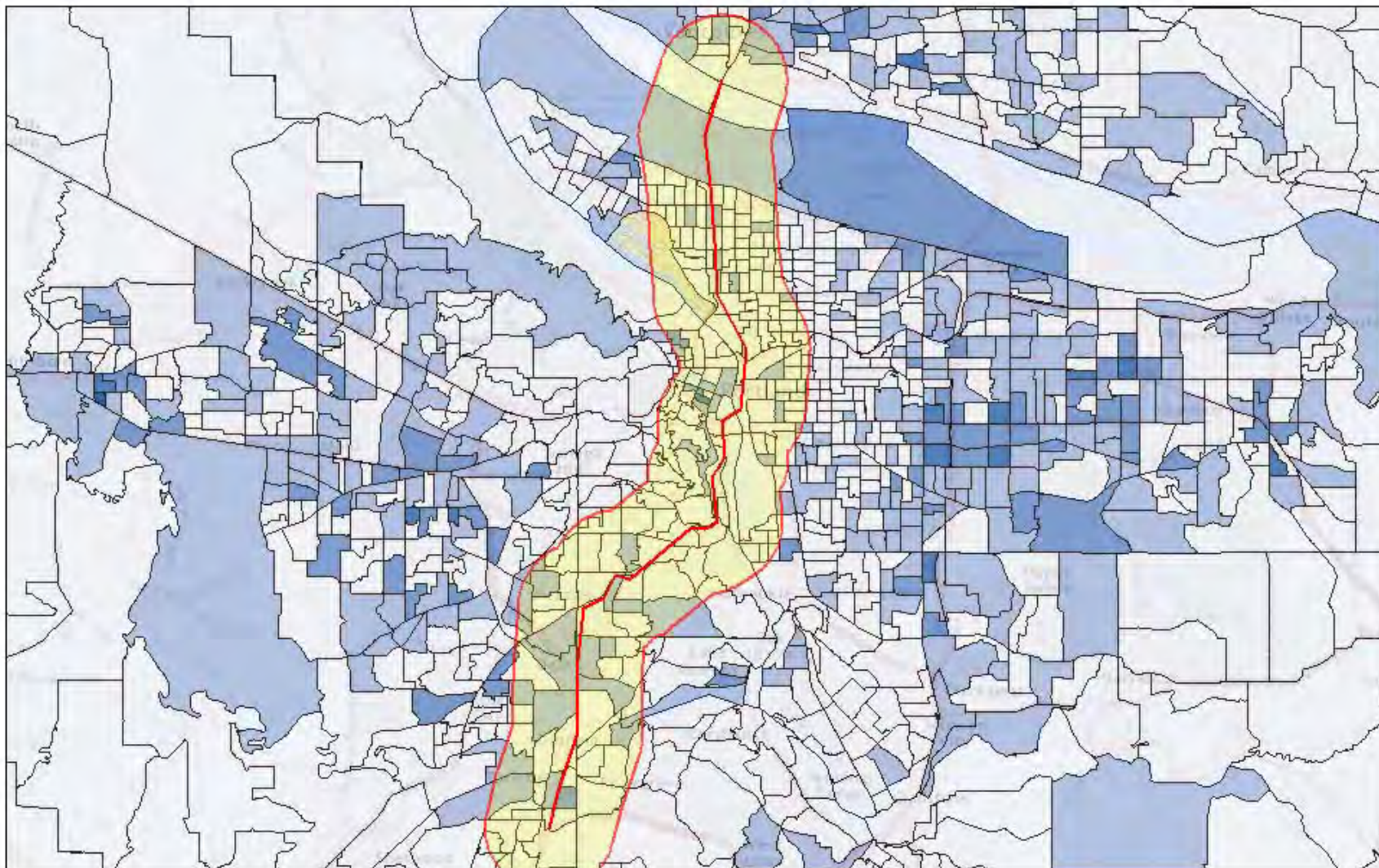
	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Speak only English	87%	<b>77%</b>	81%	85%
Non-English at home	13%	23%	19%	15%
Speak English "well" or "very well"	11%	16%	15%	12%
Speak English "not well"	1%	5%	3%	3%
Speak English "not at all"	1%	2%	1%	2%
Linguistically isolated households*	2%	<b>6%</b>	4%	3%
Speak Spanish	43%	37%	45%	57%
Speak other Indo-European languages	15%	15%	15%	12%
Speak Asian/Pacific Island languages	33%	<b>43%</b>	35%	27%
Speak other languages	<b>9%</b>	5%	5%	4%

\*Households in which no one 14 and over speaks English "very well" or speaks English only

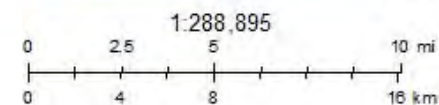
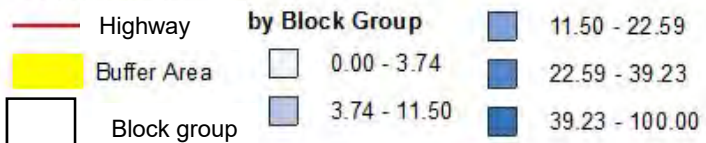


Source: American Community Survey data, 2011-2015, collected through EPA EJSCREEN

# I-5: Percent Linguistically Isolated Households



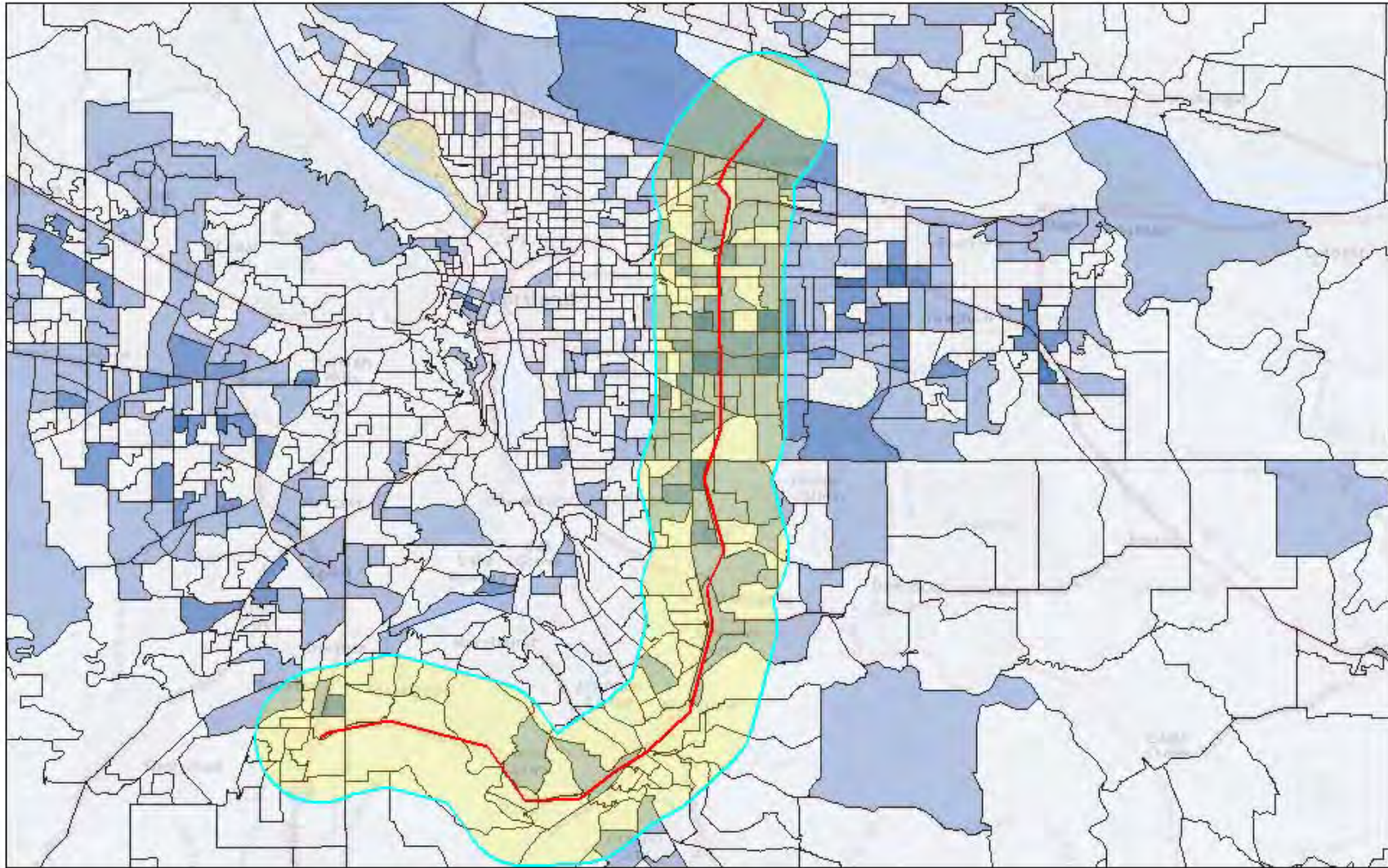
October 30, 2017



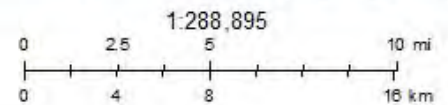
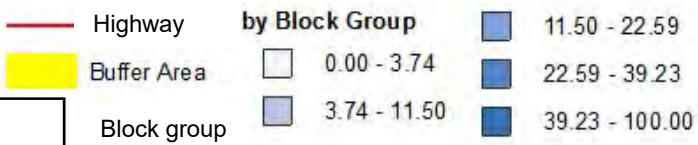
EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

EJSCREEN 2017

# I-205: Percent Linguistically Isolated Households



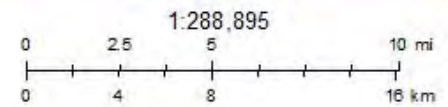
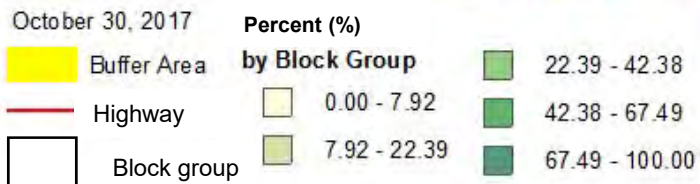
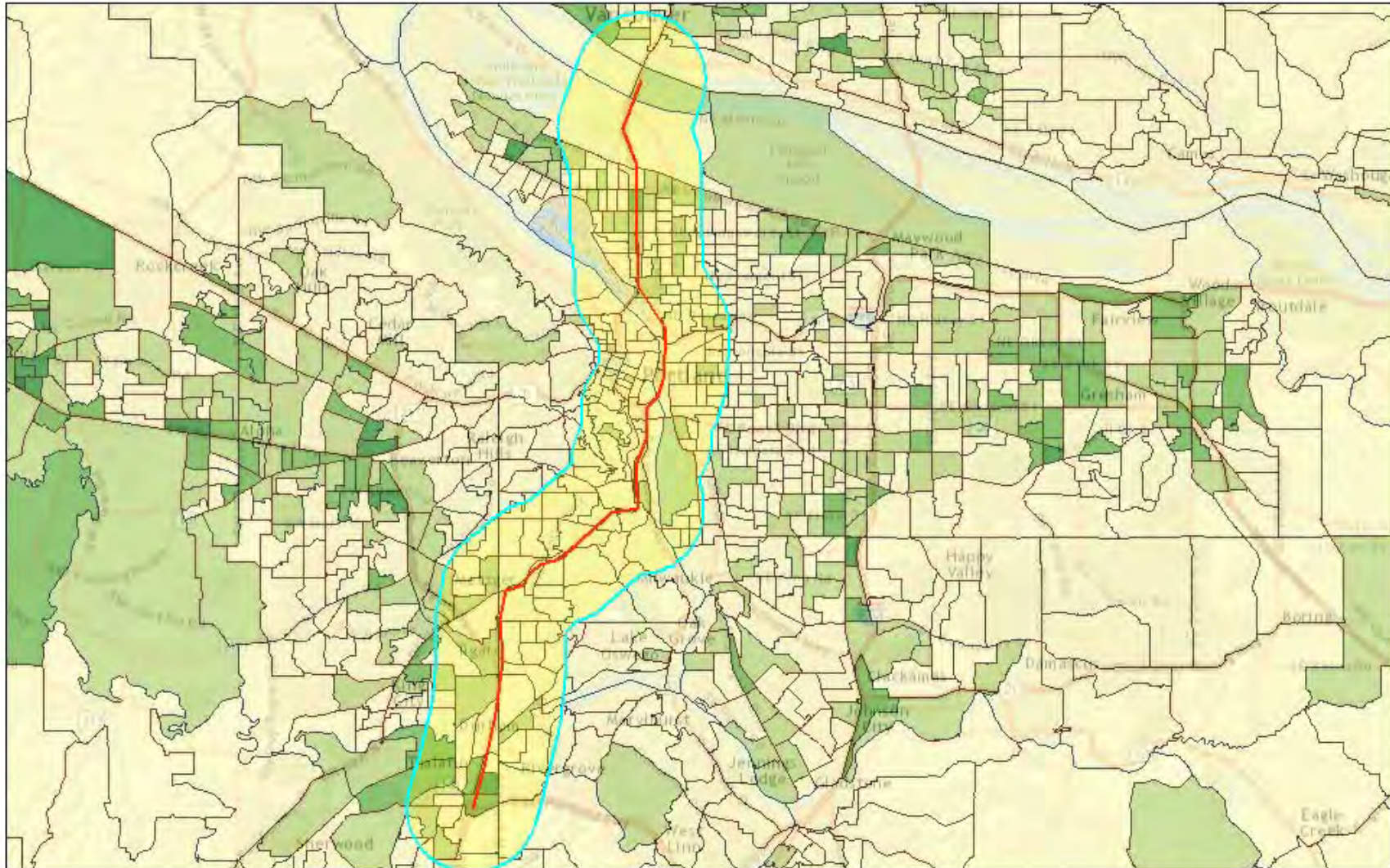
October 30, 2017



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

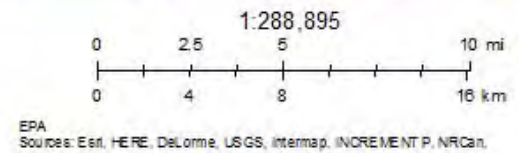
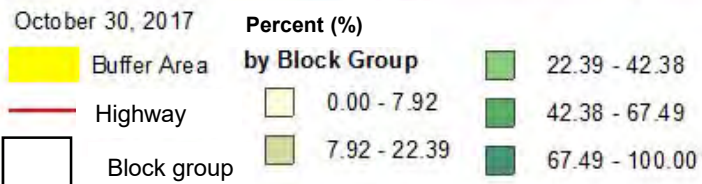
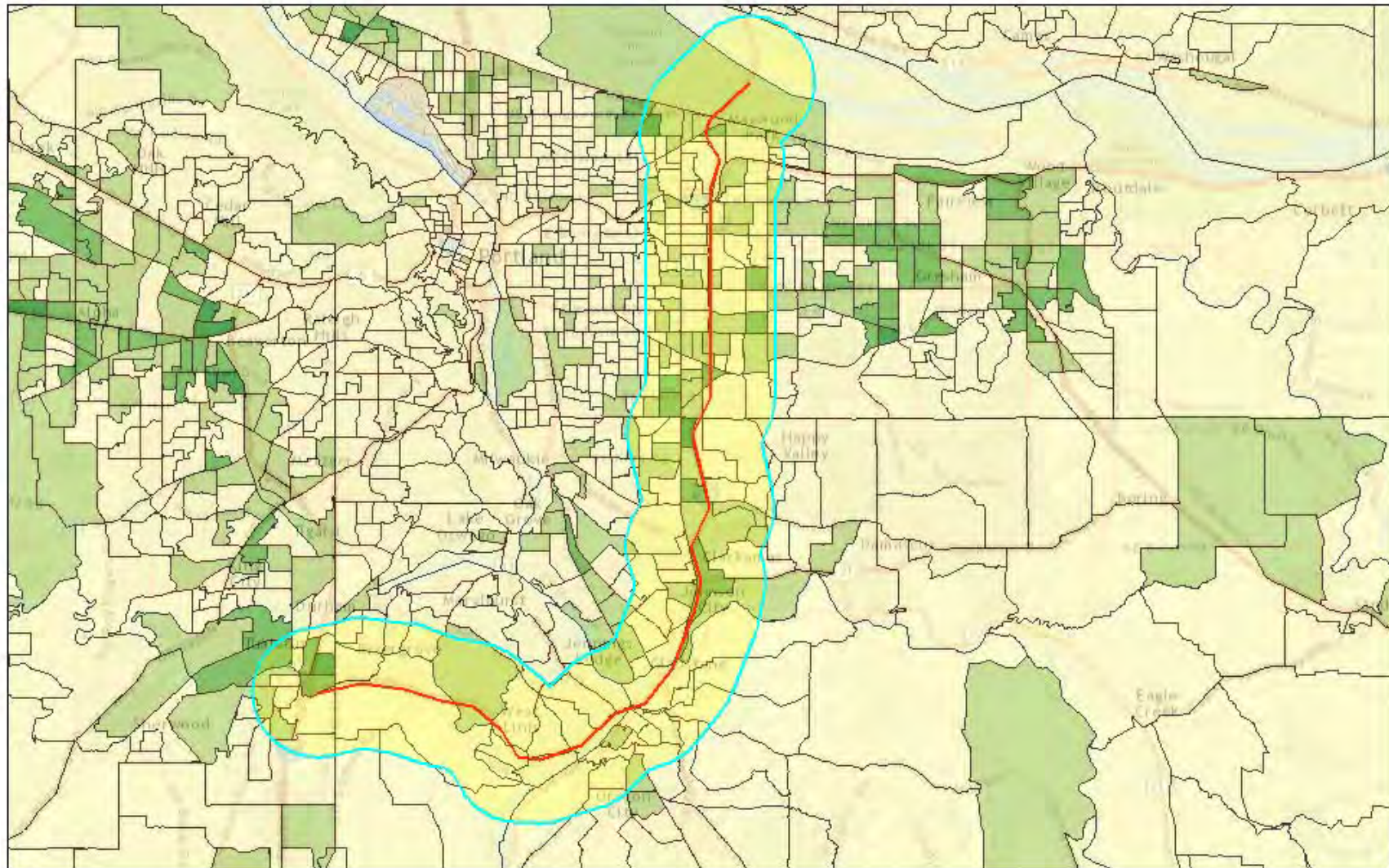
EJSCREEN 2017

# I-5: Percent Who Speak Spanish at Home



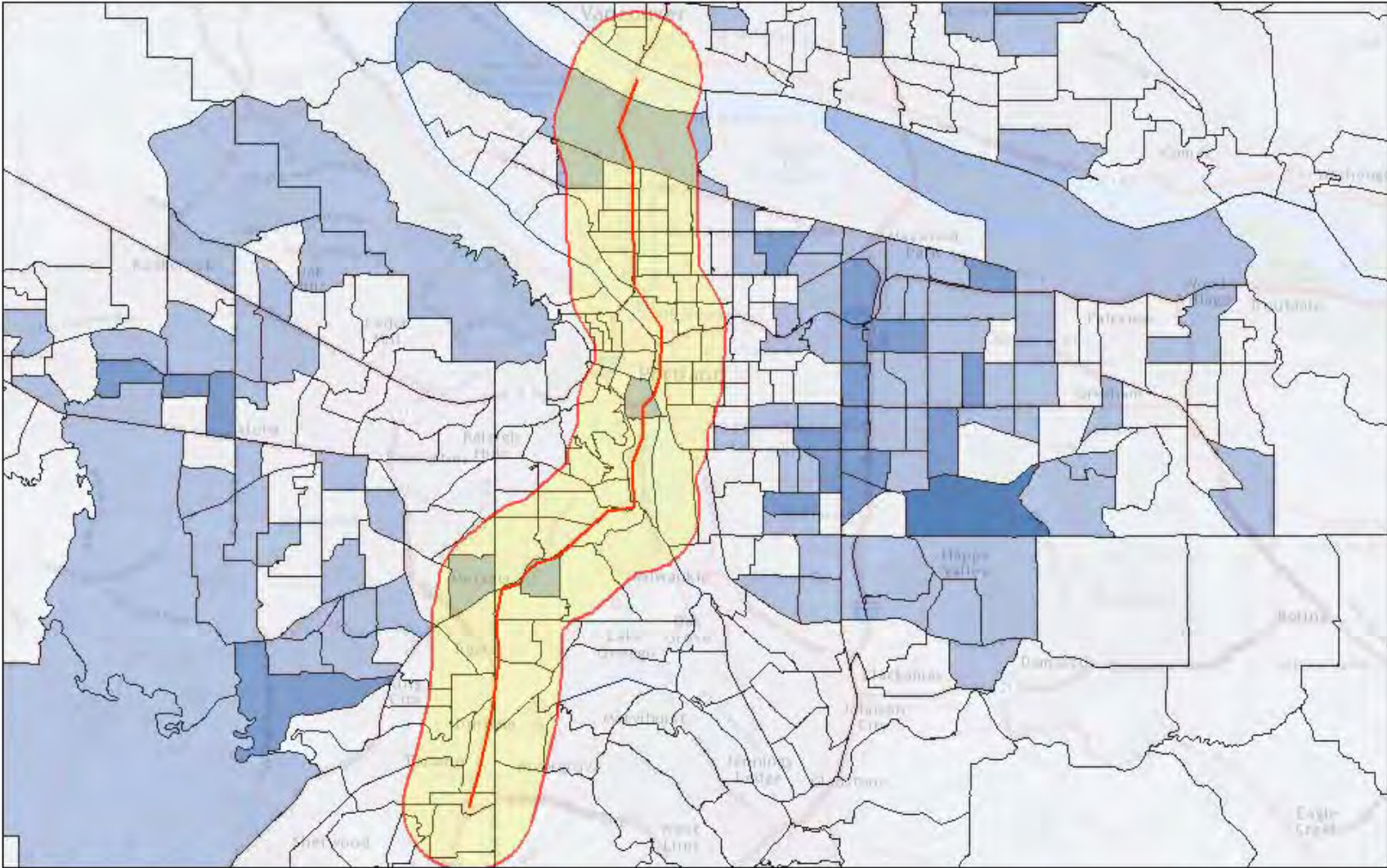
EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-205: Percent Who Speak Spanish at Home





# I-5: Vietnamese Speakers



October 30, 2017

**Number of speakers by Tract**

<span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> Buffer Area	<span style="background-color: #4682B4; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> 255 - 687
<span style="border-bottom: 2px solid red; display: inline-block; width: 15px;"></span> Highway	<span style="background-color: #00008B; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> 687 - 1692
<span style="border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> Tract	<span style="background-color: #4169E1; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> 1692 - 4635
	<span style="background-color: #ADD8E6; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> 63 - 255
	<span style="background-color: #E0E0E0; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> 0 - 63

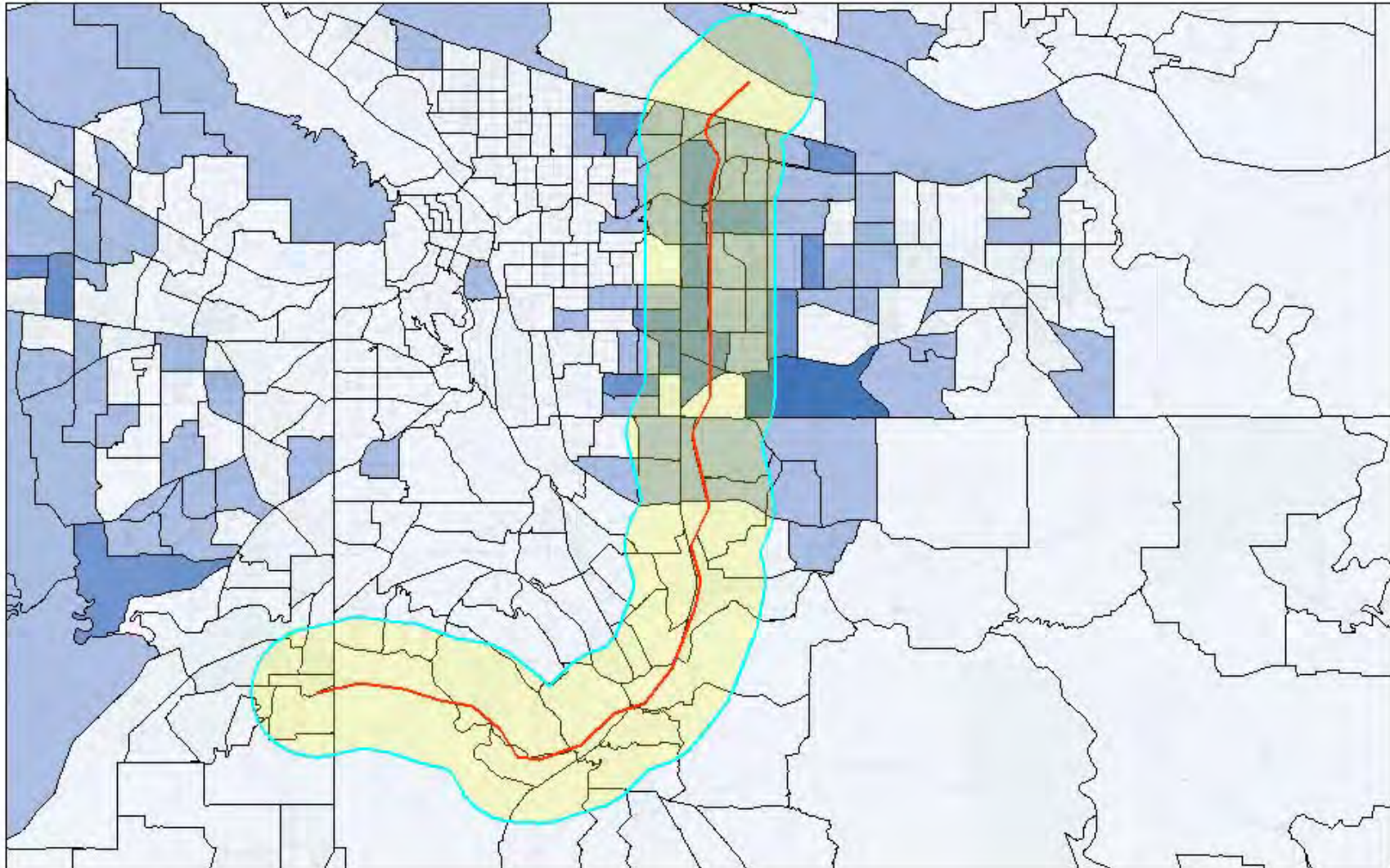
1:288,895

0 2.5 5 10 mi

0 4 8 16 km

EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-205: Vietnamese Speakers



October 30, 2017

**Number of speakers**

Buffer Area

**by Tract**

Highway

0 - 63

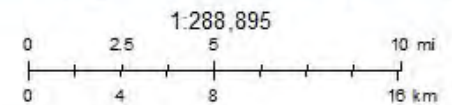
255 - 687

Tract

63 - 255

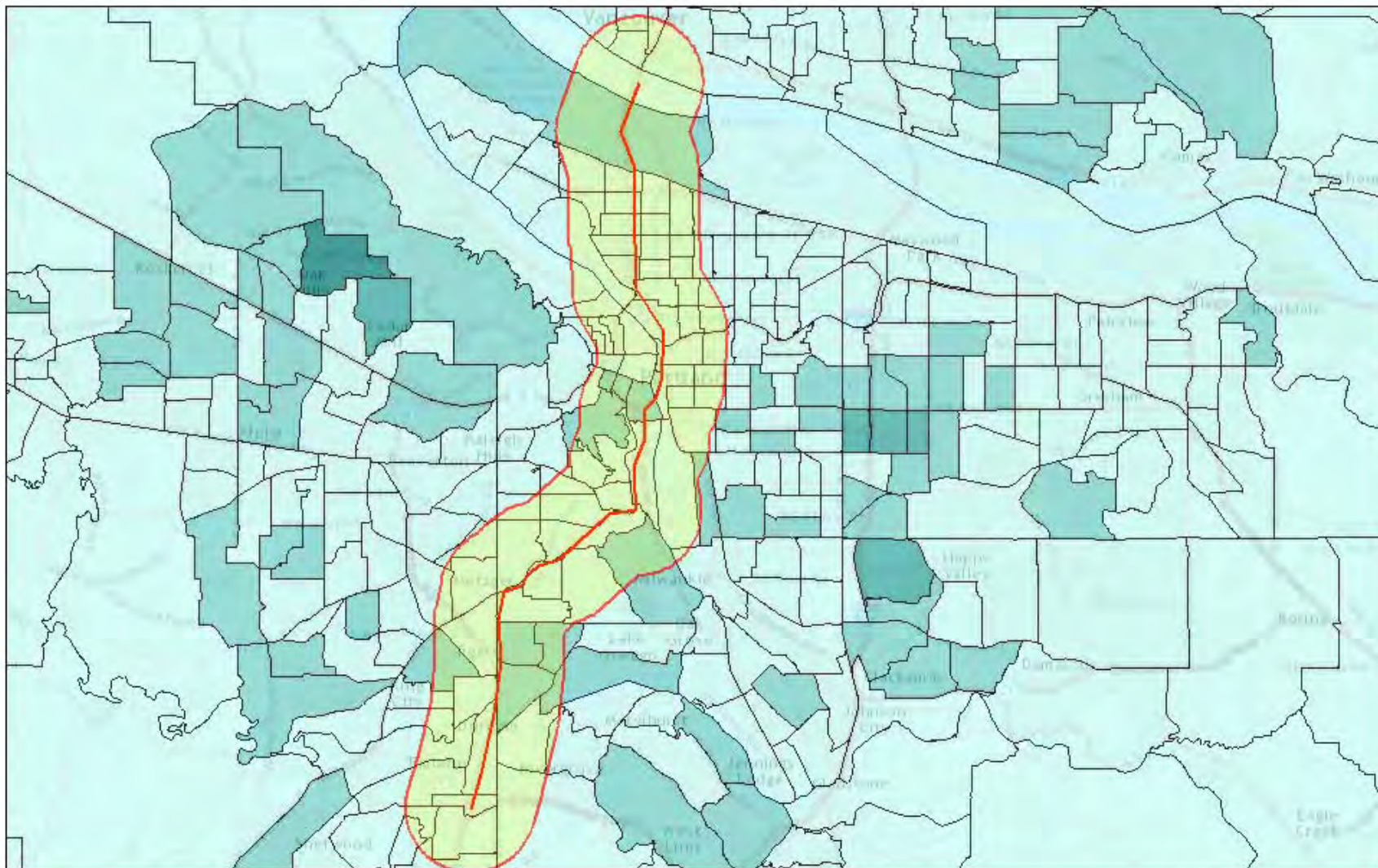
687 - 1692

1692 - 4635



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-5: Chinese Speakers

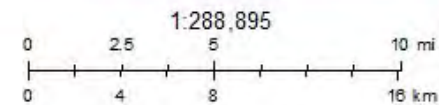


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- Buffer Area
- Highway
- Tract

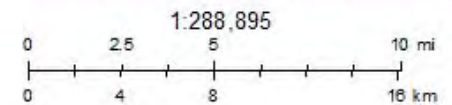
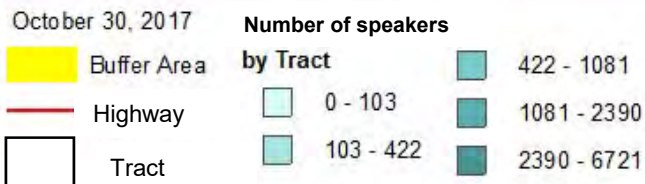
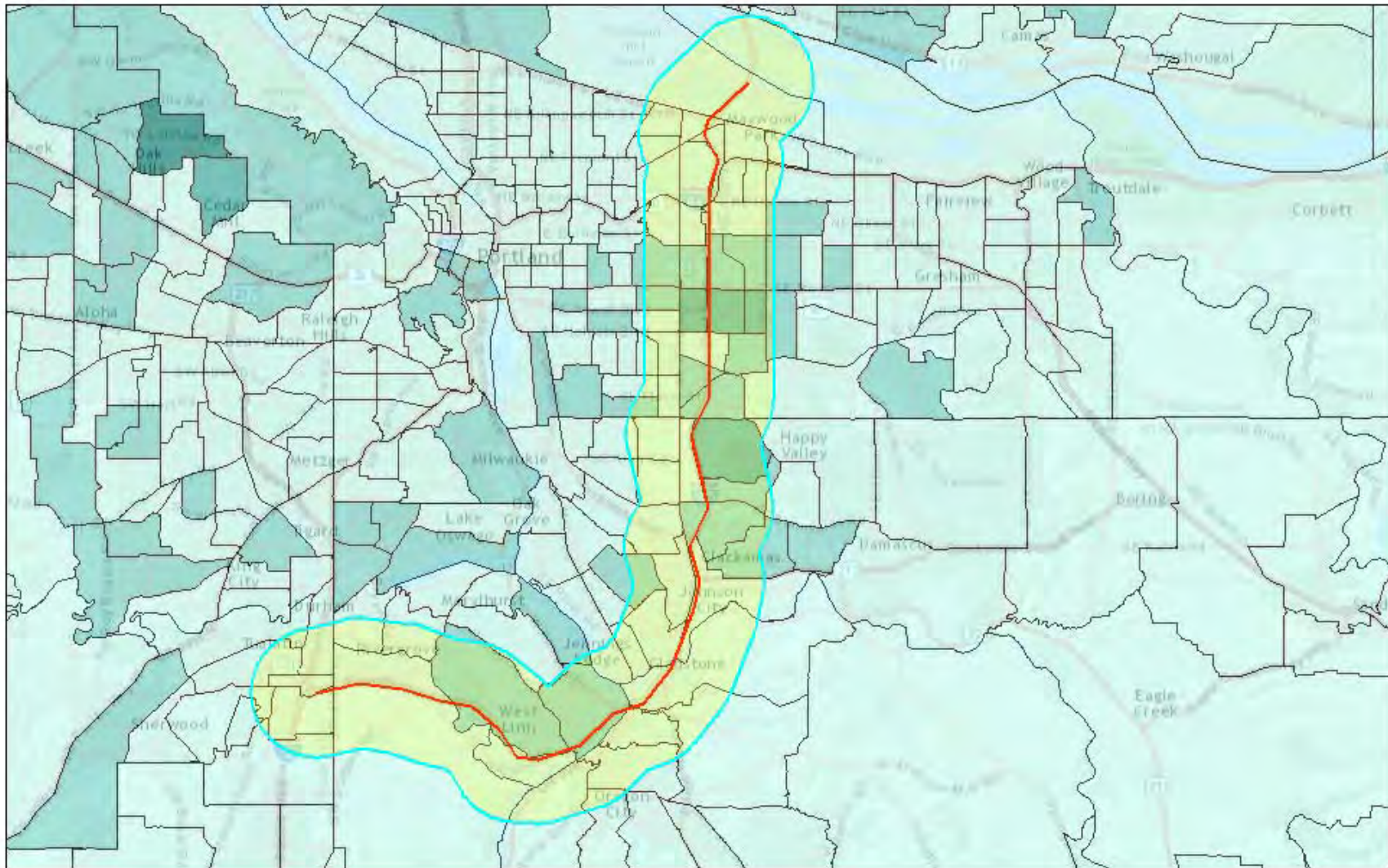
**Number of speakers**

- |  |  |  |   |
|--|--|--|---|
| <b>by Tract</b>  |  | <span style="display: inline-block; width: 15px; height: 15px; background-color: #c6e0b4; border: 1px solid black; margin-right: 5px;"></span> 0 - 103     | <span style="display: inline-block; width: 15px; height: 15px; background-color: #41ab5d; border: 1px solid black; margin-right: 5px;"></span> 422 - 1081 |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #a1d99b; border: 1px solid black; margin-right: 5px;"></span> 103 - 422 | <span style="display: inline-block; width: 15px; height: 15px; background-color: #238b45; border: 1px solid black; margin-right: 5px;"></span> 1081 - 2390 | <span style="display: inline-block; width: 15px; height: 15px; background-color: #006d2c; border: 1px solid black; margin-right: 5px;"></span> 2390 - 6721 |   |



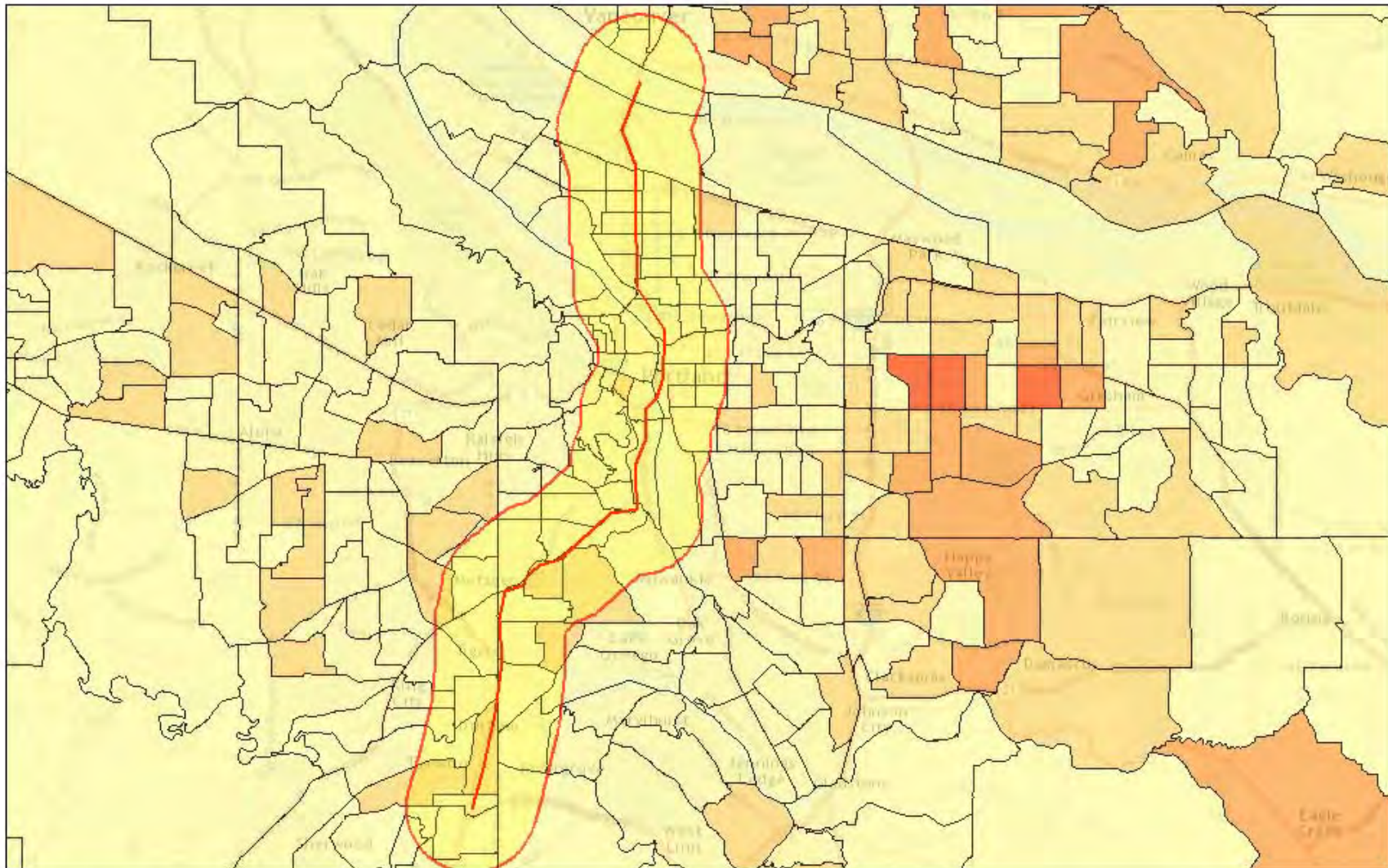
EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-205: Vietnamese Speakers



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-5: Russian Speakers



October 30, 2017

Buffer Area

Highway

Tract

Number of speakers

by Tract

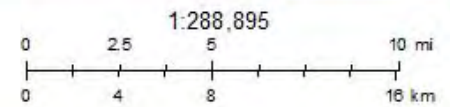
0 - 44

44 - 195

195 - 611

611 - 1641

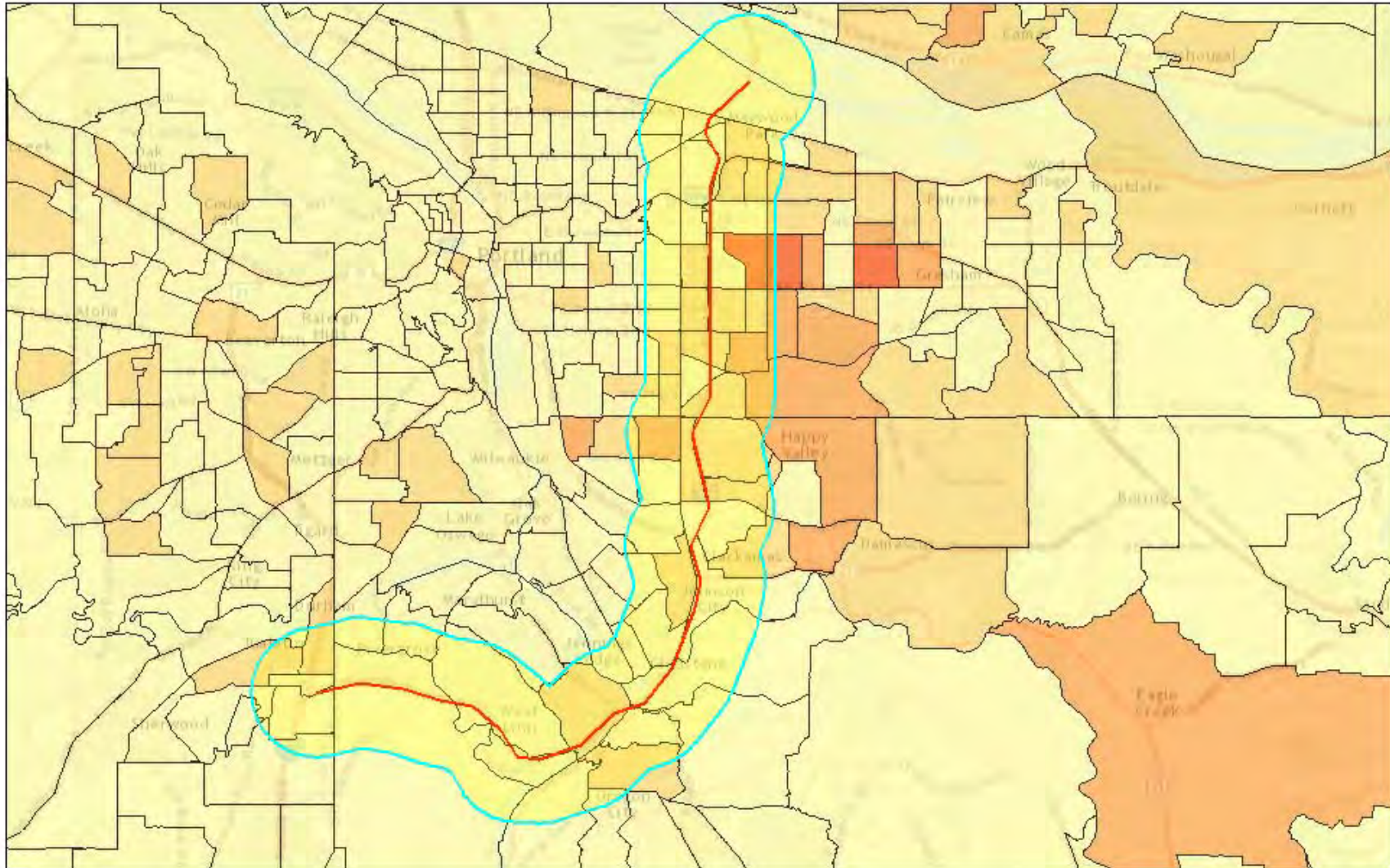
1641 - 3808



EPA  
Sources: Esti, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

EJSCREEN 2017

# I-205: Russian Speakers

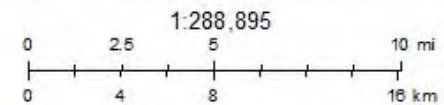


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- Buffer Area
- Highway
- Tract

**Number of speakers**

- |   |  |
|---|--|
| <b>by Tract</b>   |  |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #f0f0f0; border: 1px solid black; margin-right: 5px;"></span> 0 - 44   | <span style="display: inline-block; width: 15px; height: 15px; background-color: #e0b080; border: 1px solid black; margin-right: 5px;"></span> 195 - 611   |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #f0e0c0; border: 1px solid black; margin-right: 5px;"></span> 44 - 195 | <span style="display: inline-block; width: 15px; height: 15px; background-color: #d05040; border: 1px solid black; margin-right: 5px;"></span> 611 - 1641  |
|   | <span style="display: inline-block; width: 15px; height: 15px; background-color: #c00000; border: 1px solid black; margin-right: 5px;"></span> 1641 - 3808 |



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# Income

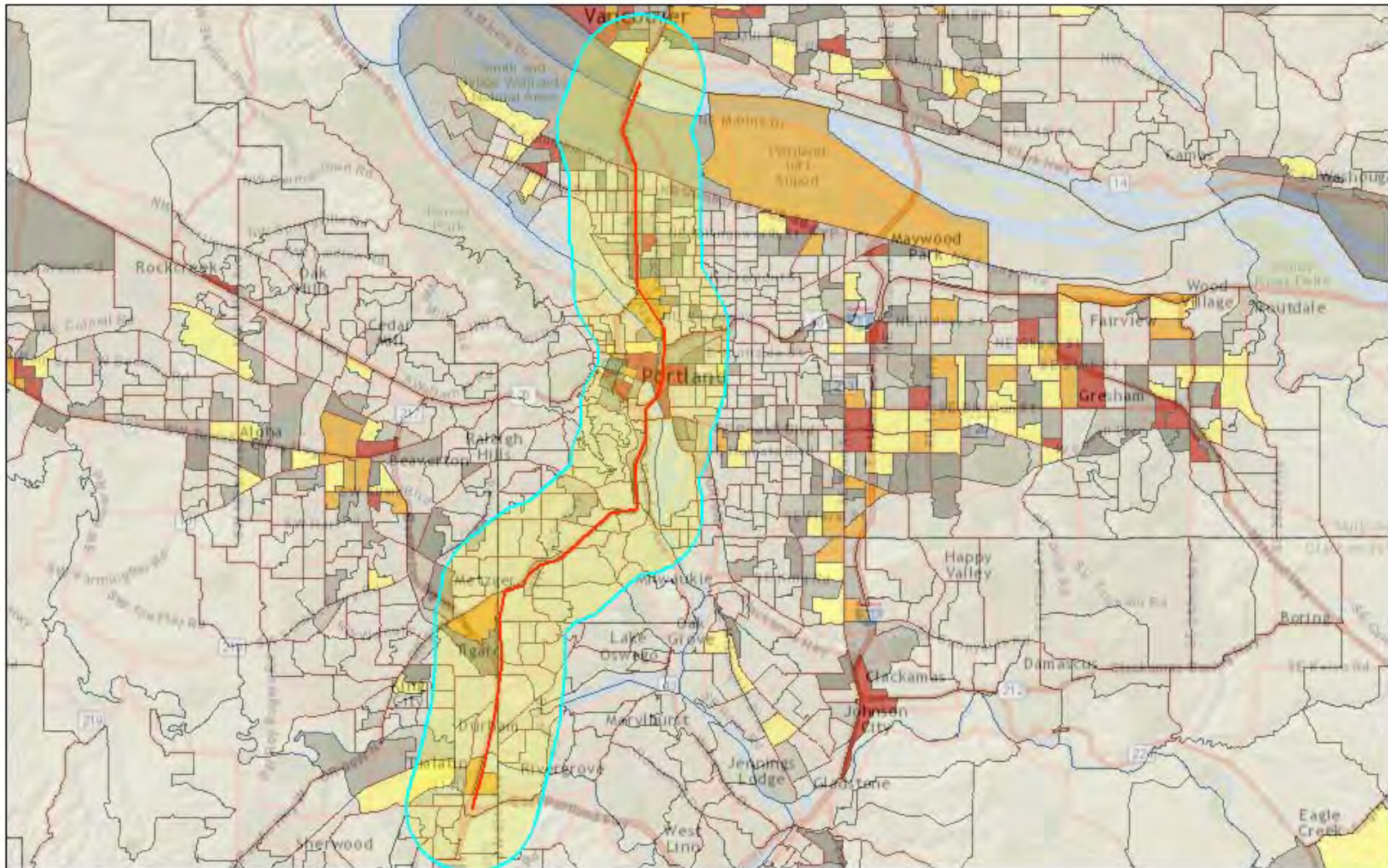
Household income base	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
<\$15,000	14%	13%	11%	13%
\$15,000 - \$25,000	9%	10%	9%	11%
\$25,000 - \$50,000	21%	25%	22%	25%
\$50,000 - \$75,000	16%	19%	18%	19%
\$75,000 +	<b>41%</b>	<b>33%</b>	40%	33%



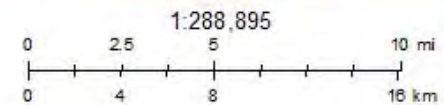
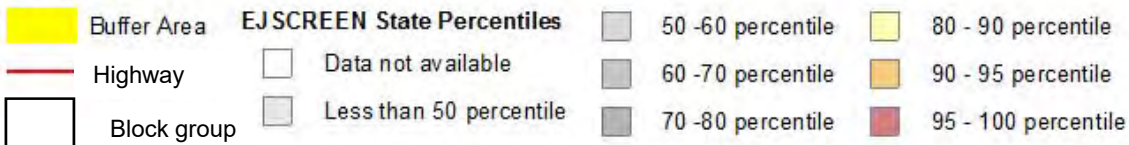
Red text denotes significant difference from regional/state average or other corridor

Source: American Community Survey data, 2011-2015, collected through EPA EJSCREEN

# I-5: Low-Income Population (State Percentiles)



October 30, 2017

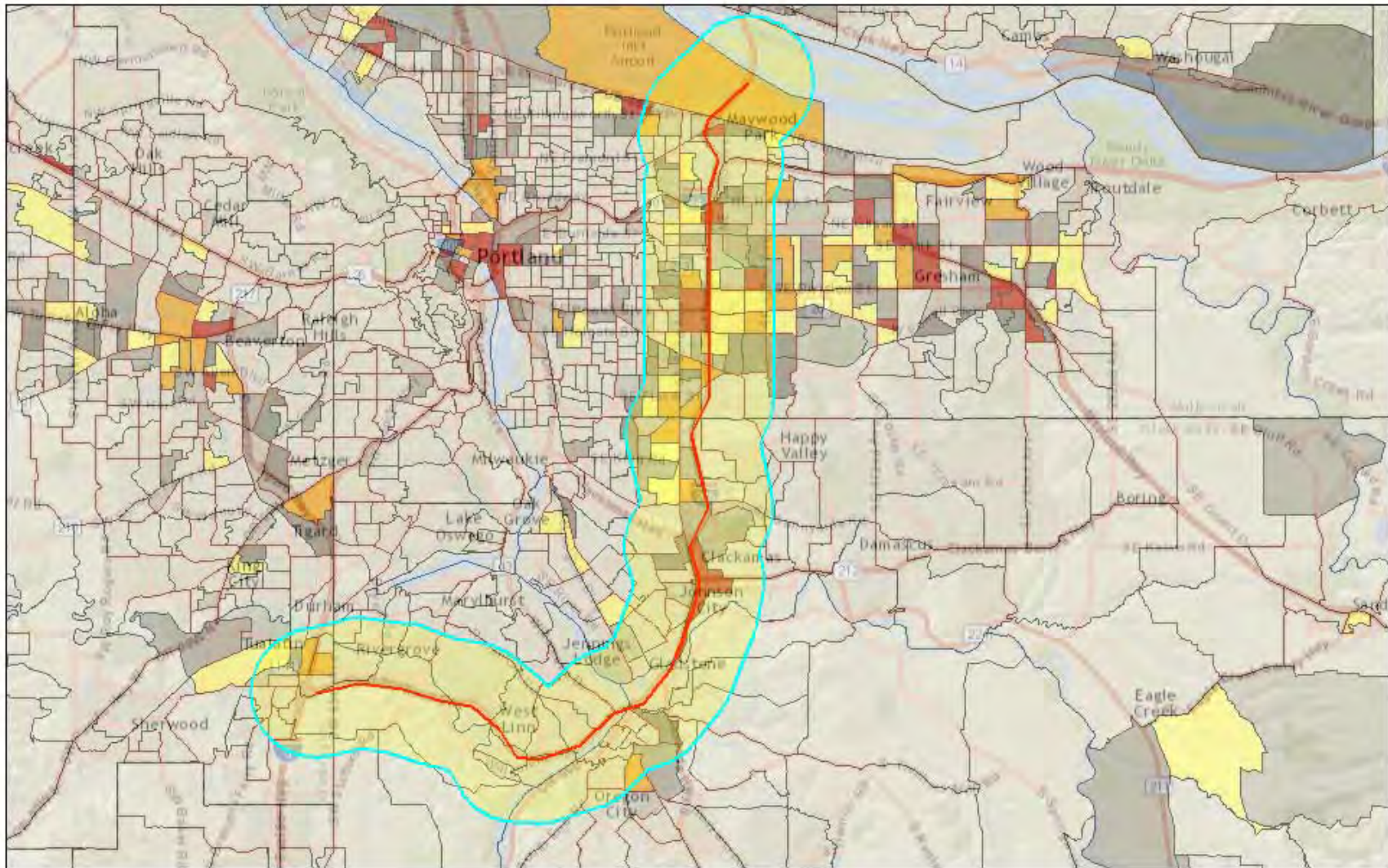


EPA OEL, OEJ, and OP  
Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

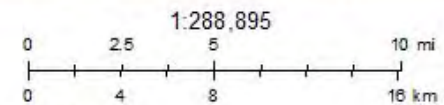
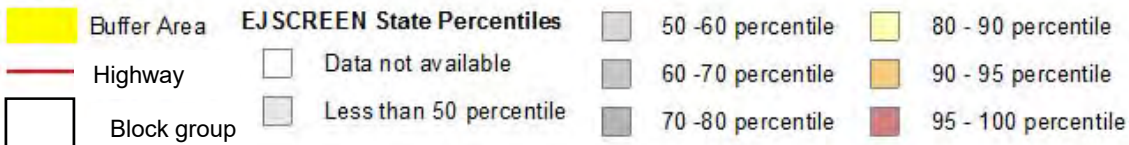
EJSCREEN 2017



# I-205: Low-Income Population (State Percentiles)



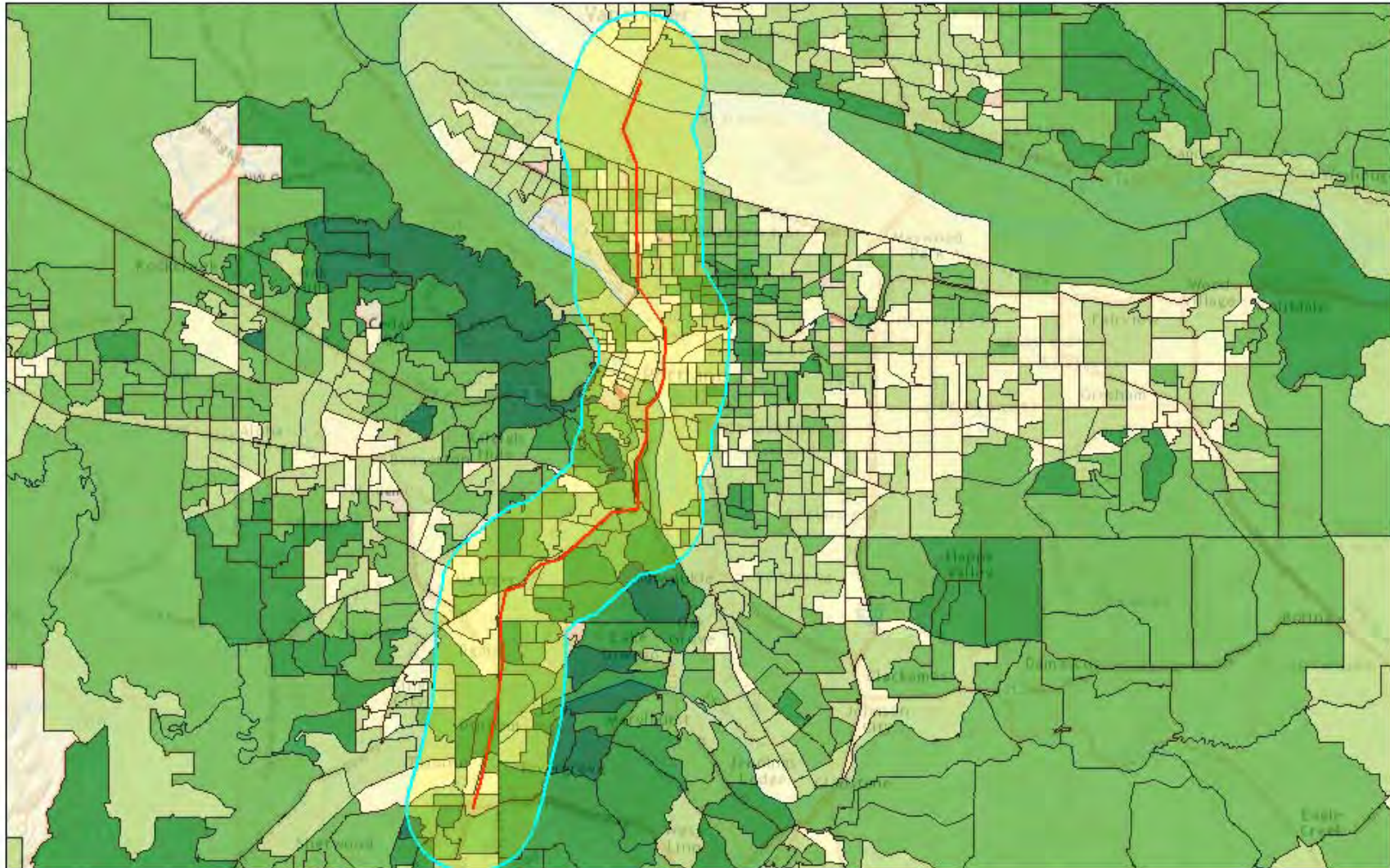
October 30, 2017



EPA OEL, OEJ, and OP  
Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan

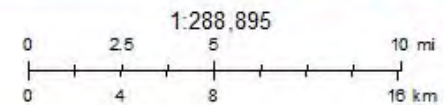
EJSCREEN 2017

# I-5: Median Household Income



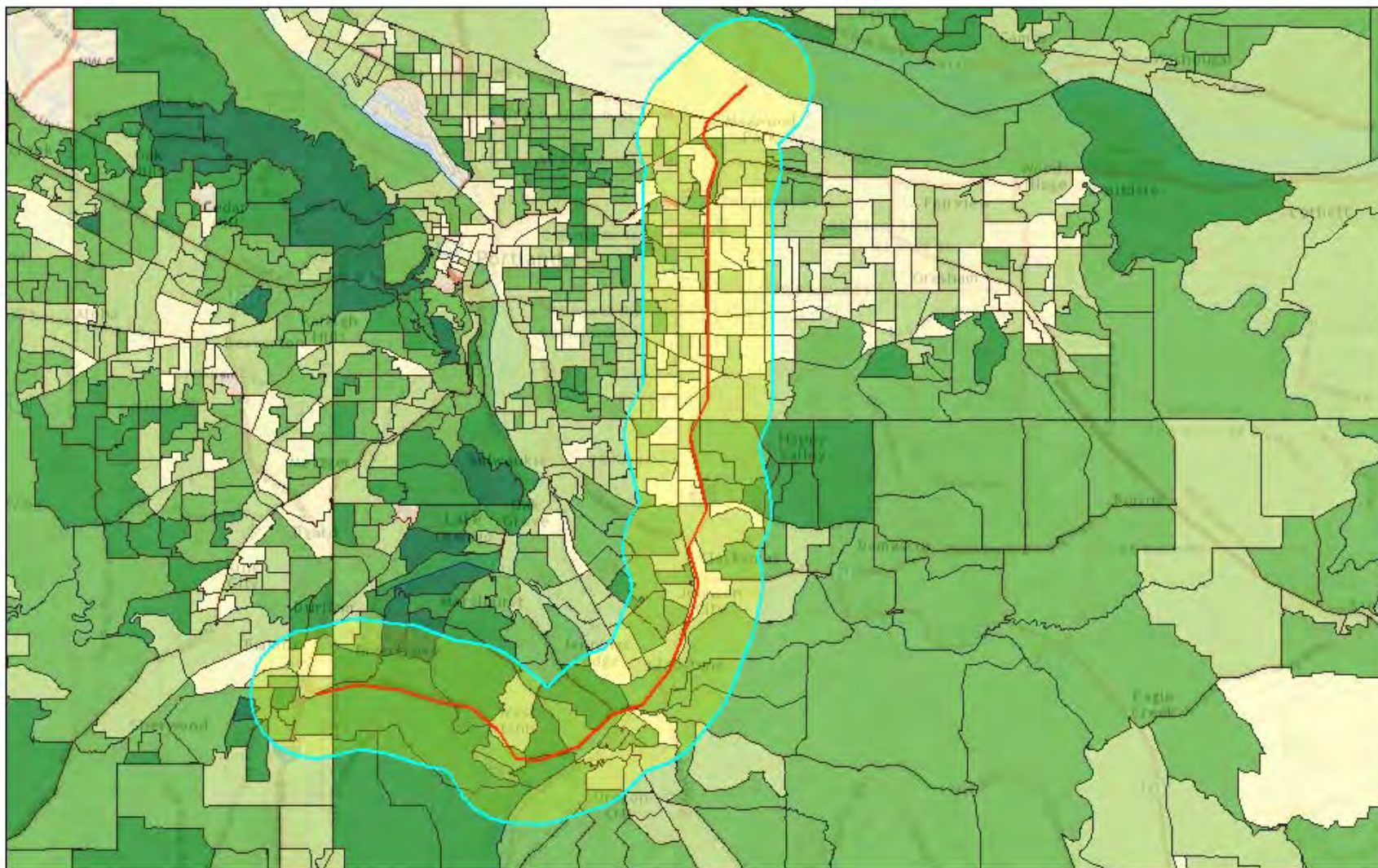
October 30, 2017

 Buffer Area	<b>Median income by Block Group</b>	 \$65,269-\$96,413
 Highway	 \$2,499-\$41,187	 \$96,413-\$147,000
 Block group	 \$41,187-\$65,269	 \$147,000 - \$250,000











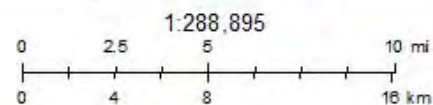
EPA  
Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# I-205: Median Household Income



October 30, 2017

 Buffer Area	<b>Median income by Block Group</b>	 \$65,269-\$96,413
 Highway	 \$2,499-\$41,187	 \$96,413-\$147,000
 Block group	 \$41,187-\$65,269	 \$147,000 - \$250,000



EPA  
Sources: Est. HERE, DeLorme, USGS, Intermap, INCREMENT P, NRCan.

# Disability

	1.5 mile radius of I-5	1.5 mile radius of I-205	Mult./Wash./Clack. Counties	Oregon
Percent of population with a disability	<b>10%</b>	12%	11%	14%
Disability type				
Hearing	3%	4%	3%	5%
Vision	2%	2%	2%	2%
Cognitive	5%	5%	5%	6%
Ambulatory	5%	6%	6%	7%
Self care	2%	3%	2%	3%
Independent living	4%	5%	4%	5%



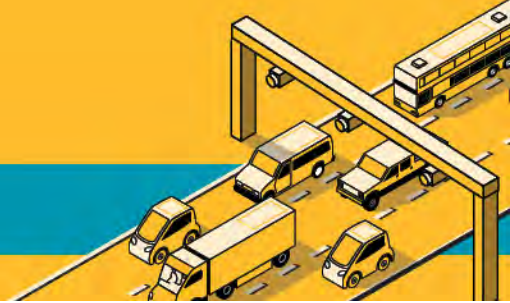
Source: American Community Survey data, 2011-2015, collected through Community/Attributes, [caimaps.info](http://caimaps.info)

**APPENDIX M**

**I-205 Toll Project Comparison of Screening Alternatives, September 2021**

[Public Link](#)

# I-205 Toll Project



## ADDENDUM

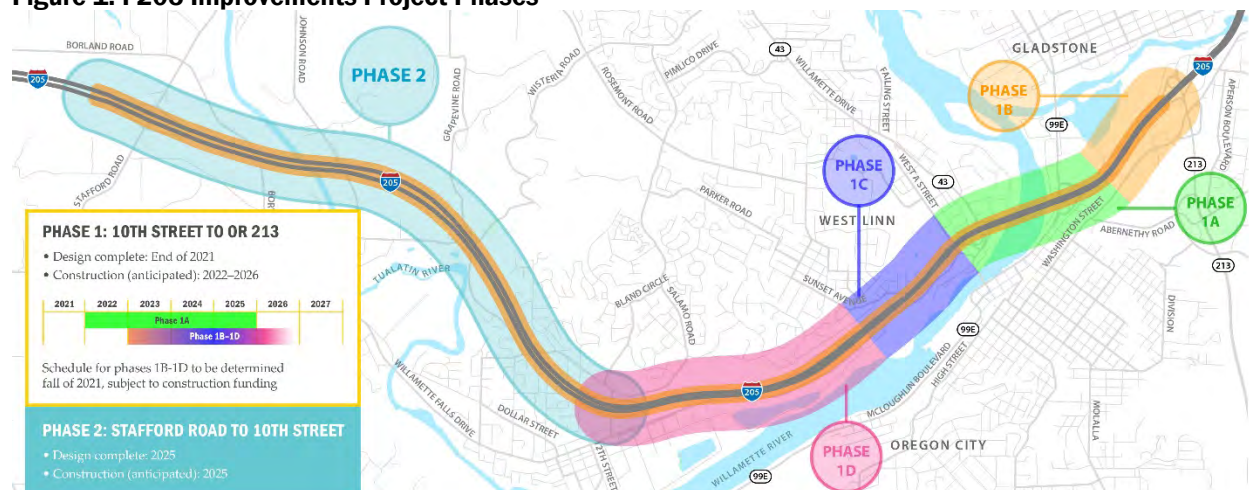
September 1, 2021

**DECISION:** ODOT is moving forward with evaluation of a single tolling alternative, Alternative 3 (tolls on the Abernethy and Tualatin River Bridges), in the I-205 Toll Project Environmental Assessment.

Since publication of the *Final Comparison of Screening Alternatives Report* in March 2021, the following actions have occurred, which have contributed to this decision:

- 1. Formal connection of the I-205 Toll Project and I-205 Improvements Project:** Recently signed into law, Oregon House Bill 3055 provides financing options that allow Phase 1A of the I-205 Improvements Project (reconstruction of Abernethy Bridge plus OR 43 and OR 99E interchanges) to be constructed beginning in spring/summer 2022.<sup>1</sup> Toll funding will be needed to complete the remaining phases of the I-205 Improvements Project (Phases 1B (OR 99E to OR 213), 1C (10<sup>th</sup> Street to Sunset Bridge), 1D (OR 43 to 10<sup>th</sup> Street), and 2 (10<sup>th</sup> Street to Stafford Road, including Tualatin River Bridge reconstruction)); see Figure 1. Phase 1B is tentatively planned for construction in 2023. If tolling is approved upon completion of the environmental review process for the I-205 Toll Project, and pending development of a toll program, tolls could be used long term to pay back loans for Phase 1A and to pay for construction of the subsequent phases.

Figure 1. I-205 Improvements Project Phases



<sup>1</sup> More information on the I-205 Improvements Project can be found on the project website: [I205corridor.org](http://I205corridor.org).

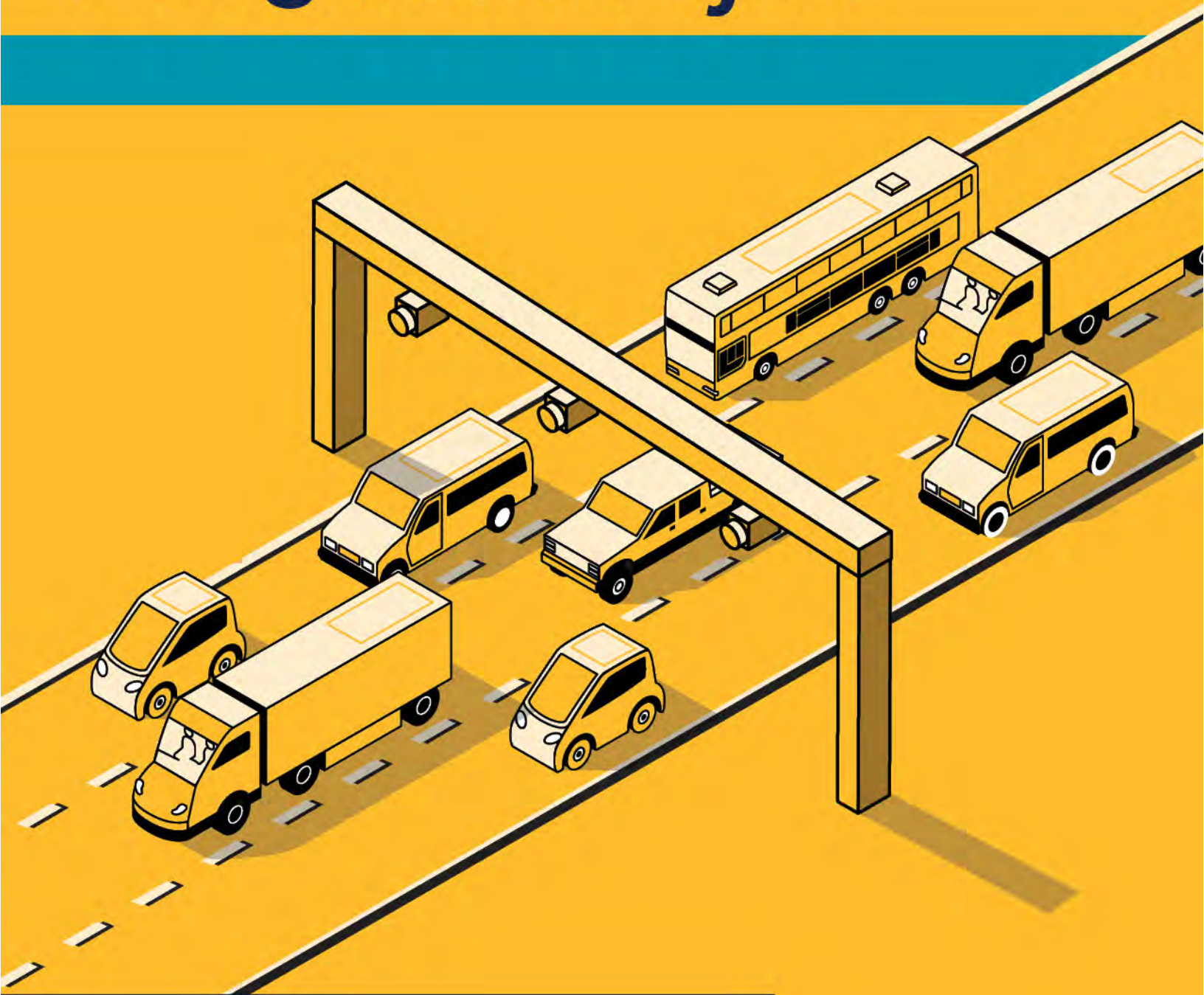
- 2. Initiation of Regional Mobility Pricing Project:** ODOT has initiated the Regional Mobility Pricing Project,<sup>2</sup> which will evaluate the implementation of congestion pricing on I-5 and I-205 in the Portland metropolitan region. Tolling alternatives approved under this project would require authorization under the Value Pricing Pilot Project (VPPP), which allows for a wide range of tolling configurations but requires discretionary approval of the U.S. Secretary of Transportation.

While ODOT previously identified both Alternative 3 and Alternative 4 (same as Alternative 3 plus tolls on two additional sections of I-205) for evaluation in the Environmental Assessment, only Alternative 3 is eligible for approval under Section 129. Section 129 clearly defines requirements for federal approval that yield a proven, expeditious, and predictable process under which ODOT may rely upon the outcome. As a result, ODOT will focus on evaluating a single toll alternative, Alternative 3, to raise revenue for the I-205 Improvements Project and manage congestion on this portion of I-205. The additional sections of I-205 identified for tolls in Alternative 4 (10th Street to OR 43 and OR 99 to OR 213) would require approval under VPPP and will be studied in the Regional Mobility Pricing Project. This decision is consistent with the recommendation to consider eligibility for authorization under Section 129, as identified in Section 3.5.4 of the *Final Comparison of Screening Alternatives Report*.

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<sup>2</sup> A description of the Regional Mobility Pricing Project can be found at [oregontolling.org](http://oregontolling.org).

# *I-205 Toll Project*

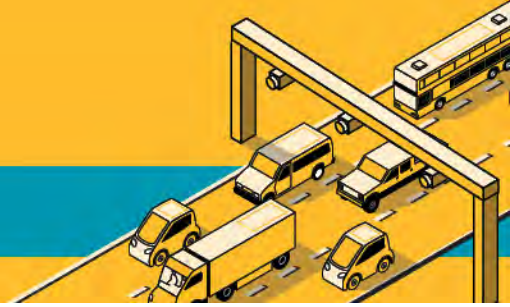


## Comparison of Screening Alternatives – FINAL

March 31, 2021



# I-205 Toll Project



## DECISION

### Alternatives Advanced for Analysis in the Environmental Assessment

In 2020, the Oregon Department of Transportation (ODOT) identified and evaluated the following tolling alternatives for the I-205 Toll Project (Project) EA:

1. Abernethy Bridge Toll (Concept E from the 2018 Value Pricing Feasibility Analysis)
2. Abernethy Bridge Toll with Off-Bridge Gantries
3. Bridge Tolls - Abernethy Bridge and Tualatin River Bridges
4. Segment-Based Tolls - Between Stafford Road and OR 213
5. Single-Zone Toll – Between Stafford Road and OR 213

Results of the evaluation are documented in the *Comparison of I-205 Screening Alternatives Technical Report* (attached). Based on this technical evaluation and consideration of comments received during the Summer/Fall 2020 engagement period, ODOT has decided to move forward with two of the five tolling alternatives for evaluation in the EA. **Alternatives 3 and 4 will advance for study in the EA, while Alternatives 1, 2 and 5 will not move forward.** The No Build Alternative will also be studied, as required by NEPA.

### Why are Alternatives 3 and 4 Moving Forward?

Alternatives 3 and 4 are advancing for further evaluation and refinement in the EA for the following reasons:

- Meets the Purpose and Need – Alternatives 3 and 4 would effectively manage traffic congestion on I-205 while also generating revenue.
- Flexibility in implementing variable rate tolls – These alternatives have more tolled segments, which offers added flexibility in using variable-rate tolls to manage traffic congestion on I-205 by “fine-tuning” tolls in specific locations as conditions and needs change over time. Alternative 3, with two tolling points, and Alternative 4, with four tolling points, would perform better than alternatives with a single toll point/segment.
- Scalability to system-wide tolling – Both alternatives could be readily scaled to other regional facilities. The multiple toll points in Alternative 3 and Alternative 4 could be applied throughout a larger tolling network.
- Less concentrated traffic diversion in communities – Vehicles that reroute to avoid the toll would be distributed along the I-205 corridor so that no one roadway or community would receive the full impact of rerouted traffic.
- Alternative 4, which has the same toll extents as Alternative 5, could also be refined to produce similar regional transportation system benefits as Alternative 5 with superior flexibility.

## Why aren't Alternatives 1, 2, and 5 Moving Forward?

Alternatives 1 and 2 are not moving forward for further evaluation in the EA for the following reasons:

- Less effective in achieving the Purpose and Need on I-205 beyond the Abernethy Bridge – Because Alternatives 1 and 2 only toll trips intending to cross the Abernethy Bridge, they would be less effective than other alternatives at managing traffic congestion and generating revenue on I-205 between Stafford Road and OR 213.
- Concentrated traffic diversion near Oregon City – Both alternatives would result in significant traffic volume increases in Downtown Oregon City, on the Oregon City Arch Bridge, and near the OR 43 interchange with I-205 due to traffic rerouting to avoid a toll.

Alternative 5 will not be advanced for further study in the NEPA process for the following reasons:

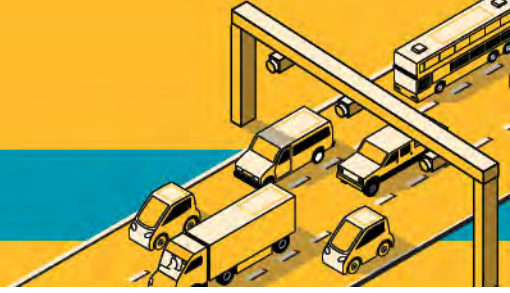
- Less flexibility in implementing variable-rate tolls – Because there would be one toll charged for all trips regardless of distance travelled between Stafford Road and OR 213, this alternative would have limited flexibility to manage traffic congestion. A single toll rate does not allow for “fine-tuning” at specific locations as conditions and needs change over time.
- Less scalability to system-wide tolling – This alternative would be difficult to scale to other facilities in the region as currently structured.
- Concentrated traffic diversion near toll area boundaries – This alternative would not be as effective at managing traffic patterns for trips entering and exiting I-205 near the tolled zone and would potentially result in concentrated rerouting effects near the ends of the tolled area boundaries, thus likely resulting in substantial impacts to local communities.
- Managing demand on the regional system – While Alternative 5 would result in some positive outcomes at the regional scale, a refined version of Alternative 4, which has the same toll extents as Alternative 5, could produce similar regional transportation system benefits with superior flexibility.

## System-wide Tolling on I-5 and I-205

Some agencies and individuals expressed support for Alternative 5 during the Summer/Fall 2020 engagement period. These comments noted that Alternative 5 performs relatively well in regional measures during the initial screening analysis and, along with Alternative 4, spreads the toll over the full extent of I-205 within the project area. Based on this feedback from the public engagement period, ODOT is developing a system-wide approach to tolling on I-5 and I-205 to address concerns related to fairness, diversion, equity, climate and regional congestion management. This system-wide tolling approach will begin with a Planning and Environmental Linkages (PEL) process to evaluate congestion pricing for the I-5 corridor through the Portland metro area and on I-205 within Oregon, beyond the I-205 Toll Project. The PEL project will begin in 2021.

The I-205 Toll Project between Stafford Road and OR 213 will continue to be developed in the NEPA process as the first piece of the regional tolling system. The system-wide PEL study will help to identify the parameters for a regional tolling system and will model tolling on I-5 and I-205, assuming tolling from Stafford Road to OR 213 as proposed in the I-205 Toll Project. The PEL process analysis would include the I-205 Toll Project as a baseline condition.

# *I-205 Toll Project*



**FINAL**

## COMPARISON OF SCREENING ALTERNATIVES

Prepared for:



Prepared by:



WSP USA  
851 SW 6th Ave, Suite 1600  
Portland, OR 97204

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## ACRONYMS AND ABBREVIATIONS

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<b>Acronym/Abbreviation</b>	<b>Definition</b>
ALT	Alternative
BOS	Back office system
CSC	Customer service center
DTA	Dynamic Traffic Assignment
FHWA	Federal Highway Administration
HOV	High-occupancy vehicle
NEPA	National Environmental Policy Act
O&M	Operation and maintenance
ODOT	Oregon Department of Transportation
OR 213	Oregon Route 213
OTC	Oregon Transportation Commission
RTS	Roadway toll system
SOV	Single-occupancy vehicle
VHT	Regional vehicle hours traveled
VMT	Regional vehicle miles traveled
VPFA	Value Pricing Feasibility Analysis
VPPP	Value Pricing Pilot Program

Si desea obtener información sobre este proyecto traducida al español, sírvase llamar al 503-731-4128.

Nếu quý vị muốn thông tin về dự án này được dịch sang tiếng Việt, xin gọi 503-731-4128.

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如果您想了解这个项目，我们有提供简体中文翻译，请致电：503-731-4128。

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## EXECUTIVE SUMMARY

### Purpose

This report summarizes the recommendations for alternatives to carry into the National Environmental Policy Act (NEPA) analysis for the I-205 Toll Project and highlights key findings supporting those recommendations.

### Overview

Table ES-1 summarizes the overall assessment of screening alternatives based on evaluation categories. Alternatives 3 and 4 are the initial alternatives recommended for advancement to the NEPA process.

**Table ES-1: Overall Assessment of Alternatives by Evaluation Category**

Evaluation Category	Alt 1 & Alt 2	Alt 3	Alt 4	Alt 5
Transportation System Demand	Worse	Average	Average	Better
I-205 Traffic	Average	Average	Worse	Better
Diversion Effects	Average	Average	Average	Average
Cost and Revenue	Worse	Better	Substantially Better	Average
Implementation and Operations	Average	Substantially Better	Better	Substantially Worse
Recommendation	Do Not Advance	Advance for Further Evaluation	Advance for Further Evaluation	Do Not Advance

Legend				
Substantially worse outcomes than other alternatives	Worse outcomes than other alternatives	Average or typical outcomes among alternatives	Better outcomes than other alternatives	Substantially better outcomes than other alternatives

WSP evaluated five alternatives for tolling I-205 between the Stafford Road and OR 213 interchanges. These alternatives constitute geographic location options where tolls will be charged (toll gantries) and different structure for assessing tolls (e.g., single point, segment-based, and zonal).

Executive Summary

Table ES-2 presents the list of screening alternatives, the rationale behind their development, and a brief assessment of each.

**Table ES-2: I-205 Screening Alternatives Under Consideration for Further Evaluation**

Alt.	Description	Development Rationale	Assessment	Recommendation
1	Abernethy Bridge Toll (Concept E from the 2018 Value Pricing Feasibility Analysis)	Recommendation of the Value Pricing Feasibility Analysis, simple to implement	Manages demand on I-205 around the Abernethy Bridge but results in significant traffic increases near the Arch Bridge and in downtown Oregon City	Not recommended for further evaluation
2*	Abernethy Bridge Toll with Off-Bridge Gantries	Modification of Alternative 1 to limit rerouting in downtown Oregon City	Manages demand on I-205 around the Abernethy Bridge but results in significant traffic increases near the Arch Bridge and in downtown Oregon City	Not recommended for further evaluation
3	Bridge Tolls - Abernethy Bridge and Tualatin River Bridge	Tolling a second bridge reduces the cost of crossing the Abernethy Bridge, which reduces the incentive for some trips to take alternative toll-free routes	Manages demand on I-205 at the Abernethy Bridge and between Stafford Road and 10th Street, traffic increases on nearby routes are less concentrated	Recommended for further evaluation
4	Segment-Based Tolls - Between Stafford Road and OR 213	Tolling multiple roadway segments lowers the average toll cost and reduces the incentive for some trips to take alternative toll-free routes	Manages demand on I-205 between Stafford Road and OR 213 without resulting in concentrated traffic increases, offers significant flexibility to limit rerouting and manage traffic operations	Recommended for further evaluation
5	Single-Zone Toll – Between Stafford Road and OR 213	Single toll rate applied for any travel within the tolled area, intended to reduce the incentive for regional trips to use alternative toll-free routes	Manages demand on I-205 between Stafford Road and OR 213, results in traffic increases on the edges of the toll zone, limited ability to better manage demand and scale the system to the region	Not recommended for further evaluation

\*Note: Alternative 1 and Alternative 2 perform the same in all model-based performance measures, as the regional travel demand model does not provide significant differentiation between these alternatives.

All the alternatives considered could provide a tolling system on I-205 that would both manage congestion and raise revenue. However, there are tradeoffs among the alternatives, and no single alternative scores the best on all criteria. In general, alternatives were evaluated based on their ability to manage demand on I-205 and limit rerouting to nearby roadways (taking different roads to avoid the toll) while generating similar levels of revenue to fund congestion relief projects.

The screening analysis is focused on evaluating five potential configurations for the I-205 Toll Project. The analysis compares the alternatives against one another considering key evaluation criteria and performance measures. The technical analysis is the basis for recommending which alternatives be advanced for further study in the NEPA process. In the NEPA analysis, the

technical analysis tools and models are expected to be refined to better assess local impacts and a wider range of performance measures.

### Initial Screening Criteria

Alternatives were assessed in five evaluation categories with 12 qualitative and quantitative performance measures. Alternatives were assessed relative to one another on these performance measures, with quantitative measures based on results from the Metro regional travel demand model. General performance of each alternative in these categories was summarized in Table 1, while Table ES-3 provides additional detail by performance measure.

The criteria and their associated performance measures are as follows:

- **Transportation System Demand** – Assesses the extent to which tolling affects vehicle travel by estimating the impact of each alternative on total vehicle miles travelled (VMT) and vehicle hours of travel (VHT) in the regional transportation system. The alternatives generally shift vehicle demand away from freeways to non-freeways but result in an overall decrease in demand on the regional system.
- **I-205 Traffic** – Assesses the extent to which tolling changes the volume of vehicles using I-205 by estimating the change in vehicular throughput between Stafford Road and OR 213. Tolling is expected to decrease daily vehicle volume and improve traffic flow on I-205.
- **Diversion Effects** – Assesses the extent to which drivers avoid the toll by either switching their travel mode or switching their route. Modal switch is assessed in terms of trips shifted from single-occupancy vehicles (SOV) to high-occupancy vehicles (HOV), transit, and active modes like biking or walking. Rerouting is assessed by changes in travel volume on various regional roadways and facilities and communities near the alternatives. While shifts in mode are generally small and consistent across all alternatives, the location of rerouting effects can vary substantially between alternatives.
- **Cost and Revenue** – Assesses the net revenue potential after accounting for operations and maintenance costs, and capital costs. Alternatives are assessed relative to one another with values, indexed to Alternative 1 as it represents the original recommendation from the Value Pricing Feasibility Analysis. All alternatives were developed with the intention of generating similar net revenues.
- **Implementation Criteria** – Assesses various issues associated with implementation of tolling including difficulty of implementation, scalability to a regional tolling system, flexibility for managing traffic operations, and eligibility under federal tolling authorization programs. Unlike the other evaluation criteria and performance measures, this assessment was qualitative in nature.

Executive Summary

**Table ES-3: Assessment of Alternatives by Performance Measure**

Evaluation Category	Performance Measure Assessment	Alt 1 & ALT 2	Alt 3	Alt 4	Alt 5
Transportation System Demand	Reduce VMT on freeways and non-freeways	Average	Average	Average	Average
	Reduce VHT on freeways and non-freeways.	Worse	Average	Average	Better
I-205 Traffic	Higher vehicle throughput on I-205 segments between Stafford Road and OR 213	Average	Average	Worse	Better
Diversion Effects	Person-trips shifting away from SOV travel to other modes (e.g., HOV, transit, active)	Average	Average	Average	Average
	Limit increased traffic due to rerouting on non-tolled regional roads	Average	Average	Average	Better
	Limit increased traffic due to rerouting on local and adjacent roadways	Worse	Average	Average	Average
Cost and Revenue	Higher net toll revenue (adjusted gross toll revenue collected less operations and maintenance costs)	Worse	Better	Substantially Better	Average
	Lower capital costs for physical toll infrastructure and procuring toll vendor services	Better	Average	Worse	Average
Implementation and Operations	Difficulty of implementation	Better	Better	Average	Average
	Flexibility for managing traffic operations	Worse	Better	Substantially Better	Average
	Scalability to a future regional tolling system	Average	Better	Substantially Better	Substantially Worse
	Eligibility under federal tolling authorization programs	Better	Better	Average	Average

<b>Substantially worse</b> outcomes than other alternatives	<b>Worse</b> outcomes than other alternatives	<b>Average</b> or typical outcomes among alternatives	<b>Better</b> outcomes than other alternatives	<b>Substantially better</b> outcomes than other alternatives
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**Recommendations**

Federal tolling authority is provided under Title 23, Section 129 of the U.S. Code, and projects that are eligible under this code provide greater certainty of implementation because no further approvals are required. Alternatives 1, 2, and 3 are likely eligible under Section 129. It is possible that neither Alternative 4 nor 5 would be eligible under Section 129 and that federal tolling authority would instead be required under the Value Pricing Pilot Program (VPPP). The

### Executive Summary

VPPP allows for a wider range of configurations but requires discretionary approval of the U.S. Secretary of Transportation and entails a significant amount of uncertainty regarding when approval can be expected. Advancing at least one alternative that is eligible under Section 129 federal tolling authority is recommended.

Alternative 3 and Alternative 4 are **recommended** for advancement. Both effectively manage traffic on I-205 while generating revenue. While these alternatives do result in rerouting from vehicles avoiding the toll, the rerouted traffic would be distributed along the I-205 corridor so that no one particular facility or community receives the full impact. Because it has more tolled segments, Alternative 4 offers added flexibility in terms of using variable toll rates to manage traffic on I-205 while limiting rerouting effects. Both alternatives can be readily scaled to other regional facilities.

Alternatives 1 and 2 are **not recommended**. Both would result in significant traffic increases in Downtown Oregon City, on the Oregon City Arch Bridge, and near the OR 43 interchange with I-205 as a result of traffic rerouting to avoid a toll. Furthermore, these alternatives would be less effective at managing traffic along I-205 beyond the Abernethy Bridge.

Alternative 5 is **not recommended**. While the single-zone toll approach of this alternative would be effective at limiting rerouting of through trips on I-205, it would not be as effective at managing traffic patterns for trips entering and exiting I-205 near the tolled zone and would potentially result in concentrated rerouting effects. Because there would be one toll rate for all trips regardless of distance travelled, the alternative would have limited flexibility to manage traffic operations and would be difficult to scale to other facilities in the region as currently structured.

### Limitations

The initial recommendations above are intended for ODOT consideration. To date, the technical evaluation and recommendations have not been reviewed by technical working groups or agency stakeholders.

The technical analysis is focused on comparison of the alternatives against one another using a limited set of evaluation criteria that do not fully assess the potential impacts the I-205 Toll Project. Full consideration of environmental and social impacts will be assessed in the NEPA analysis.

The analysis relies heavily on outputs from the Metro regional travel demand model for 2027 scenarios. The technical analysis tools, models, and assumptions are expected to be refined to better assess local impacts and a wider range of performance measure in the NEPA analysis.

## INTRODUCTION

This report summarizes the evaluation of initial screening alternatives for the Interstate 205 (I-205) Toll Project (Project). For the purposes of this report, the alternatives constitute different geographic locations where tolls will be charged (toll gantries) and different structures for assessing tolls (e.g., single point, segment-based, and toll-zone based). The objective of the evaluation is to narrow the number of alternatives using available quantitative and qualitative data on evaluation criteria and performance measures to identify those alternatives that appear best suited to advance into more detailed analysis under the National Environmental Policy Act (NEPA).

The report is structured as follows:

1. Overview of the alternatives evaluated
2. Summary of the evaluation criteria and performance measures used in conducting the evaluation
3. Identification of toll rate assumptions used in the modeling
4. Summary of how each alternative performed in the evaluation
5. Detailed technical assessment based on the evaluation criteria and associated performance measures
6. Recommendations on alternatives that should be advanced for further study during the NEPA process.

The report will make use of recurring technical terminology as follows:

- **Through-trip:** Trips that require travel along the entire length of the tolled area on I-205
- **Local-trip:** Trips that enter or exit I-205 at points within the tolled area and do not travel the full length of the tolled area
- **Diversion:** Avoidance of tolls by either changing route, destination, mode of travel, or time of travel
- **Rerouting:** A subset of diversion where an alternative route is selected rather than taking the tolled route

## 1.0 ALTERNATIVES

Tolling on I-205 is intended to manage congestion on I-205 between Stafford Road and Oregon Route 213 (OR 213) and generate revenues to fund congestion relief projects. Starting from the Value Pricing Feasibility Analysis (VPFA) and its recommended strategy for tolling on I-205 on or near the Abernethy Bridge (known as “Concept E”), a series of “build alternatives” were developed. These alternatives test how different toll structures and gantry locations affect I-205 and regional travel and assess potential traffic rerouting to alternative local and regional routes off of I-205 while generating similar levels of net revenue. Additional information on the development of screening alternatives can be found in the I-205 Initial Range of Alternatives Technical Memorandum (dated February 28, 2020).

The alternatives developed are shown in Table 1. Although different in construction and location effects, Alternatives 1 and 2 operate in the same way from the perspective of the Portland Metro regional travel demand model, which was used to generate the data for the performance measures utilized in the evaluation; thus, Alternative 2 can be thought of as an operational variant of Alternative 1 and, as such, does not receive separate discussion in this report.

**Table 4: I-205 Toll Project Alternatives**

Alternative	Description
Alt 1	Abernethy Bridge Toll (Concept E from VPFA)
Alt 2	Abernethy Bridge Toll with Off-Bridge Gantries
Alt 3	Bridge Tolls - Abernethy Bridge and Tualatin River Bridge
Alt 4	Segment-Based Tolls - Between Stafford Road and OR 213
Alt 5	Single Zone Toll - Between Stafford Road and OR 213

### 1.1 Alternative 1: Abernethy Bridge Toll (Concept E from VPFA)

Under Alternative 1, vehicles would be assessed a toll to cross the Abernethy Bridge in any direction, as shown in Figure 1. This configuration relies on a single mainline toll gantry at the bridge and is the simplest alternative. During the peak hours, toll rates vary on the bridge based on the direction of travel. More information on the toll rates assumed for each alternative is provided in the next section.



Figure 1: Alternative 1



## 1.2 Alternative 2: Abernethy Bridge Toll with Off-Bridge Gantries

Alternative 2 comprises tolling points on approaches to the Abernethy Bridge (south of OR 43 and north of OR 99E) and on the bridge itself, as shown in Figure 2. Vehicles would be assessed a single toll for crossing the bridge. Vehicles would not be assessed separate tolls upon passing each gantry; rather, the additional gantries located on the approaches would determine if a vehicle has traversed the bridge or made a trip that would have otherwise occurred on the bridge (i.e., the vehicle exited I-205 at OR 43 or OR 99E, crossed the Oregon City Arch Bridge, and then got back on I-205 on the other side of the Willamette River).



**Figure 2: Alternative 2**

This approach is intended to limit the incidence of I-205 through trips rerouting via the Oregon City Arch Bridge to avoid the toll, as some drivers may be expected to do without dramatically increasing the distance travelled. Alternative 2 represents a refinement of Alternative 1 that reduces undesirable rerouting of through trips around the toll point. As previously discussed, the regional travel demand model does not substantially differentiate between Alternative 1 and Alternative 2, so separate results are not presented for Alternative 2 in this report.

### 1.3 Alternative 3: Bridge Tolls - Abernethy Bridge and Tualatin River Bridge

Alternative 3 is a segment-based approach to tolling where I-205 would be tolled between Stafford Road and 10th Street as well as between OR 43 and OR 99E, as shown in Figure 3. Vehicles would be assessed a toll for each segment traveled. This alternative relies on mainline toll gantries on the Abernethy Bridge (over the Willamette River) and the I-205 bridge over the Tualatin River. This alternative would charge half the total toll assessed for through trips at two tolling points and is intended to reduce the likelihood of vehicles rerouting onto the Oregon City Arch Bridge (as seen under Alternative 1).



**Figure 3: Alternative 3**

Toll amounts would be split equally between the two bridges, making the toll on the Abernethy Bridge half of what it would be in Alternative 1. Therefore, users entering or exiting I-205 at the 10th Street or OR 43 interchanges would generally pay half the toll amount assessed for a through trip on I-205.<sup>1</sup>

<sup>1</sup> Unlike in Alternative 1, where peak hour toll rates vary slightly by direction of travel, the peak tolls in Alternative 3 are assumed to be the same for each segment regardless of the direction of travel.

### 1.4 Alternative 4: Segment-Based Tolls - Between Stafford Road and OR 213

Like Alternative 3, Alternative 4 is a segment-based approach to tolling. The four tolled segments in this alternative include I-205 between Stafford Road and 10th Street, 10th Street and OR 43, the Abernethy Bridge (between OR 43 and OR 99E), and OR 99E to OR 213, as shown in Figure 4. Vehicles are assessed a toll for each segment traveled for a total of up to four segments. This alternative relies on mainline toll gantries and is intended to distribute the total toll assessed for trips over multiple tolling points. This should mitigate the effect of rerouting relative to the full toll being assessed on the Abernethy Bridge only.



**Figure 4: Alternative 4**

Equivalent toll amounts would be applied on each segment and in each direction, as in Alternative 3. Therefore, those who use fewer segments would pay a proportionally lower toll amount<sup>2</sup>.

<sup>2</sup> Relative to Alternatives 1 through 3, the off-peak toll rates are up to one-third higher for through trips. This was done to keep the minimum off-peak single segment toll sufficiently high to cover the per-unit cost of collection and contribute to net toll revenues.

### 1.5 Alternative 5: Single Zone Toll – Between Stafford Road and OR 213

Alternative 5 is a single-zone toll, where any vehicles entering the tolled zone on I-205 would be assessed the full amount of the toll regardless of distance traveled. The tolled zone extends between the Stafford Road and OR 213 interchanges, as shown in Figure 5. Alternative 5 could include mainline toll gantries as well as ramp-based gantries, such that the gantries would be located at each entry point within the toll zone. This strategy is aimed at minimizing undesirable rerouting patterns by removing the financial incentive for some vehicles to exit I-205 earlier (or enter later) in their trip than they otherwise might with a toll in place.



**Figure 5: Alternative 5**

Alternative 5's single toll for using any of the highway in the toll zone offers a lower price for through trips and a higher price for shorter distance trips, relative to Alternative 4.

### 1.6 Assumed Toll Rates

The Oregon Transportation Commission (OTC) will ultimately determine toll rates prior to project implementation. While ODOT or the OTC have not at this time decided on tolling policies and rates, initial assumptions are necessary for the assessment of screening alternatives. Specifically, toll rate assumptions must be included within the Portland Metro regional travel demand model, the primary tool used to provide quantitative performance measures identified for the assessment.

Initial toll rate assumptions for modeling are summarized in Table 2. Segment-based tolling alternatives (Alternatives 3 and 4) vary total toll amounts depending on the number of I-205 segments traveled; Table 2 compares the total toll amount paid for a through trip (not per segment). Rates were based on those used for modeling Concept E (pricing on the Abernethy Bridge) in the VPFA with minor refinements as translated to Alternatives 3, 4, and 5. The original Concept E tolls at the Abernethy Bridge attempted balance throughput and revenue-generating objectives. During peak times, the tolls are closer to the minimum values required to manage demand for maximum throughput when congestion delays would otherwise be prevalent. During off-peak times when demand is lower, the toll rates are also lower, though now more tailored toward generating revenue. Rates used in the current screening and evaluation are therefore a function and tool of the modeling and do not necessarily reflect at what levels future toll rates might actually be set. They are thus presented as percentages indexed to the set of through trip toll rates most commonly applied in each time period (Alternative 3). Discussion on how rates were determined for each alternative is provided below.

**Table 5: Through Trip Toll Rate Schedule Summary**

Time Period	Ait 1	Ait 3	Ait 4	Ait 5
Overnight Toll (11 p.m. to 5 a.m.)	No toll	No toll	No toll	No toll
Off-peak Toll (5 to 6 a.m., 10 a.m. to 2 p.m., and 7 p.m. to 11p.m.)	100%	100%	133%	67%
Shoulder Toll (6 to 7 a.m., 9 to 10 a.m., 2 to 3 p.m. and 6 to 7 p.m.)	100%	100%	100%	67%
Peak Toll (7 to 9 a.m. and 3 to 6 p.m.)	100%/117%*	100%	100%	67%

\*Varies by direction of travel

Differences in the toll rate assumptions by alternative were designed with the goal of all alternatives generating similar levels of net revenue, allowing for a better assessment of rerouting effects. Since each alternative has a different geographic coverage of I-205 and would thus serve differing numbers of toll trips, each alternative requires different toll rates to generate the same amount of net toll revenue after operating expenditures. Furthermore, each alternative creates incentives for through trips and shorter trips differently, requiring further differentiation in rates.

For example, Alternative 5 covers the same larger portion of the I-205 corridor as Alternative 4, but under Alternative 5, the cost of a through trip on I-205 would be the same as that for a local trip. As such, the average toll across all trip lengths is lowest under Alternative 5. In addition, whereas Alternative 1 tolls only trips crossing the Abernethy Bridge, Alternatives 4 and 5 essentially toll all trips traveling anywhere on I-205 between Stafford Road and OR 213. Tolling more trips under equivalent toll rates will yield higher gross revenues. More toll points (gantries) requires additional maintenance expenditures and more transactions increases toll collection operating costs. As a result, net revenues may not vary as much as gross revenues across the alternatives. Therefore, the development of assumed toll rate differentials took into consideration the number of potential users, the share of users who pay the full toll amount regardless of distance traveled, and the potential for shorter distance trips (e.g., those traveling on a single tolled segment) to pay a toll without generating revenue (due to transaction costs), with the goal of producing similar net revenues. Additional information on the assumptions supporting toll rate development can be found in the I-205 Toll Policy Assumptions Technical Memorandum (dated April 3, 2020).

### **1.7 Performance Measures and Evaluation Criteria**

Alternatives advanced for further evaluation in the NEPA process will undergo very detailed analysis and additional assessments of impacts before the preferred alternative<sup>3</sup> is identified. A broad list of evaluation criteria and performance measures will be developed and applied in these subsequent rounds of project work. This initial round of analysis is focused on a more limited subset of key measures. This initial assessment relies on quantitative measures derived from the Metro regional travel demand model and qualitative measures as assessed by the project team where appropriate.

While the alternatives are compared to one another for the purposes of evaluation, the model-derived performance measures for each alternative were calculated based on future-year (2027) regional travel demand model results relative to the No Build Alternative. The No Build Alternative is consistent with the financially constrained improvements identified in the Regional Transportation Plan with three modifications noted below:

- Heavy trucks were prohibited from using the Oregon City Arch Bridge, consistent with the weight restrictions applied at the bridge.
- A roadway connection was added between Interstate 5 (I-5) and OR 99E in the southern extent of the model network, approximately near Ehlen Road in Aurora, Oregon.
- The No Build Alternative does not include the widening of I-205 between the Stafford Road interchange at the south end and the OR 213 interchange at the north end (I-205 Widening and Seismic Improvements Project) because this project is not funded and does not have an anticipated construction date.
- The No Build Alternative does not assume tolling.

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<sup>3</sup> A preferred alternative is expected to be identified for implementation after evaluation in the NEPA process.

The model results represent average weekday conditions within the identified reporting time period (unless noted otherwise). The time periods for reporting were selected to represent peak and off-peak conditions and include:

- Morning (a.m.) peak: 7 to 8 a.m.
- Afternoon off-peak: 2 to 3 p.m.
- Afternoon (p.m.) peak: 5 to 6 p.m.
- Evening off-peak: 8 to 9 p.m.
- Daily: 24 hours

Table 3 summarizes the evaluation criteria and associated performance measures that were used in the evaluation of the alternatives. Results are summarized in succeeding sections.

**Table 6: Performance Measures and Evaluation Criteria for Initial Screening of Alternatives**

CATEGORY	EVALUATION CRITERIA	PERFORMANCE MEASURES
Transportation System Demand	<ul style="list-style-type: none"> <li>• Change in regional system vehicle travel demand and performance</li> </ul>	<ul style="list-style-type: none"> <li>• Regional vehicle miles traveled (VMT) for freeway and non-freeway travel</li> <li>• Regional vehicle hours traveled (VHT) for freeway and non-freeway travel</li> </ul>
I-205 Traffic	<ul style="list-style-type: none"> <li>• Change in vehicle throughput on I-205</li> </ul>	<ul style="list-style-type: none"> <li>• Vehicle throughput on I-205 segments between Stafford Road and OR 213</li> </ul>
Diversion Effects	<ul style="list-style-type: none"> <li>• Mode shift to high-occupancy vehicles (HOV), transit and active transportation, bus, pedestrians, and bike</li> </ul>	<ul style="list-style-type: none"> <li>• Regional person trips by mode</li> </ul>
	<ul style="list-style-type: none"> <li>• Change in volume on non-tolled roads (rerouting)</li> </ul>	<ul style="list-style-type: none"> <li>• Qualitative level of rerouting</li> <li>• Change in average weekday daily traffic volume on selected major roadways</li> </ul>
Cost and Revenue	<ul style="list-style-type: none"> <li>• Adjusted gross toll revenue collected</li> </ul>	<ul style="list-style-type: none"> <li>• Annual gross toll revenue less estimated revenue leakage in 2027</li> </ul>
	<ul style="list-style-type: none"> <li>• Toll operating and maintenance (O&amp;M) costs</li> </ul>	<ul style="list-style-type: none"> <li>• Cost associated with toll collections (roadway equipment maintenance, back office systems software, customer service center operations, banking fees, financial reporting, and management / administrative activities)</li> </ul>
	<ul style="list-style-type: none"> <li>• Net toll revenues</li> </ul>	<ul style="list-style-type: none"> <li>• Adjusted gross toll revenue collected less toll O&amp;M costs and highway O&amp;M costs</li> </ul>
	<ul style="list-style-type: none"> <li>• Initial toll system capital and procurement costs</li> </ul>	<ul style="list-style-type: none"> <li>• Capital costs associated with implementing the physical toll infrastructure and procuring toll vendor services</li> </ul>
Implementation and Operations	<ul style="list-style-type: none"> <li>• Difficulty of implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Qualitative – Relative effort associated with implementation</li> </ul>
	<ul style="list-style-type: none"> <li>• Operational Flexibility</li> </ul>	<ul style="list-style-type: none"> <li>• Qualitative – Ability to react to differing traffic conditions in the Project vicinity</li> </ul>
	<ul style="list-style-type: none"> <li>• Scalability to a future tolling system</li> </ul>	<ul style="list-style-type: none"> <li>• Qualitative – Potential to integrate with future tolling system including other regional roadways</li> </ul>
	<ul style="list-style-type: none"> <li>• Federal program eligibility</li> </ul>	<ul style="list-style-type: none"> <li>• Qualitative – Eligibility under current federal tolling authority</li> </ul>

Note: Changes refer to comparisons between the build alternatives and the No Build Alternative

## 2.0 GENERAL ASSESSMENT

All of the alternatives considered could provide a tolling system on I-205 that would both manage congestion and raise revenue. However, as this report will show, there are tradeoffs among the alternatives, and there is no single alternative that scores best in all criteria. This section provides a general overview of the performance of each alternative within the major evaluation categories.

Relative performance summarized in Table 4 refers to performance effectiveness in comparison to the other build alternatives within each category. The summary is based on the professional judgment of the project team taking into consideration the results of multiple evaluation criteria and performance measures.

**Table 7: Performance Comparison Summary**

Category	Alt 1	Alt 3	Alt 4	Alt 5
Transportation System Demand	<b>Worse</b> outcomes than other alternatives	<b>Average</b> or typical outcomes among alternatives	<b>Average</b> or typical outcomes among alternatives	<b>Better</b> outcomes than other alternatives
I-205 Traffic	<b>Average</b> or typical outcomes among alternatives	<b>Average</b> or typical outcomes among alternatives	<b>Worse</b> outcomes than other alternatives	<b>Better</b> outcomes than other alternatives
Diversion Effects	<b>Average</b> or typical outcomes among alternatives	<b>Average</b> or typical outcomes among alternatives	<b>Average</b> or typical outcomes among alternatives	<b>Average</b> or typical outcomes among alternatives
Cost and Revenue	<b>Worse</b> outcomes than other alternatives	<b>Better</b> outcomes than other alternatives	<b>Substantially Better</b> outcomes than other alternatives	<b>Average</b> or typical outcomes among alternatives
Implementation and Operations	<b>Average</b> or typical outcomes among alternatives	<b>Substantially Better</b> outcomes than other alternatives	<b>Better</b> outcomes than other alternatives	<b>Substantially Worse</b> outcomes than other alternatives

### 2.1 Common Findings

Several findings and observations are consistent across the alternatives. For example, all of the alternatives can be expected to meet the project purpose of managing congestion on I-205 and generating revenue. Improved performance on I-205 is due to the addition of travel lanes relative to the No Build Alternative as well managing demand through tolling. Furthermore, all of the alternatives would result in relatively small changes in various regional performance measures. For example, each alternative is expected to slightly reduce regional VMT, VHT, and single-occupancy vehicle (SOV) travel. Mode shift for any of the alternatives is generally small, with reductions in SOVs and increases in HOVs constituting the majority of the shift. All of the alternatives generally produce similar regional rerouting effects with slight increases or decreases in traffic volumes on roadways spread throughout the region. These volume changes are typically higher in the off-peak periods of the day than during peak periods. None of the alternatives significantly increase traffic volumes on I-5 or other major regional freeway routes and have negligible effect on peak period congestion levels on these roadways.



## **2.2 Alternative 1: Single Point Toll – Abernethy Bridge**

**Summary:** This represents a relatively straightforward tolling configuration that reduces traffic volume on the Abernethy Bridge and I-205 while resulting in concentrated rerouting effects in Oregon City.

### **2.2.1 Traffic on I-205**

Of all the alternatives, Alternative 1 results in the largest potential reduction in vehicle throughput (volume) on any single segment of I-205. Traffic volume decreases on the Abernethy Bridge could approach 50 percent compared to the No Build Alternative (baseline), which is indicative of a large rerouting effect in the area of the bridge. Rerouting would be concentrated near the bridge and lower volume reductions would be seen elsewhere on the I-205 corridor.

### **2.2.2 Local effects**

Alternative 1 would cause substantial rerouting effects across the Oregon City Arch Bridge and in downtown Oregon City with daily volume increases of up to 90 percent or more in places. Changes in local circulation would occur as travelers shift between adjacent interchanges (OR 43 and OR 99E) to access or exit from I-205. There is potential for sustained rerouting effects throughout the day in Oregon City. Furthermore, Alternative 1 could result in off-peak volume increases of up to 60 percent on OR 99E in Canby.

### **2.2.3 Other assessments**

Alternative 1 is the least difficult alternative to implement in terms of complexity with its single toll point. Alternative 1 is also likely to be eligible for approval under Federal tolling authority (Title 23, Section 129). However, it is the least effective alternative in reducing regional VHT and creates the greatest increase in VHT on non-freeways. It also has the lowest net revenue-generation potential among the alternatives.

## **2.3 Alternative 3: Bridge Tolls - Abernethy and Tualatin River Bridges**

**Summary:** Alternative 3 represents a relatively straightforward tolling approach in terms of implementation and operation. However, it results in rerouting effects on alternative routes to I-205 via Borland Road/Willamette Falls Drive and through downtown Oregon City.

### **2.3.1 Traffic on I-205**

Alternative 3 substantially reduces volume on the segment of I-205 between Stafford Road and 10th Street where a second toll point is applied. However, this alternative results in the lowest amount of volume reduction between OR 99E and OR 213 just north of Abernethy Bridge.

### **2.3.2 Local effects**

While the effect is smaller than in Alternative 1, Alternative 3 results in daily volume increases of up to 40 percent across the Oregon City Arch Bridge and in downtown Oregon City. In addition, tolling the I-205 segment between Stafford Road and 10th Street could result in the doubling of daily vehicle volumes on Borland Road between Stafford Road and West Linn. However, locations in West Linn that are east of 10th Street generally would not see significant volume increases as I-205 would remain untolled between 10th Street and OR 43. Alternative 3 could result in off-peak volume increases of up to 60 percent on OR 99E in Canby.

### **2.3.3 Other assessments:**

Alternative 3 is likely to be eligible for approval under Federal tolling authority (Title 23, Section 129). The segment-based approach to tolling is scalable to other roadways or the regional network, although the untolled segment between 10th Street and OR 43 could encourage some travelers to get on and off I-205 to avoid paying tolls.

## **2.4 Alternative 4: Segment-Based Tolls - Between Stafford Road and OR 213**

**Summary:** Alternative 4 represents a tolling approach that could be expanded to the region. It results in rerouting along the entire segment of I-205 between Stafford Road and OR 213. However, effects are more dispersed and, in general, less likely to be concentrated on specific routes or locations than under other alternatives.

### **2.4.1 Traffic on I-205**

Alternative 4, because of its geographic coverage, both captures the largest number of potential toll trips and results in the greatest diversion off of I-205 in terms of overall volume change along the corridor. This is in part due to the assumption of relatively higher off-peak toll rates for through trips in Alternative 4 so as to keep the single segment minimum toll above the unit cost of collection.

### **2.4.2 Local Effects**

Rerouting under Alternative 4 could impact some West Linn roadways. Daily traffic volume could increase by more than 50 percent on Willamette Falls Drive between West Linn and Oregon City. Traffic volumes on some roadways in Gladstone could also increase by up to 80 percent. Oregon City would also see volume increases due to rerouting though the scale of shift is less than in Alternatives 1 through 3.

### **2.4.3 Other assessments**

Alternative 4 captures the largest number of trips on I-205 and therefore has the highest potential gross and net toll revenues (before repair and replacement costs). The tolling configuration is highly scalable to a larger regional tolling system focused on congestion management and is adaptable to future changes in technology or travel behavior.

Alternative 4 may not be eligible under Federal tolling authority under the allowances of Section 129; in this case, application and approval would be required under the Federal Value Pricing Pilot Program (VPPP). Approval under VPPP is a discretionary action of the U.S. Secretary of Transportation.

Finally, Alternative 4 has the greatest potential increase in regional rerouting and non-freeway VMT increase. As noted above, this potential outcome is affected by the assumption of higher off-peak toll rates for through trips in Alternative 4. Revised toll rate schedule assumptions could be considered to improve this outcome; Alternative 4 offers the most flexibility among the alternatives tested for refining tolls by location/distance traveled, time of day, and travel direction. As such, Alternative 4 offers the greatest degree of flexibility for managing traffic operations near the project area.

## **2.5 Alternative 5: Single Zone Toll - Between Stafford Road and OR 213**

The tolling configuration proposed in Alternative 5 would be the most challenging to adapt to manage congestion at the regional scale. It features lower assumed toll rates for through trips on I-205, which limits regional rerouting as well as some of the more local rerouting patterns observed in other alternatives.

### **2.5.1 Traffic on I-205**

Alternative 5 has the least volume reduction on I-205, meaning that it is the most effective at retaining traffic volumes on I-205 and limiting rerouting effects. This is accomplished through the single-zone toll structure, which has the effect of discouraging short trips on I-205 while encouraging longer trips and through trips to stay on I-205. This is because of the lower (relative to other alternatives) toll rates for those trips and higher relative toll rates for shorter trips.

### **2.5.2 Localized effects**

While Alternative 5 reduces regional rerouting, there are more concentrated rerouting patterns near the outermost tolled segments on I-205. For example, daily traffic volumes in Gladstone could potentially double as vehicles accessing OR 99E could attempt to cut through central Gladstone. Borland Road between Stafford Road and 10th Street could also potentially see daily volumes double. Alternative 5 has the lowest impact on the Oregon City Arch Bridge and through downtown Oregon City, though daily traffic volume could still increase up to 30 percent.

### **2.5.3 Other assessments**

Alternative 5 generally produces the strongest regional outcomes, including the greatest improvement to regional VHT and the lowest increase in non-freeway VHT. However, it creates concentrated rerouting effects east of Stafford Road and in Gladstone. Net toll revenues for Alternative 5 are lower than any alternative besides Alternative 1. In addition, the zone tolling concept would be more challenging to scale to other segments of I-205 or other state highways and still effectively manage congestion. Finally, Alternative 5 would not likely be eligible under

Section 129 Federal tolling authority, in which case, application and approval would be required under the Federal VPPP.

### 3.0 ALTERNATIVES EVALUATION

This section presents the detailed results of the alternatives evaluation. Evaluation results are presented for the following evaluation categories:

- Transportation System Demand
- Changes in I-205 Traffic
- Diversion Effects
- Cost and Revenue
- Implementation and Operations

In general, most of the performance results are summarized at the daily level. Cost and revenue measures apply annually. More detailed information on performance during peak and off-peak periods can be found in the Appendix.

#### 3.1 Transportation System Demand

The evaluation looks at how changes in the vicinity of I-205 could affect vehicle demand over the entire Portland Metropolitan Area, which includes Clark County and the city of Vancouver in southwest Washington.<sup>4</sup> The performance measures used to assess the change in transportation system demand include:

- Regional VMT for freeway and non-freeway travel
- Regional VHT for freeway and non-freeway travel

##### 3.1.1 Change in VMT

As shown in Table 5, all of the alternatives slightly reduce regional VMT, with the greatest decline occurring in Alternative 4 followed by Alternative 3. All alternatives also result in a shift in vehicle travel demand away from freeways to non-freeway routes. Overall, Alternative 5 results in the smallest shift in vehicle demand from freeways to non-freeways and has the lowest overall VMT reduction.

**Table 8: Change in Regional Daily VMT (2027)**

Type of VMT	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-338,000	-413,000	-463,000	-213,000
Non-Freeway	+117,000	+179,000	+185,000	+94,000
Total	-221,000	-234,000	-278,000	-119,000

<sup>4</sup> Specifically, the area covered by the Portland Metro regional travel demand model.

While these numbers can appear significant, it is important to note that the scale of the shift for all alternatives reflects a very low percentage (less than 1 percent) of overall regional VMT. A significant part of this change is likely occurring nearer to the Abernethy Bridge rather than farther away. As such, the effect of these changes is captured in other criteria, specifically in the I-205 Traffic criterion and the Diversion Effects criterion. For this reason, regional impacts on VMT are not a differentiating factor in the evaluation of alternatives. Additional results for specific peak and off-peak hours are included in the appendix. The daily patterns identified above generally apply to peak/off-peak changes as well; however, peak period results show some potential to reduce VMT on both freeways and non-freeways.

### 3.1.2 Change in VHT

As shown in Table 6, all of the alternatives would result in a slight decline in regional VHT with the highest decline occurring under Alternative 5 followed by Alternative 4. All would reduce daily freeway VHT while increasing non-freeway VHT. The highest increase in non-freeway VHT and the lowest decrease in total VHT would occur under Alternative 1.

**Table 9: Change in Regional Daily VHT (2027)**

Type of VHT	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-11,400	-13,300	-14,300	-10,200
Non-Freeway	+10,300	+8,900	+9,300	+5,000
Total	-1,100	-4,400	-5,000	-5,200

As with VMT, the scale of the shift for the alternatives reflects a very low percentage (less than 1 percent) of overall regional VHT. While the changes reported would not substantially affect regional VHT, the relative performance of Alternatives would vary in the vicinity of the Project.

Additional results for specific peak and off-peak hours are included in Appendix B. Unlike VMT, there are some notable changes in VHT performance depending on time of day. During off-peak hours there is potential the alternatives, as currently structured, may slightly worsen traffic conditions. For example, the alternatives increase non-freeway VHT from between 600 (Alternative 5) and 1,100 (Alternative 1) vehicle hours between 2 p.m. and 3 p.m. and from 400 (Alternative 5) to 600 (Alternative 4) vehicle hours from 8 p.m. to 9 p.m. These increases in non-freeway VHT offset decreases in freeway VHT during in all alternatives. These changes are small relative to total regional VHT and are not necessarily enough to substantially differentiate alternatives from one another.

In contrast, the alternatives show the potential to improve traffic conditions in the transportation system during peak hours. While all alternatives show an overall VHT reduction due to travel time savings on the freeway, Alternatives 4 and 5 also show the potential to slightly reduce non-freeway VHT during peak hours. Alternatives 3, 4 and 5 generally result in the lowest overall VHT increases during off-peak hours and show the largest VHT decreases during peak hours.

### 3.2 Changes in I-205 Traffic

All alternatives are expected to reduce vehicle throughput on tolled segments of I-205 because of the toll diversion. Tolling causes some drivers to divert their trips to other routes (rerouting) or destinations, other modes (mode shift), or other times of day. As shown in Table 7, all alternatives reduce daily traffic volumes on all segments of I-205 relative to the No Build Alternative due to this diversion.<sup>5</sup> As expected, the scale of diversion on I-205 varies by both alternative and roadway segment.

**Table 10: Change in I-205 Daily Vehicular Volumes (Relative to 2027 Baseline)**

I-205 Segment	Alt 1	Alt 3	Alt 4	Alt 5
Stafford Road to 10th Street	-17%	-36%	-31%	-17%
10th Street to OR 43	-23%	-24%	-36%	-11%
OR 43 to OR 99E	-48%	-33%	-33%	-17%
OR 99E to OR 213	-28%	-19%	-40%	-30%

Additional tables providing detail on changes in throughput during specific hours of the day can be found in Appendix C. As the tables show, volume reductions during the a.m. and p.m. peak periods are less than the reductions observed during the off-peak periods or for the overall day, meaning that diversion is worse (on a percentage basis) during the off-peak hours. This is likely due to more traffic congestion during the peak hour on other roads, making them less attractive as an alternate route. Thus, even with higher tolls during peak hours, I-205 would retain a greater percentage of traffic volume during the peak periods because travel times are likely longer on available alternatives. Two of the alternatives, Alternatives 1 and 5, show a small increase in volume on some sections of I-205 during peak hours, which may be due to improved traffic conditions on the freeway because of the toll and the assumption of additional capacity available from the I-205 Widening and Seismic Improvements Project, which is included in the modeling of all build alternatives.

### 3.3 Diversion Effects

The changes in travel behavior that constitute diversion away from I-205 include increases in travel via other modes or vehicle trips using alternative routes. This section summarizes the scale of mode shifts and rerouting changes. Rerouting changes are summarized for key locations on regional roadways, where changes are generally the same across alternatives, and on local roadways near the tolled portion of I-205, where changes vary substantially between alternatives.

<sup>5</sup> The current regional travel demand model maintains a constant number of total daily person trips across all alternatives. While potential changes in mode and destination are represented, the model has limited sensitivity to potential time of day shifts due to tolling.

### 3.3.1 Mode shift

Mode shift was assessed based on change in regional person trips by mode as summarized in Table 8. All of the build alternatives perform at very similar levels in terms of changing regional share of person trips by mode. Each alternative has the primary effect of reducing SOV travel, though when considering the Portland region as a whole, these shifts are very small: less than 0.1 percent of regional person trips would change. These model results indicate that the potential for any of the alternatives to meaningfully shift travel modes at the regional level is small.

**Table 11: Change in Daily Person Trips by Mode (2027)**

Type of trip	Alt 1	Alt 3	Alt 4	Alt 5
SOV	-6,000	-5,500	-6,500	-4,500
HOV	+4,000	+4,500	+5,000	+4,000
Transit	+500	<+500	<+500	<+500
Active (Bicycle, Pedestrian)	+1,500	+1,000	+1,500	+500

Note: Values rounded to nearest 500

The limited shifts identified are primarily from SOV to HOV mode. The potential shift to transit is very small; perhaps only a few hundred person trips per day. Trips converted to active modes are likely to have been local trips, as opposed to freeway based through trips, since active modes of transportation (bicycle and pedestrian travel) are not permitted on interstate facilities.

### 3.3.2 Rerouting

Rerouting refers to changes in vehicle routing from tolled segments of I-205 to non-tolled roadways. Tolling on I-205 is likely to cause rerouting as some travelers will choose to use an alternate route to avoid the toll rather than changing other behavior (such as travel using another mode). This preliminary analysis of rerouting effects is based on a qualitative assessment of the change in average weekday daily traffic volume on selected major roadways. As such, discussion is broken down into two primary categories:

- Regional-level impacts: Assessment of rerouting on major regional roadways outside of the vicinity of I-205 and the Abernethy Bridge including I-5
- Local-level impacts: Assessment of rerouting on roadways and areas within the vicinity of I-205 from Stafford Road to OR 213

Each area discussed has specific locations for the analysis using intersections, road segments, or “screenlines,” which summarize the effects on multiple parallel roadways that could serve similar rerouting options.

Additional and more detailed analysis on rerouting effects will be undertaken on alternatives advancing from this screening. Alternatives will be analyzed using a Dynamic Traffic Assignment (DTA) model that provides more granularity than the regional travel demand model.

### 3.3.2.1 Regional Rerouting

The scale of regional rerouting is evident in the volume changes at two locations on I-205 outside the geographic limits of the proposed alternatives: at I-205 just east of the interchange with I-5 and at I-205 north of 82nd Drive overcrossing of I-205 in Gladstone. Both of these locations lie just outside of the extents of the proposed alternatives and would serve regional through trips. Daily volume reductions at these two locations are shown in Table 9. Additional information on volume changes at select I-205 locations can be found in Appendix D.

**Table 12: Daily Percentage Change in Volume at Select I-205 Locations (2027)**

I-205 Locations	Alt 1	Alt 3	Alt 4	Alt 5
I-205 between I-5 and Stafford Road	-10 to -20%	-20 to -30%	-20 to -30%	-10 to -20%
I-205 north of 82nd Drive Overcrossing	-5 to -10%	-5 to -10%	-10 to -20%	-5 to -10%

As seen in Table 9, all of the alternatives result in some level of volume reduction on I-205 outside of any tolled segments. While nearby (local) rerouting is more directly tied to the diversion from tolled segments, regional rerouting effects are better understood by considering the scale of diversion on the segments located outside of the tolled area.

In terms of daily volume changes, Alternatives 3 and 4 generally result in larger volume reductions (more regional diversion) than Alternatives 1 and 5. This is likely due to the smaller tolled area in Alternative 1 and the assumption that through trips would pay a lower toll with the zone-toll approach of Alternative 5. Alternatives 3 and 4 would reduce volumes on I-205 west of Stafford Road by approximately 20 to 30 percent, while Alternatives 1 and 5 would result in a slightly smaller decrease of 10 to 20 percent. North of the 82nd Drive overcrossing, the percent change is smaller with most alternatives resulting in a 5 to 10 percent decrease in daily traffic volume.

The percentage of traffic volume diverted from I-205 and the resulting rerouting onto other regional roadways are generally far more significant during off-peak hours. For example, Alternative 4 could result in up to 60 percent traffic volume reduction on the I-205 segment west of Stafford Road from 8 p.m. to 9 p.m. but less than a five percent decrease during the a.m. peak hour from 7 a.m. to 8 a.m. Additional results for specific peak and off-peak hours are included in Appendix D.

Reductions at these locations do not correspond to an equivalent increase onto other highways or adjacent routes during the same hours. Some trips would shift to other modes (such as transit or carpooling), travel to a different destination, and some may choose to travel at different times of the day. Furthermore, rerouting changes may be spread across multiple routes that do not show a single concentrated rerouting effect. By examining volume changes on other roadways in multiple locations, the aggregate effects of rerouting can be better assessed.



The following subsections describe rerouting effects on regional roadways and key locations outside of the general vicinity of the Project. The differences between the alternatives at the regional level are generally small. Areas discussed include:

- I-5
- Other regional highways
- Portland area bridges

### **I-5**

Locations along I-5 assessed for rerouting effects are shown in Figure 7 and include north of Interstate 405 (I-405), at the Marquam Bridge, east of Terwilliger Boulevard, north of OR 217, north of I-205, and at the Boone Bridge.

Tolling I-205 could result in small changes to daily volumes on I-5, as shown in Table 10. The percentage increases to I-5 from rerouting are smaller during the peak periods than for the daily period values shown in Table 10 (see Appendix E for peak and other time periods).

### **Other Regional Highways**

Other regional highways evaluated for rerouting effects are shown in Figure 9. These include:

- U.S. 26 west of Skyline Blvd and Scholls Ferry Rd
- OR 217 north of 99W
- OR 217 east of I-5
- I-84 east of I-5
- I-205 north of I-84

All of the alternatives would have only minor impacts on other regional highways, as demonstrated in Table 12. The scale of shift is smaller during peak hours than off-peak hours, as shown in more detailed results for each location provided in Appendix G.

### **Portland Bridges**

Portland bridges for which rerouting effects were individually assessed include two bridges over the Willamette River nearest to the alternatives (the Sellwood Bridge and the Ross Island Bridge) and a downtown bridge screenline that compiles effects on the Steel Bridge, Broadway Bridge, Burnside Bridge, Morrison Bridge, and Hawthorne Bridge, as shown in Figure 8.<sup>6</sup> None of the alternatives are anticipated to result in a significant rerouting effect on these bridges. However, the Sellwood Bridge, as the next Willamette River crossing to the north of I-205, could see increases in volume, particularly during off-peak periods. More detailed results for specific peak and off-peak hours for each location are provided in Appendix F.

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<sup>6</sup> The I-5 Marquam Bridge was included in the I-5 assessment and is therefore not included in the screenline for downtown bridges.

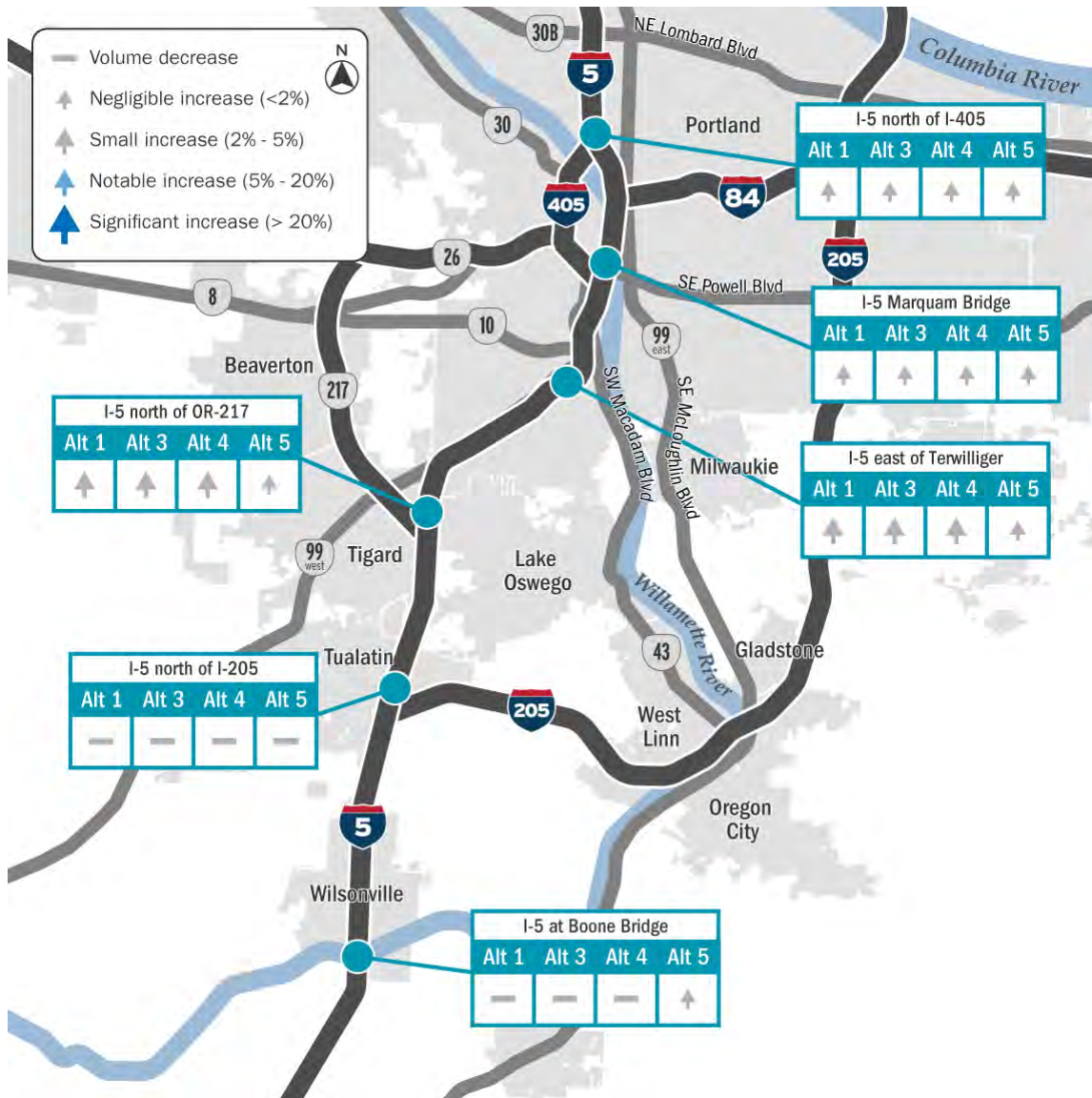


Figure 6: Locations Assessed for Rerouting Effects on I-5

Table 13: Percentage Change in Daily Volume on I-5

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 east of Terwilliger Blvd	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of OR 217	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of I-205	-0 to -2%	-2 to -5%	-2 to -5%	-2 to -5%
I-5 at Boone Bridge	-2 to -5%	-2 to -5%	-2 to -5%	0 to +2%

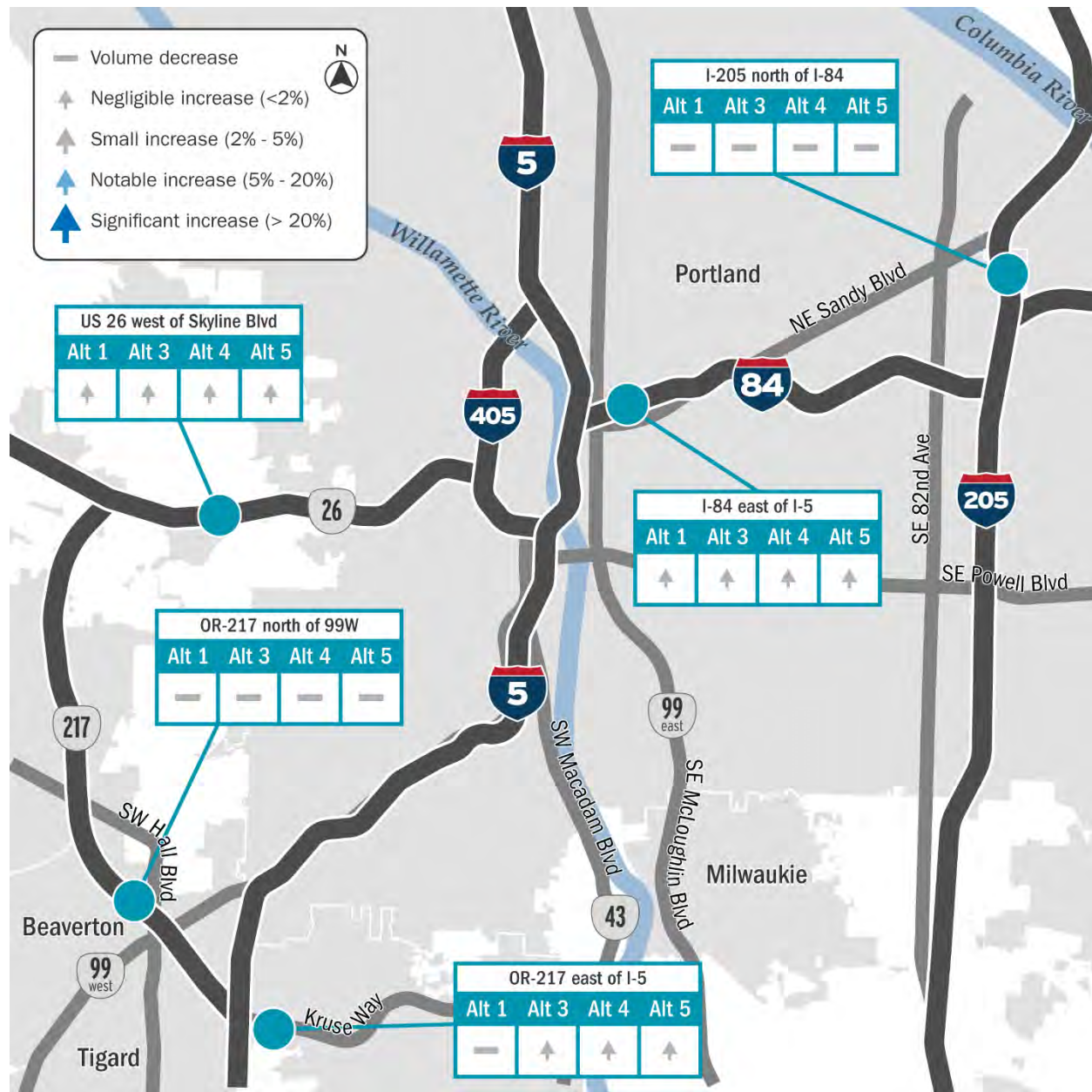


Figure 7: Other Regional Highways Assessed for Rerouting Effects

Table 14: Percentage Change in Daily Volume on Other Regional Highways

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
U.S. 26 west of Skyline Blvd and Scholls Ferry Rd	0 to +2%	0 to +2%	0 to +2%	0 to +2%
OR-217 north of 99W	0 to -2%	0 to -2%	-2 to -5%	0 to -2%
OR-217 east of I-5	0 to -2%	0 to +2%	0 to +2%	0 to +2%
I-84 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-205 north of I-84	0 to -2%	0 to -2%	0 to -2%	0 to -2%

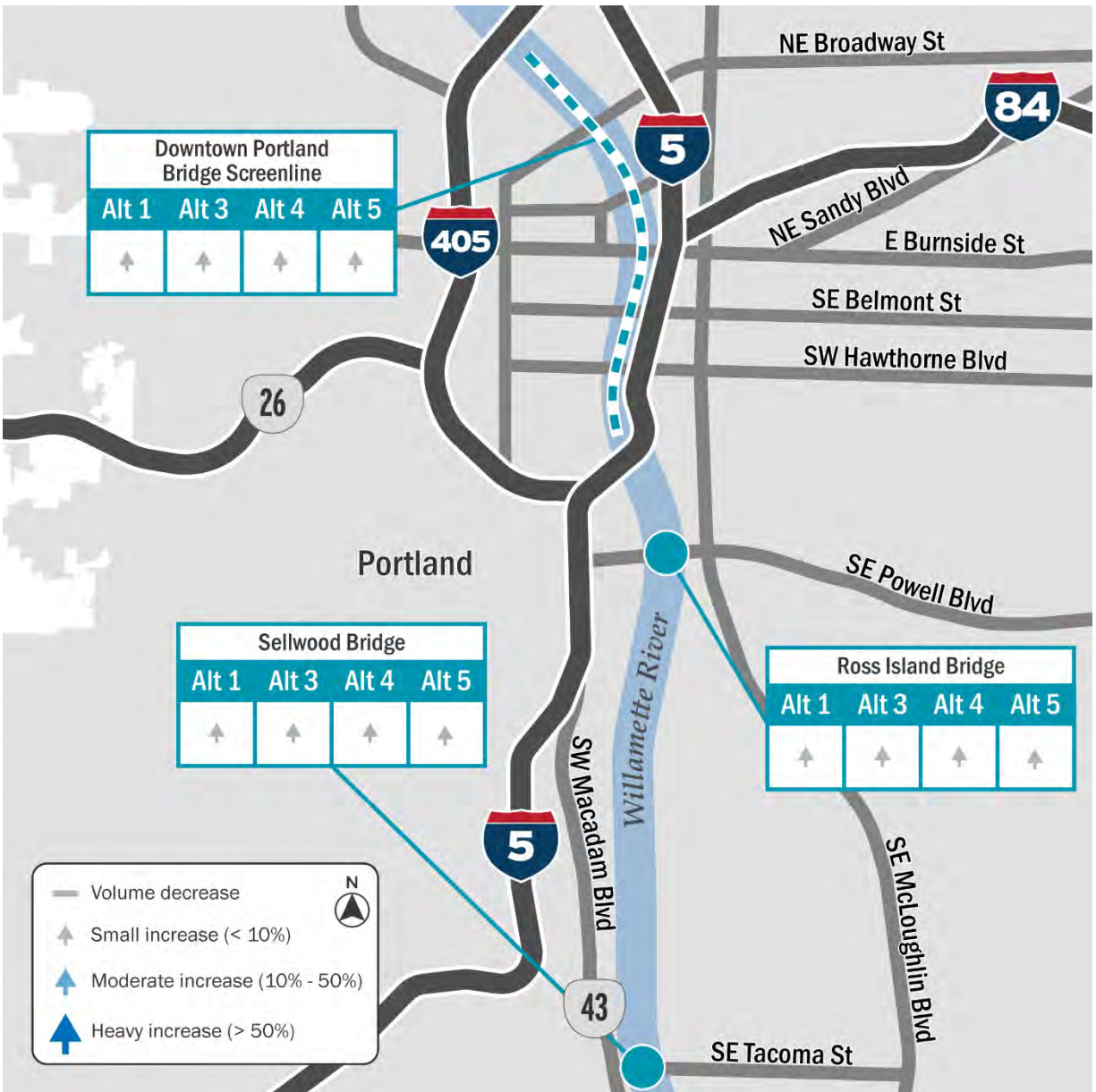


Figure 8: Portland Bridges Assessed for Rerouting Effects

Table 15: Percentage Change in Daily Volume on Portland Bridges

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Downtown Portland Bridges Screenline	+2 to +5%	+2 to +5%	+2 to +5%	<+2%
Ross Island Bridge	+2 to +5%	+2 to +5%	+2 to +5%	+2 to +5%
Sellwood Bridge	+5 to +10%	+5 to +10%	+5 to +10%	+2 to +5%

### 3.3.2.2 Local and Adjacent Rerouting

This section discusses rerouting effects on roadways within areas and communities near the segment of I-205 between Stafford Road and OR 213. Areas assessed include:

- Roadways near the alternatives
- Oregon City
- West Linn
- Gladstone

### Roadways Near the Alternatives

Roadways near I-205 that could be used as alternative routes were assessed for potential rerouting effects are shown in Figure 10 and include:

- OR 43 south of Terwilliger Boulevard
- Borland Road east of Stafford Road
- Borland Road east of SW 65th Avenue
- Stafford Road south of Ek Road
- Stafford Road east of SW 65th Avenue
- OR 99E through Downtown Canby

These roadways could see significant changes in volume: both increases and decreases. This is not surprising as roadways closer to the proposed toll section or on potential alternative routes should be affected more by the change than more distant regional roads overall.

Alternatives 3 and 5 show the greatest potential to affect the identified locations north of I-205. On OR 99E in Canby, Alternatives 1 through 4 show a potential to increase daily traffic volume by as much as 40 percent while Alternative 5 shows the lowest potential effect. Other locations, such as Stafford Road south of I-205 show a potential decrease in traffic volume under all alternatives.

In general, these changes in volume, both increases and decreases, would occur largely during off-peak hours rather than during peak hours. Daily percent changes are shown in Table 14. These changes as well as peak and off-peak changes are shown in Appendix H.

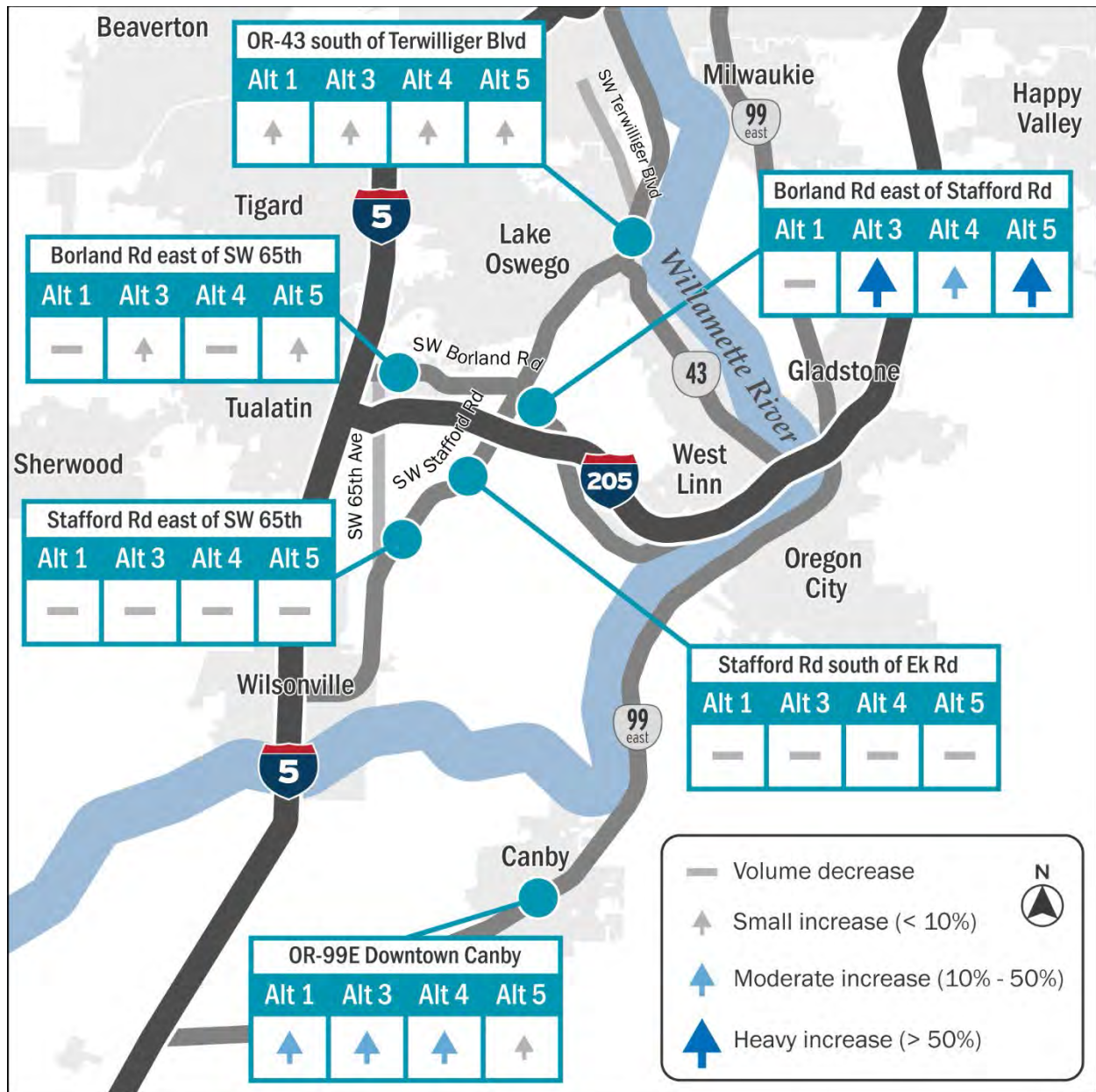


Figure 9: Roadways Near the Alternatives Assessed for Rerouting Effects

Table 16: Percentage Change in Daily Volume on Nearby Roadways

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+5 to +10%	+5 to +10%	+5 to +10%	+5 to +10%
Borland Rd east of Stafford Rd	-40 to -50%	+90 to +100%	+30 to +40%	+90 to +100%
Borland Rd east of SW 65th Ave	-10 to -20%	<+2%	-5 to -10%	+5 to +10%
Stafford Road south of Ek Rd	-10 to -20%	-10 to -20%	-10 to -20%	-5 to -10%
Stafford Road east of SW 65th Ave	-10 to -20%	-10 to -20%	-10 to -20%	-2 to -5%
OR 99E Downtown Canby	+30 to +40%	+30 to +40%	+20 to +30%	+2 to +5%

## Oregon City

The locations for the assessment of rerouting in Oregon City are shown in Figure 10, which include:

- OR 213 south of the I-205 interchange
- OR 99E near the Oregon City south city limits
- Oregon City Arch Bridge

The Oregon City rerouting assessment also includes two screenlines:

- Downtown Oregon City screenline (east of the Oregon City Arch Bridge/7th Street) includes:
  - OR 99E McLoughlin Boulevard
  - Main Street
  - Railroad Avenue
- North Oregon City Screenline (west of OR 213) includes:
  - Washington Street
  - Abernethy Road
  - S. Anchor Way

Roadways in Oregon City could see significant changes in traffic circulation resulting in both increases and decreases in traffic volume. The larger changes are increases, particularly related to travel through downtown Oregon City and the I-205 interchange with OR 43. The most concentrated and significant impact evident in Alternative 1. Alternatives 4 and 5 would have a more significant increase in traffic volume on roadways included in the north Oregon City screenline (west of OR 213). OR 213 south of I-205 could see decreases in volume under all alternatives except Alternative 5.

Traffic volume increases tend to be less during peak hours than off-peak hours. In addition to volumes compared to the baseline, there are also significant differences in volume changes between alternatives. Daily changes in volume are shown in Table 14 with other hours shown in Appendix I.

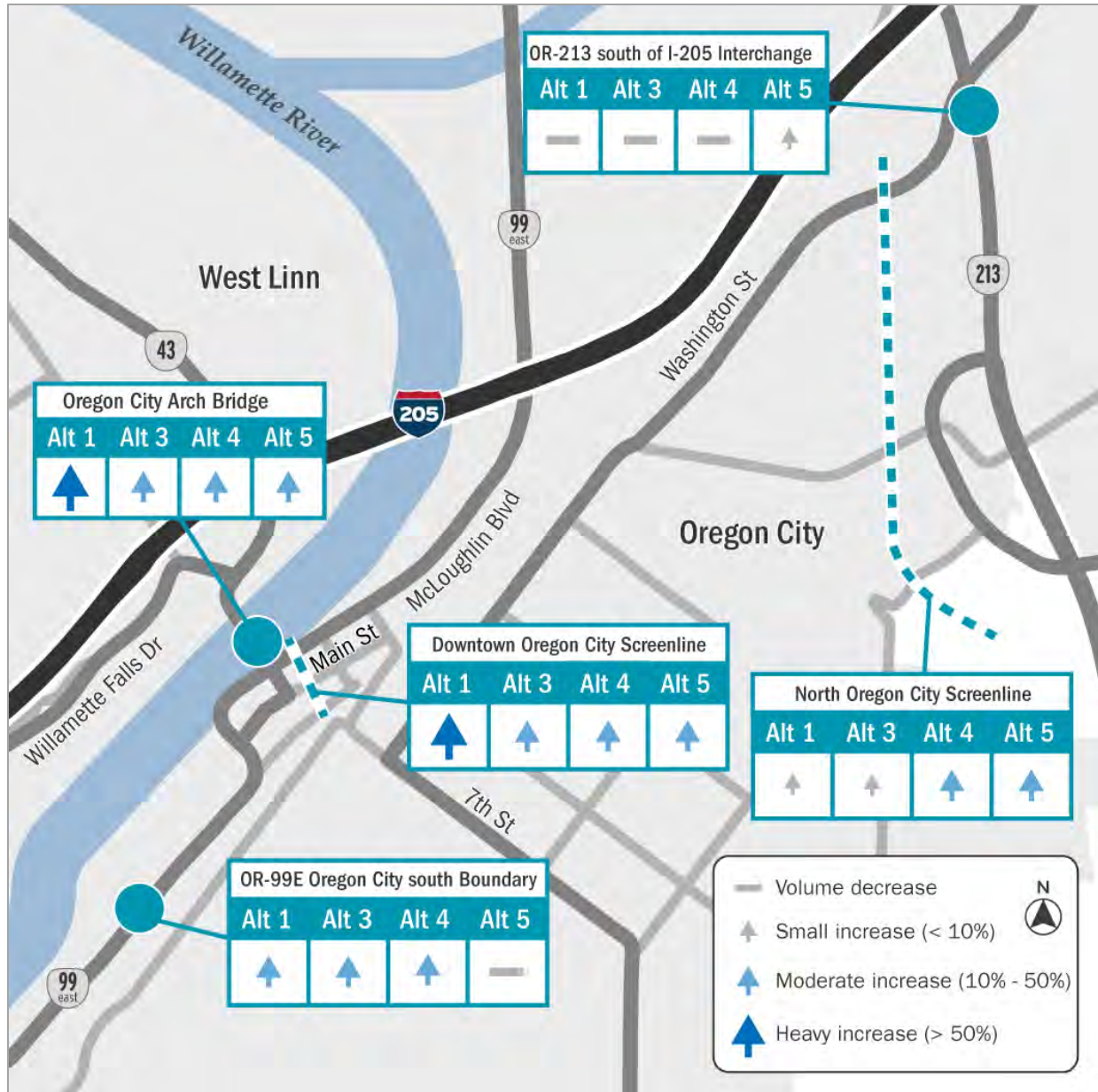


Figure 10: Oregon City Rerouting Assessment Locations

Table 17: Percentage Change in Volume in Oregon City

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 213 south of I-205 Interchange	-5 to -10%	-5 to -10%	-5 to -10%	+5 to +10%
OR 99E Oregon City South Boundary	+20 to +30%	+20 to +30%	+10 to +20%	-5 to -10%
Oregon City Arch Bridge	+80 to +90%	+30 to +40%	+30 to +40%	+20 to +30%
Downtown Oregon City Screenline	+80 to +90%	+40 to +50%	+30 to +40%	+10 to +20%
North Oregon City Screenline	+5 to +10%	+2 to +5%	+30 to +40%	+20 to +30%



## West Linn

The locations for rerouting assessment in West Linn, as shown in Figure 11, include the following roadways:

- OR 43 south of Glenmorrie Drive
- Willamette Falls Dr east of A Street
- Sunset Avenue west of Willamette Falls Drive (over I-205)
- Rosemont Road north of Santa Anita Drive
- Salamo Road east of 10th Street
- Willamette Falls Drive east of 10th Street

The West Linn assessment also includes the following screenline locations (located just north of I-205):

- OR 43
- A Street

Roadways in West Linn could see significant changes in traffic circulation, both increases and decreases in volume depending on the roadway, alternative, and time of day. Alternative 4 has the greatest potential rerouting effect in most of West Linn. Changes in traffic volume tend to be less during peak hours than during off-peak hours. Daily changes are shown in Table 15. Peak hour changes as well as off-peak changes are shown in Appendix J.

## Gladstone

Locations selected for rerouting assessment in Gladstone, as shown in Figure 12, include OR 99E at the Clackamas River and a screenline including several roadways west of Oatfield Road near the I-205 interchange at 82nd Drive such as East Gloucester Street, East Dartmouth Street, and E. Arlington St.

Roadways in Gladstone could see significant changes in volume, both increases and decreases depending on location and alternative, and taken as a whole, there would generally be increases in traffic volumes in Gladstone along the roads studied. Changes in traffic volume tend to be less during peak hours than during off-peak hours. In addition to volumes compared to the baseline, there are also significant differences in volume changes between alternatives, as Gladstone would be substantially more affected by rerouting in Alternatives 4 and 5. Daily changes in volume are shown in Table 16. Peak hour and off-peak changes are shown in Appendix K.

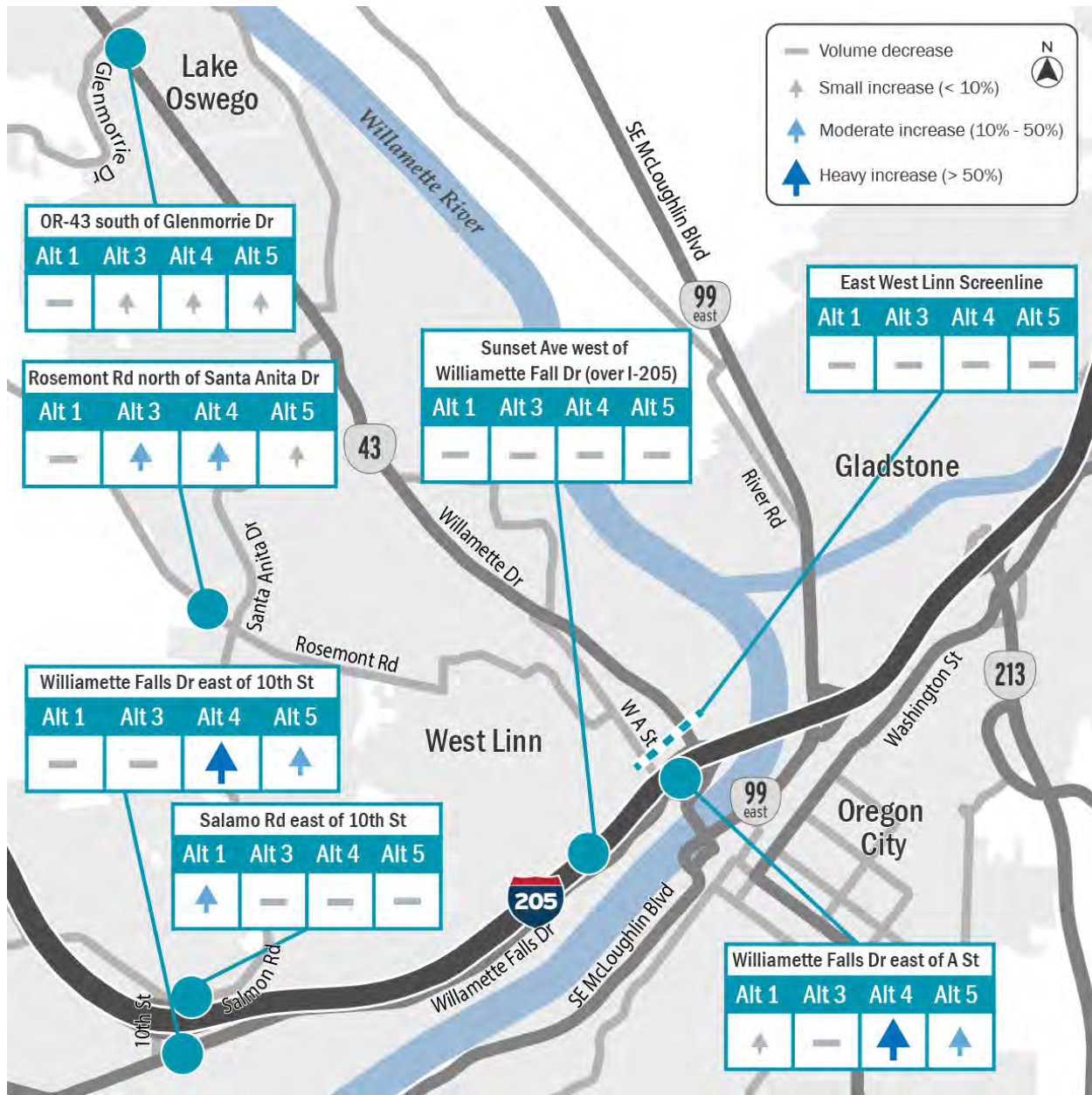


Figure 11: West Linn Rerouting Assessment Locations

Table 18: Percentage Change in Volume in West Linn

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Glenmorrie Dr	-10 to -20%	+2 to +5%	+2 to +5%	<+2%
Willamette Falls Dr east of A St	+2 to +5%	-5 to -10%	+50 to +60%	+10 to +20%
East West Linn Screenline	-20 to -30%	-10 to -20%	-5 to -10%	-10 to -20%
Sunset Ave west of Willamette Falls Dr (over I-205)	<+2%	-5 to -10%	-5 to -10%	-10 to -20%
Rosemont Rd north of Santa Anita Dr	-40 to -50%	+10 to +20%	+10 to +20%	+5 to +10%
Salamo Rd east of 10th St	+30 to +40%	-40 to -50%	-10 to -20%	-30 to -40%
Willamette Falls Dr east of 10th St	-10 to -20%	-40 to -50%	+90 to +100%	+10 to +20%

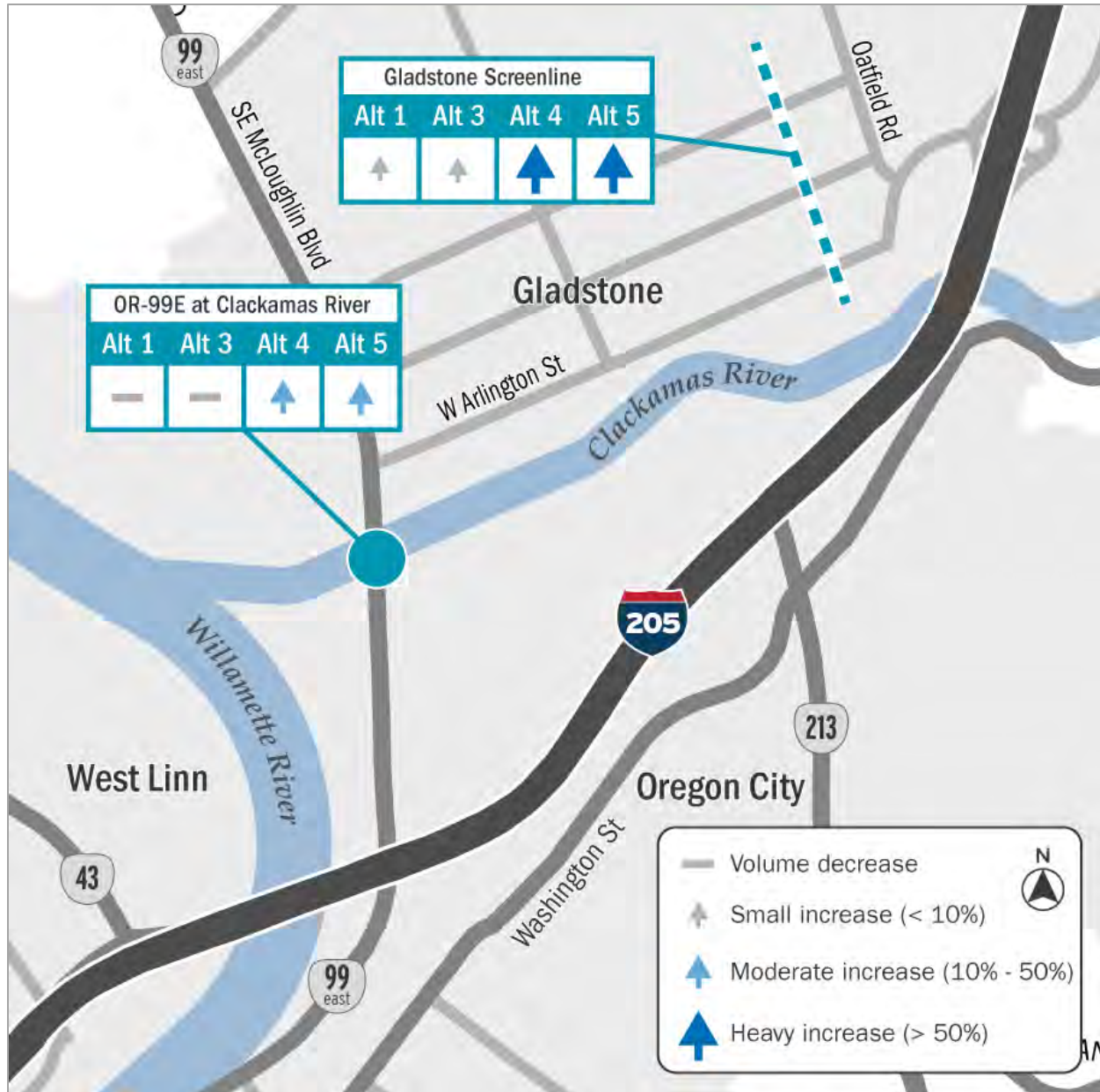


Figure 12: Gladstone Rerouting Assessment Locations

Table 19: Percentage Change in Volume in Gladstone

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-5 to -10%	-5 to -10%	+10 to +20%	+20 to +30%
Gladstone Screenline	+5 to +10%	+2 to +5%	+70 to +80%	>+100%

### 3.4 Cost and Revenue

Cost and revenue performance measures for each alternative<sup>7</sup> are indexed relative to Alternative 1, as this was the baseline recommendation from the VPFA. Annual adjusted gross toll revenues, as well as toll collection operating and maintenance (O&M) costs, were estimated for the opening year of 2027.<sup>8</sup> In addition, the capital costs needed to implement tolling were estimated and similarly indexed relative to Alternative 1. Indexed values and metrics related to cost and revenue are summarized in Table 17 and discussed below. The two most critical measures for this assessment are net toll revenue and toll implementation capital costs.

**Table 20: Summary of Indexed Cost and Revenue Metrics and Criteria**

	<b>Alt 1</b>	<b>Alt 3</b>	<b>Alt 4</b>	<b>Alt 5</b>
Unique Toll Trips	100%	152%	183%	165%
Adjusted Gross Toll Revenues	100%	114%	126%	110%
Toll Collection O&M Costs	100%	130%	154%	136%
<b>Net Toll Revenue</b>	<b>100%</b>	<b>109%</b>	<b>118%</b>	<b>102%</b>
<b>Toll Implementation Capital Costs</b>	<b>100%</b>	<b>136%</b>	<b>209%</b>	<b>141%</b>

#### 3.4.1 Unique toll trips

The number of unique toll trips is a key driver in estimating toll collection O&M costs. Table 17 shows the relative levels of unique trips that would be tolled for the four alternatives in 2027, indexed against Alternative 1. Alternative 4 would serve the largest number of toll trips or customers: 83 percent higher than Alternative 1.

The geographic extent of tolling across the alternatives closely correlate with the differences in unique toll trips in each alternative. Tolling in Alternatives 4 and 5 would capture all travel on I-205 between Stafford Road and OR 213, whereas toll trips for Alternative 1 only capture trips crossing the Abernethy Bridge, and Alternative 3 captures only trips crossing the Abernethy Bridge and/or the Tualatin River Bridge. As a result, the differences in unique toll trips do not directly correlate to differences in traffic volumes at any one location.

<sup>7</sup> Cost and revenue measures do not apply to the 2027 No Build Alternative as a basis of comparison.

<sup>8</sup> The toll revenue, O&M, and capital costs estimations are subject to change depending on the underlying assumptions of the regional travel demand model as well as current assumptions regarding the tolling concepts of operations.

### 3.4.2 Adjusted gross toll revenue

The adjusted gross toll revenue (projected for 2027) represents the potential annual toll collections minus the adjustments for the estimated revenue leakage across the alternatives.<sup>9</sup> Leakage refers to the percentage of trips for which tolls will not be collected and is assumed to be constant across the alternatives. The leakage varies only by the number of toll trips and the level of the associated tolls that are not collected.

### 3.4.3 Annual toll collection O&M costs

The indexed values for toll collection O&M costs summarized in Table 17 represent the relative differences across the four alternatives in 2027. Toll collection O&M costs include:

- Roadway toll system (RTS) toll equipment maintenance (both vendor and ODOT)
- Back office system (BOS) software operations and support
- Customer service center (CSC) operations including account management, toll bill mailings, and staffing at retail locations and call centers
- Fees for processing bank card (credit/debit) payments
- ODOT and consultant staffing, including management, marketing, accounting and administrative functions

Some of the toll collection cost components vary with the number of toll locations or the number of toll trips. As such, Alternative 4 has the highest annual toll collection O&M costs, owing to both the highest number of lanes with toll points and the highest number of unique toll trips.

### 3.4.4 Net toll revenue

While adjusted gross toll revenues and toll collection O&M costs are both key evaluation measures, net revenues provide an evaluation measure that combines these two measures along with roadway facility O&M costs. Roadway maintenance costs are not assumed to vary across the alternatives (and thus not evaluated separately) but are necessary to capture all the costs that would likely be paid from tolls to provide a complete assessment of relative net toll revenues.

The percentages shown in Table 17 compare 2027 annual net toll revenues across the alternatives. This net revenue measure illustrates how the revenue differences among alternatives more than offset the effect of differing operating costs, as the rank order of alternatives by net revenue matches that for adjusted gross toll revenues. Alternative 4 yields the highest net revenues, despite having the highest toll collection (and overall) O&M costs.

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<sup>9</sup> Revenue leakage results from occasional electronic toll collection technology issues, unreadable license plates, invalid vehicle owner address for mailing a toll bill to a non-account customer, and non-payment of toll bills mailed to customers without an account

### 3.4.5 Toll implementation capital costs

Table 17 shows indexed capital costs for implementing tolling for each alternative. These preliminary estimates include acquiring the RTS vendor and equipment, the BOS software vendor, and CSC operations vendor. The RTS elements include gantries at each toll point, tag readers and cameras on the gantries for each lane including shoulders, fixed and dynamic messaging signage, and related telecommunications hardware and equipment, plus the RTS vendor contract procurement costs. BOS and CSC capital costs are captured in the procurement of these vendors. The differences shown are due primarily to lane system (RTS) hardware requirements according to the number of both mainline and on-ramp lanes with toll points in each direction.

### 3.5 Implementation and Operations

The evaluation of alternatives for tolling on I-205 also considered qualitative implementation-related criteria that includes the difficulty of implementation, flexibility for managing traffic operations, scalability to a regional toll system, and federal program eligibility. The assessment of alternatives on these criteria is provided in Table 18 below. Discussion on these assessments follow.

**Table 21: Summary of Implementation Assessment**

Implementation and Operations	Alt 1	Alt 3	Alt 4	Alt 5
Difficulty of implementation	Low	Low	Medium	Medium
Operational Flexibility	Low	Medium	High	Low
Scalability to a regional system	Medium	Medium	High	Low
Federal program eligibility	High	High	Medium	Medium

#### 3.5.1 Difficulty of implementation

The project team assessed the relative effort of implementing each of the alternatives, basing it on their engineering judgement, and incorporated several factors including:

- Overall complexity of the tolling approach
- Complexity of trip-building (determining the correct toll for drivers who are in multiple toll segments in a single trip)
- Difficulty in communicating the concept with the public
- Complexity of communicating toll rates to the public

Having a “low” level of difficulty is most desirable for this evaluation. As Table 18 shows, Alternatives 1 and 3 are the least complex to deploy as single point tolls on one or two bridges along I-205, with Alternative 1 as the overall least difficult with only one single toll on the Abernethy Bridge. Note that none of the alternatives are expected to be particularly difficult to implement.

### **3.5.2 Operational Flexibility**

Operational Flexibility refers to the system’s ability to influence traffic operations and congestion on the interstate network to improve the overall efficiency of the transportation system. In general, this requires more tolling points or zones compared with alternatives with fewer. With a single tolling point, Alternative 1 can influence traffic operations in a relatively small area. Alternative 5 can influence traffic operations over a larger area; however, since only a single toll can be applied to the entire tolled area, it cannot be “fine-tuned” to specific locations, and it is possible that a toll change needed to improve traffic operations in one area could be detrimental in another. This could happen in situations where volume on one segment is too high and should be reduced while additional capacity exists on another segment in the toll zone. Alternatives 3, with two tolling points, and Alternative 4 with four tolling points would perform better in this criterion.

### **3.5.3 Scalability to a regional tolling system**

This project is part of a larger ODOT Toll program; it is therefore necessary to have the potential to expand the tolling system to other interstate and state highways (controlled-access highways). The VPFA noted that the extension of tolling along the entirety of the I-5 and I-205 corridors and to other regional highways (e.g., I-84 and I-405) may be desirable in the future to manage congestion. Considerations for assessing this criterion include the complexity of the configuration at a regional scale and the potential of each configuration to effectively manage regional congestion.

The single-point tolling systems proposed under Alternatives 1 and 3 have a moderate level of scalability as it would be relatively easy to operate a network of single point tolls. However, it may be more difficult to effectively manage congestion and less likely to demonstrate a multi-segment toll system as originally envisioned in the VPFA. Alternative 4 has high applicability for a regional system, as segment-based tolling is already used frequently on congestion-priced express lanes and managed lanes networks in the U.S. Alternative 5 has a low level of applicability as it is unlikely a single zone would be as effective at managing congestion over a larger geographic area, and even a system based on larger multiple-zones throughout the region would limit flexibility for optimal traffic management. Operating multiple zones could be more effective at managing congestion but would be much more complex to operate relative to single point tolls or segment-based tolling. Furthermore, it could create undesired rerouting patterns concentrated near the extents of the zones.

### **3.5.4 Federal program eligibility**

This criterion assesses the likely eligibility of each alternative under potential federal tolling authorization programs: Section 129 “mainstream tolling” authority or the Value Pricing Pilot Program (VPPP). Section 129 is an easier and more predictable process for states to undertake but has more restrictions on where and how tolling can occur. The VPPP allows for a wider range of configurations but requires discretionary approval of the U.S. Secretary of Transportation and entails a significant amount of uncertainty regarding when approval can be

expected. The assessment of alternatives with regard to federal program eligibility is based on the engineering judgement of the project team.

Section 129 allows tolling to occur on reconstructed bridges. As such, Alternatives 1 and 3, which place tolls on bridges that are to be reconstructed, are both very likely to be eligible under both Section 129 and are rated “high.” Section 129 furthermore allows for some leeway in tolling on the approaches to bridges, so it is possible that Alternatives 4 and 5 would be eligible, but this would require interpretation of the relevant statutes and concurrence from the Federal Highway Administration (FHWA). All alternatives are likely eligible under the VPPP, although the FHWA would have to confirm and formally approve of any alternatives advancing under the VPPP.

#### **4.0 CONCLUSIONS AND PRELIMINARY RECOMMENDATIONS**

All of the alternatives considered could provide a tolling system on I-205 that would both manage congestion and raise revenue. As demonstrated in this report, there are tradeoffs among the alternatives, and there is no single alternative that scores best in all criteria.

In terms of impacts to the Portland region as a whole, no alternative produces major regional impacts, particularly during congested peak hours. There are not expected to be major changes to traffic patterns away from the tolled segment of I-205 or major changes in mode choice related to tolling under 2027 modeled conditions. While limited in scale, there may be some positive changes in shifting SOV to HOV and reducing VMT and VHT in the regional transportation system.

Perhaps the largest single concern in evaluating alternatives is the effect on roadways in the vicinity of I-205 tolling due to local rerouting. While the complete effect on rerouting cannot be precisely identified by the regional model (especially when also considering the potential for shifts in the time of trips or changes in destination to avoid tolls), the influence of these factors is likely to positively affect traffic operations on I-205. Specific local congestion effects (e.g., key intersection traffic performance relative to jurisdictional mobility standards) will be assessed through the NEPA evaluation of impacts. Additional study on the effects of rerouting on local roadways will be part of subsequent analysis using the DTA modeling tool, which will provide much more detail on rerouting impacts for use in analyzing alternatives and ultimately identifying the preferred alternative.

Based on the evaluation presented in this report, the technical team’s preliminary recommendation is that the following alternatives advance for further development and analysis in the NEPA process:

- **Alternative 3 (Individual tolls on the Abernethy and Tualatin River Bridges)** – This alternative is effective at managing traffic congestion on I-205 and generating revenue. It reduces the potential for a concentrated rerouting pattern resulting through Oregon City compared to Alternative 1. The segment-based approach could be scaled to other future



tolling applications in the region. Notably, Alternative 3 is likely eligible under Section 129 federal tolling authority.

- **Alternative 4 (Segment-based tolls between Stafford Road and OR 213)** – This alternative covers the greatest portion of I-205 and therefore offers the most flexibility and adaptability to manage demand on I-205. Alternative 4 retains the most users and offers motorists the option of a lower toll if they are travelling locally (entering or exiting I-205 so as not to use all tolled segments). Furthermore, because of its significant coverage of the I-205 network and higher number of segments, localized rerouting effects are less concentrated on any particular route or area such as the Arch Bridge, downtown Oregon City or West Linn. With the highest potential net toll revenue of any alternative, and the greatest flexibility in application, toll rates and associated schedules can be readily developed to limit rerouting to adjacent communities and roadways. Finally, the segment-based approach of this alternative can be most readily scaled to future tolling applications in the region.

The technical team recommends that the following alternatives do not proceed to further analysis in the NEPA processes at this time:

- **Alternative 1 (Abernethy Bridge toll)** – This alternative is very simple to implement and would be eligible under Section 129 federal tolling authority; however, it performs poorly in several performance measures and potentially results in concentrated impacts to nearby roadways in Oregon City. In addition, it has the lowest net revenue potential of all the alternatives.
- **Alternative 2 (Abernethy Bridge toll, with off-bridge tolling gantries)** – Although this alternative is designed to address the rerouting effects, it is relatively undifferentiated from Alternative 1, as the regional travel demand model results indicate most rerouting would be due to circulation changes in the I-205 interchange access rather than toll avoidance by through trips getting on and off I-205 on the same trip. The general performance and outcomes are expected to be fairly similar to Alternative 1.
- **Alternative 5 (Single zone toll between Stafford Road and OR 213)** – The zone-based approach of this alternative prices through trips (that traverse the entirety of the tolled area) the same as local trips (that only traverse a portion of the tolled area), effectively underpricing longer trips and overpricing shorter trips, relative to the other Alternatives, especially Alternative 4. Alternative 5 performs well in terms of limiting regional rerouting, although it does result in some concentrated local impacts at the outer extents of the toll zone, such as in Gladstone. By making a trip within the zone the same cost regardless of trip length, through trips are incentivized to stay on I-205 do to lower costs. Conversely, there is a cost (compared to other alternatives) for some local trips that could cause congestion on adjacent facilities. While Alternative 5 performs well on through trip rerouting and regional performance due to its zone tolling approach, Alternative 4 is flexible enough to accommodate a segment-based approach that could perform similarly. Furthermore, the zone tolling approach would present a challenge for future integration with tolling on I-5 or other regional roadways.

## Appendix A. Change in Regional VMT Detail

<b>Change in regional daily VMT relative to the baseline</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-338,000	-413,000	-463,000	-213,000
Non-Freeway	+117,000	+179,000	+185,000	+94,000
Total	-221,000	-234,000	-278,000	-119,000
<b>Change in VMT during the a.m. peak (7 a.m. to 8 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-8,000	-11,000	-8,000	+2,000
Non-Freeway	-4,000	0	-4,000	-5,000
Total	-12,000	-11,000	-12,000	-3,000
<b>Change in VMT during the p.m. peak (5 p.m. to 6 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-11,000	-14,000	-12,000	-1,000
Non-Freeway	-2,000	+2,000	-3,000	-3,000
Total	-13,000	-12,000	-15,000	-4,000
<b>Change in VMT during the afternoon off-peak (2 p.m. to 3 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-30,000	-37,000	-36,000	-19,000
Non-Freeway	+15,000	+20,000	+17,000	+10,000
Total	-15,000	-17,000	-19,000	-9,000
<b>Change in VMT during the evening off-peak (8 p.m. to 9 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-20,000	-23,000	-29,000	-16,000
Non-Freeway	+11,000	+13,000	+16,000	+9,000
Total	-9,000	-10,000	-13,000	-7,000

## Appendix B. Change in Regional VHT Detail

<b>Change in regional daily VHT</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-11,400	-13,300	-14,300	-10,200
Non-Freeway	+10,300	+8,900	+9,300	+5,000
Total	-1,100	-4,400	-5,000	-5,200
<b>Change in regional VHT in the a.m. Peak (7 a.m. to 8 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-1,100	-1,200	-1,200	-1,000
Non-Freeway	+200	0	-200	-300
Total	-900	-1,200	-1,400	-1,300
<b>Change in regional VHT during the p.m. Peak (5 p.m. to 6 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-1,100	-1,200	-1,200	-1,000
Non-Freeway	+300	+100	-100	-100
Total	-800	-1,100	-1,300	-1,100
<b>Change in regional VHT during the afternoon off-peak (2 p.m. to 3 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-700	-900	-900	-600
Non-Freeway	+1,100	+1,000	+900	+600
Total	+400	+100	0	0
<b>Change in regional VHT during the evening off-peak (8 p.m. to 9 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-300	-400	-500	-300
Non-Freeway	+500	+500	+600	+400
Total	+200	+100	+100	+100

## Appendix C. Change in I-205 Daily Vehicular Throughput Detail for 2027

<b>Change in I-205 daily vehicular throughput</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Between Stafford Road and 10th Ave	-17%	-36%	-31%	-17%
Between 10th Ave and OR 43	-23%	-24%	-36%	-11%
Between OR 43 and OR 99E	-48%	-33%	-33%	-17%
Between OR 99E and OR 213	-28%	-19%	-40%	-30%
<b>Change in I-205 daily vehicular throughput during the a.m. peak (7 a.m. to 8 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Between Stafford Road and 10th Ave	+3%	-15%	-3%	+4%
Between 10th Ave and OR 43	-4%	-4%	-5%	+10%
Between OR 43 and OR 99E	-30%	-16%	-12%	-1%
Between OR 99E and OR 213	-16%	-7%	-20%	-18%
<b>Change in I-205 daily vehicular throughput during the p.m. peak (5 p.m. to 6 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Between Stafford Road and 10th Ave	-2%	-20%	-9%	-1%
Between 10th Ave and OR 43	-10%	-7%	-10%	+6%
Between OR 43 and OR 99E	-33%	-19%	-15%	-3%
Between OR 99E and OR 213	-18%	-9%	-24%	-21%
<b>Change in I-205 daily vehicular throughput during the afternoon off-peak (2 p.m. to 3 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Between Stafford Road and 10th Ave	-29%	-55%	-42%	-26%
Between 10th Ave and OR 43	-40%	-41%	-48%	-20%
Between OR 43 and OR 99E	-60%	-45%	-42%	-25%
Between OR 99E and OR 213	-37%	-28%	-49%	-36%
<b>Change in I-205 daily vehicular throughput during the evening off-peak (8 p.m. to 9 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Between Stafford Road and 10th Ave	-40%	-57%	-60%	-41%
Between 10th Ave and OR 43	-47%	-47%	-75%	-36%
Between OR 43 and OR 99E	-81%	-62%	-65%	-39%
Between OR 99E and OR 213	-47%	-38%	-70%	-51%

## Appendix D. Change in Volume at Select I-205 Locations Detail for 2027

<b>Daily percentage change in volume at select I-205 locations</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-205 between I-5 and Stafford Rd	-10 to -20%	-20 to -30%	-20 to -30%	-10 to -20%
I-205 north of 82nd Dr	-5 to -10%	-5 to -10%	-10 to -20%	-5 to -10%
<b>Percentage change in volume at select I-205 locations (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-205 between I-5 and Stafford Rd	-2 to -5%	-5 to -10%	-2 to -5%	2 to -5%
I-205 north of 82nd Dr	-2 to -5%	-2 to -5%	-2 to -5%	0 to -2%
<b>Percentage change in volume at select I-205 locations (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-205 between I-5 and Stafford Rd	-5 to -10%	-10 to -20%	-5 to -10%	-2 to -5%
I-205 north of 82nd Dr	-5 to -10%	-2 to -5%	-5 to -10%	-2 to -5%
<b>Percentage change in volume at select I-205 locations (2:00 to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-205 between I-5 and Stafford Rd	-20 to -30%	-40 to -50%	-30 to -40%	-10 to -20%
I-205 north of 82nd Dr	-10 to -20%	-5 to -10%	-10 to -20%	-5 to -10%
<b>Percentage change in volume at select I-205 locations (8:00 to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-205 between I-5 and Stafford Rd	-30 to -40%	-40 to -50%	-50 to -60%	-30 to -40%
I-205 north of 82nd Dr	-10 to -20%	-10 to -20%	-20 to -30%	-10 to -20%

## Appendix E. Change in Volume on I-5 Detail

<b>Daily percentage change in volume on I-5</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 east of Terwilliger Blvd	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of OR 217	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of I-205	0 to -2%	-2 to -5%	-2-5%	-2 to -5%
I-5 at Boone Bridge	-2 to -5%	-2 to -5%	-2-5%	0 to +2%
<b>Percentage change in volume on I-5 (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 east of Terwilliger Blvd	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 north of OR 217	0 to +2%	0 to +2%	0 to +2%	0 to -2%
I-5 north of I-205	0 to -2%	-2 to -5%	0 to -2%	0 to -2%
I-5 at Boone Bridge	-2 to -5%	-2 to -5%	0 to -2%	0 to +2%
<b>Percentage change in volume on I-5 (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 east of Terwilliger Blvd	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 north of OR 217	0 to +2%	0 to +2%	0 to +2%	0 to -2%
I-5 north of I-205	0 to -2%	-2 to -5%	0 to -2%	0 to -2%
I-5 at Boone Bridge	-2 to -5%	-2 to -5%	0 to -2%	0 to +2%
<b>Percentage change in volume on I-5 (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 east of Terwilliger Blvd	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of OR 217	+5 to +10%	+2 to +5%	+5 to +10%	+2 to +5%
I-5 north of I-205	0 to -2%	-5 to -10%	-2 to -5%	-2 to -5%
I-5 at Boone Bridge	-5 to -10%	-5 to -10%	-5 to -10%	0 to +2%
<b>Percentage change in volume on I-5 (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	+2 to +5%	+2 to +5%	+2 to +5%	+2 to +5%
I-5 east of Terwilliger Blvd	+5 to +10%	+5 to +10%	+5 to +10%	+5 to +10%
I-5 north of OR 217	+5 to +10%	+5 to +10%	+5 to +10%	+5 to +10%
I-5 north of I-205	0 to -2%	-5 to -10%	-5 to -10%	-2 to -5%
I-5 at Boone Bridge	-2 to -5%	-2 to -5%	-2 to -5%	0 to +2%

# Appendix F. Change in Volume on Portland Bridges Detail

<b>Daily percentage change in volume on regional bridges</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Downtown Portland Bridges Screenline	+2 to +5%	+2 to +5%	+2 to +5%	<+2%
Ross Island Bridge	+2 to +5%	+2 to +5%	+2 to +5%	+2 to +5%
Sellwood Bridge	+5 to +10%	+5 to +10%	+5 to +10%	+2 to +5%
<b>Percentage change in volume on regional bridges (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Downtown Portland Bridges Screenline	<+2%	<+2%	<+2%	<+2%
Ross Island Bridge	<+2%	<+2%	<+2%	<+2%
Sellwood Bridge	+2 to +5%	<+2%	<+2%	<+2%
<b>Percentage change in volume on regional bridges (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Downtown Portland Bridges Screenline	<+2%	<+2%	<+2%	<+2%
Ross Island Bridge	<+2%	<+2%	<+2%	<+2%
Sellwood Bridge	+2 to +5%	<+2%	<+2%	<+2%
<b>Percentage change in volume on regional bridges (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Downtown Portland Bridges Screenline	+2 to +5%	+2 to +5%	+2 to +5%	+2 to +5%
Ross Island Bridge	+5 to +10%	+2 to +5%	+2 to +5%	+2 to +5%
Sellwood Bridge	+10 to +20%	+5 to +10%	+5 to +10%	+5 to +10%
<b>Percentage change in volume on regional bridges (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Downtown Portland Bridges Screenline	<+2%	<+2%	+2 to +5%	<+2%
Ross Island Bridge	+5 to +10%	+5 to +10%	+10 to +20%	+5 to +10%
Sellwood Bridge	+10 to +20%	+10 to +20%	+10 to +20%	+10 to +20%

# Appendix G. Change in Volume on other Regional Highways Detail

<b>Daily percentage change in volume on other regional highways</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
US 26 west of Skyline Blvd & Scholls Ferry Rd	0 to +2%	0 to +2%	0 to +2%	0 to +2%
OR 217 north of 99W	0 to -2%	0 to -2%	-2 to -5%	0 to -2%
OR 217 east of I-5	0 to -2%	0 to +2%	0 to +2%	0 to +2%
I-84 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-205 north of I-84	0 to -2%	0 to -2%	0 to -2%	0 to -2%
<b>Percentage change in volume on other regional highways (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
US 26 west of Skyline Blvd & Scholls Ferry Rd	0 to +2%	0 to +2%	0 to -2%	0 to -2%
OR 217 north of 99W	0 to -2%	0 to -2%	0 to -2%	0 to +2%
OR 217 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-84 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to -2%
I-205 north of I-84	0 to -2%	0 to -2%	0 to -2%	0 to -2%
<b>Percentage change in volume on other regional highways (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
US 26 west of Skyline Blvd & Scholls Ferry Rd	0 to +2%	0 to +2%	0 to +2%	0 to -2%
OR 217 north of 99W	0 to -2%	0 to -2%	0 to -2%	0 to +2%
OR 217 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-84 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to -2%
I-205 north of I-84	0 to -2%	0 to -2%	0 to -2%	0 to -2%
<b>Percentage change in volume on other regional highways (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
US 26 west of Skyline Blvd & Scholls Ferry Rd	0 to +2%	0 to +2%	0 to +2%	0 to +2%
OR 217 north of 99W	-2 to -5%	-2 to -5%	-2 to -5%	0 to -2%
OR 217 east of I-5	0 to -2%	0 to -2%	0 to -2%	0 to +2%
I-84 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-205 north of I-84	0 to -2%	0 to -2%	0 to -2%	0 to -2%
<b>Percentage change in volume on other regional highways (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
US 26 west of Skyline Blvd & Scholls Ferry Rd	+2 to +5%	0 to +2%	+2 to +5%	0 to +2%
OR 217 north of 99W	-2 to -5%	-2 to -5%	-2 to -5%	-2 to -5%
OR 217 east of I-5	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-84 east of I-5	+2 to +5%	+2 to +5%	+2 to +5%	+2 to +5%
I-205 north of I-84	0 to -2%	0 to -2%	0 to -2%	0 to -2%



# Appendix H. Change in Volume on Roadways Near I-205 Alternatives Detail

<b>Daily percentage change in volume on nearby roadways</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+5 to +10%	+5 to +10%	+5 to +10%	+5 to +10%
Borland Rd east of Stafford Road	-40 to -50%	+90 to +100%	+30 to +40%	+90 to +100%
Borland Rd east of SW 65th Ave	-10 to -20%	<+2%	-5 to -10%	+5 to +10%
Stafford Road south of Ek Rd	-10 to -20%	-10 to -20%	-10 to -20%	-5 to -10%
Stafford Road east of SW 65th Ave	-10 to -20%	-10 to -20%	-10 to -20%	-2 to -5%
OR 99E Downtown Canby	+30 to +40%	+30 to +40%	+20 to +30%	+2 to +5%
<b>Percentage change in volume on nearby roadways (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+5 to +10%	<+2%	<+2%	<+2%
Borland Rd east of Stafford Road	-40 to -50%	+30 to +40%	-5 to -10%	+20 to +30%
Borland Rd east of SW 65th Ave	-10 to -20%	-2 to -5%	-5 to -10%	+10 to +20%
Stafford Road south of Ek Rd	<+2%	-5 to -10%	<+2%	-2 to -5%
Stafford Road east of SW 65th Ave	-5 to -10%	-2 to -5%	-5 to -10%	<+2%
OR 99E Downtown Canby	+10 to +20%	+10 to +20%	+2 to +5%	-5 to -10%
<b>Percentage change in volume on nearby roadways (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+5 to +10%	+2 to +5%	<+2%	+2 to +5%
Borland Rd east of Stafford Road	-60 to -70%	+30 to +40%	<+2%	+30 to +40%
Borland Rd east of SW 65th Ave	-10 to -20%	-2 to -5%	-5 to -10%	+2 to +5%
Stafford Road south of Ek Rd	-10 to -20%	-10 to -20%	-5 to -10%	-10 to -20%
Stafford Road east of SW 65th Ave	-10 to -20%	-5 to -10%	-5 to -10%	-2 to -5%
OR 99E Downtown Canby	+10 to +20%	+10 to +20%	+5 to +10%	-2 to -5%
<b>Percentage change in volume on nearby roadways (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+10 to +20%	+5 to +10%	+5 to +10%	+5 to +10%
Borland Rd east of Stafford Road	-40 to -50%	>+100%	+30 to +40%	>+100%
Borland Rd east of SW 65th Ave	-20 to -30%	+2 to +5%	-20 to -30%	<+2%
Stafford Road south of Ek Rd	-10 to -20%	-30 to -40%	-10 to -20%	-10 to -20%
Stafford Road east of SW 65th Ave	-10 to -20%	-10 to -20%	-10 to -20%	-5 to -10%
OR 99E Downtown Canby	+50 to +60%	+50 to +60%	+40 to +50%	+5 to +10%
<b>Percentage change in volume on nearby roadways (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+10 to +20%	+10 to +20%	+10 to +20%	+10 to +20%
Borland Rd east of Stafford Road	+2 to +5%	>+100%	>+100%	>+100%
Borland Rd east of SW 65th Ave	-2 to -5%	+30 to +40%	+20 to +30%	+50 to +60%
Stafford Road south of Ek Rd	-10 to -20%	-20 to -30%	-20 to -30%	-10 to -20%
Stafford Road east of SW 65th Ave	-10 to -20%	-10 to -20%	-10 to -20%	-10 to -20%
OR 99E Downtown Canby	+50 to +60%	+50 to +60%	+40 to +50%	+5 to +10%

# Appendix I. Change in Volume in Oregon City Detail

<b>Daily percentage change in volume in Oregon City</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 213 south of I-205 Interchange	-5 to -10%	-5 to -10%	-5 to -10%	+5 to +10%
OR 99E Oregon City South Boundary	+20 to +30%	+20 to +30%	+10 to +20%	-5 to -10%
Oregon City Arch Bridge	+80 to +90%	+30 to +40%	+30 to +40%	+20 to +30%
Downtown Oregon City Screenline	+80 to +90%	+40 to +50%	+30 to +40%	+10 to +20%
North Oregon City Screenline	+5 to +10%	+2 to +5%	+30 to +40%	+20 to +30%
<b>Percentage change in volume in Oregon City (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 213 south of I-205 Interchange	-5 to -10%	<+2%	<+2%	+5 to +10%
OR 99E Oregon City South Boundary	+10 to +20%	+10 to +20%	<+2%	-5 to -10%
Oregon City Arch Bridge	+50 to +60%	+20 to +30%	+10 to +20%	+5 to +10%
Downtown Oregon City Screenline	+50 to +60%	+20 to +30%	+10 to +20%	+5 to +10%
North Oregon City Screenline	-5 to -10%	-5 to -10%	<+2%	+2 to +5%
<b>Percentage change in volume in Oregon City (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 213 south of I-205 Interchange	-5 to -10%	-2 to -5%	-2 to -5%	+5 to +10%
OR 99E Oregon City South Boundary	+10 to +20%	+10 to +20%	<+2%	-5 to -10%
Oregon City Arch Bridge	+50 to +60%	+20 to +30%	+10 to +20%	+5 to +10%
Downtown Oregon City Screenline	+50 to +60%	+20 to +30%	+10 to +20%	+2 to +5%
North Oregon City Screenline	-5 to -10%	-5 to -10%	+2 to +5%	+5 to +10%
<b>Percentage change in volume in Oregon City (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 213 south of I-205 Interchange	-5 to -10%	-5 to -10%	-5 to -10%	+5 to +10%
OR 99E Oregon City South Boundary	+40 to +50%	+40 to +50%	+30 to +40%	-2 to -5%
Oregon City Arch Bridge	+90 to +100%	+40 to +50%	+30 to +40%	+30 to +40%
Downtown Oregon City Screenline	+90 to +100%	+50 to +60%	+30 to +40%	+20 to +30%
North Oregon City Screenline	+10 to 20%	+10 to 20%	+30 to +40%	+20 to +30%
<b>Percentage change in volume in Oregon City (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 213 south of I-205 Interchange	-10 to -20%	-10 to -20%	-10 to -20%	+5 to +10%
OR 99E Oregon City South Boundary	+30 to +40%	+40 to +50%	+30 to +40%	-5 to -10%
Oregon City Arch Bridge	>+100%	+90 to +100%	+80 to +90%	+50 to +60%
Downtown Oregon City Screenline	>+100%	>100%	+90 to +100%	+40 to +50%
North Oregon City Screenline	+40 to +50%	+30 to +40%	>+100%	+70 to +80%

# Appendix J. Change in Volume in West Linn Detail

<b>Daily percentage change in volume in West Linn</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Glenmorrie Dr	-10 to -20%	+2 to +5%	+2 to +5%	<+2%
Willamette Falls Dr east of A St	+2 to +5%	-5 to -10%	+50 to +60%	+10 to +20%
East West Linn Screenline	-20 to -30%	-10 to -20%	-5 to -10%	-10 to -20%
Sunset Ave west of Willamette Falls Dr (over I-205)	<+2%	-5 to -10%	-5 to -10%	-10 to -20%
Rosemont Rd north of Santa Anita Dr	-40 to -50%	+10 to +20%	+10 to +20%	+5 to +10%
Salamo Rd east of 10th St	+30 to +40%	-40 to -50%	-10 to -20%	-30 to -40%
Willamette Falls Dr east of 10th St	-10 to -20%	-40 to -50%	+90 to +100%	+10 to +20%
<b>Percentage change in volume in West Linn (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Glenmorrie Dr	-10 to -20%	-2 to -5%	-2 to -5%	-2 to -5%
Willamette Falls Dr east of A St	-10 to -20%	-10 to -20%	-2 to -5%	-5 to -10%
East West Linn Screenline	-30 to -40%	-10 to -20%	-10 to -20%	-20 to -30%
Sunset Ave west of Willamette Falls Dr (over I-205)	<+2%	+5 to +10%	+2 to +5%	<+2%
Rosemont Rd north of Santa Anita Dr	-40 to -50%	-10 to -20%	-10 to -20%	-20 to -30%
Salamo Rd east of 10th St	+30 to +40%	-30 to -40%	+2 to +5%	-40 to -50%
Willamette Falls Dr east of 10th St	-40 to -50%	-40 to -50%	-10 to -20%	-10 to -20%
<b>Percentage change in volume in West Linn (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Glenmorrie Dr	-5 to -10%	<+2%	<+2%	<+2%
Willamette Falls Dr east of A St	-10 to -20%	-10 to -20%	-2 to -5%	-10 to -20%
East West Linn Screenline	-20 to -30%	-10 to -20%	-10 to -20%	-20 to -30%
Sunset Ave west of Willamette Falls Dr (over I-205)	-2 to -5%	+5 to +10%	-2 to -5%	-2 to -5%
Rosemont Rd north of Santa Anita Dr	-50 to -60%	-10 to -20%	-10 to -20%	-20 to -30%
Salamo Rd east of 10th St	+60 to +70%	-30 to -40%	+5 to +10%	-20 to -30%
Willamette Falls Dr east of 10th St	-30 to -40%	-40 to -50%	-2 to -5%	-10 to -20%
<b>Percentage change in volume in West Linn (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Glenmorrie Dr	-10 to -20%	+2 to +5%	+2 to +5%	<+2%
Willamette Falls Dr east of A St	+30 to +40%	+10 to +20%	+50 to +60%	+20 to +30%
East West Linn Screenline	-20 to -30%	-10 to -20%	-2 to -5%	-10 to -20%
Sunset Ave west of Willamette Falls Dr (over I-205)	-2 to -5%	-5 to -10%	-10 to -20%	-10 to -20%
Rosemont Rd north of Santa Anita Dr	-50 to -60%	+20 to +30%	+10 to +20%	+5 to +10%
Salamo Rd east of 10th St	+50 to +60%	-30 to -40%	-10 to -20%	-30 to -40%
Willamette Falls Dr east of 10th St	+50 to +60%	+2 to +5%	>+100%	+60 to +70%
<b>Percentage change in volume in West Linn (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Glenmorrie Dr	-5 to -10%	+5 to +10%	+10 to +20%	+10 to +20%
Willamette Falls Dr east of A St	+70 to +80%	+20 to +30%	>+100%	>+100%
East West Linn Screenline	-20 to -30%	-10 to -20%	-5 to -10%	-10 to -20%
Sunset Ave west of Willamette Falls Dr (over I-205)	-2 to -5%	-10 to -20%	-10 to -20%	-10 to -20%
Rosemont Rd north of Santa Anita Dr	-10 to -20%	>+100%*	>+100%*	>+100%*
Salamo Rd east of 10th St	+10 to +20%	-60 to -70%	-60 to -70%	-60 to -70%
Willamette Falls Dr east of 10th St	>+100%*	-20 to -30%	>+100%	>+100%

\* Represents less than 200 vehicle change

# Appendix K. Change in Volume in Gladstone Detail

<b>Daily percentage change in volume in Gladstone</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-5 to -10%	-5 to -10%	+10 to +20%	+20 to +30%
Gladstone Screenline	+5 to +10%	+2 to +5%	+70 to +80%	>+100%
<b>Percentage change in volume in Gladstone (7:00 a.m. to 8:00 a.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-5 to -10%	-2 to -5%	+10 to +20%	+20 to +30%
Gladstone Screenline	+2 to +5%	<+2%	+60 to +70%	>+100%
<b>Percentage change in volume in Gladstone (5:00 p.m. to 6:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-5 to -10%	-2 to -5%	+5 to +10%	+20 to +30%
Gladstone Screenline	+5 to +10%	+5 to +10%	+50 to +60%	>+100%
<b>Percentage change in volume in Gladstone (2:00 p.m. to 3:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-10 to -20%	-5 to -10%	+10 to +20%	+20 to +30%
Gladstone Screenline	+10 to +20%	+2 to 5%	>+100%	>+100%
<b>Percentage change in volume in Gladstone (8:00 p.m. to 9:00 p.m.)</b>				
Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-5 to -10%	-5 to -10%	+20 to +30%	+10 to +20%
Gladstone Screenline	+2 to 5%	<+2%	+90 to +100%	+60 to +70%

**APPENDIX N**

**ODOT Actions to Address Top Portland Regional Concerns (AKA Top 6 Things), March  
2022**

Submitted to Metro records in [JPACT 3/17/2021 packet](#), p. 374-381

**APPENDIX O**

**Oregon Metro Regional Freight Strategy** (excerpt), December 2018

[Public Link](#)



2018 Regional Transportation Plan

# Regional Freight Strategy

*A strategy for efficient goods movement in,  
to and from the greater Portland region*

**December 6, 2018**

**[oregonmetro.gov/freight](http://oregonmetro.gov/freight)**

## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance.

If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit [oregonmetro.gov/civilrights](http://oregonmetro.gov/civilrights) or call 503-797-1536.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at [trimet.org](http://trimet.org).

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Regional Transportation Plan website: [\*\*oregonmetro.gov/rtp\*\*](http://oregonmetro.gov/rtp)

Regional Transit Strategy web site: [\*\*oregonmetro.gov/transit\*\*](http://oregonmetro.gov/transit)

The preparation of this strategy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.



**Public service**

*We are here to serve the public  
with the highest level of  
integrity.*

**Excellence**

*We aspire to achieve exceptional  
results*

**Teamwork**

*We engage others in ways that foster  
respect and trust.*

**Respect**

*We encourage and appreciate  
diversity in people and ideas.*

**Innovation**

*We take pride in coming up with  
innovative solutions.*

**Sustainability**

*We are leaders in demonstrating  
resource use and protection.*

**Metro's values and purpose**

We inspire, engage, teach and invite people to preserve and enhance the quality of life and the environment for current and future generations.



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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE 2018	)	RESOLUTION NO. 18-4893
REGIONAL FREIGHT STRATEGY AND	)	
REPLACING THE 2010 REGIONAL FREIGHT	)	Introduced by Chief Operating Officer Martha
PLAN	)	Bennett in concurrence with Council
	)	President Tom Hughes

WHEREAS, in 2010 the Metro Council adopted the region’s first Regional Freight Plan via Ordinance No. 10-1241B as a component of the Regional Transportation Plan (RTP); and

WHEREAS, the 2010 Regional Freight Plan defined goals, strategies and actions designed to guide the stewardship of the multimodal freight infrastructure and industrial land supply in the greater Portland region; and

WHEREAS, in 2016 Metro created a Regional Freight Work Group consisting of topical experts, Portland Freight Committee members, Transportation Policy Alternatives Committee and Metro Technical Advisory Committee members or their designees, representatives of cities and counties, the Port of Portland and Port of Vancouver, the Federal Highway Administration, and the Oregon Department of Transportation; and

WHEREAS, the Regional Freight Work Group was tasked with analyzing data regarding existing conditions and identifying trends and challenges, reviewing draft freight policy refinements and proposed actions to support implementation, and implementing policy direction from the Metro Council, the Metro Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation regarding updating the 2010 Regional Freight Plan data, policies, projects and strategies; and

WHEREAS, the Regional Freight Work Group met nine times from 2016 through early 2018 and provided input to Metro staff regarding the development of a new Regional Freight Strategy (RFS) to replace the 2010 Regional Freight Plan and to be adopted concurrently with the 2018 Regional Transportation Plan (RTP); and

WHEREAS, the 2018 RFS provides a coordinated vision and strategy for freight transportation in the greater Portland region, and is the freight element of the 2018 RTP; and

WHEREAS, Metro released the initial draft of the 2018 RFS for public review and comment on June 29, 2018; and

WHEREAS, Metro provided a 45-day public comment period on the draft 2018 RFS from June 29 to August 13, 2018, and received comments through September 6, 2018; and

WHEREAS, the Metro Council held a public hearing on August 2, 2018 to accept public testimony and comments regarding the draft RFS; and

WHEREAS, Metro staff invited four Native American Tribes, the Federal Highway Administration, the Federal Transit Administration, the ports of Portland and Vancouver, and other federal, state and local resource, wildlife, land management and regulatory agencies to consult on the public review draft RFS in accordance with 23 CFR 450.316, and convened four separate consultation meetings on August 6, 14 and 21 and September 6, 2018; and

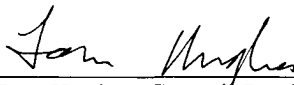
WHEREAS, the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee (MTAC), the Transportation Policy Alternatives Committee (TPAC), the Federal Highway Administration, the Federal Transit Administration, the ports of Portland and Vancouver, local government elected officials and staff, business and community leaders, public agencies, private and non-profit organizations and the public, assisted in the development of the 2018 RFS and provided comment on the RFS throughout the planning process conducted for the 2018 RTP update; and

WHEREAS, JPACT and MPAC have recommended approval of the 2018 RFS by the Metro Council; and


WHEREAS, the Metro Council held two additional public hearings on the 2018 RFS identified in Exhibit A on November 8 and December 6, 2018; now therefore,

BE IT RESOLVED that the Metro Council hereby adopts the 2018 Regional Freight Strategy attached to this Resolution as Exhibit A, as amended by the "Summary of Comments Received and Recommended Actions" in Exhibit B, as a component of the 2018 Regional Transportation Plan (RTP), replacing the 2010 Regional Freight Plan.

ADOPTED by the Metro Council this 6<sup>th</sup> day of December, 2018.

  
\_\_\_\_\_  
Tom Hughes, Council President

Approved as to Form:

  
\_\_\_\_\_  
Nathan A. S. Sykes  
Acting Metro Attorney



## **Regional Freight Strategy Executive Summary**

The 2018 Regional Freight Strategy sets regional freight policy for the Portland metropolitan area, and is a replacement of the Regional Freight Plan from June of 2010. The 2018 Regional Freight Strategy also provides the freight plan for the Portland metropolitan region, defined as the area within the Metropolitan Planning Area (MPA). The MPA is slightly larger than the region's Urban Growth Boundary.

In 2016 and 2017, the Regional Freight Work Group was one of eight technical work groups identified to provide input and technical expertise to support the 2018 Regional Transportation Plan (RTP) update. In this role, the work groups were convened to advise Metro staff on implementing policy direction from the Metro Council, the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT). The Regional Freight Work Group met nine times from January 2016 through early 2018.

The regional freight work group consisted of topical experts, Portland Freight Committee members, Transportation Policy Alternatives Committee (TPAC) and Metro Transportation Advisory Committee (MTAC) members or their designees, and staff from the City of Portland, larger cities in the region, Clackamas County, Multnomah County, Washington County, Port of Portland, Port of Vancouver, Regional Transportation Council (RTC) in Vancouver Washington, Federal Highway Administration (FHWA), and Oregon Department of Transportation (ODOT).

### **Regional Freight and Goods Movement and the Greater Portland Economy**

The region's goods movement infrastructure and unique geographic location are competitive advantages that have created transportation sector jobs for more than a century. These jobs, in turn, serve the industrial and local freight needs of the Portland metro region, the state, the Pacific Northwest, the West Coast and the nation.

By 2040, the region's goods movement system will need to absorb a near doubling of freight volumes, measured in tonnage by all freight modes, with approximately 75 percent of that dependent on trucks to link producers and consumers, or to reach intermodal nodes for import and export.<sup>1</sup>

As the region grows, the health of residents and communities will depend on decision-makers who appreciate the interdependence of economic, transportation and land use goals. The logistics and freight transportation sectors perform the vital task of distributing the myriad of goods that Oregonians consider essential to the maintenance of our households, businesses and communities.

### **Regional Freight Vision and Concept (from Chapter 3)**

Informing the regional framework for freight policy is the understanding that the Portland-Vancouver region is a globally competitive international gateway and domestic hub for commerce.

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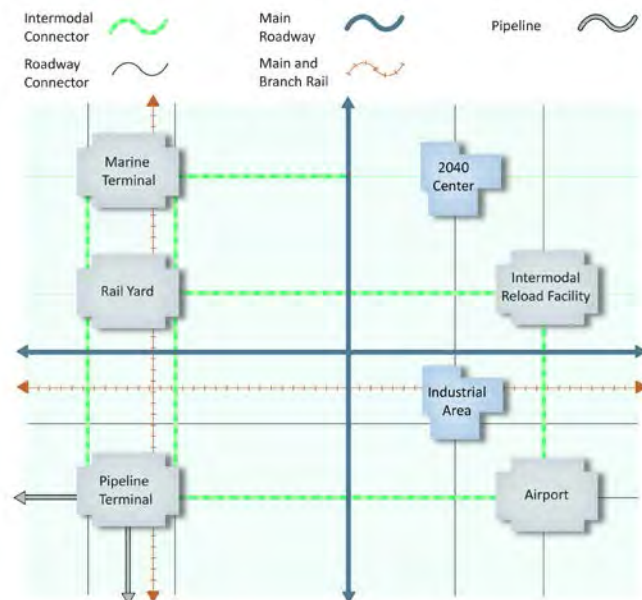
<sup>1</sup> Port of Portland Commodity Flow Forecast, March 2015

The multimodal freight transportation system is a foundation for economic activities and we must strategically maintain, operate and expand it in a timely manner to ensure a vital and healthy economy.

The Regional Freight Network Concept contains policy and strategy provisions to develop and implement a coordinated and integrated freight network that helps the region’s businesses attract new jobs and remain competitive in the global economy.

The transport and distribution of freight occurs via the regional freight network, a combination of interconnected publicly and privately owned networks and terminal facilities. The concept in Figure 7 shows the components of the regional freight system and their relationships.

**Figure 7. Regional freight concept**



Rivers, mainline rail, pipeline, air routes and arterial streets and throughways connect the region to international and domestic markets and suppliers beyond local boundaries. Inside the region, throughways and arterial streets distribute freight moved by truck to air, marine and pipeline terminal facilities, rail yards, industrial areas and commercial centers. Rail branch lines and heavy vehicle corridors connect industrial areas, marine terminals and pipeline terminals to rail yards and truck terminals. Pipelines transport petroleum products to and from terminal facilities.

### Regional Freight Network Map

The Regional Freight Network map has been updated for the latest Regional Freight Strategy and is significantly different than the one found in the 2014 Regional Transportation Plan and the 2010 Regional Freight Plan. To show the continuity of the freight system in both Oregon and Washington State, the map now shows the freight routes in Clark County, north of the Columbia River.

The other major update to the Regional Freight Network map is the addition of a new freight roadway designation for Regional Intermodal Connectors. The Regional Intermodal Connectors represent National Highway System (NHS) intermodal connectors and other Tier 1 intermodal connectors that were designated by ODOT as part of the Oregon Freight Intermodal Connector System (OFICS) Study completed in 2017. National Highway System (NHS) intermodal connectors are roads that provide the “last-mile” connections between major rail, port, airport, and intermodal freight facilities and the rest of the National Highway System.

Additional information on the Regional Freight Network map and intermodal connectors can be found in Chapter 3 of the Regional Freight Strategy. The Regional Freight Network map and inset maps are on the last two pages of this executive summary, and they apply the regional freight concept on the ground to identify the transportation networks and freight facilities that serve the region and state's freight mobility needs.

### **Regional Freight Policies**

The following Regional Freight Policies , including a new policy (Policy 7) directed by the Metro Council that addresses the issue of freight safety regarding the interaction of different freight modes (trucks, railroad trains, etc.) with passenger cars, bicyclist and pedestrians, guide the Regional Freight Strategy:

- **Policy 1:** Plan and manage our multimodal freight transportation infrastructure using a systems approach, coordinating regional and local decisions to maintain seamless freight movement and access to industrial areas, and intermodal facilities.
- **Policy 2:** Manage first-rate multi-modal freight networks to reduce delay, increase reliability, improve safety and provide shipping choices.
- **Policy 3:** Better integrate freight issues in regional and local planning and communication to inform the public and decision-makers on the importance of freight and goods movement issues.
- **Policy 4:** Pursue a sustainable multimodal freight transportation system that supports the health of the economy, communities and the environment through clean, green and smart technologies and practices.
- **Policy 5:** Protect critical freight corridors and access to industrial lands by integrating freight mobility and access needs into land use and transportation plans and street design.
- **Policy 6:** Invest in our multi-modal freight transportation system, including road, air, marine and rail facilities, to ensure that the region and its businesses stay economically competitive.
- **Policy 7:** Eliminate fatalities and serious injuries caused by freight vehicle crashes with passenger vehicles, bicycles, and pedestrians, by improving roadway and freight operational safety.

These freight network policies were used to develop the freight actions that are outlined in Chapter 8 of the Regional Freight Strategy.

### **Linking Freight Policy and Freight Actions (from Chapter 8)**

Chapter 8 of the Regional Freight Strategy constitutes the regional freight action plan. Many of the freight actions are foundational activities like planning, coordinating, research and policy making and take place on both an ongoing and cyclic basis. Freight action items are a selection of important, achievable near-term actions, and a few long term actions that will require additional scoping and

determining the availability of staff time. The near-term action items should be achievable within the next 5 years and the long-term actions would take longer than 5 years.

Each of the freight action items are associated with one of the seven regional freight and goods movement policies. Detailed descriptions for each of the actions are included in Chapter 8.

### **Action items for Policy 1**

Near-term actions:

- 1.1: Better define, preserve and enhance freight function in mobility corridors
- 1.2: Maintain private sector cooperation with Metro's planning and technical coordination, and with goods movement policy
- 1.3: Continue baseline freight and goods movement data collection and reporting activities
- 1.4: Coordinate research, modeling and planning with Oregon Department of Transportation (ODOT)

Long-term actions:

- 1.5: Develop and conduct a freight and goods movement research program

### **Action items for Policy 2**

Near-term actions:

- 2.1: Assess the need to develop and fund better incident management and traveler information
- 2.2: Continue support for use and expansion of ITS system management tools
- 2.3: Support workforce access to the region's industrial jobs through Metro Regional Travel Options (RTO)/Transportation Demand Management (TDM) programs

Long-term actions:

- 2.4: Identify key mobility corridors for testing and development of Connected Vehicle (CV) infrastructure and other intelligent transportation systems (ITS) strategies

### **Action items for Policy 3**

Near-term actions:

- 3.1: Establish a freight stakeholder outreach program
- 3.2: Provide support for topical fact sheets, and other published media that expands awareness of freight issues
- 3.3: Coordinate with Economic Value Atlas work which includes the economic development community

#### **Action items for Policy 4**

##### Near-term actions:

- 4.1: Provide useful “green freight” links from Metro’s freight program webpage
- 4.2: Pursue greenhouse gas and other pollutant reduction policies and strategies for freight that transitions the region to lower or zero emission freight vehicles and equipment
- 4.3: Incorporate updated DEQ diesel emissions inventory data into regional and local freight plans
- 4.4: Support and partner with local jurisdictions to develop policies to phase out older and dirtier diesel truck engines and diesel equipment used in the transport of freight

#### **Action items for Policy 5**

##### Near-term actions:

- 5.1: Continue to implement land use strategies to protect the existing supply of industrial land
- 5.2: Provide a freight perspective to the revision of Metro’s ‘Creating Livable Streets’ design guidelines

##### Long-term actions:

- 5.3: Examine the need for additional industrial land and the availability and readiness of industrial lands

#### **Action items for Policy 6**

##### Near-term actions:

- 6.1: Work toward implementation of the RTP freight priority projects
- 6.2: Strengthen the tie between project prioritization and the framework for freight performance
- 6.3: When appropriate, focus regional funds on large capital projects
- 6.4: Make strategic incremental improvements when large capital projects are unfunded
- 6.5: Ensure that unfunded freight projects are on an aspirational or strategic RTP project list
- 6.6: Develop a regional freight rail strategy

##### Long-term actions:

- 6.7 Develop policy and evaluation tools to guide public investment in private freight infrastructure, focused on rail projects

## Action items for Policy 7

Near-term actions:

7.1: Promote and advocate with the cities and counties for the implementation of truck side guards on large freight trucks providing public services (i.e. sanitation and recycling), consistent with USDOT specifications

7.2: Develop design guidance for identifying and prioritizing improvements to regional intermodal connectors that should have bike and pedestrian facilities that are separated from the roadway, and other design treatments to enhance the safety of non-motorized modes

## Guide to other important freight information and topics within the Regional Freight Strategy

There are other important freight information and topics within the overall Regional Freight Strategy that have not been included in this Executive Summary. The following provides direction to finding more detail about those topics in the Regional Freight Strategy.

**Chapter 4** provides an overview of the regional freight needs by freight mode, and the priority issues for freight and goods movement.

**Chapter 5** outlines the importance of manufacturing, warehousing and distribution to providing jobs and supporting the region's economy.

**Chapter 6** covers innovation and technology as it relates to freight transportation. The chapter describes vehicle-to-infrastructure (V2I) communications development to understand how different applications of connected vehicle (CV) technology will improve commodity movement within the next five years.

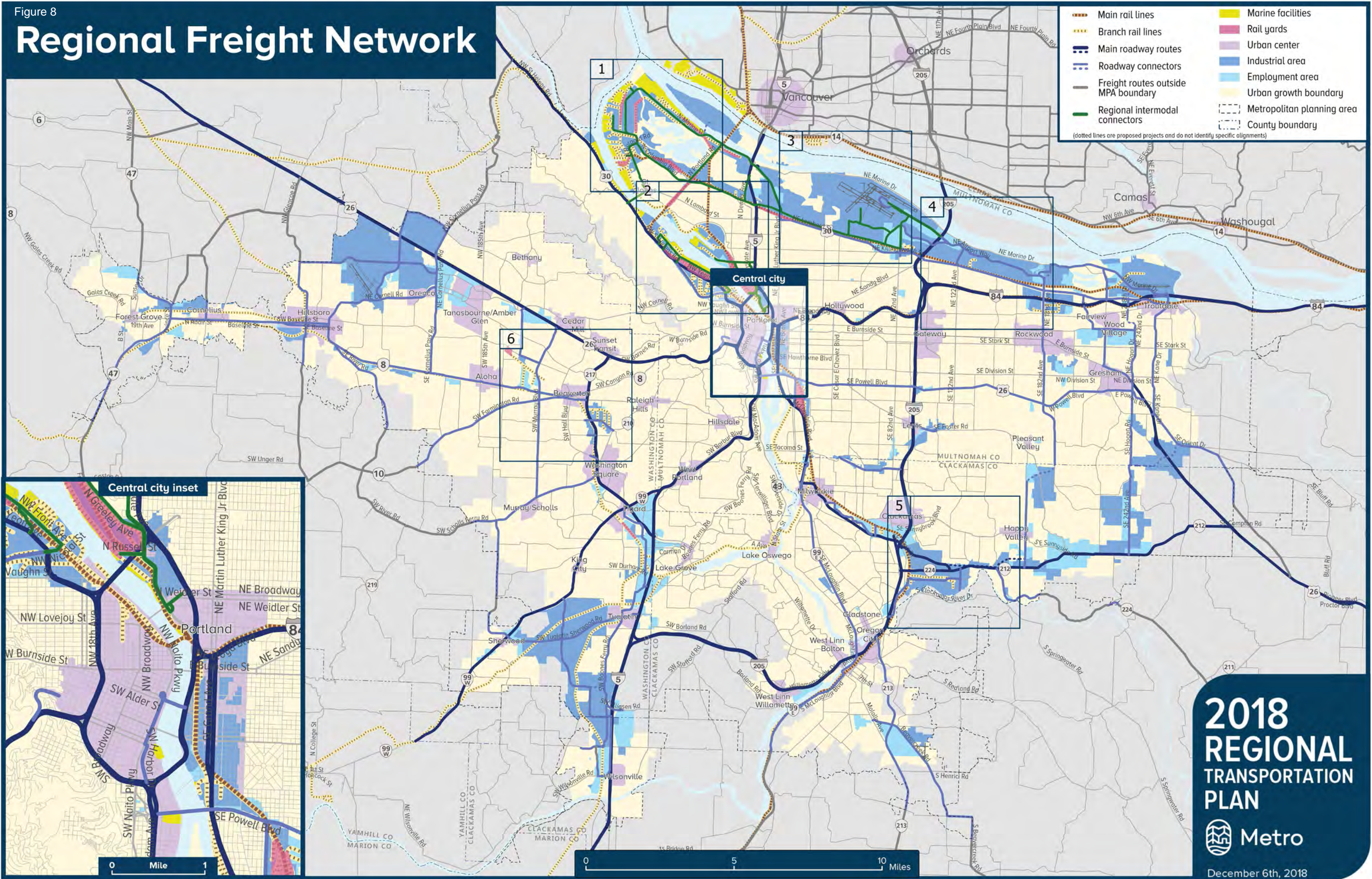
**Chapter 7** provides information on freight funding sources and new state and federal funding resources for freight projects.

**Chapter 9 and Appendix A** provides the list of all 2040 RTP Freight Projects that were included as part of round 2 of the RTP call for projects. Chapter 9 also provides a description of two future freight studies that will be completed as part of the implementation of the Regional Freight Strategy.

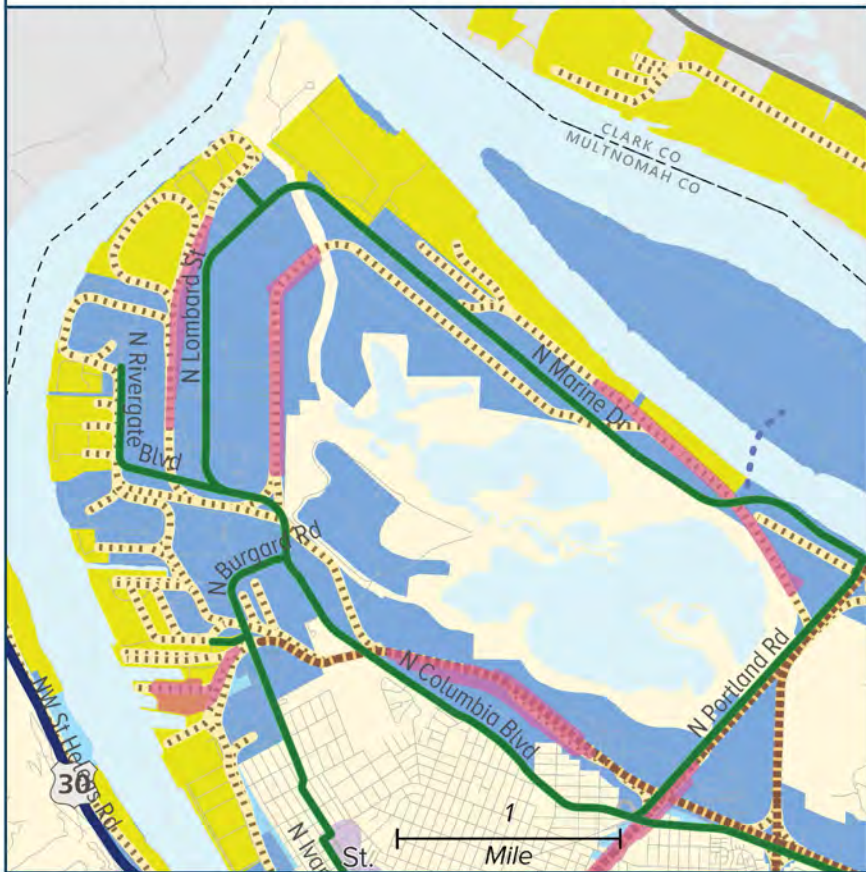
**Chapter 10** provides the context for how the region will measure progress toward achieving national freight performance goals and the goals and policies for freight and goods movement that are outlined in the 2018 Regional Transportation Plan.

Figure 8

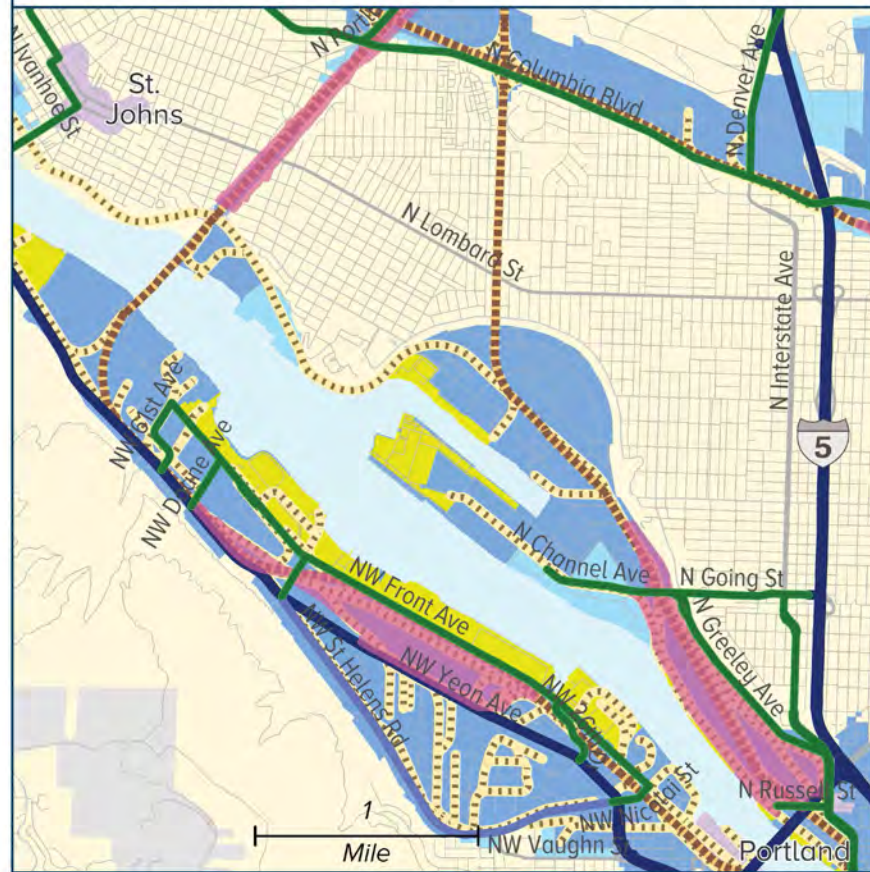
# Regional Freight Network



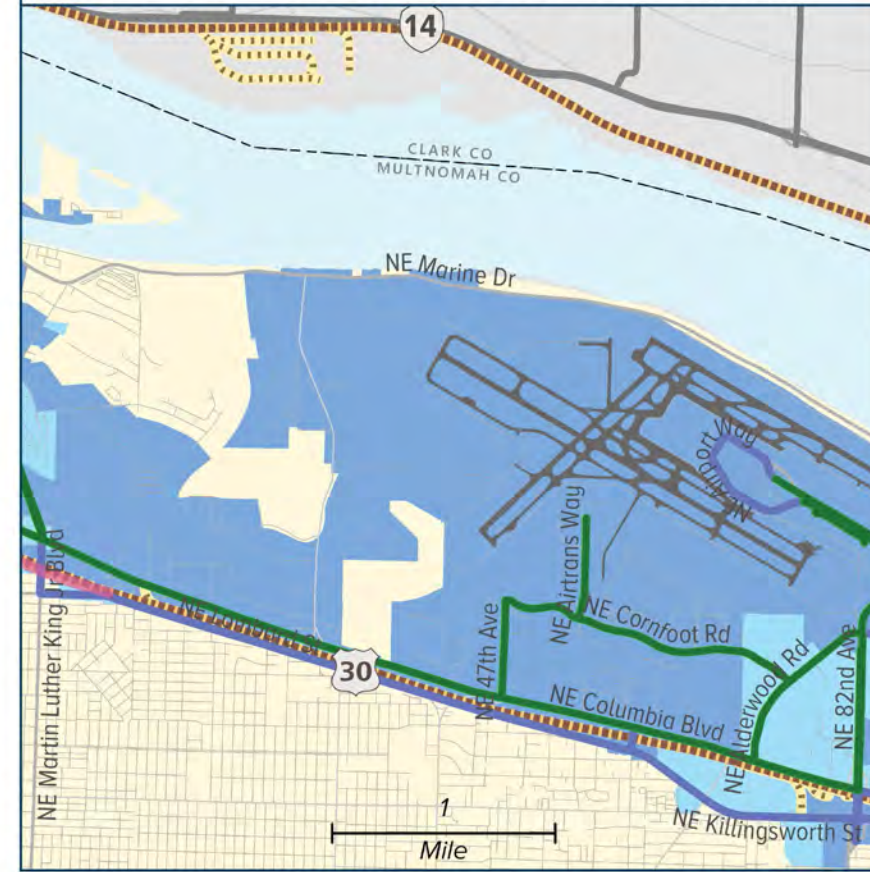
### 1. North Portland Marine Terminals



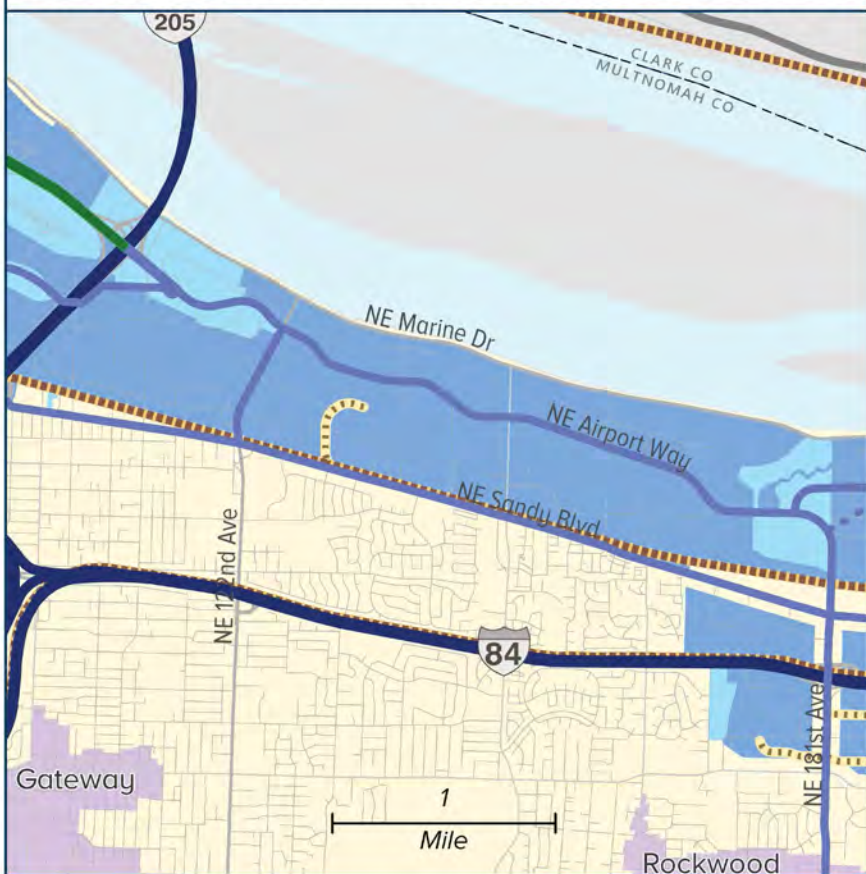
### 2. NW Industrial and Swan Island



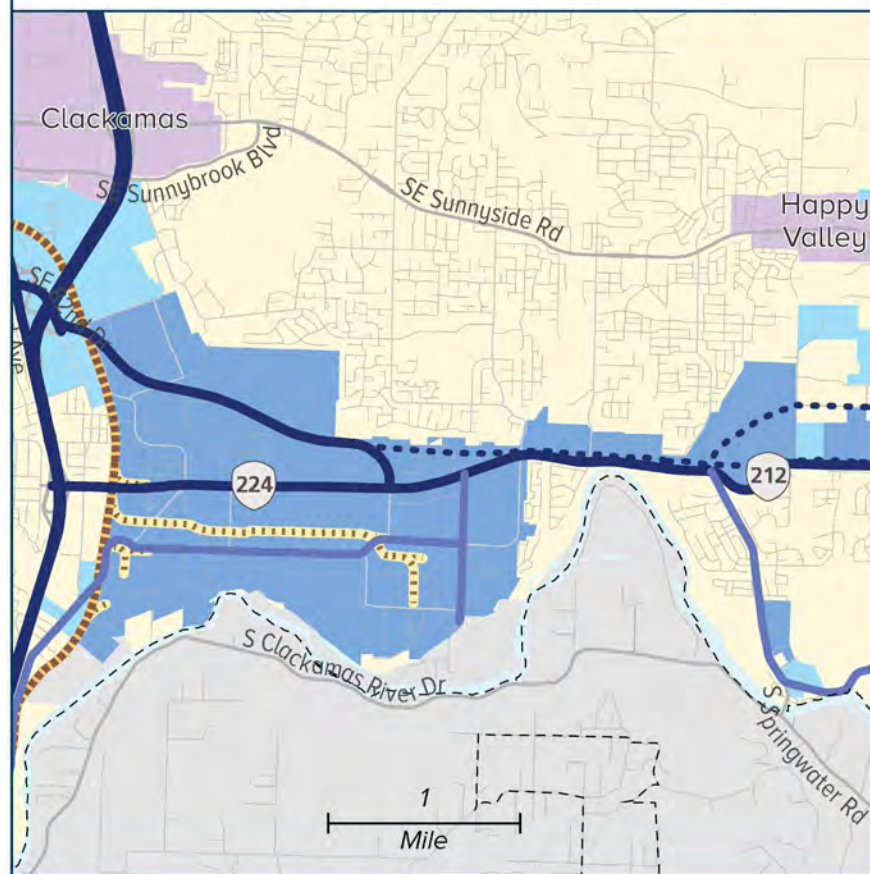
### 3. Portland International Airport



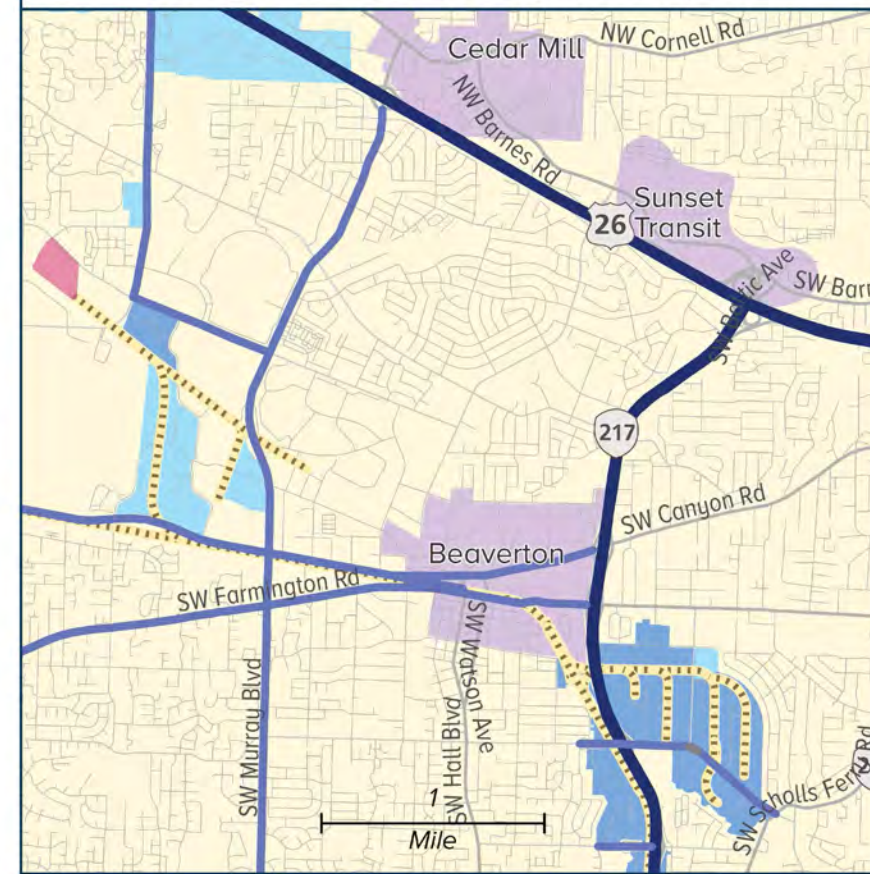
### 4. Kenton Rail Line/Columbia Corridor



### 5. Clackamas Industrial Area



### 6. Beaverton Industrial Area



### Legend

(dotted lines are proposed projects and do not identify specific alignments)

- Main rail lines
- Branch rail lines
- Main roadway routes
- Roadway connectors
- Freight routes outside MPA boundary
- Regional intermodal connectors
- Marine facilities
- Rail yards
- Urban center
- Industrial area
- Employment area
- Urban growth boundary
- Metropolitan planning area
- County boundary



# CHAPTER 1

## INTRODUCTION

### FREIGHT'S ROLE IN THE REGION'S ECONOMY

The 2018 Regional Freight Strategy sets regional freight policy for the Portland metropolitan area and is a replacement of the Regional Freight Plan from June of 2010. This introduction provides context for the Regional Freight Strategy, including the role of regional government in freight planning, and existing federal, state, and regional policies related to goods movement.

#### 1.1 Metro's role

As the region's metropolitan planning organization (MPO), Metro has a variety of roles and requirements in freight planning, including:

- Developing the Regional Transportation Plan (RTP) and the Metropolitan Transportation Improvement Plan (MTIP), including projects consistent with regional plans and policies.
- Allocating federal transportation funding through a project selection process informed by regional policies.
- Reviewing local comprehensive and transportation plans for consistency with the RTP.
- Reporting on freight targets and freight system performance measures.
- Convening jurisdictions and agencies to achieve better coordination.
- Collecting, maintaining and disseminating data.
- Encouraging best practices in freight strategies and roadway design with funding and programmatic support.
- Supporting local and state efforts to implement and update plans, policies and projects.

The 2018 Regional Freight Strategy provides the freight plan for the Portland metro region, defined as the area within the Metropolitan Planning Area (MPA). The MPA is slightly larger than the region's Urban Growth Boundary. Since freight and goods movement do not stop at the MPA boundary, Metro staff make sure to coordinate with the Oregon Department of Transportation (ODOT), the Port of Vancouver and Regional Transportation Council in Washington State to receive information on freight-related networks and issues outside the MPA.

## 1.2 History of the Regional Freight Plan

The 2010 Regional Freight Plan defined goals, strategies and actions designed to guide the stewardship of our critical multimodal regional freight infrastructure and industrial land supply, to support a sustainable, balanced and prosperous tomorrow.

The 2010 Regional Freight Plan was an element of the RTP update and was guided by the Metro Council appointed 33 member private-public sector Regional Freight and Goods Movement (RFGM) Task Force and a technical advisory committee. The plan is built on a foundation of technical work, including research on the region's freight transportation systems and facilities, needs and issues. A more detailed history of the RFGM Task Force (including a membership roster), and the Regional Freight Advisory Committee that served as the technical advisory committee, is included in Appendix B of this Regional Freight Strategy.

The 2010 Regional Freight Plan provided implementation strategies for addressing environmental and community impacts, system management, economic development and financing that were reviewed and recommended.

In 2016 and 2017, the Regional Freight Work Group was one of eight technical work groups identified to provide input and technical expertise to support the 2018 Regional Transportation Plan (RTP) update. In this role, the work groups were convened to advise Metro staff on implementing policy direction from the Metro Council, the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation (JPACT). The Regional Freight Work Group met nine times from January 2016 through early 2018.

The primary charge of the Regional Freight Work Group was to:

- Review status of 2010 Regional Freight Plan recommendations and help update freight data.
- Review documents on key trends and challenges with updated existing conditions data.
- Review a shared freight investment strategy.
- Review draft freight policy refinements and actions to support implementation.

The regional freight work group consists of topical experts, Portland Freight Committee members, Transportation Policy Alternatives Committee (TPAC) and Metro Technical Advisory Committee (MTAC) members or their designees, and staff from the City of Portland, larger cities in the region, Clackamas County, Multnomah County, Washington County, Port of Portland, Port of Vancouver, Regional Transportation Council (RTC), Federal Highway Administration (FHWA), and the Oregon Department of Transportation (ODOT).

**Table 1:** Regional Freight Work Group Members:

<b>Name</b>	<b>Affiliation</b>
Nathaniel Brown	Portland Business Alliance
William Burgel	Burgel Rail Group
Gary Cardwell	NW Container Services, Inc.
Tim Collins	Metro, Regional Freight Work Group Lead
Lynda David	Regional Transportation Council, Washington State
Kate Dreyfus	City of Gresham
Nicholas Fortey	Federal Highway Administration
Jerry Grossnickle	Bernert Barge Lines
Jim Hagar	Port of Vancouver
Brendon Haggerty	Multnomah County – Public Health
Phil Healy	Port of Portland
Robert Hillier	City of Portland – Bureau of Transportation
Jana Jarvis	Oregon Trucking Association
Todd Juhasz	City of Beaverton
Steve Kountz	City of Portland – Bureau of Planning & Sustainability
Kathleen Lee	Greater Portland, Inc.
Jon Makler	Oregon Department of Transportation
Kate McQuillan	Multnomah County – Planning
Zoe Monahan	City of Tualatin
Joel Much	Sunlight Supply, Inc.
Don Odermott	City of Hillsboro
Carly E. Riter	Intel
Patrick Sweeney	City of Vancouver
Erin Wardell	Washington County
Pia Welch	FedEx Express
Steve Williams	Clackamas County

**Table 2:** Regional Freight Work Group Alternates:

<b>Name</b>	<b>Affiliation</b>
Steve Kelley	Washington County
Gregg Snyder	City of Hillsboro
Joanna Valencia	Multnomah County

### 1.3 Relationship to other plans

The Regional Freight Strategy for the Portland metro region is an element of the RTP. While the strategy targets needs and issues specific to the freight transportation system, key policies and actions are incorporated into the comprehensive RTP.

Implementation strategies for addressing environmental and community impacts, system management, economic development and financing have been reviewed and recommended as part of the RTP. The freight strategy will contribute to recommendations to better incorporate truck movement into Metro's Designing Livable Streets and Trails Guide.

#### **Regional Transportation Plan**

Metro periodically reviews and updates the Regional Transportation Plan (RTP) to keep it current with transportation challenges facing the region and to incorporate new information, technologies and strategies. The updated plan provides a blueprint for building a sustainable transportation future that allows the region to compete in the global economy and preserve the unique qualities and natural beauty that define our region. An overarching aim of the RTP is to move the region closer to the vision of the region's long-range strategy for managing growth the 2040 Growth Concept. Fundamentally, the RTP defines a framework for making choices about the future of the region - choices about where to allocate limited transportation resources and choices about the future residents wish to see for our region and, by extension, the State of Oregon.

### 1.4 Process and public engagement

#### **2018 Regional Transportation Plan:**

**Phase 1: Getting started** Beginning in summer 2015, the first phase consisted of engaging local, regional, state, business and community partners to prioritize the regional challenges to be addressed in the update and the process for how the region should work together to address them. This engagement included:

- interviews with 31 stakeholders
- discussion groups in partnership with Metro's diversity, equity and inclusion team with communities of color and youth on priorities and issues related to racial equity
- a partnership with PSU's Center for Public Service and 1000 Friends of Oregon to explore components of inclusive public engagement to develop an approach to better reach underrepresented communities
- a public involvement retrospective that summarized previous feedback from communities of color on transportation planning and project development
- an online survey with more than 1,800 participants to help identify the top transportation issues facing the greater Portland region.

This phase concluded in December 2015 with JPACT and Council approval of the work plan and public participation plan for the update. In addition to implementing the 2014 Climate Smart Strategy, the adopted work plan identified seven policy topics for the Regional Transportation Plan update to focus on – safety, equity, freight, transit, finance, performance, and design.

**Phase 2: Framing trends and challenges** The second phase began in January 2016 and concluded in April 2016. In this phase, Metro engaged the public, jurisdictional partners and business and community leaders to document key trends and challenges facing the region as well as priority outcomes for investment in the region’s transportation system. This included:

- an online survey with more than 5,800 participants working through the questions
- a Regional Snapshot on transportation published in April 2016.

Also in April 2016, the Metro Council convened members of MPAC, JPACT, state legislators, community and business leaders and other interests from across the region to discuss the key trends and challenges facing the region during the first of four regional leadership forums.

Metro staff also worked with ODOT’s economist and jurisdictional partners, individually and through a technical work group, to forecast a budget of federal, state and local funds the greater Portland region can reasonably expect by 2040 under current funding trends.

**Phase 3: Looking forward** From May 2016 to May 2017 technical work and public engagement activities continued to focus on finalizing a shared vision statement for the plan, developing draft strategies for safety, transit and freight, and updating the evaluation framework and measures for evaluating plan performance. The engagement for this phase included:

- a round of follow up discussion groups in partnership with Metro’s diversity, equity and inclusion team with communities of color and youth to review actions and priorities for the agency’s racial equity strategy
- focus and discussion groups on transportation priorities for communities of color and strategies to improve engagement with underrepresented groups
- an online survey focusing on priorities for communities of color
- an online survey with more than 2,600 participants on investment priorities and funding
- another round of discussion groups with communities of color on hiring practices and priorities related to the Planning and Development department-specific equity plan.

Metro Council also hosted their second and third regional leadership forums. In regional leadership forums 1 and 2, there was consensus that a bold vision and more funding are

needed to build a 21st century transportation system. In forum 3, leaders discussed a shared vision for the future transportation system and potential near-term priorities for addressing regional transportation challenges in ways that supported the vision. Participants also identified actions to build a path to future funding.

Staff also compiled background information and online resource guide maps to support jurisdictional partners as they updated their investment priorities for further evaluation and public review during Phase 4. In addition, staff launched the RTP Project Hub – an online visual database – for jurisdictional partners to use to update project information and collaborate with other jurisdictions. Phase 3 concluded with Metro Council directing staff to release a call for projects to update the region’s transportation near and long-term investment priorities to support regional goals for safety, congestion relief, affordability, community livability, the economy, social equity and the environment.

**Phase 4: Building a shared strategy** The fourth phase began in June 2017 with the release of a second Regional Snapshot on transportation and Call for Projects for jurisdictional partners to update the plan’s regional transportation project priorities. Agencies were asked to identify projects that address regional needs and challenges, reflect public priorities and maximize progress toward the region’s agreed upon vision and goals for the future transportation system.

Local jurisdictions and county coordinating committees worked within a constrained budget and capital funding targets to determine the project priorities to put forward for inclusion in the plan in collaboration with the Oregon Department of Transportation (ODOT), Metro, South Metro Area Regional Transit (SMART) and TriMet. All project submissions were required to come from adopted plans or studies that provided opportunities for public input.

In summer 2017, Metro analyzed three funding scenarios: 10-year constrained project priorities, 2040 constrained project priorities and 2040 strategic project priorities. The analysis tested new and updated outcomes-based system performance measures to evaluate performance of the transportation system as a whole for each scenario to help inform finalizing the plan’s project priorities in Phase 5. Metro staff also prepared an interactive map of proposed projects and lists that were made available on the project website for the public and partners to use to learn more about the projects under consideration. Safety, transit, freight and emerging technology strategies continued to be developed on parallel tracks. Jurisdictions also piloted project-level evaluation criteria on 50 projects; the pilot project evaluation will be advanced during the next RTP update.

The results of the analysis were released in November 2017. Engagement on the call for projects included:

- a community leaders forum for feedback on the results
- Metro Councilor briefings to business and neighborhood groups
- an online survey with more than 2,900 participants.

The analysis was also summarized in a larger discussion guide for decision makers that also relayed key issues and the results of the Call for Projects. A fourth and final Regional Leadership Forum was held March 2018 to discuss findings and recommendations from the technical analysis and public engagement to inform finalizing the plan during Phase 5.

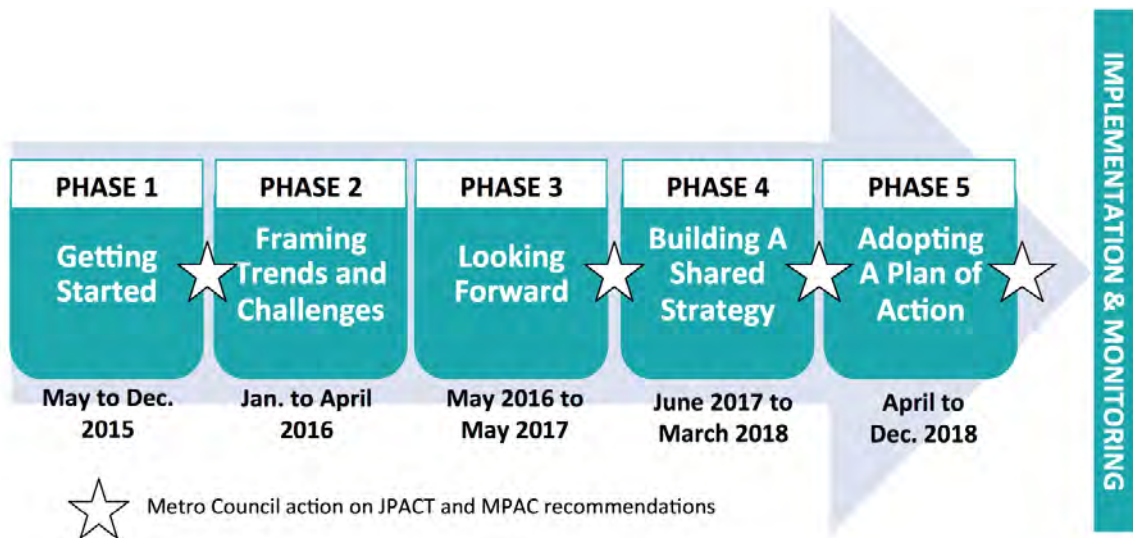
**Phase 5: Adopting a plan of action** The fifth and final phase of the process began in April 2018 and focused on finalizing and adopting the region’s investment priorities and strategies recommended through 2040. The 2018 Regional Transportation Plan will be available for public review in June 2018, with a formal comment period from June 29 through August 13. For this comment period, engagement activities include:

- an online survey with a high level summary the plan
- an interactive map of projects, project lists and a briefing book that provides a more in-depth summary;
- draft documents, including the 2018 Regional Transportation Plan and safety, transit, freight and emerging technology strategies, available for review and comment.

The Metro Council held a hearing on August 2, 2018. All comments received during the comment period were summarized in a public comment report. Recommended changes to the draft materials responded to all substantive comments received during the comment period and were summarized in a public comment log that was considered by MPAC, JPACT and the Metro Council during the adoption process.

JPACT and MPAC made recommendations to the Metro Council in October 2018. Metro Council scheduled legislative hearings on November 8 and December 6. Metro Council considered adoption of the final plan, project priorities and strategies for safety, transit, freight and emerging technology on December 6, 2018.

**Figure 1: Summary of the Regional Transportation Plan development process**



## 1.5 Document organization

This section provides a guide for the context and organization of the rest of the 2018 Regional Freight Strategy.

**Chapter 2** provides the context for how the Portland metro region became and continues to be a hub for trade and commerce for the entire state of Oregon and beyond, and why that has been an important factor in the economic health of the region. The chapter shows data for the Portland-Vancouver area that confirms the importance of imports and exports to the regional job market, and defines the region as a global gateway for freight and goods movement. The chapter also shows the importance that increasing goods movement could have on the growth of industrial middle income jobs.

**Chapter 3** sets the framework for the rest of the Regional Freight Strategy by defining the Regional Freight Concept, the Regional Freight Network map, and the development of the seven Regional Freight Network Policies.

**Chapter 4** provides an overview of the regional freight needs by freight mode and the priority issues for freight and goods movement. The chapter provides summaries of the key freight studies that have been completed since 2010 that identified and addressed important freight issues in the region.

**Chapter 5** outlines the importance of manufacturing, warehousing and distribution to providing jobs and supporting the region's economy. Manufacturers and shippers throughout Oregon and Southwest Washington depend on regional warehousing, distribution and multimodal goods movement infrastructure to move materials and products to both domestic and international destinations. The chapter also defines the importance of regional goods movement that travel by the six different freight modes (truck, rail, air cargo, marine ship, pipeline, and river barge).

**Chapter 6** covers innovation and technology as it relates to freight transportation. The chapter describes vehicle-to-infrastructure (V2I) communications development to understand how different applications of connected vehicle (CV) technology will improve commodity movement within the next five years. The chapter also describes the tools being used to improve efficiency and reduce idling of truck diesel engines; and the elements of Oregon's Clean Diesel Initiative and Oregon's Senate Bill 1008 that provide the benefits of cleaner air.

**Chapter 7** provides information on freight funding sources and new state and federal funding resources for freight projects that have become available as part of Oregon's HB 2017 and the 2015 Federal Transportation Bill (FAST Act).

**Chapter 8** provides freight strategies and actions for each of the seven regional freight network policies. Achievable near-term actions (within 5 years) and long-term actions are included and recommended for implementation to support the regional freight and goods movement policies.



**Chapter 9** provides the list of all 2040 RTP Freight Projects that were included as part of round 2 of the RTP call for projects. Freight projects are defined as RTP projects within an investment category (Freight and Throughways) and those projects that meet certain criteria for benefiting freight. The chapter defines available freight data sets and analysis tools, including the Commodity Flow Forecast, the Economic Value Atlas, and the new Regional Freight Model. The chapter also provides a description of two future freight studies that will be completed as part of the implementation of the Regional Freight Strategy.

**Chapter 10** provides the context for how the region will measure progress toward achieving national freight performance goals and the goals and policies for freight and goods movement that are outlined in the 2018 Regional Transportation Plan.



## CHAPTER 2

# TRENDS FOR REGIONAL FREIGHT AND GOODS MOVEMENT AND THE GREATER PORTLAND ECONOMY

## 2.1 Trade, transportation and economic health



*The Columbia River serves as a critical international marine gateway to the region's system of multimodal freight networks.*

Portland and Vancouver were founded and grew on the basis of vibrant and profitable statewide, regional and international trade. Access to the Pacific Ocean via the Columbia River from the inland empire to the east created the region's original economic engine. The Willamette River delivered the wealth of the various river valleys south and west of the Portland metro region in much the same way. It was through this trade that the Portland metro region established itself as a trade hub and prospered.

The Cost of Congestion to the Economy of the Portland Region<sup>1</sup> (2005) reported that the region has a higher than average dependency on traded sector industries, particularly computer and electronic products, wholesale distribution services, metals, forestry, wood and paper products, and publishing. These business sectors serve broader regional, national and international markets and bring outside dollars into the region's economy. Traded sector industries, such as semiconductor manufacturing or consulting services, are the primary enabler of Portland metropolitan

### **What is the "traded sector"?**

As defined in ORS 285A.010, (8), "traded sector" means industries in which member firms sell their goods or services into markets for which national or international competition exists. As a result of their exchange earnings, these industries increase spending power within their regional or state economies.

<sup>1</sup> Economic Development Research Group, November 2005.

economic growth. The Portland region's traded sector industries are anchored by six core clusters.<sup>2</sup> These industries are important drivers of regional economic activity today and well-positioned to spark future growth. These industries depend on a well-integrated and well-functioning international and domestic transportation system to stay competitive in a global economy. The six core clusters are defined below:

Clean Technology and Green Cities – Manufacturing, energy production, design, and waste disposal industries related to sustainability and resilience.

Computers and Electronics – Establishments that manufacture computers, computer peripherals, communications equipment and similar electronics products.

Health Sciences and Technology – Advanced medical device manufactures, plus related research and development establishments; does not include local hospitals.

Metals and Machinery – Broad array of goods-producing establishments working with heavy metals, ranging from foundries to pump makers to ship builders.

Software and Media – Service establishments writing software, planning and managing computer systems, hosting data, and producing and distributing video and sound recordings.

Sporting Equipment, Apparel, and Design – A unique collection of global apparel companies, personal hardware manufactures, and various design establishments.

As an international gateway and domestic freight hub, the region is particularly influenced by the dynamic trends affecting distribution and logistics. The 2007 commodity flow survey projected an overall doubling of freight tonnage moved in the region by 2035. The region's forecasted population and job growth – an additional 670,400 residents and 420,200 jobs by 2040<sup>3</sup> – along with the associated boost in the consumption of goods and services are significant drivers of projected increases in local freight volume. Much of the projected doubling of freight tonnage passing through the Portland metropolitan region doesn't terminate there but instead moves well beyond the region's boundaries to the rest of the country.

Today the Portland-Vancouver area boasts an underlying foundation for a strong and diverse regional economy that will continue to support an enviable quality of life. The local economy is still very dependent upon an efficient, reliable and safe freight transportation system that recognizes the region's role as an international gateway and key domestic freight hub.

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<sup>2</sup> Portland Economic Value Atlas Market Scan (The Brookings Institute) August 2017

<sup>3</sup> Metro Data Resource Center for 2040 Regional Transportation Plan. Population and employment forecasts include Multnomah, Clackamas, Washington counties in Oregon, and Clark County in southwest Washington. The percentage increases from 2015 to 2040 are 30.2% (population) and 39.2% (employment).

## 2.2 Freight trends

The global economy is in the midst of a profound change. Twenty-first century innovations in trade policy, communications and transportation have altered the sourcing, production and marketing of products on a global scale. Some of the most important trends are identified below:

- Due to open trade policies, more freight than ever before is moving across international boundaries.
- The rise of worldwide communications networks allow for the inexpensive and instantaneous transfer of information around the globe. These networks have allowed businesses to expand operations and markets and have given rise to new business models like e-commerce, leading to a higher volume of smaller, demand-responsive shipments.
- Access to good transportation services has allowed businesses to develop increasingly complex supply chains that are longer and far more specialized.

As a result of these global trends, U.S. international and domestic trade volumes are expected to grow at an accelerated rate. Trade volumes in Portland are expected to nearly double by 2040 to 600 million tons annually.<sup>4</sup> This is expected to have a profound effect on shippers and the infrastructure they depend upon.

West Coast ports have been struggling to keep pace with the increasing volumes of marine and air cargo coming from Pacific Rim trading partners like Japan, China, South Korea and Taiwan. The Portland Harbor includes port terminals in both Portland and Vancouver and will likely have a longer-term trend of growth in freight volumes. In addition, the ports of Portland and Vancouver are not as constrained by dockside capacity as a number of other West Coast ports are so additional growth here can be handled at the ports.

According to the US census, total US trade with the Pacific Rim amounted to \$1,170.7 billion in 2016. About \$362 billion of that trade is exports. Most of the Portland-Metro region's international trade is with Pacific Rim countries and was estimated to be \$10.5 billion in 2016. Much of the Pacific Rim freight processed by West Coast ports is destined for the rest of the country. However, the financial burden of maintaining and expanding the publicly owned transportation system serving this national need falls to local West Coast trade gateway jurisdictions.

Canada and Mexico are also important trading partners with the USA. According to the Western Washington University Research Institute, the value of US exports to Canada in 2015 was \$280.1 billion and the value of US exports to Mexico was \$236.4 billion. The value of US imports from Canada in 2015 was \$295.2 billion and the value of US imports from

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<sup>4</sup> Port of Portland Commodity Flow Forecast, March 2015 (Cambridge Systematics).

Mexico was \$294.7 billion. These numbers represent a rapid expansion of both imports and exports from our neighboring trading partners since 2002.

The goods movement industry has responded to this capacity crunch by employing larger trucks, rail cars, ships and planes. Long-haul trucks and ships carrying containers have trended toward increased size and capacity. However, small scale delivery associated with e-commerce is also growing at the same time. These trends place new demands on the goods movement infrastructure, and reinforce the need to reconsider our approach to providing a goods movement infrastructure that addresses both needs. Government and industry must also work together to address increasingly stringent safety and security requirements being placed on the goods movement system.

Against this backdrop of sustained expansion in global trade the region must prepare to compete globally. The viability of the regional and state economies, and the ability to attract and sustain business investment in both, depend upon it. Industry needs tangible and continuous improvements in the operating efficiency, capacity, modal redundancy and reliability of the regional goods movement system to remain competitive globally. Government must do its best to work with private sector stakeholders to accomplish this in a sustainable, environmentally sensitive and cost effective manner.

The regional goods movement system is falling short for some large shippers. Several traded sector firms in the region must truck their loads to San Francisco or Seattle/Tacoma to achieve satisfactory international aviation or marine connections. Some resource based industries and agricultural products served by the Portland metropolitan region's goods movement system are very sensitive to transportation costs and can easily lose global market share with shipping cost increases measured in pennies per pound. Still other area manufacturers have had to repeatedly adjust production schedules to compensate for congestion on the region's runways, roads and rail lines, leading to increased production costs and reduced productivity.

As shippers' supply chain logistics evolve, the definition of "state of the art" warehousing and distribution centers continues to change dramatically. Larger truck-biased cross dock facilities are becoming the new standard.

The local component of the goods movement system is also critically important to the economy and daily life. The local movement of goods and services is focused primarily on trucks. The ability to maneuver on local streets and to park to unload freight is vital for those trying to deliver goods and services to local communities.

The region's goods movement infrastructure and unique geographic location are competitive advantages that have created transportation sector jobs for more than a century. These jobs, in turn, serve the industrial and local freight needs of the Portland metro region, the state, the Pacific Northwest, the West Coast and the nation.

### **2.3 Efficient goods movement for the future**

In the post-recovery world economy, strong growth in international, national and regional trade has once again driven the need for a flexible, adaptable, high performance multimodal freight transportation system. Efforts must consider these new stresses on marine, air, road, rail and pipeline networks and facilities. By 2040, the region's goods movement system will need to absorb a near doubling of freight volumes, measured in tonnage by all freight modes, with approximately 75 percent of that dependent on trucks to link producers and consumers, or to reach intermodal nodes for import and export.<sup>5</sup>

Many local manufacturing firms that trade internationally, and who could locate globally, have chosen to make the greater Portland-Vancouver area their home because of its connections as an international transportation hub. These firms require a smoothly functioning goods movement system to operate efficiently and maintain profitability. In the absence of such a system, they will consider relocating to an area that meets these requirements.

And as the global economy recovers and grows, the Portland metro region will be called upon to address vastly expanded regional, national and international shipping needs reliably, safely, efficiently and sustainably. We have a responsibility to the region, the state and the nation to maintain an efficient and flexible goods movement system of sufficient capacity to meet future needs.

### **2.4 The Portland region is a global gateway**

The ports of Portland and Vancouver processed 20.2 million metric tons of cargo in 2016. 12.7 million tons of cargo in Portland alone. Another 8 to 10 million tons of inland barge cargo also moves through these facilities. In addition to being the leading grain and mineral bulk harbor on the West Coast, the ports processed nearly 379,000 automobiles in 2016. The dollar value of foreign trade moving through the Portland Harbor was about \$14 billion, with about \$10 billion of that moving through Portland. Most of this cargo is transported beyond the Portland metro region, generally by truck and rail. There is also a huge support industry located in Portland associated with moving this freight.

The Portland Metro area's industries collectively produced \$158.8 billion in gross regional product, making it the country's 20<sup>th</sup> largest metropolitan economy in 2015.<sup>6</sup> Traded sector industries produce roughly 45 percent of gross regional product while employing 31 percent of workers.

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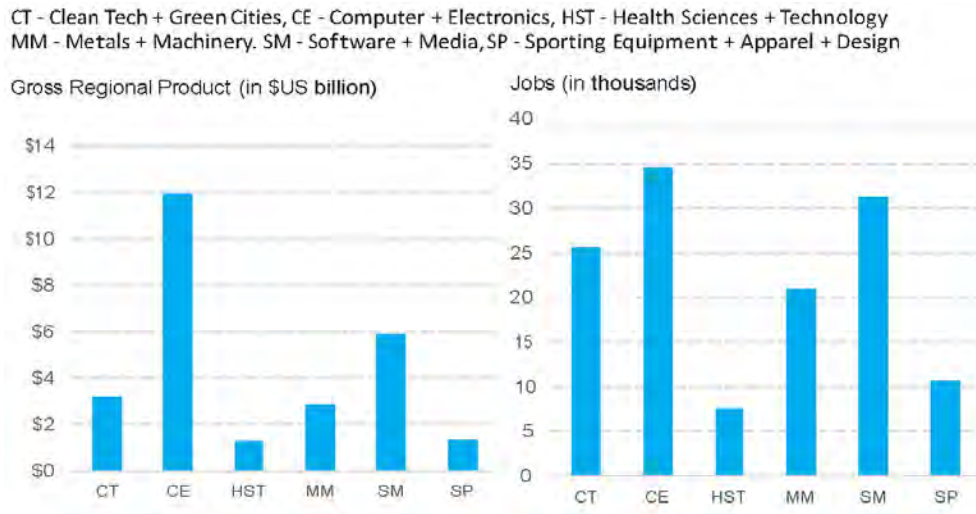
<sup>5</sup> Port of Portland Commodity Flow Forecast, March 2015

<sup>6</sup> Portland Economic Value Atlas Market Scan (August 2017) based on Brookings analysis of Bureau of Economic Analysis data.

The region's six core clusters (defined in section 2.1) demonstrate the importance of traded sector industries to our economy. The clusters generated 20 percent of all the Portland metropolitan output in 2015.<sup>7</sup>

When comparing the clusters to one another, their differences reflect the large variation of our industrial base. The clusters vary in size (see figure 2 below), with the Computer and Software cluster having the largest output and employment, while Health Sciences and Technology has the smallest output and employment. In 2016, the Computer and Electronics, and the Software and Media clusters each employed more than 30,000 people. The Clean Technology and Green Cities cluster employed about 25,000 people. In 2016, the leaders for gross regional product were the Computer and Software cluster with nearly \$12 billion, and the Software and Media cluster with nearly \$6 billion.

**Figure 2:** Portland MSA focus clusters: Various performance measures, 2016



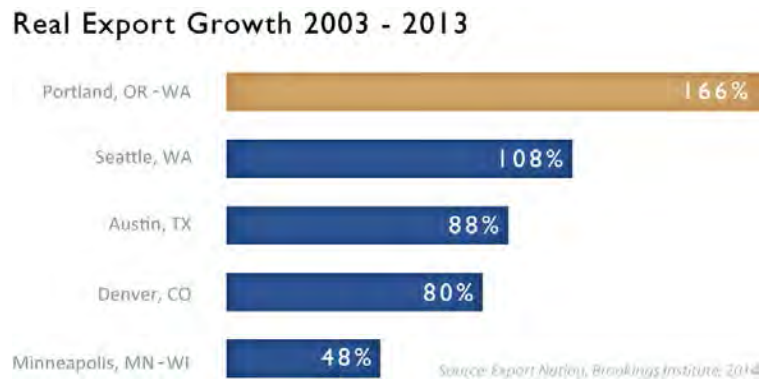
Source: Portland Economic Value Atlas Market Scan, Brooking Institute 2017

<sup>7</sup> Portland Economic Value Atlas Market Scan (The Brookings Institute) August 2017



As the figure below shows, the Portland-Vancouver region had a growth in export volume of 166% between 2003 and 2013. This growth made the Portland-Vancouver region the fifth-fastest growing export market among the 100 largest metropolitan areas and the region was 13th largest by export volume in 2013.

**Figure 3: Real Export Growth 2003-2013**



- The Port of Portland also operates the largest international airport in Oregon. Portland International Airport acts as the air freight hub for much of Oregon and Southwest Washington. Approximately \$1.9 billion of international air freight cargo was shipped through Portland International in 2016.
- Oregon’s total exports rose by 9.3% in 2016, and Oregon was the only state among its Pacific neighbors to post a net gain in dollar value.<sup>8</sup>
- The 2015 Commodity Flow Forecast uses the 2007 commodity flow survey, and projects an overall doubling of freight tonnage moved in the region by 2040. Imports and exports are projected to grow much faster than domestic freight tonnage moved in the region. Between 2007 and 2040, the tonnage of imports is projected to increase an average of 3.2% per year; and exports are projected to increase an average of 3.0% per year. Currently one in ten jobs in Oregon is transportation-related. Though the Port of Portland is sufficiently diversified to bear a temporary downturn better than some, there are many employers, large and small, who make up the Port of Portland’s customer base that could be hit hard.

Mounting congestion and capacity issues on several freight modes could impede the region’s ability to compete globally. Regional congestion and capacity issues already impact several national goods movement corridors traversing the region, including freight rail and trucking corridors.

<sup>8</sup> Portland Business Journal April 2017

**Made in Oregon: the ninth most trade-dependent state**

The Portland metro region is home to several traded sector industries that help drive the regional economy by bringing in money from outside the region. Traded sector businesses in our region include Nike, Adidas, Columbia Sportswear, Intel, Lattice Semiconductor, FLIR, Genentech, Precision Cast Parts, Boeing, Oregon Steel Mills and Boise Cascade.

Washington is the most trade dependent state in the U.S. and Oregon is the 9<sup>th</sup> most trade-dependent state. If the region is to maintain its status as an international freight gateway, steps must be taken to ensure that a flexible, adaptable, efficient and reliable goods movement system is in place. Cooperation with agencies and stakeholders across the state border with Washington is critical to make sure that freight throughways and access to primary hubs are seamless and that needed improvements are coordinated.

**Deliveries of daily necessities increase with population and jobs**

Modern urban life would be impossible without local goods movement. Nearly all the foodstuffs, clothing, housing materials, medical supplies, etc. that residents rely on daily come from outside the region.

Local suppliers and retailers require good connections to regional, national and international goods movement systems. They also need reasonably sized lane widths, curve and curb radii and loading zones.

**2.5 Regional competitiveness requires cooperation across jurisdictions**

The Portland-Vancouver area is a globally competitive international gateway and domestic hub for commerce. While Portland’s status as Oregon’s economic crossroads permits the region to have a vibrant, diverse and flourishing economy, it also carries certain responsibilities. The multimodal freight transportation system is a foundation for economic activities and we must strategically maintain, operate and expand it in a timely manner to ensure a vital and healthy economy.

This Regional Freight Strategy identifies mode-specific issues, policies, strategies and investments designed to meet those responsibilities and support a truly multimodal, sustainable freight network within the Portland metro region. A systems approach to planning and managing our multimodal freight transportation infrastructure must recognize and coordinate both regional and local transportation and land use decisions to maintain seamless freight and goods flow and access that benefit us all.

The recommended actions will necessarily require collaboration between public and private sectors, the coordination of freight modes that are often competitors, and the reconciliation of institutional, jurisdictional and political perspectives. Yet stakeholders have shown a strong interest in and commitment to improving freight mobility and access and reducing freight’s impacts on the communities it serves.

## 2.6 Congestion's costs

Traded sector industries require well-integrated and highly efficient international and domestic transportation connections to stay competitive in the global economy. These firms have historically located in the region to take advantage of the pipeline, rail, marine, aviation and highway connections it offers.

Increased roadway congestion and decreased system reliability have adversely impacted the productivity of traded sector firms throughout the region. This has led to decreases in equipment productivity, increased labor costs and inefficient use of fuel, leading to increased pollution for combined air cargo, trucking, pipeline, marine and rail carriers.<sup>9</sup> Each of these modes relies on the regional road system for some portion of their operations and all are impacted by congestion.

Manufacturers, shippers and distributors in the region operate in a time sensitive production environment, with each operating under a unique set of parameters. Missing critical connections due to transportation system failure costs these firms significant sums of money. This leads companies to consider relocating outside the region or prevent companies from starting up operations in the region.

## 2.7 Jobs and trade

As the region grows, the health of residents and communities will depend on decision-makers who appreciate the interdependence of economic, transportation and land use goals. The logistics and freight transportation sectors perform the vital task of distributing the myriad of goods that Oregonians consider essential to the maintenance of our households, businesses and communities. Additionally, this sector provides tens of thousands of jobs to the region by facilitating the transport or trans-shipment of goods entering the region via various freight modes and routes to intermediate or end users. These firms provide family wage employment that is a critical element in sustaining the region's high quality of life for all.

## 2.8 Freight-oriented expansion supports middle income jobs

In 2015, with the assistance of the City of Portland, Port of Portland, Associated Oregon Industries, Oregon Business Association, and the Oregon Business Council, the Portland Business Alliance published "Middle-income jobs in the Portland-metro economy". The report explores the current conditions of middle-income jobs and workers in the Portland metro area. Middle-income is defined as an annual income between \$29,420 and \$50,360 based on median wages in 2013. Two additional categories for lower-middle incomes (\$29,420 to \$35,170) and upper-middle incomes (\$40,730 to \$50,360) were established to more accurately track the trends in wage polarization.

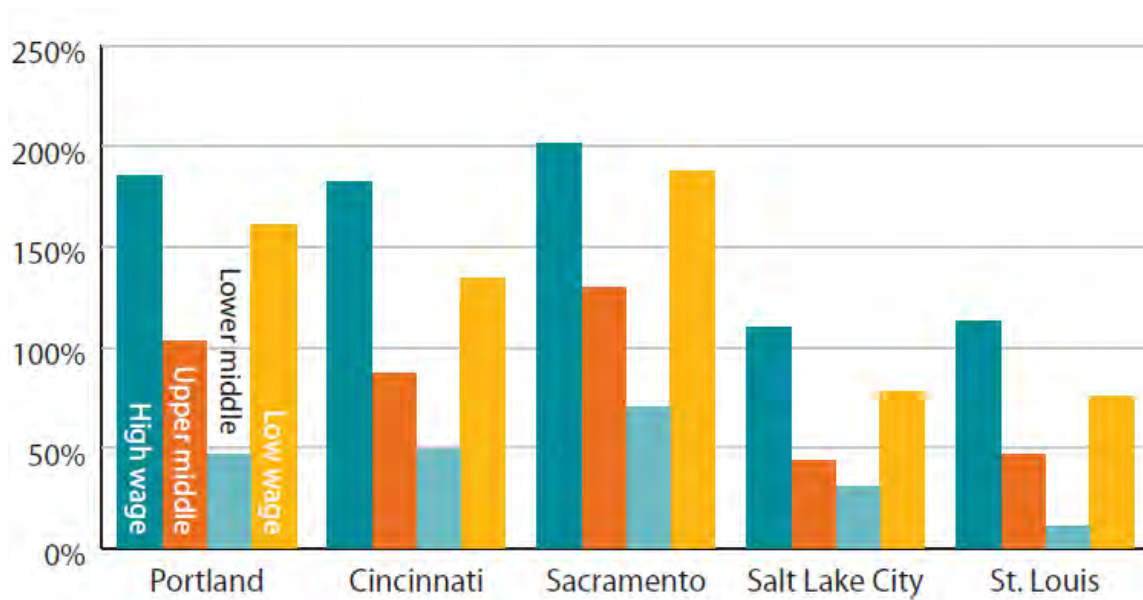
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<sup>9</sup> Cost of Congestion to the Economy of the Portland Region (Economic Development Research Group)

The report found that in the Portland-metro area the jobs that comprise these income ranges mainly include manufacturing, production, sales and administrative support roles. Many middle-income jobs are also impacted by local markets and populations – these often include teachers, and trade workers – both of which are impacted by business cycles.

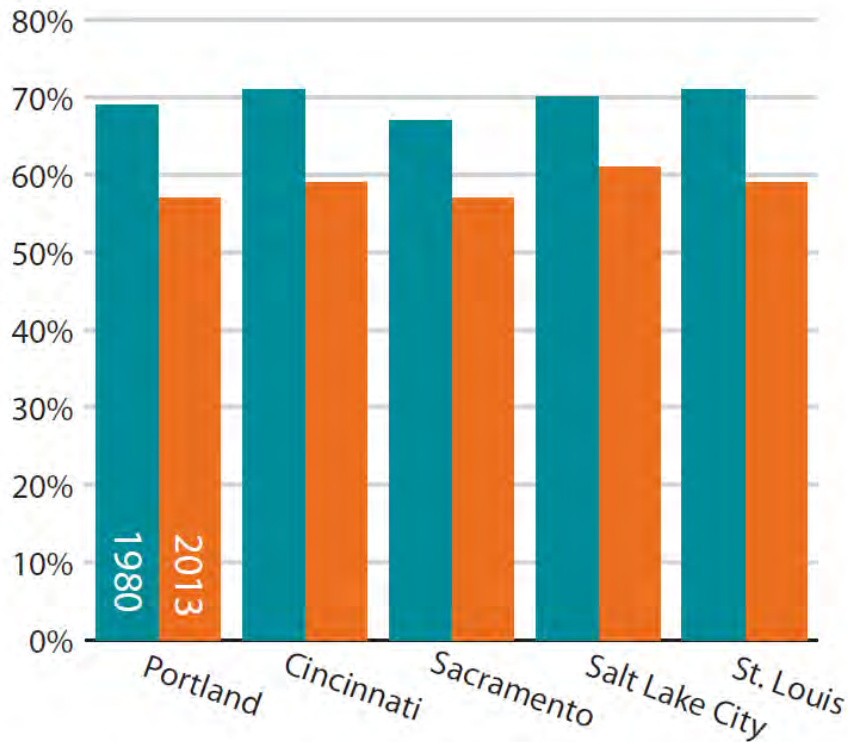
Between the years 1980 and 2013 the number of high-wage jobs increased by 185% and low wage jobs by 161%. In contrast, during this same period upper-middle wage jobs only grew by 103% and lower-middle jobs only saw an increase of 47%. This growth distribution was not limited to the Portland-metro area, in fact, both the aspirational city group and peer city group saw similar distributions of growth – the figures below more clearly express this.

**Figure 4:** Change in employment by wage group, peers



Source: U.S. Census Bureau; ECONorthwest calculations.

**Figure 5: Middle-wage job share, peer cities, 1980 and 2013**

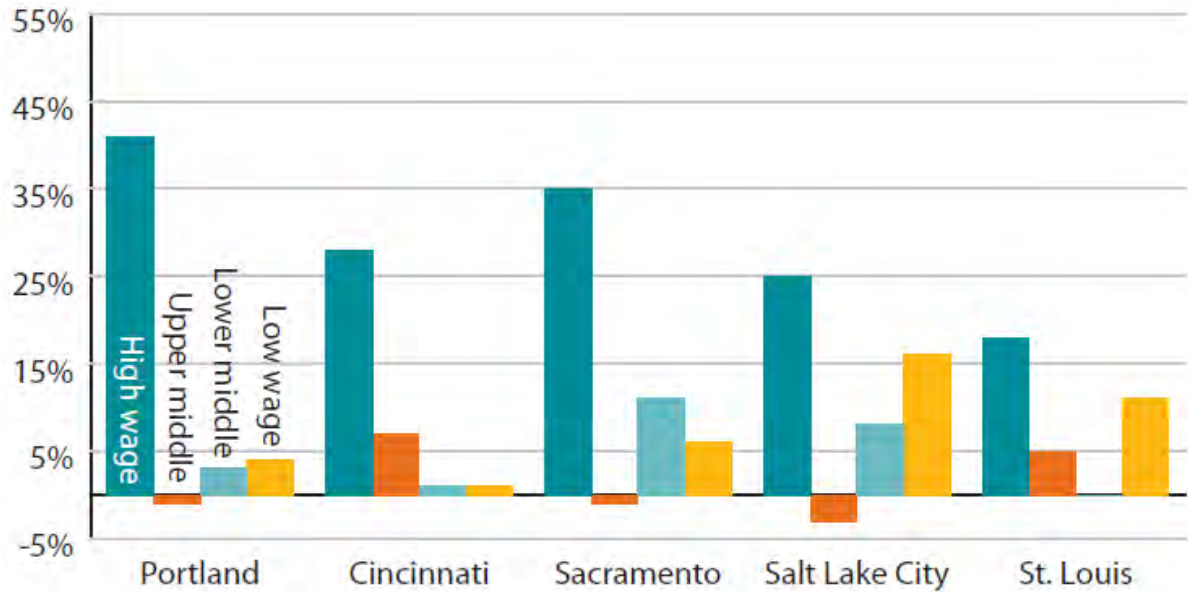


*Source: U.S. Census Bureau; ECONorthwest calculations.*

The report also focuses on the decrease of overall employment share that middle-income jobs hold. In 1980, middle-wage jobs represented 69% of Portland-metro’s overall employment. By 2013, that number had decreased by 12 percentage points to a share of just 57% (an 18% decrease).

In addition to the share of middle-wage jobs declining, increases to real median wages within middle-wage jobs stagnated. Both peer and aspirational data sets show a substantial increase in median income of high-wage jobs, minor increases in low-wage jobs – and in all but one case (see Cincinnati) – the least substantial change impacting middle-wage jobs. When compared to the aspirational cities, Portland-Metro performed the worst in growth of median wages in every category except high-wage.

**Figure 6:** Growth in real median wages by wage group, peers, 1980-2013



Source: U.S. Census Bureau; U.S. Bureau of Labor Statistics; ECONorthwest calculations

The Brookings Institute reports that the median annual wage for the Portland region, from 2001 to 2016, increased by \$10,000 (\$30,000 to \$40,000), while those with the 75<sup>th</sup> percentile wages (highest) have grown by over \$20,000 (\$45,000 to \$65,000). Those with 25<sup>th</sup> percentile wages (lowest) have seen even flatter growth relative to others, growing only by \$7,000 (\$21,000 to \$28,000).<sup>10</sup>

### Findings of “Middle-income jobs in the Portland-metro economy”

The result of all this data indicates that wage polarization continues to impact the Portland-Metro area.

It is important to come up with strategies that help make the region accessible and affordable for anyone who wants to live here. The report offers multiple strategies for combating the effects of the declining share of middle-wage jobs. These strategies are summarized as:

- **Education** –Regions that invest in education and training will be more resilient to the changes new technology has on jobs. Greater emphasis should be placed on closing the education achievement gap so that all workers, including underserved groups, have equal access to better-paying jobs.
- **Protection of existing job corridors** – Many middle-income jobs have been tied to geographical locations; for our region these primarily include the industrial sectors along the Columbia and Willamette rivers. Policies that protect and support the

<sup>10</sup> Portland Economic Value Atlas Market Scan (The Brookings Institute) August 2017

further development of jobs in these industrial areas have the potential to play a significant role in the maintenance of a stable and secure middle-income demographic.

- **Trade** – For our region, trade expansion means job growth. Trade-related jobs are wonderful sources for middle-wage growth, and jobs in this sector also support local-service industries that are also significant drivers of middle-wage jobs including manufacturing, education and health care.
- **Facilitation of growth corridors** – Many middle-income jobs are located in the growing technology centers in western Washington County, and around medical centers. It is important for government and the private sector to understand the factors that support growth and develop policies that support these growing job centers.
- **Infrastructure** – As mentioned earlier, a large portion of middle-income jobs are along rivers and key highways. Infrastructure maintenance and improved access is critical to retaining and growing middle-income jobs in these areas. Policy makers should focus on ensuring that the region’s port facilities are thriving and that intermodal connector and highway congestion points are being addressed.
- **Workforce housing** – If leaders truly support the preservation of middle-income jobs, effort must be made to make living in the region an obtainable goal.

## 2.9 Invest now to boost the triple bottom line: People, planet, profit

The Portland-Vancouver area is a globally competitive international gateway and domestic hub for commerce. The multimodal freight transportation system is a foundation for economic activities and we must strategically maintain, operate and expand it in a timely manner to ensure a vital and healthy economy. And with many new residents expected in the Portland metro region by 2040, family wage job creation will be of paramount importance. Freight policies and programs should be refined and implemented to ensure that the Portland metro region is flexibly and securely positioned for the future of freight and goods movement.

Concrete freight-related projects must be built to ensure that the goals of the Regional Freight Strategy are met. Maintaining the Portland region’s historic preeminence as a goods movement and industrial hub must remain a regional priority. Regional infrastructure investment discussions should consider impacts to the local, regional and national economy in addition to looking for cost-effective solutions. Identified benefits - including those accruing to freight - must be conserved over time through regional policy and system management and monitoring. Investment in smart, strategic and green freight system improvements can help the region secure not only its economic future by increasing its share of family wage jobs but also support the development of a green economy that is the Portland-Metro area trademark.





## CHAPTER 3 REGIONAL FREIGHT VISION

### 3.1 Regional Freight Vision Framework

Informing the regional framework for freight policy is the understanding that the Portland-Vancouver region is a globally competitive international gateway and domestic hub for commerce. The multimodal freight transportation system is a foundation for economic activities and we must strategically maintain, operate and expand it in a timely manner to ensure a vital and healthy economy.

The Regional Freight Strategy addresses the needs for freight through traffic as well as regional freight movements, and access to employment, industrial areas, and commercial districts.

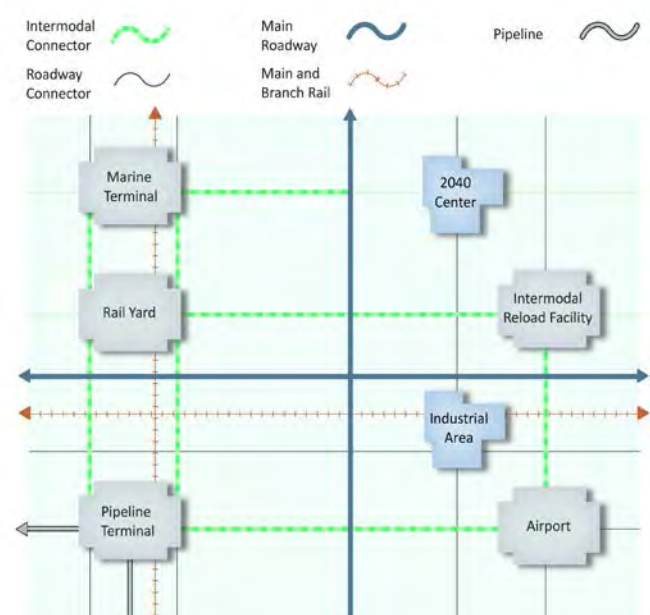
### 3.2 Regional Freight Concept

The Regional Freight Network Concept contains policy and strategy provisions to develop and implement a coordinated and integrated freight network to help the region's businesses attract new jobs and remain competitive in the global economy.

The transport and distribution of freight occurs via the regional freight network, a combination of interconnected publicly and privately owned networks and terminal facilities. The concept in Figure 7 shows the components of the regional freight system and their relationships.

Rivers, mainline rail, pipeline, air, truck routes and arterial streets and throughways connect the region to international and domestic markets and suppliers beyond local boundaries. Inside the region, throughways and arterial streets distribute freight moved by truck to air, marine and pipeline terminal facilities, rail yards, industrial areas and commercial centers. Rail branch lines and heavy vehicle corridors connect industrial areas, marine terminals and pipeline terminals to rail yards and truck terminals. Pipelines transport petroleum products to and from terminal facilities.

Figure 7. Regional freight concept



Note: **Figure 7:** Regional freight concept will also be in Chapter 2 of the updated RTP.

The Regional Freight Network map, shown as Figure 8 at the end of this chapter, applies the regional freight concept on the ground to identify the transportation networks and freight facilities that serve the region and state's freight mobility needs.

### **3.3 Regional Freight Network Classifications and Map**

The Regional Freight Network map has been updated for the latest Regional Freight Strategy and is significantly different than the one found in the 2014 Regional Transportation Plan and the 2010 Regional Freight Plan. To show the continuity of the freight system in both Oregon and Washington State, the regional map now shows the freight routes in Clark County, north of the Columbia River. The previous Regional Freight Network map was difficult to read and many of the main roadway routes and road connectors were covered up by the main rail lines and branch rail lines. The updated Regional Freight Network map now has the main roadway routes and road connectors as the top Geographic Information System layers and has offset the rail lines where possible to make them more visible. The Regional Freight Strategy now features the Regional Freight Network map as an 11x17 inch map to enhance readability. To highlight the importance of the rail network, and have better visibility for the rail lines that are still partially hidden on the main map, the updated Regional Freight Network map has added six inset maps (brown dotted line boxes) that focus on the key intermodal facilities (marine terminals, rail yards and pipeline facilities) and rail lines. These inset maps are located on the back side of the main map (see the next page).

The other major update to the Regional Freight Network map is the addition of a new freight roadway designation for Regional Intermodal Connectors. The Regional Intermodal Connectors represent National Highway System (NHS) intermodal connectors and other Tier 1 intermodal connectors that were designated by ODOT as part of the Oregon Freight Intermodal Connector System (OFICS) Study completed in 2017. The description and importance of NHS intermodal connectors and other Tier 1 intermodal connectors is described in the next section of this strategy.

### **3.4 Regional Freight Network and Intermodal Connectors**

National Highway System (NHS) intermodal connectors are roads that provide the “last-mile” connections between major rail, port, airport, and intermodal freight facilities and the rest of the National Highway System. NHS Intermodal Connectors are defined by the FHWA's Freight Management and Operations as “roads that provide access between major intermodal facilities and the other four subsystems making up the National Highway System<sup>11</sup>.” The four subsystems are Interstates; Other Principal Arterials; the Strategic Highway Network; and Major Strategic Highway Connectors. NHS intermodal connectors

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<sup>11</sup> FHWA Freight Management and Operations NHS Connectors

account for less than one percent of total nationwide NHS mileage but these roads are critical for the timely and reliable movement of freight<sup>12</sup>.

### **Oregon Freight Intermodal Connector System (OFICS) Study**

The Oregon Freight Intermodal Connector System (OFICS) Study was completed by ODOT in April 2017 and defined and identified freight intermodal terminals and intermodal connectors within the Portland region (and the rest of Oregon). Freight intermodal terminals are defined as facilities which provide for the transfer of freight from one freight mode to another. Examples include the NHS intermodal terminals such as Port of Portland's Terminal 5 and Union Pacific's Brooklyn Yard. Smaller intermodal terminals and businesses that use more than one freight mode onsite, along with the smaller intermodal terminals are defined as "Intermodal Terminals/Businesses" (ITB), and were identified by the study.

The OFICS Study identified the locations of new intermodal connectors using the following criteria:

- They must be a public road
- They must serve as a primary access between an ITB and a state highway or an existing NHS intermodal connector
- Be a maximum length of 5 miles unless a longer length is justified

A review of the existing NHS Intermodal Connectors was completed as part of the study. The review determined if the connectors still met the FHWA's criteria for NHS Intermodal Connectors. All of the NHS Intermodal Connectors in the Portland region meet the NHS primary criteria of an average of 100 trucks in each direction per day.

Since a wide range of freight activity occurs on intermodal connectors, the study developed three tiers that sort the already recognized and new intermodal connectors by levels of importance. One of the main criteria for determining which tier an intermodal connector should be in is the average number of trucks per day on the intermodal connector. Sometimes this data was difficult to obtain so the study developed other criteria. The Tier 1 Primary Intermodal Connectors must meet the NHS Intermodal Connector criteria, which generally include:

- 50,000 TEUs/year or 100 trucks/day in each direction <sup>13</sup>
- Secondary Criteria: Connecting routes targeted by the state or MPO to address existing deficiency caused by increased traffic

The study defined Tier 2 Secondary Intermodal Connectors and Tier 3 Minor Intermodal Connectors. However, Metro determined that these intermodal connectors that don't meet NHS criteria, and have less than 100 trucks/day each direction or serve smaller ITBs, are

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<sup>12</sup> USDOT Federal Highway Administration, Freight Intermodal Connectors Study, April 2017

<sup>13</sup> TEU is a Twenty-foot Equivalent Unit that is equal to a 20 foot shipping container

not of regional significance and are not included on the Regional Freight Network map. The Regional Freight Network map includes the Tier 1 Primary Intermodal Connectors and designates them as Regional Intermodal Connectors.

The Tier 1 intermodal connectors are the highest level of connectors and are considered as the primary classification in Oregon. The majority of the state's and the Portland region's ITBs are served by the Tier 1 intermodal connectors. In the Portland region the Tier 1 intermodal connectors consist of 16 existing NHS intermodal connectors and 3 recommended additional intermodal connectors. The three additions meet the NHS Intermodal Connector Criteria, and ODOT recommended to FHWA that these three additional intermodal connectors be designated as NHS intermodal connectors. These three additions are:

- North Rivergate Blvd. – between Terminal 5 and multiple ITBs, and N. Lombard St.
- North Leadbetter Road – a loop road south of Marine Dr. between the Terminal 6 access road and Portland French Bakery.
- NE Alderwood Road – between NE Cornfoot Road and Columbia Blvd.

### **Regional Intermodal Connectors**

It is important to understand the truck usage and performance of the region's Tier 1 and NHS intermodal connectors since they have a direct impact on goods movement efficiency and the health of the region's economy. Marine terminals, truck to rail facilities, rail yards, pipeline terminals, and air freight facilities are the primary types of intermodal terminals and businesses that the Tier 1 and NHS intermodal connectors are serving in the Portland Metro region. An example of a NHS intermodal connector is Marine Drive between the marine terminals (Terminal 5 and 6) and I-5; which in 2014 had over 4,100 average daily trucks. Another NHS intermodal connector is Columbia Boulevard between I-5 and OR 213 (82nd Avenue) which had over 3,500 average daily trucks and is a vital freight connection between the air freight terminal at Portland International and both I-5 and I-205. Another example is NW Front Avenue/NW 26th Drive that provides a vital connection between the energy pipeline terminals (near NW 61st), and marine Terminal 2 and US 30, which had between 568 and 866 average daily trucks.

These Regional Intermodal Connectors are carrying many more trucks than the typical road connectors on the Regional Freight Network map. They are also of critical importance for carrying commodities that are being exported from and imported into the state and across the county.

### **3.5 Regional Freight Network Policies**

In 2008, the Regional Freight and Goods Movement (RFGM) Task Force developed six goal statements to elaborate a policy framework that would protect and improve the cost-effective functioning of the critical regional freight network. They also developed five policies to serve as the foundation of the freight network concept that somewhat mirrored the goal statements but did not exactly match.

As part of the 2018 update to the Regional Freight Strategy, the intent of the RFGM Task goal statements has been maintained by combining them with the RFGM Task Force policies, and for consistency and simplicity, renaming them the Regional Freight Policies. In addition, the Metro Council directed staff to add a new policy (Policy 7) that addresses the issue of freight safety regarding the interaction of different freight modes (trucks, railroad trains, etc.) with passenger cars, bicyclist and pedestrians. These freight network policies were used to develop the freight actions that are outlined in Chapter 8. The following are the seven freight policies that guide the Regional Freight Strategy:

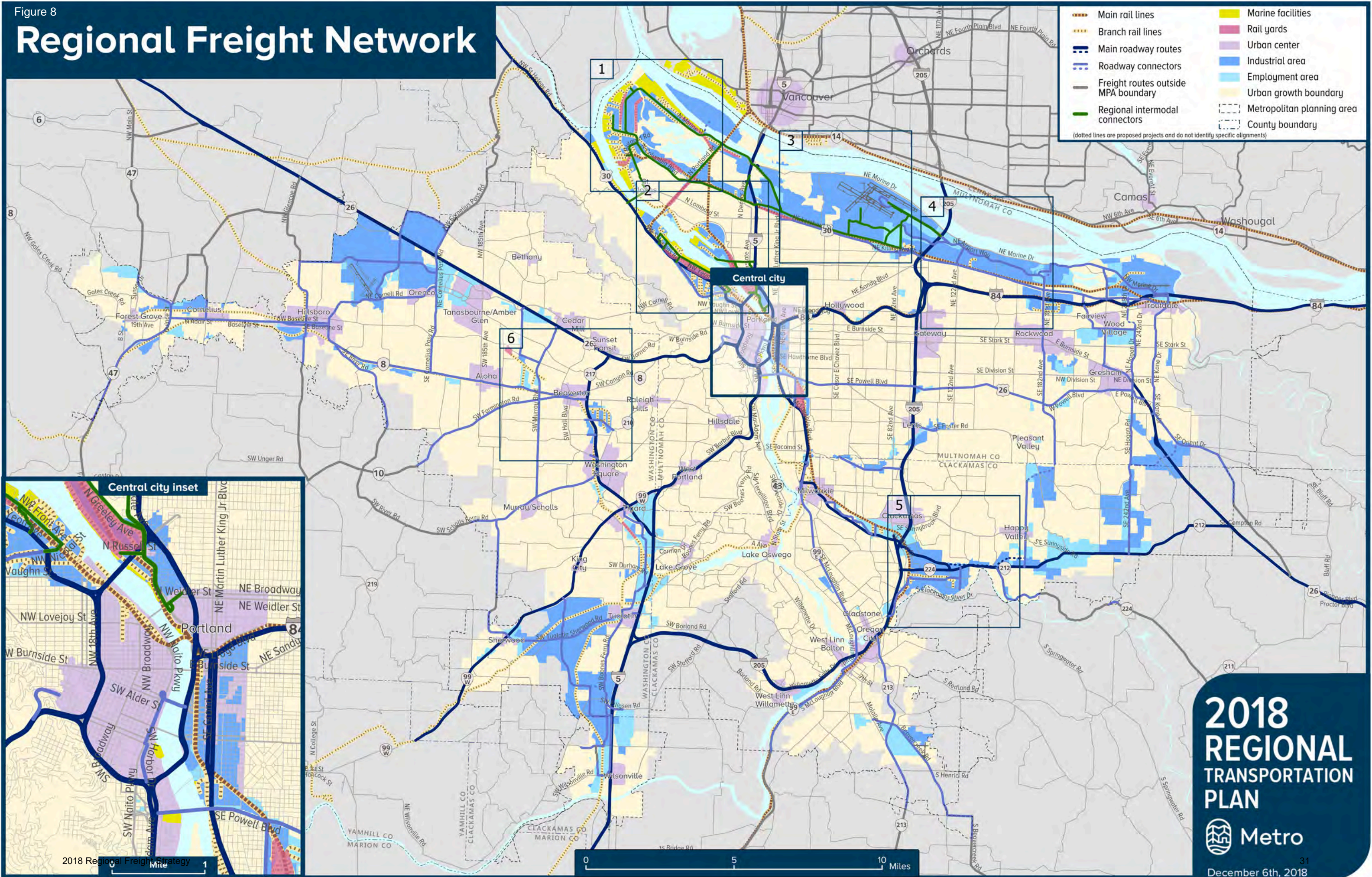
- **Policy 1:** Plan and manage our multimodal freight transportation infrastructure using a systems approach, coordinating regional and local decisions to maintain seamless freight movement and access to industrial areas, and intermodal facilities.
- **Policy 2:** Manage first-rate multimodal freight networks to reduce delay, increase reliability, improve safety and provide shipping choices.
- **Policy 3:** Better integrate freight issues in regional and local planning and communication to inform the public and decision-makers on the importance of freight and goods movement issues.
- **Policy 4:** Pursue a sustainable multimodal freight transportation system that supports the health of the economy, communities and environment through clean, green and smart technologies and practices.
- **Policy 5:** Protect critical freight corridors and access to industrial lands by integrating freight mobility and access needs into land use and transportation plans and street design.
- **Policy 6:** Invest in our multimodal freight transportation system, including road, air, marine and rail facilities, to ensure that the region and its businesses stay economically competitive.
- **Policy 7:** Eliminate fatalities and serious injuries caused by freight vehicle crashes with passenger vehicles, bicycles, and pedestrians, by improving roadway and freight operational safety.

**Figure 8** on the next page shows the Regional Freight Network Map.



Figure 8

# Regional Freight Network



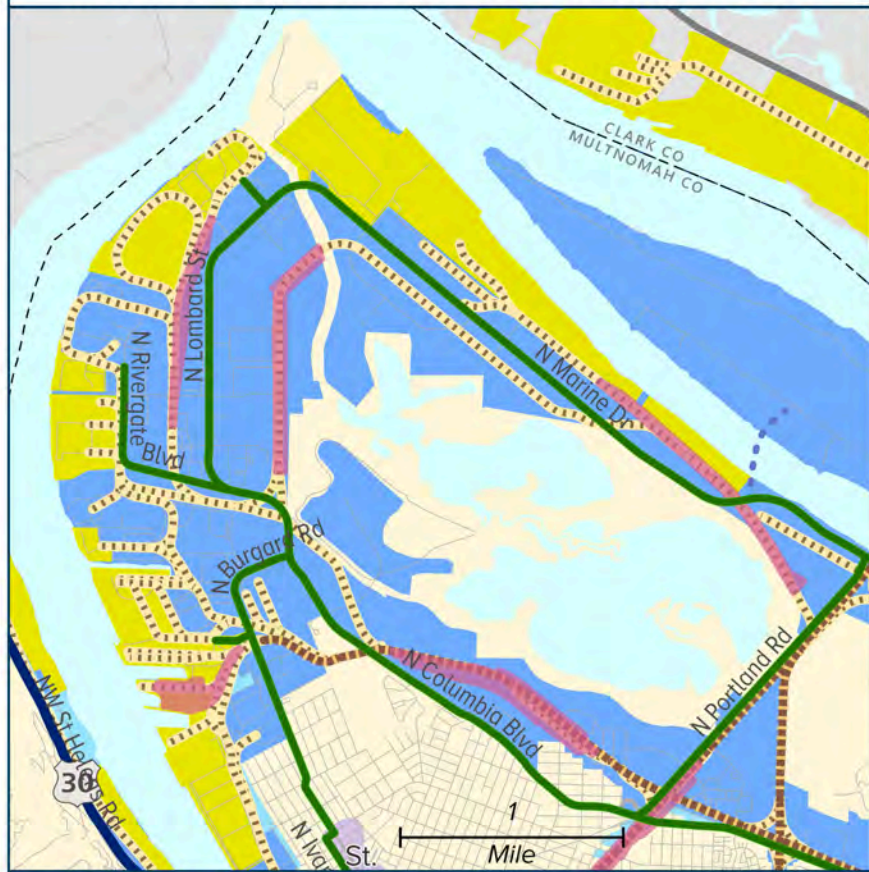
- Main rail lines
  - Branch rail lines
  - Main roadway routes
  - Roadway connectors
  - Freight routes outside MPA boundary
  - Regional intermodal connectors
  - Marine facilities
  - Rail yards
  - Urban center
  - Industrial area
  - Employment area
  - Urban growth boundary
  - Metropolitan planning area
  - County boundary
- (dotted lines are proposed projects and do not identify specific alignments)

**2018 REGIONAL TRANSPORTATION PLAN**

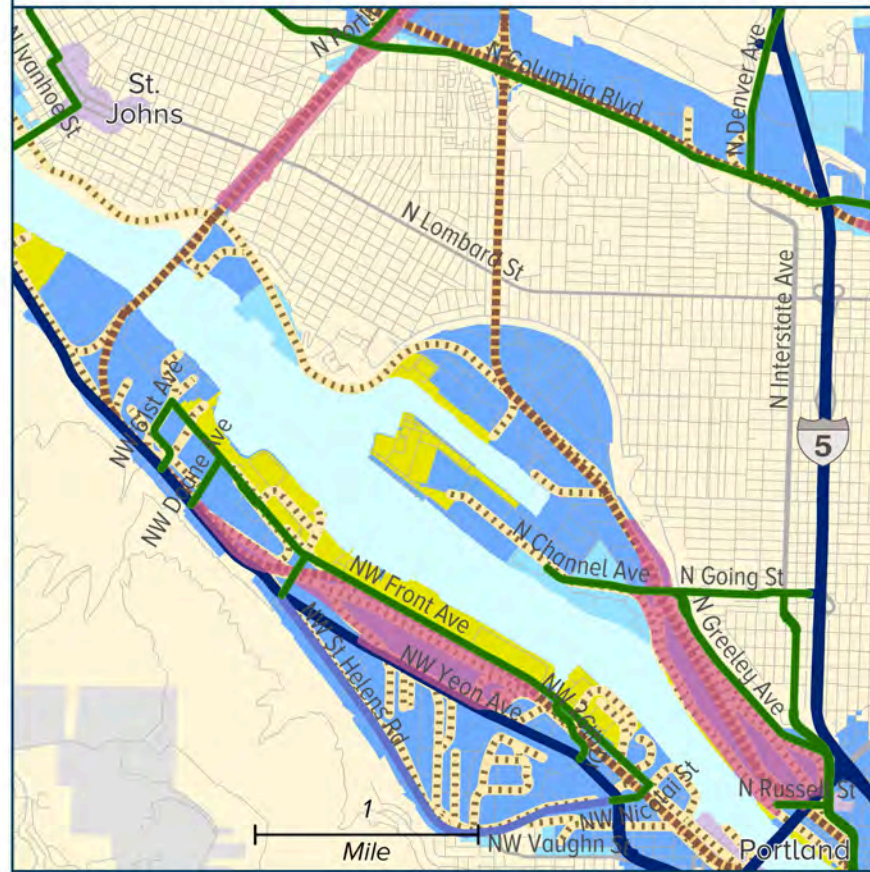
**Metro**

December 6th, 2018

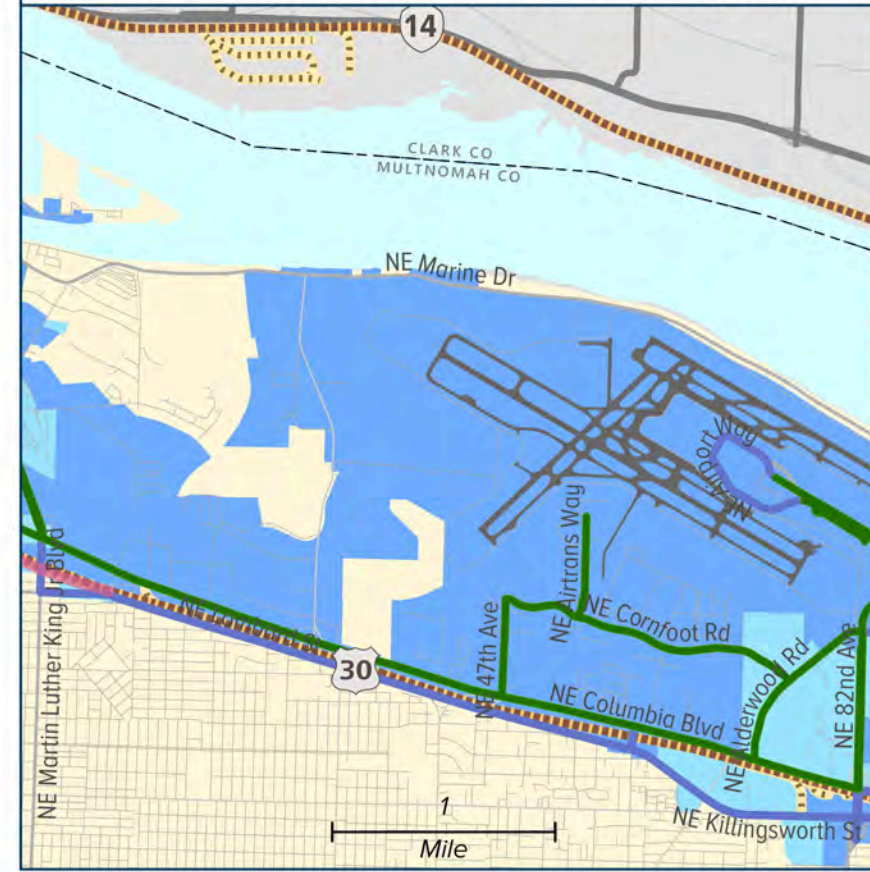
### 1. North Portland Marine Terminals



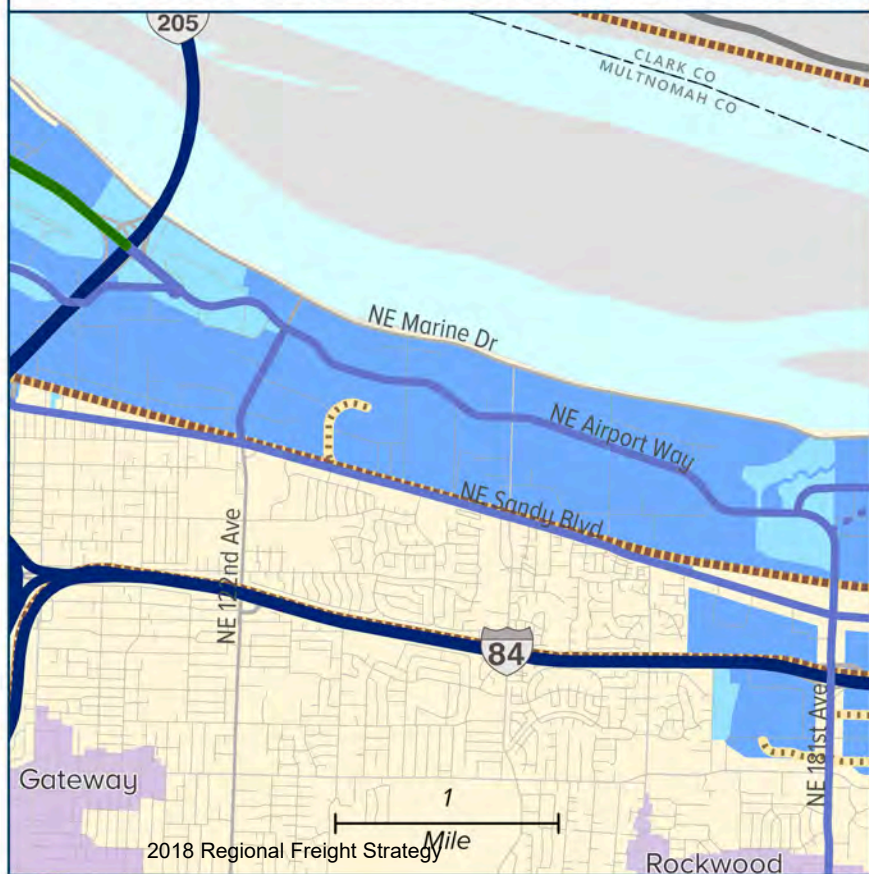
### 2. NW Industrial and Swan Island



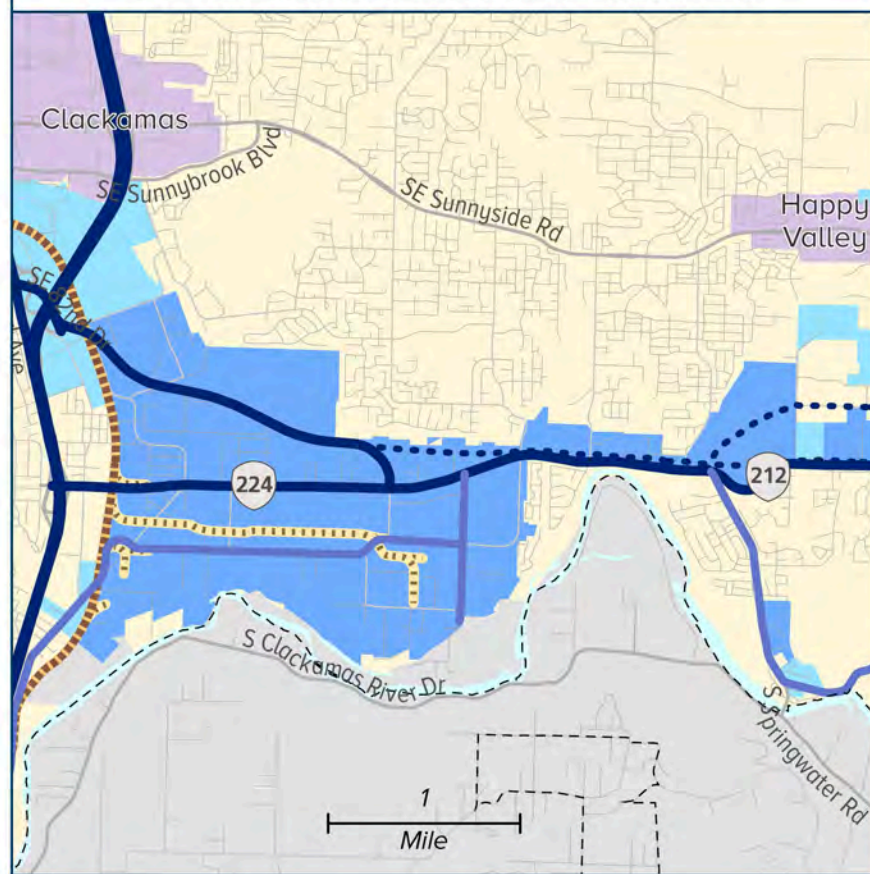
### 3. Portland International Airport



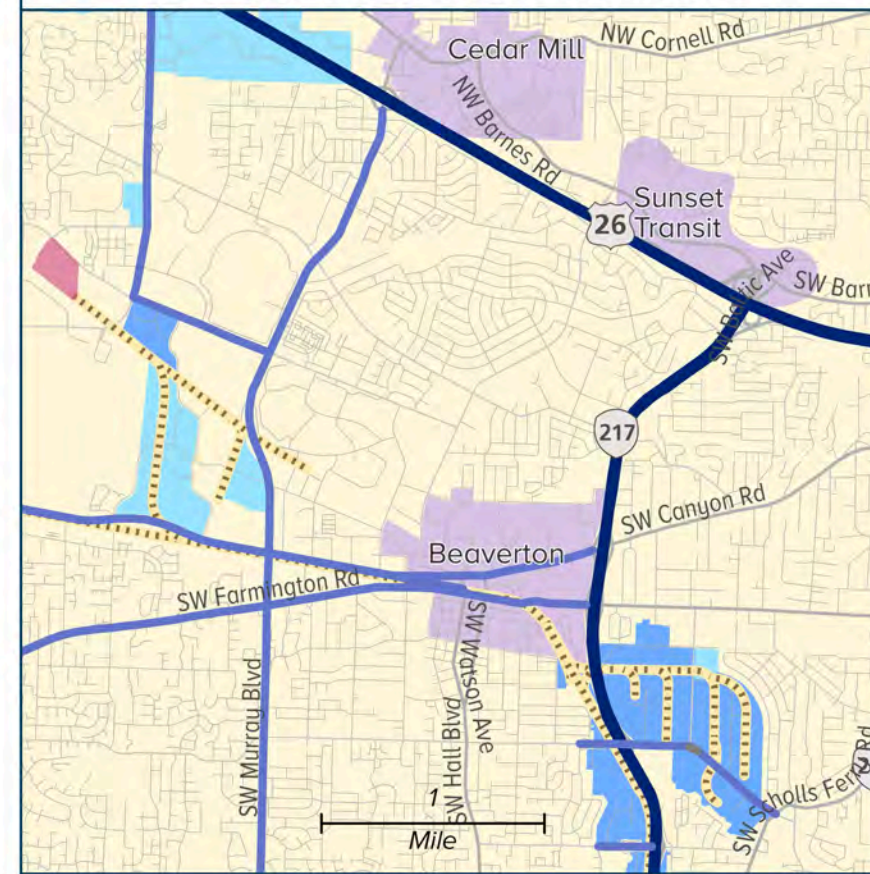
### 4. Kenton Rail Line/Columbia Corridor



### 5. Clackamas Industrial Area



### 6. Beaverton Industrial Area



### Legend

(dotted lines are proposed projects and do not identify specific alignments)

- Main rail lines
- Branch rail lines
- Main roadway routes
- Roadway connectors
- Freight routes outside MPA boundary
- Regional intermodal connectors
- Marine facilities
- Rail yards
- Urban center
- Industrial area
- Employment area
- Urban growth boundary
- Metropolitan planning area
- County boundary



## CHAPTER 4 REGIONAL FREIGHT NEEDS AND ISSUES

### 4.1 Overview of Issues

In 2017, the Regional Freight Work Group (RFGW) reaffirmed that the following six problem areas need to be targeted:

- congestion and hotspots – chronic road and rail network bottlenecks that impede regional freight/goods movement
- reliability – unpredictable travel time due to crashes, construction, special events and weather
- capacity constraints due to physical and operational issues as well as lack of capacity in critical corridors
- network barriers – safety concerns and out of direction travel resulting from weight-limited bridges, low bridge clearances, steep grades, at-grade rail crossings and poorly designed turns or intersections
- land use – system capacity and land for industrial uses that is being lost to other activities
- impacts – managing adverse impacts including diesel emissions, greenhouse gas emissions, water quality, noise and land use conflicts

In line with sound regional planning practice, a systems approach must be taken in order to produce important outcomes such as reduced delay, better travel time reliability, safer travel across all modes and trip types, and broader shipping choices and better customer service to help area businesses remain competitive. Such an approach must also consider the economic context in which projects are built, and link transportation investment decisions to the local, regional and national economy.

### 4.2 Specific needs identification

The Regional Freight Work Group had open discussions that allowed them the opportunity for identifying challenges affecting freight and goods movement on the designated Regional Freight Network. A summary by mode of the RFGW's current constraints, challenges, and opportunities for freight and goods movement follows.

#### **Constraints, challenges and opportunities on roadways and highways**

- Increased congestion and congestion spreading over more hours per day on I-5 north of the Fremont Bridge (I-405).
- Capacity constraints exist at the Columbia River Bridge on I-5.
- Traffic constraints on roadway connections and intermodal connectors to I-5 are causing goods movement delays.
- I-5 at the Rose Quarter has been identified as a major traffic constraint.

- Highway 217 south of Beaverton-Hillsdale Highway has been identified as a major traffic constraint.
- Intra-county freight movements such as high value commodities from Washington County that need to get to the air freight facility near PDX in Multnomah County are experiencing long delays for extended periods of the day.
- Increased congestion and congestion spreading over more hours per day on US 26 (west of downtown Portland) create traffic constraints that cause trucks to avoid the freeway and travel out of direction on NW Cornelius Pass Road (north of US 26) and Highway 30 as an alternative route to avoid delays and unreliable travel times.
- For truck trips, NW Cornelius Pass Road has curvature and other design issues that need to be addressed.
- Increased demand for trucking on the region's freeway systems presents a major challenge to moving freight during congested hours.

### **Constraints, challenges and opportunities on and around rail lines**

- Rail speed is slow, with some industrial trains a mile long (100+ cars), and at-grade railroad crossings cause major traffic impacts on the roadway system.
- Grade separating rail crossings at many more locations in the region presents a challenge. An example is the need for grade separation of the Union Pacific line as it crosses SE 8th Ave., SE Milwaukie Ave., and SE 12th Ave. (south of SE Division St.). The current at-grade crossings cause major delays to cars and trucks on the street network around these crossings in an active industrial area. This delay is amplified when freight trains and scheduled Light Rail Transit occur within a short time of one another.
- Freight rail demand on shared rail tracks at North Portland and Peninsula Junction is causing long delays to other freight trains and passenger trains (Amtrak). In 2017 the Oregon Transportation Commission approved an \$8.2 million Connect Oregon VI project for rail improvements at North Portland Junction. However, improvements at Peninsula Junction were not included in this project.
- The Union Pacific Kenton Line that runs adjacent to Sandy Boulevard needs some double-tracking to address rail capacity constraints.
- There is an opportunity to address the issue of double-tracking with the Kenton Rail Line Study.
- Short term need for speed improvements to the Union Pacific Railroad line just north of the Steel Bridge river crossing. The current train speeds are 6 mph in the curves and would require a realignment of the tracks to improve speed.
- Capacity constraints on major rail lines in the region may require consideration of more double-tracking to: 1) improve freight train reliability; and 2) provide staging locations for freight trains off-line of the Seattle/Portland/Eugene passenger train corridor.

### **Constraints, challenges and opportunities around air freight**

- Providing increased access to the Portland Airport (PDX) and consolidation facilities is limited by the existing routes. Air freight demand will grow as the area's population grows.
- The US Post Office has moved to NE Cornfoot Road near PDX. Increased truck demand, construction project impacts and overall traffic in the airport area will cause delays.
- The Westside Logistics Study showed computer and electronics shipments face constraints getting to the air freight facility on Air Trans Way with congestion and reliability issues on US 26 (Sunset Highway) causing delays and other freight routing to get to east Portland.

### **Constraints, challenges and opportunities around energy pipelines**

- Pipelines that supply fuels and other energy sources to the region are clustered along the Willamette River in the NW Portland Industrial area face the costs and challenges of retrofits for seismic resiliency.
- There are also financial challenges with providing seismic retrofits for resiliency on the regional freight system.

### **Constraints, challenges and opportunities for Marine/River (ships and barges)**

- Providing more marine terminal space could be challenging.
- Deepening the Willamette River Channel for shipping has high costs and environmental challenges.
- There is a need to restore full container service at Terminal 6 (see "Loss of Container Service at Terminal 6" in Chapter 5, p.#60). The impacts and short term challenges for commodity movement and freight modal changes have been addressed by ODOT and the Port of Portland. However, the long term opportunities are still being explored.
- The barges on the Columbia River cause the lift span on the I-5 Bridge to open when the river rises over six feet. There have been some years with nine months of high water.
- The location of the narrow opening of the railroad bridge (adjacent to the I-5 Bridge) makes for a difficult s-curve maneuver of barge traffic on the Columbia River that comes under these two bridges without lifting the I-5 Bridge. Barge safety is a major concern at this location. Barge traffic must avoid causing I-5 bridge lifts during peak traffic periods. During high water bridge lifts on I-5 cause major traffic delays even during off-peak hours.
- There is a need to restore operations of the Willamette Falls Locks to expand freight traffic on the Willamette River and reduce demand for trucks on the highways coming into the region. The historic Willamette Falls Locks in West Linn "were built

in the early 1870s to move river traffic around the 40-foot horseshoe-shaped basalt ridge between Oregon City and West Linn” (US Army Corps of Engineers website).

Since December 2011, the Willamette Falls Locks have been in “non-operational status”.

**Table 3** provides a categorized list of the key issues.

**Table 3:** Priority Issues for Freight and Goods Movement

Issue category	Key issues
<b>Mobility and accessibility</b>	<ul style="list-style-type: none"> <li>• Road congestion on regional truck routes</li> <li>• Travel time reliability on regional truck routes</li> <li>• Accessibility between intermodal terminals, industrial areas, centers and the interstate highway system</li> <li>• Class 1/short line rail – throughput and velocity, capacity constraints in rail yards, sidings</li> <li>• Improved rail access and service for regional shippers</li> <li>• Barriers: weight/vertical clearance issues on bridges; gaps in connectivity (new roads/bridges)</li> <li>• Safe barge navigation in I-5/BNSF bridges area</li> <li>• At-grade rail crossings – grade separation</li> <li>• River channel deepening</li> </ul>
<b>System management</b>	<ul style="list-style-type: none"> <li>• Preservation and efficient use of existing capacity</li> <li>• Intelligent Transportation System tools (signal timing, cameras)</li> <li>• Access management</li> <li>• Increase in truck crash rate</li> <li>• Faster response to roadway incidents (crashes)</li> <li>• Truck parking: hours of service limitations</li> <li>• Efficient loading/unloading operations in commercial centers</li> <li>• Advances in traveler information (road conditions, directional signage)</li> <li>• Workforce access to industrial and employment areas</li> <li>• Maintenance dredging and Willamette Falls Locks repair</li> <li>• Rail system management (directional running, grade crossing info)</li> <li>• Modal redundancy</li> </ul>
<b>Land use</b>	<ul style="list-style-type: none"> <li>• General population growth and impacts to transportation system</li> <li>• Competition between industrial and other uses for interchange capacity</li> <li>• Adequate supply of industrial land served by transportation system (i.e., marine accessible)</li> <li>• Incompatible land uses along rail lines and major truck corridors</li> <li>• Accommodation of truck delivery in pedestrian-friendly areas and corridors (street design trade-offs)</li> </ul>
<b>Environment</b>	<ul style="list-style-type: none"> <li>• Air quality impacts from diesel engine emissions</li> <li>• Residential noise impacts from truck, rail and air cargo operations</li> <li>• Water quality</li> </ul>

Issue category	Key issues
<b>Investment strategies</b>	<ul style="list-style-type: none"> <li>• Link transportation investment decisions to regional, state and national economy.</li> <li>• Use of public-private partnerships to fund improvements.</li> <li>• The role of the public sector in funding private operations.</li> <li>• Use a building block approach to fix corridors (i.e., ITS first, then graduate to other solutions).</li> <li>• Incorporate lifecycle cost (maintenance) into project.</li> </ul>
<b>Coordination</b>	<ul style="list-style-type: none"> <li>• Create better coordination between freight system stakeholders in the region.</li> <li>• Educate decision makers and public about importance of region's freight transportation system.</li> <li>• Consider rail service needs for regional shippers.</li> <li>• Consider freight/goods movement needs in project development.</li> </ul>
<b>Research and data</b>	<ul style="list-style-type: none"> <li>• Freight system performance over time</li> <li>• Ongoing truck counts</li> <li>• Economic impact assessments of investments</li> </ul>

Source: Regional Freight Plan, Metro June 2010

In 2017, the Regional Freight Work Group reaffirmed that this list of key issues has the appropriate categories and issues that the Regional Freight Strategy should continue to address.

### 4.3 Key issues that have been addressed

A sizable number of significant freight studies have been completed since the completion of the Regional Freight Plan (2035) in June of 2010 that identified and addressed important freight issues in the region. These analysis reports and studies address freight needs, along with freight delay and access issues that the 2010 Regional Freight Plan had not yet explored. The following sections provide summaries of nine of these key freight studies, categorized by the freight issue that was addressed:

#### **Freight bottlenecks and congestion**

##### **Portland Region - 2016 Traffic Performance Report (ODOT Region 1)**

The 2016 Traffic Performance Report was produced by Region 1 at ODOT, and provides information on the health of the region's freeway system. It establishes a baseline for long-term monitoring that will enable Oregon Department of Transportation (ODOT) to better understand the urban freeway traffic mobility conditions of the system.

Traffic congestion is directly affecting freight in the region. The increasing congestion is moving into the mid-day hours. In the past, freight relied on the congestion-free mid-day hours to move goods and services in the region. As mid-day hours become more unreliable, freight is having more problems meeting delivery schedules and the cost of shipping is increasing.

Overall, the number of crashes for the region's six freeway corridors has continued to increase in parallel with growing congestion. However, analysis of individual corridors shows the crash trend has declined or stabilized after construction of targeted operations and safety projects.

**Corridor-level performance**

The traffic data indicate the region's travel speeds and travel reliability are systematically getting worse. The following tables show indicators for corridors with the slowest average weekday speed (mph) and corridors with the least reliable travel. Buffer time is a measure of reliability. It is the extra time or cushion a traveler should add to their trip to ensure on-time arrival (95% of the time). Increasing buffer time equates to reliability getting worse.

**Figure 9: Corridor-Level Performance**

## Corridor-level performance

### Region's corridors with slowest average weekday speed (mph)

Source: FHWA/NPMRD

Average Speeds				
Corridor Location	Time of Day	2013	2015	Change
I-405 SB	12	31.9	29.0	-2.9
I-405 NB	12	33.8	30.2	-3.6

I-405's average speed for the PM period is the lowest in the region.

I-5 NB	12	36.4	31.5	-4.9
I-5 SB	12	42.3	38.2	-4.1

I-5's average speed for the PM period is among the lowest in the region, with a significant degradation of speed from 2013 to 2015.

I-205 NB	12	42.6	35.4	-7.2
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I-205's average speed for the PM period is among the lowest in the region, with the largest degradation of speed from 2013 to 2015.

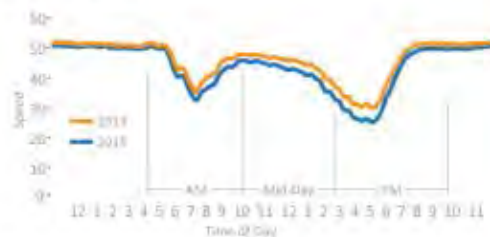
OR 217 SB	12	32.4	35.3	+2.9
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OR 217 SB's average speed for the PM period is among the lowest in the region, but it has shown a slight improvement in speed. This is a result of the Active Traffic Management implementation project in 2014.

### Weekday system speed by time of day

2013 vs. 2015

Source: FHWA/NPMRD



2016 Portland Traffic Performance Report  
Oregon Department of Transportation

### Region's top recurring bottlenecks

These are the most severe recurring bottlenecks for each corridor

Source: FHWA/NPMRD

Bottleneck location	2013	2015	Change
I-5 NB I-5 Interstate Bridge Capitol Hwy 21.5 Miles	1:30 - 7:30 PM 6.0 hrs	1:30 - 7:30 PM 6.0 hrs	..
I-5 SB Rose Quarter Rosa Parks Way 3.0 Miles	7:45 - 9:30 AM 1.75 hrs	7:45 - 9:45 AM 2.0 hrs	+2.0 hrs
I-84 EB I-205 → I-5 6.0 Miles	1:00 PM - 7:00 PM 6.0 hrs	12:30 - 7:00 PM 6.5 hrs	+0.5 hrs
I-205 NB Abernathy Bridge → I-5 8.5 Miles	..	3:15 - 6:15 PM 0'45%&'	+3.0 hrs
I-205 NB Glenn Jackson Bridge Powell 5.8 Miles	3:30 - 6:30 PM 0'45%&'	2:45 - 6:30 PM 0'45%&'	+0.75 hrs
I-205 SB Division → Glenn Jackson Bridge 5.3 Miles	2:30 - 6:00 PM 3.5 hrs	2:15 - 6:00 PM 3.5 hrs	..
I-405 SB I-5 → Fremont Brg. 3.5 Miles	2:30 - 6:15 PM 3.75 hrs	2:15 - 6:15 PM 4.0 hrs	+0.75 hrs
US 26 EB Vista Ridge Tunnel OR 217 4.9 Miles	7:00 - 9:15 AM 2.25 hrs	8:15 - 11:59 AM 5.75 hrs	+4.25 hrs
OR 217 SB Hall Blvd → US 26 3.5 Miles	1:00 - 6:15 PM 5.25 hrs	12:00 - 6:15 PM 6.25 hrs	+1 hour
OR 217 NB Denny Rd → I-5 3.5 Miles	7:15 - 9:00 AM 1.75 hrs	7:15 - 9:00 AM 1.75 hrs	..
	3:00 - 6:30 PM 3.5 hrs	3:00 - 6:30 PM 3.5 hrs	..

**Figure 10: Travel Time Reliability Summary**

## Region's reliability

### Travel time reliability summary

Source: FHWA NPMRDS

Corridor location	Time of day	Travel time buffer (minutes)			
		2013	2015	Change	% Change

#### Corridors with least reliable travel\*

I-5 NB	PM	35.5	38.4	+2.9	8.2%
I-5 SB	PM	34.0	46.1	+12.1	35.6%
I-205 NB	PM	31.2	43.4	+12.2	39.1%
I-405 NB	PM	3.7	6.7	+3.0	81.1%
I-405 SB	PM	4.4	6.2	+1.8	40.9%
US 26 EB	PM	16.2	17.8	+1.6	9.8%
OR 217 SB	PM	7.6	8.1	+0.5	6.6%

#### Corridors with most significant increases in PM buffer time\*

I-5 SB	PM	34.0	46.1	+12.1	35.6%
I-205 NB	PM	31.2	43.4	+12.2	39.1%
I-405 NB	PM	3.7	6.7	+3.0	81.1%
I-405 SB	PM	4.4	6.2	+1.8	40.9%
US 26 WB	PM	2.0	5.4	+3.4	89.0%

#### Corridors with largest increases in mid-day buffer time\*

I-5 SB	Mid-Day	10.0	14.5	+4.5	45.0%
I-205 NB	Mid-Day	4.0	8.1	+4.1	102.5%
I-205 SB	Mid-Day	4.2	9.6	+5.4	128.6%
US 26 EB	Mid-Day	3.7	7.0	+3.3	89.2%
OR 217 SB	Mid-Day	2.1	5.0	+2.9	138.1%

\*Selection based on buffer time weighted for length of corridor

2016 Portland Traffic Performance Report  
Oregon Department of Transportation

Corridor location	Time of day	Travel time buffer (minutes)			
		2013	2015	Change	% Change

#### Corridor with improved buffer time\* and reliability

I-84 EB	PM	12.0	6.8	-5.2	-43.3%
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Reliability on I-84 EB has shown a decrease in both average and buffer travel time during the PM peak. This is due to the auxiliary lane extension project constructed in 2014 at the I-84 EB exit ramp to I-205 NB.

#### Corridor that experienced sustainable reliability

OR 217 SB	PM	7.6	8.1	+0.5	+6.6%
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OR 217 SB PM travel time has decreased and the buffer time change is among the lowest in the region.

This is the result of the Active Traffic Management (ATM) project that was deployed in 2014. The purpose of the ATM is to manage the recurring congestion to improve the safety and reliability of the corridor.



### **Interstate freight routes**

I-5 carries the highest freight volume, ranging from 13,600 to 17,800 trucks per day. It is the major north-south corridor for long-haul freight movement. In the northern corridor it serves Port of Portland marine facilities and Portland International Airport. In the southern corridor, it serves the Tualatin-Wilsonville industrial area.

I-205 carries the second highest freight volume ranging from 7,900 to 13,100 trucks per day. It also functions as a north-south corridor for long-haul freight movement. In the north corridor it serves the Portland International Airport and the Columbia Corridor industrial area. In the southern corridor, it serves the Oregon City and Clackamas industrial areas.

I-405 has freight volumes ranging from 5,900 to 10,000 trucks per day. It functions as an inter-urban freight route for the west side and the US 30 industrial areas.

I-84 has freight volumes ranging from 6,500 to 7,800 trucks per day. It is the only interstate for east-west freight movement in the state. It serves the Troutdale industrial area, Port of Cascade Lock and Port of Hood River.

### **Freeway Freight Routes**

US 26 and OR 217 are the two freeways that provide freight access to the industrial areas in Washington County.

US 26 has freight volumes ranging from 1,500 to 6,000 trucks per day. It provides east-west freight connections from I-405 and I-5 to the North Hillsboro industrial area. Freight from high-tech industries in the Hillsboro area are low volume but high value commodities.

US 26 is restricted from hauling hazardous materials through the Vista Ridge Tunnel near I-405, Trucks carrying hazardous materials are required to use OR 217 or Cornelius Pass Road to US 30.

OR 217 provides a north-south freeway freight route connecting Washington County freight to US 26 and I-5. It has freight volume of about 4,300 trucks per day.

**Figure 11: Average Daily Freight Truck Volume / Percent**



Source: 2016 Portland Traffic Performance Report, Oregon Department of Transportation

### Freeway Congestion and Reliability Impacts on Freight

Data for the region's six freeways show increasing congestion, decreasing travel speeds, greater delays and unreliable trip times. In 2013, 11.3 percent of freeway travel in the Portland metro region took place in congested conditions. This increased to 13.7 percent in 2015.

“Congestion and travel delay due to deficiencies in the transportation system are impacting businesses throughout the state, threatening their national and international competitiveness.” (Note: Economic Impacts of Congestion on the Portland Metro and Oregon Economy – Portland Business Alliance 2014)

Many business owners report that they have changed to staggered shifts, added evening and overnight operations, and increased operations during off-peak hours (Economic Impacts of Congestion on the Portland Metro and Oregon Economy). This results in increased labor expenses, as operators need to hire additional drivers to cover new shifts.

As congestion creeps into the mid-day, truckers find it challenging to deliver goods and services on time. The loss of reliability during the day makes it difficult for interstate travel and delivery of goods resulting in increases in trucking costs. Reliability has degraded on all six of the region's freeways between 2013 and 2015.

**Figure 12:** Corridor Length



Source: 2016 Portland Traffic Performance Report, Oregon Department of Transportation

**I-5 Corridor** – I-5 truck volume accounts for 10 to 17 percent of total traffic and has the highest truck volumes in the Portland region. For both directions of I-5 in the AM peak, mid-day, and PM peak, both the average travel time and the buffer time increased. I-5 northbound and southbound during the PM peak experiences some of the most unreliable travel times in the region. I-5 southbound during the PM and I-5 northbound during the mid-day has one of the largest buffer travel time increases in the region.

**I-84 Corridor** – I-84 truck volume accounts for 5 to 20 percent of total traffic. It carries the fourth highest truck volumes in the Portland region providing long haul access for interstate east-west connections. Reliability on I-84 westbound has degraded between 2013 and 2015 for the AM peak, mid-day, and PM peak. Reliability on I-84 eastbound has shown a decrease in both average and buffer travel time during the PM peak. Buffer time reliability for I-84 eastbound in the AM peak and mid-day has remained the same.

**I-205 Corridor** – I-205 truck volume accounts for 6 to 9 percent of total traffic. It carries the second highest truck volumes in the Portland region, providing an alternative north-south interstate route to I-5 on the east side. For both directions of I-205 in the AM peak, mid-day, and PM peak, both the average travel time and the buffer time increased. I-205 northbound during the PM peak experiences some of the most unreliable travel times and largest buffer travel time increases in the region. I-205 northbound and southbound during the mid-day has some of the largest buffer travel time increases in the region.

**I-405 Corridor** – I-405 is an urban interstate connector, linking I-5, US 26 (Sunset Highway) US 26 (Ross Island Bridge) and US 30. I-405 truck volume accounts for 6 to 8 percent of total traffic. I-405 has the third highest truck volume in the Portland region. For both directions of I-405 in the AM peak, mid-day, and PM peak, both the average travel time and the buffer time increased. I-405 northbound and southbound during the PM peak is among the corridors with unreliable travel time and is also among the corridors with the largest buffer time increase in the region.

**US 26 Corridor** – US 26 is a primary east-west connector to I-5 from the west side. Hazardous material cargo is restricted on US 26 at the Vista Ridge Tunnel. US 26 truck volume accounts for approximately 4 percent of total traffic. US 26 provides east-west freight connections to I-405 and I-5 freight routes. For both directions of US 26 in the AM peak, mid-day, and PM peak, both the average travel time and the buffer time increased. US 26 eastbound during the PM peak is among the top corridors with unreliable travel time. Westbound PM travel experiences some of the most significant increases in mid-day buffer time.

**OR 217 Corridor** – Because of hazardous material restriction on US 26 at the Vista Ridge Tunnel, OR 217 is the west-side detour connection for trucks carrying this material between US 26 and I-5. OR 217 truck volume accounts for approximately 4 percent of total traffic. OR 217 southbound during the PM peak is among the worst for reliability not only for the corridor but also the region. However from 2013 to 2015, it had the lowest rate of change, whereas other freeway corridors in the region have degraded at a significantly higher rate. This is attributable to Automated Traffic Management (ATM) measures deployed in the corridor. Mid-day reliability on OR 217 southbound has degraded substantially with buffer times longer than the AM buffer time.

Overall, freight truck reliability on the Portland region’s major freeway and highway system has deteriorated rapidly since the last Regional Freight Plan in 2010.

### **Freight Highway Bottlenecks Project and delay areas (ODOT – March 2017)**

Bottleneck identification is of national concern, as expressed in the 2012 Moving Ahead for Progress in the 21st Century Act (MAP-21) and carried into the Fixing America's Surface Transportation (FAST) Act. MAP-21 specifically highlights the importance of identifying and addressing bottlenecks on the multimodal freight system. Studies of existing freight highway conditions in Oregon identified that congestion from bottlenecks is a major issue impairing Oregon's economy with variations in travel time reliability and rising travel costs. The 2011 *Oregon Freight Plan* (OFP) incorporated a strategic implementation initiative 2.3, which directed the state to "identify and rank freight bottlenecks...in particular those located on the strategic system". The Freight Highway Bottlenecks Project (FHBP) was initiated to identify locations on Oregon's highway network that were experiencing significant freight truck delay, unreliability and increased transportation costs.

There are many elements associated with freight truck delay and unreliability, including roadway congestion, high collision areas, and geometric conditions such as steep grades, severe curves or roadways that are not up to functional standards. The FHBP looked at a variety of key measureable indicators to identify locations on the state freight highway network, specifically those routes identified at ORS 366.215 restriction review routes. Indicators were things such as:

- **Delay** – the hours of delay that trucks accumulate at each corridor per day during the season of the year that produces the largest delays for that segment.
- **Unreliability** – unreliability of shipment travel times that cannot be anticipated.
- **Geometric Issues** – % grade, degree curvature, narrow lanes or shoulders.
- **Volume** – Volume-to-capacity ratio and peak congested travel.
- **Incident-Related** – Frequency of various collision types.
- **Cost** – Transportation delay costs, inventory delay costs and unreliability costs.

Feedback and responses/contributions from freight stakeholders were essential for the successful identification and tiering of freight highway bottlenecks. A technical advisory committee (TAC), made up of local and regional freight practitioners, an OFAC representative, ODOT Motor Carrier Division representative, Oregon Trucking Associations and other stakeholders were convened to review data, assess indicators and review bottlenecks list.

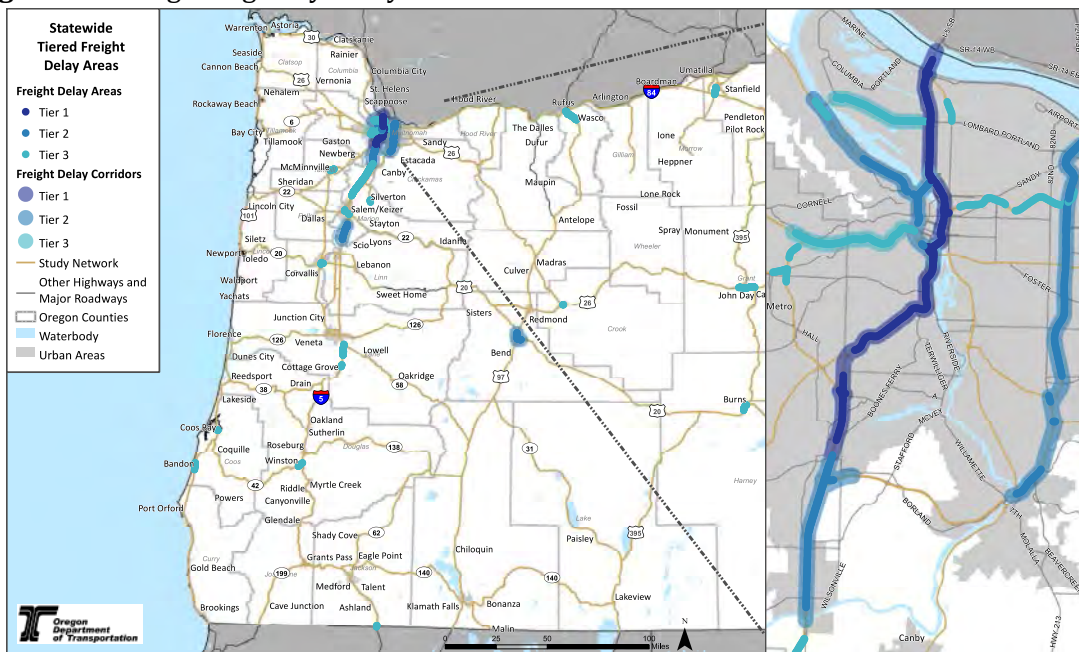
Some considerations the stakeholder groups identified at various points in the project that were incorporated into the final list included:

- **Key Indicators** – All stakeholder groups indicated that they did not believe all the indicators were equal in terms of importance. The stakeholders collectively agreed that travel delay and unreliability were the two major indicators that should be focused on to trigger a bottleneck designation. The other indicators were used to help understand the cause of the delay area and tier the bottleneck areas.

- **Urban vs. Rural** – The analysis found that the freight network in urban areas often operated at a different scale than in the rural areas of the state. Therefore, different thresholds were considered in urban and rural conditions.
- **Corridors** – There were clear strings of delay areas, particularly in the Portland Metro area that, should be considered as corridors rather than individual delay areas. This reflects the cumulative impact that longer segments have on freight movements. It also acknowledges the need to consider the entire corridor when developing solutions.
- **Tiering** – The costs associated with travel delay and unreliability was determined to be the key indicator to determine the bottleneck corridor and delay area severity.

The final tiered freight highway delay areas map is shown below. As shown, both freight delay **areas** and freight delay **corridors** are presented. The Portland Metro area has the bulk of the identified delay areas and corridors, even though the thresholds for rural areas are significantly lower than those in urban areas. Delay areas within corridors represent nearly all of the first two tiers reflecting the high cost of cumulative delay and reliability on the freight industry. The only tier one corridor is I-5 in the Portland metropolitan area because the impacts to freight in this corridor far exceed those in other locations throughout the state. The freight highway bottleneck list and map were endorsed by OFAC during their regular meeting on January 18, 2017.

**Figure 13: Freight Highway Delay Areas**



Source: Freight Highway Bottlenecks Project, ODOT 2017

### **Corridor Bottleneck Operations Study (ODOT)**

The Corridor Bottleneck Operations Study (CBOS) is a 2013 study conducted by ODOT to identify low-cost and effective solutions to the recurring bottlenecks within the Portland Metro area. The resulting document was a Project Atlas that identified bottleneck locations along the five metro area corridors (I-5, I-205, I-84, I-405 and US 26) as well as a collection of low-cost, operational solutions to the various bottlenecks.

The development of the Project Atlas consisted of three primary steps:

#### **1. Corridor-level reconnaissance**

This included preliminary surveying and research to provide a solid foundation for specific investigation in order to validate recurring bottleneck activity and primary causes.

#### **2. Bottleneck Analysis, evaluation, screening, and selection of solutions**

This step was aimed at design and operation – during this step the bottlenecks were analyzed and potential solutions were developed, evaluated, and screened by a design panel consisting of professionals from an array of discipline areas. The projects proposed were primarily constrained by cost (\$1 million to \$20 million range) and the inability to add capacity. As a result, the benefits resulting from projects are likely to be moderate or incremental and be geared towards improving safety by limiting the amount of weaves and merges that occur at interchanges.

#### **3. Refinement of Solutions**

The third and final step focused on more in depth evaluation of operation and design solutions. The evaluation included traffic modeling as well as an assessment of project feasibility.

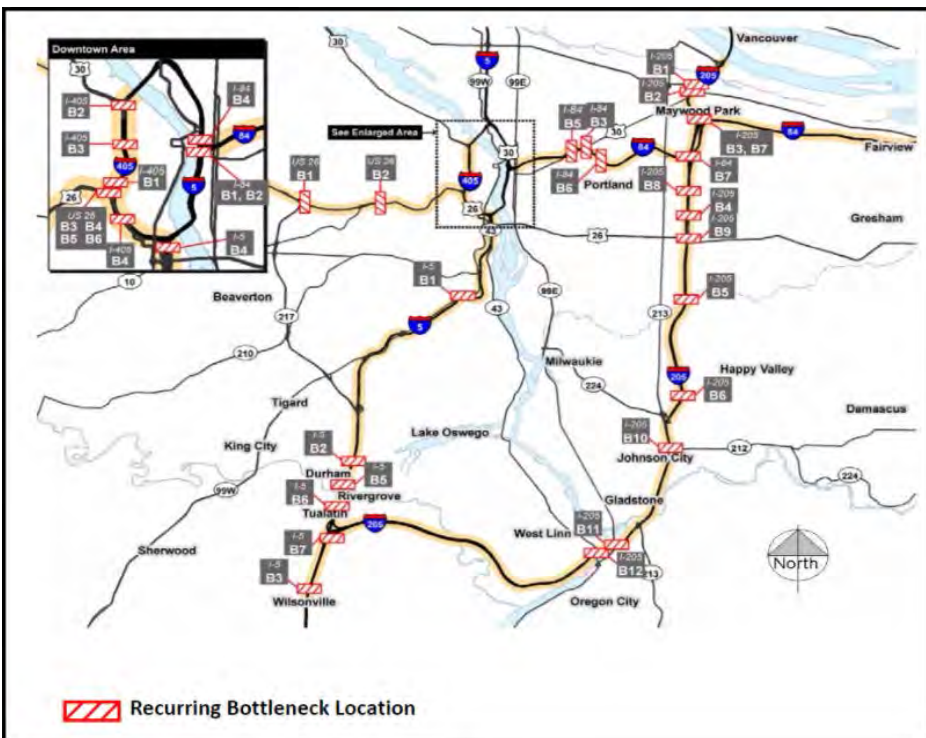
### **Study Area**

The study area in the CBOS consists of five corridors in the Portland metropolitan area (see Figure 14.) Note that the study area within these corridors includes the ramp merge and diverge locations in addition to the roadway mainline. Figure 14 (below) highlights the boundaries of the study area.



**Figure 14:** The Study Area in the CBOS

- I-5: North Boundary – Marquam Bridge | South Boundary – Boones Bridge
- I-205: North Boundary – Airport Way | South Boundary – I-5 interchange in Tualatin
- I-84: West Boundary – I-5 | East Boundary – 257<sup>th</sup> Avenue
- I-405: North Boundary – I-5 | South Boundary – I-5
- US 26: West Boundary – OR 47 | East Boundary – I-405



**Figure 15:** Bottleneck Locations

Source: Corridor Bottleneck Operations Study, ODOT 2013



## **Findings**

The conclusion of the study offered helpful information regarding the location, duration, and typical cause of each bottleneck. The study identified 36 recurring bottleneck locations distributed throughout the five corridors. Figure 15 highlights these bottleneck locations.

### **Economic Impacts of Congestion in Oregon (2014)**

The final report for the study was prepared by the Economic Development Research Group in February 2014 for the Portland Business Alliance, Oregon Business Council and the Port of Portland. The following is a summary from the report of transportation's role in the state's economy, the transportation systems impact on business and the impact of congestion and travel delay on the Oregon economy.

Oregon's transportation system is the backbone of the state's economy. A well-maintained, resilient, and efficient network of highways, rail and waterborne transportation is essential to support the businesses that provide the jobs and revenues needed to underpin the resource-based, traditional manufacturing and advanced biotech and computer/electronics technologies that characterize the state's economy. The key findings are:

- Oregon's competitiveness is largely dependent on efficient transportation. Over 346,400 jobs are transportation-related, or transportation-dependent, meaning that system deficiencies threaten the state's economic vitality.
- Businesses are reporting that traffic congestion and travel delay costs money, forcing changes in business operations and location decisions.
- Oregon's geographic location makes it a key component of US West Coast logistics, serving as a major hub for domestic and international freight. The state provides key international air and maritime gateways as well as an important junction of critical transcontinental highways.
- "Traded industries" – those industries that provide goods and services outside of Oregon and bring money back into the state economy – are particularly reliant on an efficient transportation network. Exports from these industries are shipped through most major ports on the US West Coast. These industries are also critical to statewide economic growth and job creation.
- Congestion and travel delay due to deficiencies in the transportation system are already impacting businesses throughout the state, hurting their competitiveness. Direct interviews with businesses were conducted as part of this study and the results underscore the fact that transportation is critical to business competitiveness and sustained business growth in Oregon. Due to increasing congestion, businesses report that they are drastically altering operations in order to keep a competitive edge.
- Changes in business operations are nearing the limits of what a business can do to overcome transportation congestion before it becomes a severe issue. Many respondents reported that they have implemented staggered shifts, evening and overnight operations, and are increasingly operating during "off-off-peak" hours.

However, businesses do so per the boundaries of regulatory limits on hours, concern about driver safety and limits as to when they can feasibly deliver to customers.

- Failure to adequately invest in the transportation system will result in significant losses to Oregon’s economy, job base and quality of life. Congestion is becoming an increasing problem statewide, and that investments in infrastructure can strongly mitigate these conditions.
- These travel time savings from new investments translate to significant economic impacts. With transportation investments in the “Improved Future Investment Scenario,” these savings would generate an additional 8,300 jobs by 2040; \$928 million in output; \$530 million in GDP or value added; and \$380 million in wages and compensation to employees.

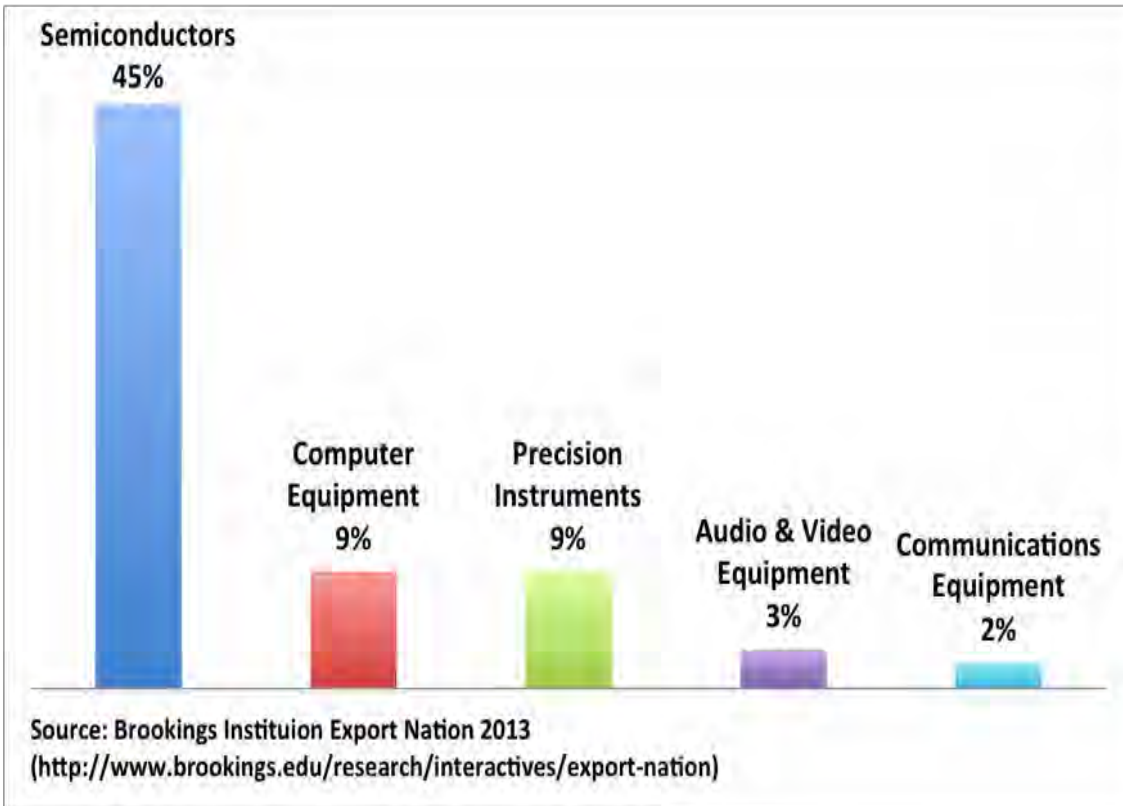
### **Freight access and logistics**

#### **Portland Region Westside Freight Access and Logistics Analysis Report (DKS - October 2013)**

##### **Portland’s Dependence on High-Tech Exports**

Portland’s economy has long relied on export industries, serving broad domestic and international markets and bringing outside dollars into the region. Increasingly, Portland’s export economy relies on semiconductors and the computer and electronics (C&E) industry, which accounts for over half the total value of the region’s exports (Figure 16). This industry is primarily located in the region’s Westside (sometimes called the “Silicon Forest”) and depends on a tightly managed supply chain to efficiently bring products to markets that are mostly outside of the Portland Metropolitan area. This study provided recommendations on how to improve goods movement from the Westside C&E industry to Portland International Airport (PDX) freight consolidation locations.

**Figure 16:** Industries Representing Two Percent or More of the Portland Region's Exported Goods



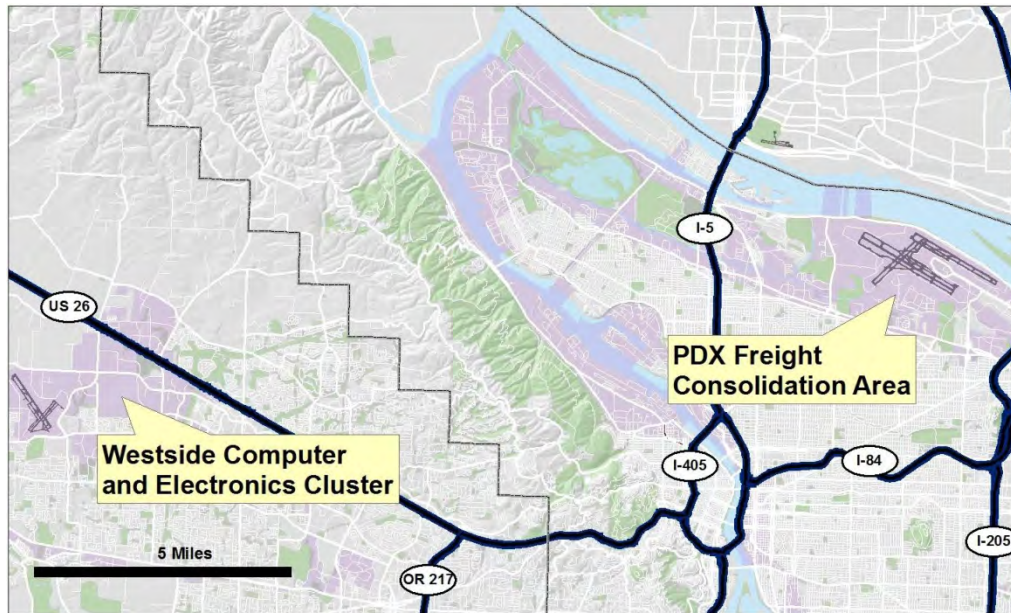
While this study focused on a single sector of the region's export economy, it is important to recognize that policies and investments that support the computer and electronics industry may support other key export industries such as footwear, apparel and agricultural products.

Continued growth in these other industries will tend to have ancillary benefits to the computer and electronics industry such as improving the frequency of Portland International air cargo service or increasing the range of freight movement options.

### **Study Focus**

This study focused on the outbound movement of goods from Westside computer and electronics manufacturers to the freight consolidation area at Portland International Airport (PDX), as shown in Figure 17. While not all C&E goods fly out of PDX, the freight consolidation area, generally located north of Columbia Boulevard and south of the terminal, is home to several firms that support international and domestic service by handling and combining C&E goods before trucking them north or south of the Portland region for consolidation at other airports. For the purposes of the study, Westside C&E firms are assumed to be clustered south of US 26 in the vicinity of Brookwood Parkway.

**Figure 17:** Portland Region Westside Freight Access and Logistics Analysis Study Area



Freight movement between the Westside C&E cluster and the PDX freight consolidation area depends on two routes: (1) US 26 to I-405 north to I-5 north, and (2) Cornelius Pass Road to US 30, then eastbound across the St. Johns Bridge to Columbia Boulevard. These key routes are the focus of this study. The study does not consider other corridors, such as OR 217 and I-5 south that are important to regional freight movement but are not regular routes for transporting freight from the Westside to PDX.

The study looked at projects that can have a significant impact on speed, efficiency and reliability that can be pursued in the near term.

### Study Findings

Several important findings emerged from this study's industry interviews and technical analysis:

- Portland International Airport (PDX) is a crucial location along the supply chain, but most C&E freight moves out of PDX on a truck.
- Firms involved in freight movement and logistics currently use PDX as a freight consolidation hub, but they generally find it is most efficient to truck, rather than fly, goods to airports that have better links to overseas destinations.
- Supporting a strong Westside C&E cluster can help leverage freight movement options for other industries. While the Silicon Forest is dominant in the region's export economy, other regional export industries such as footwear, apparel and agriculture can benefit from the short-term strategies identified in this report. All export industries in the region benefit from air cargo services out of PDX and these services can be maintained and/or increased by increased export activity.

- Reliability of the roadway system is key to C&E goods movement. Interviews indicated that after 2:00 pm “all bets are off” regarding the reliability of the US 26/I-405/I-5 corridor and that Cornelius Pass Road/US 30 becomes the de facto route in the afternoon. Analysis of travel time data confirms that Cornelius Pass Road/US 30 is significantly more reliable in the midday and p.m. hours.
- The Westside C&E industry is heavily dependent on a rural road with known deficiencies. Cornelius Pass Road from the Washington County line to US 30 was designed and built for rural use, but is increasingly used for urban-to-urban trips. Because it is a winding and steep road through a narrow pass, it is susceptible to incident-induced congestion (such as truck rollovers) and a lack of viable alternative routes.

### Recommendations

Three strategies emerged from this study that show clear benefit to Westside C&E freight movement and can potentially be implemented in a short timeframe. These strategies are shown in **Table 4**.

**Table 4:** Recommended Priority Projects

Project Name	Description	Benefits
<b>Enhanced Traveler Information</b>	Provides predictive traveler information at key points on routes approaching US 26, alerting drivers to congestion on US 26, through the central city loop, or on Cornelius Pass Road northbound.	Provides more reliable travel time by alerting drivers of incidents, reducing non-recurring delay.
<b>US 26 Truck Ramp Meter Bypass</b>	Modify select US 26 on-ramps to allow freight to bypass ramp meter queues.	Potential to reduce queue-related delay by 10 to 20 minutes.
<b>Enhanced Freeway Incident Response</b>	Increase incident response and clearing capacity on key US 26/I-405/I-5 freight route to reduce non-recurring congestion impacts.	Reduces delays due to incidents.

### Washington County Freight Study (July 2017)

#### Background

Washington County is the economic engine of the Portland Metro region and the state. The computer and electronics industry, which accounts for nearly half of state exports in terms of value, is centered on the western part of the Portland-metro region, primarily in Washington County. The county contains over 15 percent of the state’s jobs (second highest in the state) and has the highest average wages. Given the trade-dependent nature of many businesses in Washington County, it is important to understand how freight congestion impacts these companies’ ability to operate, compete, and grow.

## **Study Purpose and Scope**

The Transportation Futures Study analyzed the future transportation needs of Washington County based on anticipated population and employment growth. It found that delays for trucks would be more than twice that for other vehicles. While that study outlined broad transportation needs for all users in the county, study partners determined that additional freight-specific data and analysis were needed to further identify and prioritize needs for trucks.

Previous studies have explored the dependence of traded sector jobs on the transportation system in the region. The purpose of this study was to identify and prioritize infrastructure problems within Washington County that impact freight. The results will inform the development of regional, state and federal funding requests and need for road improvements. They will also provide input regarding freight flows and market considerations (including cost sensitivity and urgency) to the future demand forecast for the Hillsboro Airport Master plan.

Under the guidance of the Steering Committee composed of project partners, the study:

- Reviewed existing plans, studies and data.
- Conducted interviews with companies that ship or carry goods into or out of Washington County.
- Analyzed recent truck operations using real-time speed and volume data.
- Evaluated and prioritized truck needs within Washington County.

## **Key Findings**

- As the economic engine of Oregon and a major exporting region, Washington County is highly dependent on freight infrastructure.
- In addition to computers and related components, plastic, wood, paper, tools, nursery, seed, fruit and tree nut products all represent significant exports produced in Washington County.
- The Portland metropolitan area has the bulk of identified delay areas and corridors in the state according to the recently completed Freight Highway Bottleneck Project (FHBP).
- Due to its relative speed and flexibility, trucks are by far the most common mode. On their own, or in combination with other modes, trucks are a part of most freight trips.
- Businesses' heavy reliance on trucks makes highway and arterial congestion a major concern for many firms in Washington County and the region. Congestion adds time to deliveries, resulting in significant costs to businesses. Most interviewed firms indicated that highway congestion was a serious impediment and complained of significant impacts from consistent, pervasive roadway congestion. A severe

national truck driver shortage, exacerbated by federal requirements and traffic delays, is impacting the ability of businesses to move goods.

- New real-time truck operations data on arterials was analyzed with truck counts in an analysis that allowed more detailed understanding of local delay and reliability issues critical to freight movement than previously.
- The limited number of routes into the county, the degree of delay and unreliability on them, and the importance of county freight to the economy make access to Washington County a statewide issue. These concerns were expressed by stakeholders and supported by the study evaluation and the statewide FHBP.
- The I-5 corridor was most often cited by stakeholders and represents the highest need in both this analysis and the statewide bottleneck study.
- The US 26 corridor near the Sylvan Tunnel followed I-5 in terms of stakeholder concerns and freight operational performance in this analysis and was also identified as a delay corridor in the statewide study.
- Many Washington County highways and arterials suffer from congestion throughout much of the day. Other key areas of freight operational delay and unreliability include portions of OR 217, OR 8, Tualatin-Sherwood Road, Cornelius Pass Road and Murray Boulevard.
- Farm to market roads near the edge of the urban area are not built for the volumes or loads they are subject to.

### **Stakeholder Suggestions to Improve Freight Movement**

Stakeholders had a number of suggestions to improve freight movement, including the following general approaches:

- Adding HOV or truck-only lanes
- Providing incentives to encourage off-peak delivery
- Adding lanes or interchanges at bottleneck areas along specific corridors
- Expanding transit service, routes, and facilities along congested corridors
- Higher speed limits

Each of these tools offers its own set of opportunities and limitations. They might work in some locations or for some industries and not others. However, they should all be explored as part of a comprehensive approach to freight delay and reliability issues in the Portland metropolitan area.

### **Conclusions**

This freight needs analysis was intended to provide information to decision makers in establishing transportation funding priorities. Freight delay and reliability within and to Washington County are a major regional issue. Due to the importance of county traded

sector businesses to the economy, the freight needs identified here rise to the level of statewide significance.

As summarized, this study identified and prioritized Washington County Freight needs. This study finds that freight access to, and movement within, Washington County represents a significant cost to businesses and drag on the economy. These findings demonstrate the location of significant freight needs in and around Washington County and underscore the importance of developing and funding road improvements to meet them.

### **Over-dimensional trucks**

#### **Highway Over-Dimensional Load Pinch Point Study (ODOT)**

##### **Purpose**

The Highway Over-Dimension Load Pinch Point Study (HOLLP) was conducted by the ODOT Freight Planning Unit, Transportation Development Division, with the goal of identifying, analyzing and ranking interstate and state highway pinch points that restrict the movement of over-dimension loads. The study was completed in May 2016. The primary purpose of the study was to develop a list of key pinch points that can then be presented to the ODOT Region and Area Commission on Transportation for project recommendations that would remove these pinch points.

##### **Definitions**

An over-dimension load is a load classification that is triggered when a load has any of the following dimensions.

1. Width greater than 8 feet, 6 inches
2. Vehicle height or vehicle combination greater than 14 feet
3. Front overhang greater than 4 feet beyond front bumper
4. Load is greater than 40 feet and extends 5 feet beyond the end of the semi-trailer; or load less than or equal to 40 feet exceeds 1/3 of the wheelbase of the combination, whichever is less.
5. Vehicle combination length that exceeds those authorized on the reverse of MCTD Group Map 1.
6. Any single axle weight that exceeds 20,000 pounds, tandem axle weigh that exceeds 34,000 pounds, or gross combination weight that exceeds 80,000 pounds.

Most commonly over-dimension loads include cranes, excavators, steel plates, manufactured homes, forklifts, boats, transformers, windmill turbines, and other oversized industrial equipment.

The study highlights two primary route types that are relevant to over-dimension loads.

1. **High Routes** - these routes are designated as the routes required for the transport of over-dimensional loads requiring vertical clearance.



2. **Reduction Review Routes (RRR)** – are the highways associated with ORS 366.215 and OAR 731-012-0010. The statute states that Oregon Transportation Commission may not permanently reduce vehicle-carrying capacity of a RRR unless safety or access considerations require a reduction.

Bottlenecks or delay areas are commonly referred to as places or points where congestion frequently occurs. In relation to the study, over-dimension pinch points are those areas that become problematic due to width, length, and vertical clearance or weight constraints. For over-dimension loads these pinch points usually take the form of overpasses, narrow roadways, sharp curves, or weight-restricted bridges.

The HOLPP uses the same dimension categories to classify pinch points within the study. The three classifications offer useful information surrounding the nature of pinch points for over-dimension loads within the Oregon transportation network.

#### **Heavy Load (HL) Pinch Point**

- These are bridges along the highway which cannot support the weight of over-dimension loads. Note that the most current list of weight-restricted bridges provided by the ODOT Bridge Program shows that none of the weight-restricted bridges are graded to handle a weight greater than 60,000 pounds and as mentioned earlier, over-dimension weight loads are gross weights greater than 80,000 pounds which means that HL pinch points are all weight-restricted bridges

#### **Vertical Clearance (VC) Pinch Point**

- These are classified as areas lacking the required vertical clearance for over-dimension transport. They are based on the vertical clearance design standards **in the Oregon Highway Design Manual: 17'-4" on High Routes, 17'-0" on NHS Non-High Routes and 16'-0" on Non-NHS and Non-High Routes**. As a safety buffer, the MCTD adds an additional 4" to the actual height of any bridge unit when routing trucks and will not route any truck that doesn't meet the clearance with the buffer zone included.

#### **Wide and Long (WL) Pinch Point**

- These are points along the highway where it is difficult or impossible to move some over-dimension loads due to horizontal constraints. The study offers no dimensions for WL pinch points, however, ODOT Maintenance District staff has identified WL pinch points based on their experience and history of routing over-dimension loads on the highways within their districts. Commonly these points take the form of guard rails, narrow bridges, curbs, non-removable signs, intersections, and any other horizontal constraint.

#### **Findings**

The study resulted in a High Priority Pinch Point classification system that highlights the criteria for distinguishing locations as high or low priority for action.

ODOT's High Priority Criteria:

- **WL Pinch Points** – In order to be classified as High Priority all WL pinch points within RRR segments must be separated by at least 15 miles (either direction). This helps direct focus on situations where removing a pinch point would open up a RRR to wider and longer loads. Additionally, all High Priority WL pinch points must be less than one mile in length.
- **VC Pinch Points** – In order to be classified as High Priority all VC pinch points must be at least 6" less than the design standard for that type of highway. Similar to WL pinch points all High Priority VC pinch points must separate from other VC pinch points on a RRR segment by at least 15 miles in order to focus on situations that would have greater impact if a single pinch point is removed.
- **HL Pinch Points** – At this point all HL pinch points are classified as High Priority because there are so few weight-restricted bridges on the RRR.
- **Combination Pinch Points** – These are pinch points that fall into multiple categories such as a WL/VC pinch point. In order to qualify as High Priority a combination pinch point is only required to meet the High Priority criteria for one of the pinch points.

Special circumstance can warrant a High Priority classification of a pinch point and must be documented. Any pinch point not meeting the criteria listed above are currently rated as Low Priority.

At this time 88 pinch points have been identified within the boundaries of the Portland region's metropolitan planning area. Eighteen of these pinch points have been classified as High Priority. Eight of the High Priority pinch points are due to wide and long horizontal constraints, and an additional seven are constrained by vertical clearance (VC), one is due to a heavy load constraint and the remaining two are combination pinch points. The 70 other pinch points are currently rated as Low Priority with the vast majority (60 points) classified as VC areas.

Of the eighteen High Priority pinch points, six are located on I-5 with one at the Columbia River Bridge and the rest at various on and off-ramps. Four of these pinch points are located on I-405 at various on and off-ramps. The remaining eight pinch points are located throughout the region on the interstate and state highway system (I-205, I-84, US 26, OR 217, OR 99E, and OR 99W).

While the study does not specifically address how each pinch point should be technically modified it does offer helpful insight on best practices for categorizing and prioritizing the problem areas and a clear picture of where potential projects should take place.

## Regional Over-Dimensional Truck Route Study



The Portland Freight Master Plan and the Regional Freight Plan both identified the need to plan for the efficient movement of over-dimensional freight vehicles within and through the Portland Metro region. The City of Portland, ODOT, Metro, Clackamas, Multnomah and Washington Counties agreed to work together to prepare a Regional Over-Dimensional Truck Route Study for the three county metro region.

The purpose of this study was to provide local jurisdictions with a comprehensive assessment of over-dimensional truck movements to more effectively plan for their safe and efficient routing within and through the metro region. This project identified and mapped the most commonly used and preferred routes for the safe movement of over-dimensional vehicles and documented the minimum clearance requirements to accommodate over-sized loads. Physical and operational constraints and missing gaps in the over-dimensional freight network were defined and recommended capital transportation improvements and planning-level costs for removing identified constraints were developed.

An inventory and assessment of current transportation policies and over-dimensional permitting practices was conducted to identify potential policy changes and permitting efficiency improvements. The goal was to develop a seamless over-dimensional route system that transcends jurisdictional boundaries and to provide policy guidance for accommodating over-dimensional vehicles in state, regional and local transportation system plans and local street design guidelines.

The study was initiated in October 2015 and concluded in March 2017. The Project Management Team (PMT) consists of representatives from the partner agencies to provide project oversight and guidance. The project consultant conducted the technical planning and engineering analysis, cost considerations and final report preparation. The Stakeholder Advisory Committee (SAC) composed of representatives from the over-dimensional hauling industry, and provided strategic input on all work products from the user's perspective.

## **Findings**

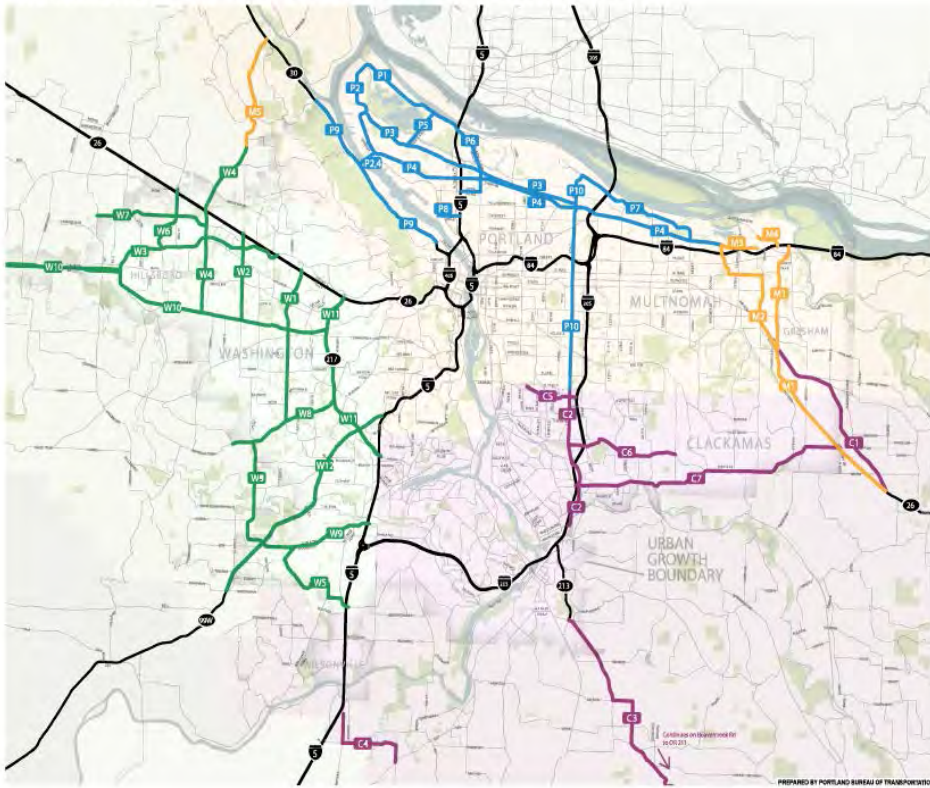
The definition of over-dimensional trucks is defined by ODOT statewide. ODOT Motor Carrier Division requires permits for truck size and loads meeting the following dimensions:

- Width exceeding 8 feet, 6 inches
- Height exceeding 14 feet
- Length exceeding 40 feet
- Gross Vehicle Weight exceeding 80,000 lbs.

Thirty-four Regional Over-Dimensional Truck Corridors were identified for this study (see **Figure 18**).

**Figure 18: Regional Over-Dimensional Truck Corridors**

**REGIONAL OVER-DIMENSIONAL TRUCK CORRIDORS**  
FROM THE METRO REGIONAL OVER-DIMENSIONAL TRUCK STUDY



**CORRIDORS BY JURISDICTION**

**WASHINGTON COUNTY**

- W1** Murray Boulevard
- W2** SW 185th Ave
- W3** NE/NW Cornell Road
- W4** NW Cornelius Pass Road
- W5** SW Tonquin Road
- W6** NE Brookwood Pkwy
- W7** NW Evergreen Road
- W8** SW Scholls Ferry Road
- W9** Roy Rogers/Tualatin-Sherwood
- W10** Tualatin Valley Highway
- W11** Highway 217
- W12** Pacific Highway

**PORTLAND**

- P1** Marine Drive
- P2** Lombard Street
- P3** Columbia Boulevard
- P4** US 30 Bypass
- P5** North Portland Road
- P6** Highway 99E/MLK
- P7** NE Airport Way
- P8** North Going Street
- P9** US 30/NW Front Ave
- P10** NE/SE 82nd Ave (OR 213)

**CLACKAMAS COUNTY**

- C1** Orient Drive
- C2** 82nd Drive
- C3** Beavercreek Road
- C4** Arndt Road
- C5** SE Johnson Creek
- C6** Sunnybrook Boulevard
- C7** Highway 212

**MULTNOMAH COUNTY**

- M1** SW 257th - Kane - Palmquist
- M2** NE 207th/Fairview Pkwy
- M3** Sandy Blvd/US 30 Bypass
- M4** Marine Drive
- M5** Cornelius Pass Road

**FREEWAY / HIGHWAY**



20,611 Single Trip Permit (STP) records issued by ODOT between 2012 and 2015 were evaluated to identify overall width, height, length, weight and commodity type moved.

- **Commodities Moved:** Excavators, cranes and log loaders account for 30% of all commodities.
- **High Loads:** 90% of all high loads were 15 feet or less. The highest load was a transformer at 18 feet, 2 inches moved between Happy Valley and Oregon City.
- **Wide Loads:** 35% of all wide loads were between 11-12 feet. Excavators accounted for 24% of wide loads between 11-12 feet. The widest load was a 25 foot steel skirt moved from Newberg to Portland.
- **Long Loads:** 60% of the loads were between 70-90 feet in length with excavators accounting for 15% of these movements. The longest load was a 225 foot heat exchanger moved from the Oregon/Washington border at I-205 to Hillsboro.
- **Heavy Loads:** 75% of all heavy loads were between 120,000-160,000 lbs., with excavators accounting for 20% of these movements. The heaviest load was a 662,212 lbs. transformer moved between Oregon City and Clackamas.

Recommended capital improvements for the City of Portland and the three counties, along with a more detailed summary of the study, are available in the “Key Freight Trends and Logistics Issues Report” (to be completed in 2018).

## **Industrial land supply**

### **Regional Industrial Site Readiness – 2017 Inventory Summary**

The Portland metropolitan region competes on a global scale to attract traded-sector jobs. A key factor in determining a business’s likelihood of settlement is adequate land to do so. Having a site inventory of varying sizes and locations within Portland’s Urban Growth Boundary plays a key role in facilitating potential economic opportunities that support a thriving region, new jobs, and increased wages.

The Regional Industrial Site Readiness Project is a report that examines the supply of large (25+ acre) industrial sites available to accommodate existing and future employers. The inventory considers industrial sites within the Portland metropolitan area Urban Growth Boundary (UGB) and select urban reserves. The objectives of the 2017 report include the following:

- Track the changes in inventory since the 2014 update
- Analyze the readiness for each site inventoried
- Inform policy makers about policy changes and investments that have influenced the development-readiness;

- Summarize investments, tax base, and jobs created from development of inventory sites; and
- Identify policy and investment actions that can ensure a consistent inventory of these vital sites into the future.

The report also introduces a tier system that assists in better prioritization of various development sites. Tier 1 sites are considered recruitment ready for businesses expanding or locating in the region. Tier 2 sites will take longer to become development ready, but could be feasible for expansions of existing businesses and for speculative development for investors. Tier 3 sites meet the size and location requirements of the study but require complex fixed to become development-ready.

**Tier 1:** Development ready within 180 days. It is anticipated that a site could receive all necessary permits and sites could be served with infrastructure and zoned and annexed into the city within this timeframe. No or minimal infrastructure or brownfield remediation is necessary and that due diligence and entitlements could be provided and/or obtained within this time period.

**Tier 2:** Likely to require 7-30 months to become development ready.

**Tier 3:** Likely to require over 30 months to become development ready

**2014 – 2017 Inventory Changes**

Since the last update to the report in 2014, the inventory of sites has decreased from 54 to 47. This change was primarily driven by a strong economic cycle which we continue to see today. Additionally, 6 new sites were added to the inventory since 2014 (1 Tier 1, and 5 Tier 3) and 13 sites were removed mostly as a result of site readiness investment and development.

The charts below compare the changes in inventory by tiers and acreage for 2011, 2014, and 2017.

**Table 5:** Changes in inventory by tiers and acreage for 2011, 2014 and 2017

	2011 Inventory	2014 Inventory	2017 Inventory
Tier 1	9	14	10
Tier 2	16	17	11
Tier 3	31	23	26
<b>Total</b>	<b>56 sites</b>	<b>54 sites</b>	<b>47 sites</b>

	2011 Inventory	2014 Inventory	2017 Inventory
25-49 acres	40	39	33
50-99 acres	9	10	10
100+ acres	7	5	4
<b>Total</b>	<b>56 sites</b>	<b>54 sites</b>	<b>47 sites</b>

Source: Regional Industrial Site Readiness Project, Metro 2017

## **Findings**

- Between 2014 and 2017, there has been significant development of large industrial sites in the region. There are relatively few unencumbered Tier 1 industrial sites remaining in the inventory and no 50+ or 100+ acre Tier 1 sites.
- There has been slower movement between tiers than in the previous inventory update (4 sites between 2014 and 2017, versus 7 sites between 2011 and 2014). This is in part due to the market absorption of sites, but underscores the continued need to make these site readiness investments.
- Significant challenges remain to move sites to market. This is particularly true for sites that require aggregation and High-Need Tier 3 sites.
- Site readiness investments and development since 2011 have resulted in significant investment and job creation.

## **Recommendations**

The Portland metropolitan region continues to see a demand for larger industrial sites ranging from 50 to 100+ acres. The 2017 inventory shows that there is a deficiency of Tier 1 sites of this size, and the challenges of moving Tier 2 and Tier 3 to market readiness. An inability to meet this need will lead to lost opportunities for the region.

The report recommends policymakers consider policy action and investments to address industrial site readiness challenges and development hurdles. The report divides recommendations into Regional, Local, and State actions.

## **Local and Regional Site Readiness Actions**

1. Engage the Oregon Economic Development Department, Oregon Economic Development Association, local jurisdictions, private property owners and developers in efforts to make investments in industrial sites needed to move these sites to market.
2. Actively work to find ways to aggregate 13 industrial sites with multiple property owners to realize the market potential of these sites. This is critical to realizing the potential of Coffee Creek, Meek Subarea and other industrial sites in the region.
3. Support local jurisdictions in evaluating the sites that require state and local legislative actions (e.g., annexation, zoning, and concept planning) and identify the timeline for and feasibility of completing this work. Metro has invested Community Planning and Development funds in the past to support such efforts.
4. Evaluate Tier 3 High-Need sites to determine if there is a path for development. If not, consider removing them from the inventory or creating a Tier 4.
5. Proactively work on solutions to the Lower Willamette cleanup to remove the cloud over the properties in the Portland Harbor.
6. Apply brownfield tools approved by the legislature to brownfield redevelopment of industrial lands (Brownfield Tax Abatement Program and Land Banking Authority).



7. Actively work on regional and local infrastructure financing solutions that impact 60% of the industrial sites in the inventory. Metro's Economic Atlas may help identify strategic infrastructure investments benefitting the region's industrial and employment lands. Local infrastructure needs could potentially be packaged with State infrastructure financing to fund local/regional projects through the West Coast Infrastructure Exchange.
8. Support regular updates of the inventory and track investments from sites that have been developed. Consider expanding the inventory to sites of 15 acres or more to reflect shifting market demand.

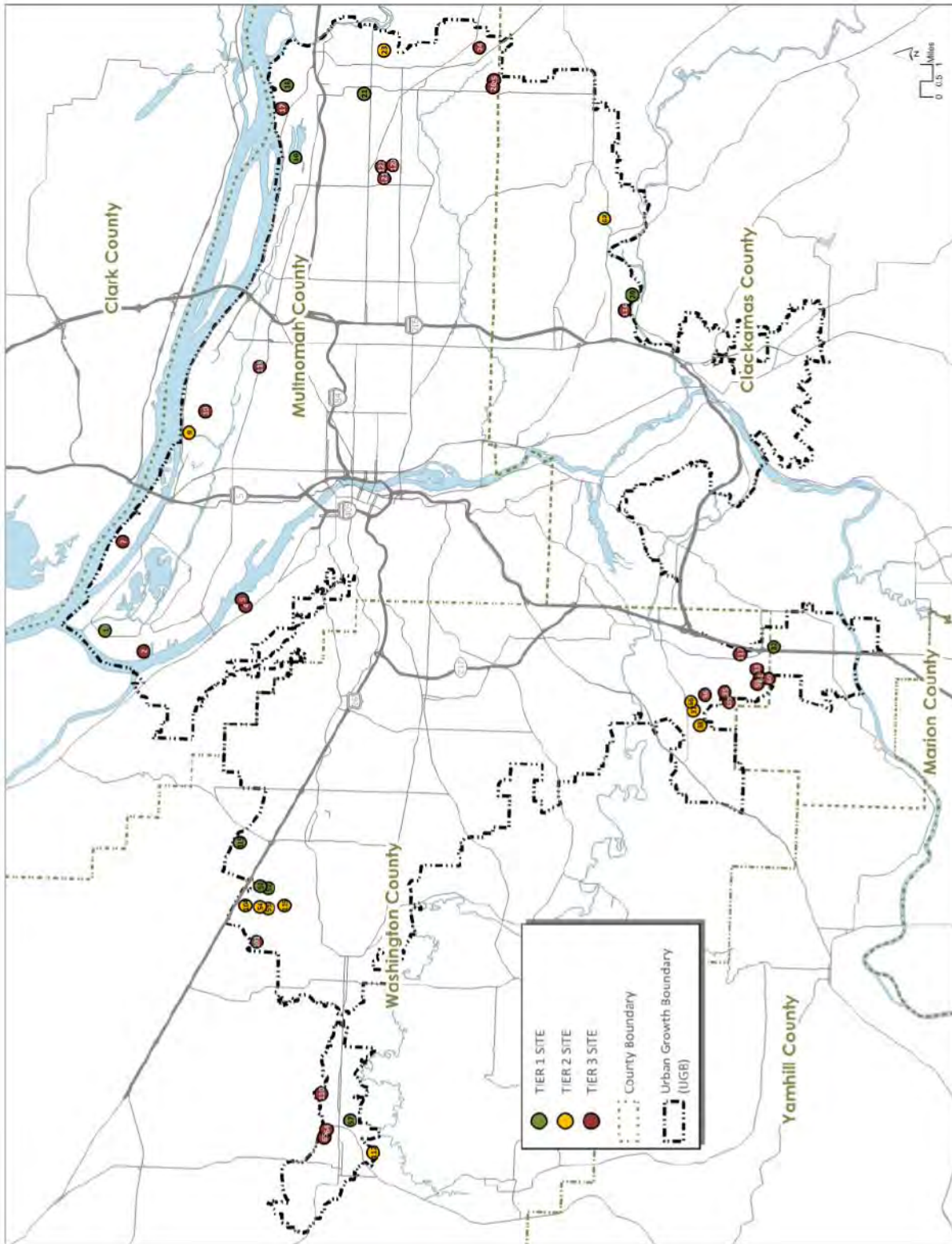
### **State Legislative Actions**

9. Advocate for new tools and funding to support brown-field cleanup and redevelopment. This includes but is not limited to re-capitalization of the Oregon Economic Development Department's Brownfield Revolving Loan Fund and passage of Brownfield Tax Credit.
10. Support state loan funding for the Industrial Site Readiness Program and Special Public Works Fund. The Industrial Site Readiness Program was enacted in 2013 without authorization for loan funding. The Special Public Work Program is oversubscribed and underfunded.
11. Continue to support the Regional Solutions Teams that provide coordinated state attention to facilitate solutions for sites with complex issues involving multiple agencies. The Metro Regional Solutions Team played a key role in addressing site readiness issues in Troutdale, Gresham, Clackamas, and Hillsboro in the 2014-17 inventory cycle.

### **Local Development Actions**

12. Evaluate the potential for new or expanded enterprise zones or other local or state incentives to help secure targeted development.
13. Encourage local communities to explore an expedited permitting process to address market expectations of issuing construction permits. Several communities with development wins in the 2014-2017 inventory cycle have expedited permitting programs in place (e.g., Hillsboro, Gresham).

**Figure 19:** Regional Industrial Site Readiness - Map of Tier 1, 2 and 3 Sites in 2017



## CHAPTER 5

### FREIGHT GENERATION IN THE REGION

#### 5.1 Manufacturing, warehousing and distribution

The Portland metro region is home to a number of traded sector firms engaged in a broad array of activities. These firms bring wealth from outside the local economy into the region, helping communities to prosper. All of these enterprises have unique goods movement needs, some local, others national or international.

Unlike many areas of the country which have witnessed a substantial decline in manufacturing/industrial employment, the region has experienced some fluxuations, but overall growth in the trade-related sector of the economy over the last 15 years. This has created a need to efficiently deliver the materials needed for production (domestically and internationally) and to cost effectively ship finished products. Manufacturers in the region assemble products from components delivered from around the globe and ship components for assembly internationally. The mobility needed to support commerce in the region is as diverse as the commerce itself.

Manufacturers and shippers from throughout Oregon and Southwest Washington depend on the Portland metro region's warehousing, distribution, logistics, customs and multimodal goods movement infrastructure to move raw materials, semi-finished and finished products. In the summer of 2017, there were more than 92,000 jobs in the Transportation, Warehousing, and Wholesale Trade within the 7-county, Portland-Vancouver-Hillsboro Metropolitan Statistical Area (MSA). In the trade-related sector (includes manufacturing, wholesale, retail, transportation and warehousing), the total in 2017 rises to about 337,000 jobs within the same MSA.<sup>14</sup>

These activities are spread throughout the region, with concentrations in Rivergate, the Columbia Corridor, Sunset Corridor, Swan Island, Clackamas-Milwaukee, Springwater-Damascus, inner Eastside, North Wilsonville-Tualatin-Sherwood, Beaverton-Tigard, Beavercreek and Northwest Portland industrial areas.

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<sup>14</sup> Current Employment Statistics (CES) Nonfarm data

## 5.2 Intermodal facilities



In 2016 the ports of Portland and Vancouver hosted nearly 1,000 ocean going ships. The Port of Portland alone hosted 678 ships that year. These vessels transported 12.7 million metric tons of cargo to and from public and private facilities located in the Portland-Vancouver Harbor. Another 6.1 million tons of inland barge cargo also moved through these facilities. In total, \$14 billion in foreign trade moved through Portland Harbor in 2016. Much of this cargo is transported beyond the Portland metropolitan area through key truck and rail corridors.

In addition, the Port of Portland operates the largest international airport in Oregon. It is the hub for the vast majority of air freight activity in the Portland metro region, western Oregon and Southwest Washington. Approximately 231,298 tons of domestic and international air freight shipped through Portland International during 2016.

## 5.3 Regional Goods Movement



### Highway and roads

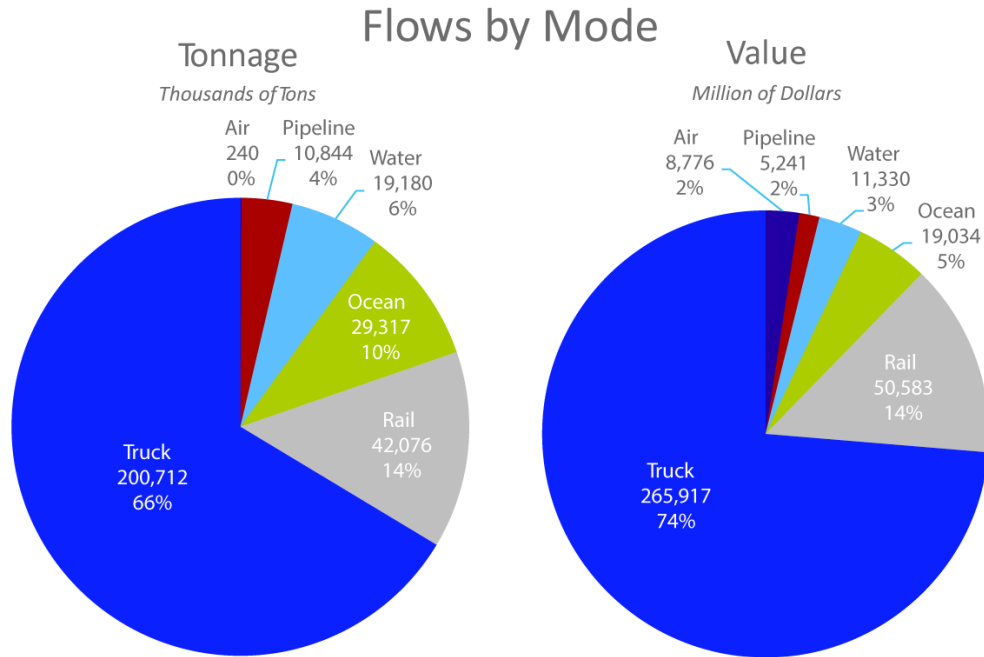
Trucks will remain the predominant mode of freight transport for the foreseeable future, due to their flexibility, speed, adaptability and availability. And though more than 90 percent of total regional truck trips begin and/or end within our region, as much as 52 percent of the total truck traffic entering the region via the interstate system is through traffic.<sup>15</sup> This reflects the importance of our stewardship role for maintaining the through-put efficiency

<sup>15</sup> Figures obtained from 4,159 roadside intercept surveys reported as Task 10, *Portland Freight Data Collection Phase II, and Final Summary Report* (March 2007) prepared for the Portland Freight Data Collection Team.

of the interstate freeway system for national freight movement but also provides a basis for requesting national assistance.

Measured by value, 74% of the commodities traveling in the Portland-region moved by truck, and about 14% of the commodities moved by rail.<sup>16</sup>

**Figure 20: Commodity Flows by Mode**



Source: Cambridge Systematics  
Port of Portland Commodity Flow Forecast

Maintaining access to, and adequate capacity on, designated freight corridors and the National Highway System (NHS) within the region will remain critical to efficient goods movement. Performance of NHS roads within the region varies, but there are locations with regularly recurring chokepoints. It is not unusual for these chokepoint locations to experience frequent failures, particularly during peak weekday travel times, greatly reducing overall system efficiency and reliability.

<sup>16</sup> Port of Portland Commodity Flow Forecast, March 2015, using 2007 FAF3 data

## Rail



*Class 1 railroads like the Union Pacific rail yard in North Portland are experiencing capacity constraints.*

Class 1 rail lines<sup>17</sup> operating in the Portland metropolitan area (BNSF Railway and Union Pacific Railroad) have been capacity constrained due to several long standing and well documented historical factors. These constraints will worsen as freight volumes at the region's ports and intermodal facilities increase. Capacity chokepoints for the Class 1 railroads in the Portland metropolitan area have primarily centered on the Portland Triangle located in the industrial/port areas of North Portland and Southwest Vancouver.

Issues in the Portland Triangle area include inadequate siding lengths (Class 1 railroads are now fielding up to 8,000 foot long unit trains), rail bridges with inadequate capacity and lowered sufficiency ratings, at-grade rail crossings, sidings and mainline track sections that are over capacity. Other Class 1 capacity constraints within the region include switch control at the Steel Bridge and inadequate rail and intermodal yard capacity for current and future needs. Outside the region, railcar clearances and increasing weights will need to be addressed as the Class 1 railroads look to longer trains and heavier carloads to increase their operating efficiency and revenues.

Short line rail operators have taken over many of the local and regional rail functions formerly performed by the Class 1 railroads. Rail car weights are a critical issue for short line railroads. The Class 1 railroads are now considering rail car weights above 286,000 pounds, which will exceed the carrying capacity of many short line tracks in the region. Assisting regional short line railroads with track upgrades could reduce the risk of derailments, a potential public safety issue and certainly a productivity issue for the railroads. It also keeps trucks off the road. The short lines are also having to make-up more trains in their yards, which have limited capacity, before delivering them to the Class 1 rail yards. Assisting short line railroads requires government to show a clear public benefit, since these facilities are privately owned and operated.

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<sup>17</sup> Railroads are classified according to their revenue; following decades of decline and mergers, there are now seven Class 1 railroads—constituting largest companies—currently operating in the United States. Class II railroads are also known as regional railroads; Class III includes the short line railroads.

Government and the railroads have historically cooperated to implement rail crossing safety improvements. The Class 1 and short line railroads have multiple at-grade crossings of their lines in the region, limiting train speeds and increasing the risk of conflicts between trains, vehicles, pedestrians and bicycles. Improving, eliminating, or grade separating at-grade crossings improves safety as the number and size of trains increase. Crossing improvements increase rail and road system productivity by helping longer trains clear crossings more quickly. Crossing improvements are the first step in applying for quiet zone status with the Federal Railroad Administration.

### **Air Cargo**



Combined air cargo providers generally operate on a hub-and-spoke system, where freight is picked up at airports throughout the country in the early evening, flown back to a central destination to be sorted and then reloaded and flown to its final destination in the early hours of the morning for next day delivery. In order for this system to work, schedules must be maintained. This generally places air freight carriers' trucks on the road during evening peak hour traffic.

*Air cargo is expected to increase its market share in the region.*

While traffic flows on the roadways immediately adjacent to Portland International have improved within the last decade, trucks carrying air freight to the airport during the evening peak hour face increasing congestion on several area highways leading to the airport. I-205, I-84, I-5, I-405 and US 26 all serve locations generating air freight cargo but have failing evening peak hour level of service.

Several traded sector manufacturers within the region are heavy users of air freight. Frequent roadway congestion forces many of these users to move shipping deadlines up, causing firms to lose valuable production time and increasing their production costs. Many shippers in the region were disappointed when direct air freight connections to Asia were lost in 2013 when Asiana Airlines stopped providing cargo service from Portland to Seoul, Korea. Some shippers need to truck their shipments to Sea-Tac or San Francisco International Airports to make their desired connections.

New air cargo service was restored in November 2016, when Cathay Pacific Airlines began to provide twice-weekly service to Portland as part of a route that begins and ends in Hong Kong. Air cargo service is more expensive and generally reserved for high value, time sensitive and perishable goods. <sup>18</sup> In 2015, air freight carriers moved 228,428 tons of cargo

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<sup>18</sup> The Oregonian/OregonLive, July 14, 2016

through Portland International Airport. East Asia markets accounted for just over half of Oregon air exports.<sup>19</sup>

In May 2009, Portland International Airport began to implement a project to extend its north runway, as well as a complete overhaul of its south runway. The south runway rehabilitation was completed in 2011. The north runway extension added 1,825 feet to the runway and was completed in 2013 (Port of Portland website – April 8, 2013) With these improvements runway and taxiway capacity at the airport should be adequate to meet the needs of air freight carriers through the next decade, based on recent statements by the Port of Portland.

### **Marine**

Modern commercial navigation of the Columbia River began in 1877 when Congress approved dredging a navigation channel between the Portland-Vancouver area and the mouth of the river in Astoria. Currently, almost 1,000 ocean-going vessels call on the Portland-Vancouver Harbor each year. Navigation channel depth on the Columbia River continues to be the limiting factor on the size, and therefore the number, of ships that call on the Portland-Vancouver Harbor. Channel deepening has been pursued for several decades balanced by the need to protect various fish stocks migrating on the river.

The ports of Portland and Vancouver, as well as the other ports located along the lower Columbia River lead the nation in the shipment of grain. They also ship large quantities of other bulk agricultural commodities from Oregon, Idaho and Washington to the rest of the world. The region's ports will still manage to grow by moving a wide range of marine cargoes, such as energy and transportation project related materials, manufactured goods, automobiles, agricultural and mining related products and fuel. The deepening of the Columbia River navigation channel to 43 feet has enabled more cargo to flow into the ports of Portland and Vancouver. While still only able to accommodate small to medium-sized container vessels, the new channel depth is not a limit for other cargoes such as autos and bulk cargo. Since completion of the channel deepening in 2010, freight facilities along the channel have completed over \$1 billion in investments in new and expanded facilities.

The ports generate significant volumes of truck and rail traffic in the West Vancouver and Rivergate areas. Congestion during peak commute hours adversely impacts these truck movements. Intermittent congestion also impacts the Class 1 and short line railroads serving the area.

### **Loss of container service at Terminal 6**

Marine container service is critical to Oregon and regional shippers. Terminal 6 has served a geographic and community market in Oregon, Idaho and SW Washington. In 2014, Terminal 6 captured 53 percent of the Oregon exports and imports market, with the remaining cargo moving through Puget Sound ports by rail or truck.

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<sup>19</sup> Port of Portland



The Port of Portland's Terminal 6 lost container service in 2015. Since that time, there has been a great deal of volatility among container carriers, and a change in the operating structure at the terminal. To respond to the changing dynamics, the Port hired a national consultant team and engaged an industry leader committee to determine the Port's future role in container shipping. This assessment should be complete by early 2018.

Terminal 6 has always been a multi-use facility that can handle oversized project cargo and containers with an on-dock intermodal yard. The terminal is also home to the Port's successful auto business which includes Ford exports and Hyundai and Honda imports. Large project cargo, such as steel slabs, has previously moved through the terminal. Port of Portland is looking at short term ways to help support the industry get goods to market.

On March 31, 2017 the Port of Portland and ICTSI Oregon terminated their lease agreement at Terminal 6. The Port of Portland is working on a new plan to develop and manage carrier service for Oregon and Pacific Northwest shippers.

Even absent container activity (as is the case today) there is still cargo activity (and related rail and truck traffic) at the terminal. During the life of the RTP we would expect the volume of that activity and the related truck and rail movements to increase.

### **Pipelines and pipeline terminals**

The Olympic Pipe Line Company, operated by BP Pipelines – North America is a 400-mile interstate pipeline system. The pipeline runs from Blaine Washington to northwest Portland. The system transports gasoline, diesel, and jet fuel. The Olympic Pipe Line transports about 65 percent of the petroleum products that Oregon uses. The pipeline provides approximately 1.9 billion gallons per year to Oregon.

Regional distribution occurs from the tank farm through a Chevron owned pipeline to Portland International Airport and through the Kinder-Morgan pipelines to users and distributors throughout the region. Maintaining good quality access to the tank farm facility is critical, particularly in light of a recent at-grade rail crossing closure on an access road to the tank farm.

The Williams Northwest Pipeline transports natural gas products to northwestern Oregon and Southwest Washington. Northwest Natural Gas operates a private natural gas network that connects to the Williams Northwest Pipeline and radiates through and beyond the Portland metro region. This pipeline network delivers gas directly to end users within and beyond the Portland metropolitan area.

## River/ Barges



*As a critical west coast hub, Portland area must maintain well-functioning river ports.*

The Columbia Snake River system is a vital transportation link for the states of Idaho, Oregon and Washington. The economies of these three states rely heavily on the trade and commerce that flows up and down one of the most important commercial waterways in the Northwest. River transport of bulk commodities, like wheat, is the most efficient way to move product to and from the ports. In 2014, Oregon exported \$209 million worth of wheat, making it the second most valuable commodity export in the state. Approximately 85% of Oregon wheat is exported, largely to Pacific Rim countries.

In addition to wheat, petroleum products, mineral bulks and many more commodities are exported through this trade gateway. More than 4 million tons of petroleum products are received at terminals in Portland each year and approximately half of that volume is barged upriver to inland ports. Oregon is also the top mineral bulk exporter on the west coast and shipped over 5.7 million tons of mineral bulks out of the Port of Portland in 2014.

The Willamette River also carries freight to and from Swan Island. On the Columbia Snake River system, the deep draft channel is 43 feet deep and runs from Astoria to the marine port facilities in Portland (105 miles). In 2016, over 50 million tons of international trade was carried in the deep draft channel. It also carried at least 24 billion dollars in cargo value.

The inland navigation channel runs from Portland/Vancouver to Lewiston, Idaho (360 miles) and is 14 feet deep. In 2014, barges carried over 9 million tons of commercial cargo

on the inland navigation channel. This part of the river represents an important gateway for Northwest wheat and forest products.<sup>20</sup>

Barge operators on the Columbia/Snake River system use equipment specifically constructed to operate in the locks on those rivers, adding significantly to their capital costs. It should be noted, however, that most import and export shippers prefer to use truck and rail for any higher value products moving through the ports.

The primary limiting factors to barge movement in the region are the BNSF rail and I-5 bridges crossing the Columbia River and the maintenance of navigable locks on the Columbia and Snake rivers.

#### **5.4 Goods Movement and Land Use**

While the success of the region's economy is directly tied to its ability to efficiently move freight, it is true that freight movement and operations can potentially produce adverse impacts on local communities in the form of:

- increased emissions, noise and vibration, lighting and safety concerns
- impacts to land uses, community access and bicycle and pedestrian movements
- competition for highway and parking capacity
- impediments to visual quality and redevelopment efforts

These concerns are likely to increase over time as freight volumes increase. Many of the typical complaints voiced regarding truck and rail operations could be minimized or avoided with thoughtful and appropriate land use planning, which, like a good fence, makes better neighbors. It is important to note that these types of impacts are not the exclusive domain of freight operations – highways, transit and other transportation systems and services, even hospitals and schools – can engender comparable concerns over impacts to nearby residents.

On the other side, freight carriers and shippers can themselves be impacted when communities seek to restrict access by trucks on certain streets, limit night time operations, reduce the number of truck loading zones, increase water recreation activities and public access within working waterfront areas, or when communities seek to use a freight railroad's track for passenger rail service. As shippers' supply chain logistics continue to evolve, the definition of "state of the art" warehousing and distribution centers changes as well. Larger, increasingly truck-based facilities are becoming the new standard.

Certain key regional intermodal rail to truck transfer facilities are quickly reaching their capacity and are constrained by the physical dimensions of their facilities. A regional discussion regarding retaining or restoring rail access into industrial areas should occur

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<sup>20</sup> Pacific Northwest Waterways Association - Columbia Snake River System Facts 2016

among the warehousing, manufacturing and distribution sectors, local governments and the short line rail operators.

There has been a demand at times for the conversion of industrial property to mixed-use residential. This is often incompatible with surrounding industrial operations and freight movement. Appropriate models of residential and commercial development should be planned for truck and rail corridors and areas adjacent to industrial sanctuaries to preserve the effectiveness of truck and rail corridors for industrial and freight use. From the viewpoint of freight carriers and shippers, allowing new incompatible land uses into industrial areas impedes business operations and access, resulting in higher operating costs, reduced safety and efficiency.

There is often fierce competition for land, a finite resource. Citing, protecting and redeveloping industrial areas for industrial uses is in keeping with the goal of creating and preserving industrial sanctuaries in the 2040 Growth Concept, but managing and balancing competing land uses will continue to be difficult as the region grows. Maintaining reliable multimodal transport options to our industrial areas is critical, particularly truck and rail connections. Providing rail service is becoming particularly difficult as rail operating practices continue to change rapidly.

## CHAPTER 6

### TECHNOLOGY FOR SUSTAINABLE FREIGHT TRANSPORT

#### 6.1 Innovation and technology in freight transportation

Vehicle-to Infrastructure (V2I) is the next generation of Intelligent Transportation Systems (ITS). V2I technologies capture vehicle-generated traffic data, wirelessly providing information such as advisories from the infrastructure to the vehicles that inform the driver of safety, mobility or environmental-related conditions. The State of Oregon and local agencies are likely to install V2I infrastructure alongside or integrated with existing ITS equipment. The majority of V2I deployments may qualify for similar federal aid programs as ITS deployments, if the deploying agency meets certain eligibility requirements. Deploying V2I technologies in freight trucks and the region's roadway infrastructure will be of key importance for improving freight mobility, reliability and safety.<sup>21</sup>

The following definitions of V2I communications deployment help the region better understand how useful different application of connected vehicle (CV) technology will be in improving commodity movement within the next five years (short term):

- **V2I Safety (V2I):** Safety applications that help truck drivers anticipate and respond to potentially unsafe conditions to help avoid incidents and delays.
  - **Curve Speed Warning (CSW):** Alerts drivers who are approaching curves at speeds higher than the posted advisory speed.
  - **Spot Weather Impact Warning (SWIW):** Warns drivers of local hazardous weather conditions by relaying management center and other weather data to roadside equipment which then re-broadcasts to nearby vehicles.
  - **Reduced Speed/Work Zone Warning (RSWZ):** Utilizes roadside equipment to broadcast alerts to drivers warning them to reduce speed, change lanes, or come to a stop within work zones.
- **Agency Data:** Applications that focus on communicating agency data to connected vehicles (CVs) or using CVs to collect data that agencies can use to plan and manage the transportation system.
  - **Freight Networks:** Transmits freight network routes and information (speed limit, capacity, etc.) to truck drivers.
  - **Work Zone Traveler Information:** Monitors and aggregates work zone traffic data for transmission back to truck drivers.

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<sup>21</sup> USDOT – Intelligent Transportation Systems- Vehicle to Infrastructure (V2I) Deployment Guidance

- **Probe-enabled Traffic (Freight) Monitoring:** Utilizes communication technology to transmit real-time traffic data between vehicles and to agencies via roadside equipment.
- **Road Weather:** Applications that help truck drivers anticipate and respond to severe weather conditions and events.
  - **Motorist Advisories and Warnings (MAW):** Uses road-weather data from connected vehicles to provide information to travelers on deteriorating road and weather conditions on specific roadway segments.
  - **Weather Response Traffic Information (WRTINFO):** Uses connected vehicle data and communications systems to enhance the operation of variable speed limit systems and improve work zone safety during severe weather events.
- **Mobility:** Applications that enhance mobility, increase efficiency, and reduce delay of freight vehicle travel.
  - **Freight Signal Priority (FSP):** Provides signal priority to freight vehicles along designated freight corridors.
  - **Dynamic Freight Routing:** Determines the most efficient route, in terms of avoiding congestion or minimizing travel time or emissions for freight vehicles, and transmits this information to truck drivers.
- **Smart Roadside:** A set of applications to be deployed at strategic points along commercial vehicle routes to improve safety, mobility, and efficiency of truck movement and operations on the roadway.
  - **Wireless Inspection:** Utilizes roadside sensors to transmit identification, hours of service, and sensor data directly from trucks to carriers and government agencies.
  - **Smart Truck Parking:** Provides information such as hours of service constraints, location and supply of parking, travel conditions, and loading/unloading scheduling to allow commercial drivers to make advanced route planning decisions.<sup>22</sup>

In the long term (more than five years), the region, state and local agencies will need to acknowledge, monitor, study and plan for the impacts of driverless vehicles, changes in the demand for distribution centers, and the decline in retail stores due to on-line ordering of goods and services.

## 6.2 Going green

There are at least two variables that every commercial carrier must come to grips with: fuel cost and fuel use. The former frequently dictates the lengths to which a carrier will go

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<sup>22</sup> FHWA ITS Joint Program Office website

to conserve fuel, while the later directly impacts the production of greenhouse gases and particulate matter 2.5 emissions<sup>23</sup>. The goods movement industry is responding to the prospect of sustained higher fuel costs and tightening emissions standards. Tools being used to improve power-train operating efficiency and reduce stationary idling of truck diesel engines include:

- clean diesel technologies, more efficient power-trains and improved aerodynamics
- low sulfur and bio-diesel fuels
- on board auxiliary power units
- parking area power and HVAC hook-ups for trucks
- ongoing and innovative operational changes that reduce the carbon footprint of freight

Every operator of commercial vehicles, be they aircraft, marine, rail or truck, has grown increasingly sophisticated at load, route, operator and vehicle optimization in an effort to minimize equipment downtime and maximize profit. Recent increases in the cost of fuel have only intensified efforts to increase operational efficiencies.

Oregon's Clean Diesel Initiative and other efforts to promote clean diesel have translated into benefits for Oregon's freight-oriented businesses. Older diesel engines are less efficient and pollute more than newer engines. They use more fuel and require more maintenance. However, upfront costs of replacement are a financial burden for businesses.

The Clean Diesel Initiative provides funds to local businesses in the form of matched dollars, grants and low interest loans to initiate retrofits or diesel engine replacements. This initiative has had the benefits of cleaner air and supporting a stronger economy.

A federal lawsuit settlement requires Volkswagen (VW) to pay \$2.9 billion to a trust fund to be distributed to states, the District of Columbia and Puerto Rico. The initial allocation to the State of Oregon, based on registration share of Volkswagen diesels by state, is approximately \$72.9 million. The funds are to be used over a 10 year period to support a defined list of projects intended to offset the excess air pollution created by Volkswagen's cars.

Oregon's SB 1008 provided authority and initial direction to the Department of Environmental Quality (DEQ) to replace or retrofit at least 450 school buses. Other VW fund eligible mitigation actions depend on further actions in future legislative sessions. When these priorities are identified and authorized, the Mitigation Plan will be amended.

The estimated number of older diesel buses still in the fleet by 2025, without the funds, total 450. This is the state's target year to eliminate polluting diesel school buses. Over the

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<sup>23</sup> Particulate matter smaller than 2.5 microns have been shown to affect human health.

next four years, DEQ will offer funding to school districts to scrap/replace or retrofit exhaust controls until the target of 450 buses is reached.<sup>24</sup>

The public sector needs to complement these efforts by optimizing its own facilities and strategies to gain maximum through-put capacity and efficiency where it matters most. This effort needs to include multi-jurisdictional coordination and ongoing participation from the private sector goods movement community. The challenge of increasing the capacity of the goods movement system while remaining environmentally sustainable will require close coordination and cooperation between the private and public sectors.

### **6.3 Transportation system management**

Several tools are available for transportation system management on the corridor level. These tools include variable message signs, traveler information systems, incident management and response, traffic signal progression, ramp metering and demand (traffic volume) responsive signal timing. Truck signal priority might also be considered in certain situations.

The public sector would benefit by managing its roadway infrastructure with the understanding that roadway capacity is valuable and costly to expand. For example, managing roadway performance through congestion pricing can include electronically charging road users a fee for using a road that might vary depending on changing real time demand for roadway capacity throughout the day with higher prices charged at periods of peak travel demand. Market-based road user fees, if properly implemented, can free up scarce road capacity for both passenger and freight needs, and provide revenue for alternative transportation and/or improvements to existing facilities.

Weigh-in-motion scales have been in use for many years, allowing trucks to bypass conventional truck scales, saving time, fuel and wear. Weigh-in-motion systems could be improved through the use of a single common transponder system for commercial vehicles operating throughout several western states.

Some industrial areas within the Portland metro region have freed up roadway capacity by forming transportation management associations. These associations can facilitate and promote enhanced pedestrian, transit, carpooling and bicycle alternatives to the daily commute. These associations also work with employees to tailor transit services to their work shifts and with employers to facilitate staggered shifts, compressed work weeks and work-from-home programs. These efforts can reduce single occupant vehicle travel within industrial areas during critical peak travel times.

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<sup>24</sup> DEQ Fact Sheet on Oregon's Initial Use for the Mitigation Fund



## CHAPTER 7

### FUNDING FREIGHT TRANSPORTATION NEEDS AND PRIORITIES

#### 7.1 The transportation funding challenge

##### **HB 2017 provides new state transportation resources**

HB 2017-10, known as Keep Oregon Moving, was passed by the Oregon Legislature in 2017 and is the largest transportation investment in Oregon's history. It will generate \$5.3 billion in total revenue over ten years that will fund various types of transportation projects around the state. About half the funds will be distributed to local governments to fund local road and street maintenance and improvements, while the rest will be provided to the State Highway Fund to fund different types of projects around the state. For freight this includes:

- Bridges and highways – The majority of the State Highway Funds will go towards repairs and upgrades to bridges and highways to make them safer and more resilient to a major earthquake.
- Connect Oregon program – Connect Oregon will receive funding for multimodal projects, including rail, marine, aviation, and bicycle/pedestrian projects. Two specific projects are included in Keep Oregon Moving to help move freight from trucks to trains which will decrease freight congestion on highways. However, neither project is located in the Portland region.
- ODOT's State Transportation Improvement Program (STIP)

##### **Portland Region Projects**

A portion of ODOT's funding is dedicated to specific projects around the state, with several in the Portland metro region. These projects will primarily address congestion and travel reliability of both passenger and freight vehicles. A description of the projects and their cost estimates are listed below:

- I-5 Rose Quarter (\$30 million per year) – I-5 through the Rose Quarter has been identified as one of the most congested bottlenecks in the country. \$30 million per year will be taken from the top of the State Highway Fund to add an auxiliary lane in each direction between I-84 and I-405 and to build new bicycle and pedestrian connections across I-5 and I-84. The project aims to address growing congestion, increase travel reliability for passenger and freight vehicles and enhance neighborhood connectivity.
- Oregon 217 (\$98 million) – ODOT will build new auxiliary lanes south from Beaverton-Hillsdale Highway to Oregon 99W and north from OR 99W to Scholls Ferry Road. The goal of this project is to address congestion and increase travel reliability.
- I-205 corridor bottleneck project (\$15.5 million) – An auxiliary lane will be added on the northbound stretch of I-205 from Powell Boulevard to the I-84 west

interchange. It is estimated that this project will reduce the frequency of crashes by nearly 30% in addition to providing more reliable travel times.

- I-205 active traffic management project (\$15.2 million) – This project will use technology to provide travelers with real-time information on travel times, congestion, crashes, and other hazards. A similar system was implemented on OR 217, which resulted in a 21% decrease in crashes in the first year of use.

### **Jurisdictional Transfers**

Keep Oregon Moving also includes several jurisdictional transfers of highways, with two in the Portland region. These transfers seek to place highways under the jurisdiction which can best control and manage the facilities. The transfers for the Portland region are:

- Cornelius Pass Road between US 30 and US 26 will be transferred from Washington and Multnomah counties to ODOT.
- Powell Boulevard between I-205 and the Portland city limits will be transferred from ODOT to the City of Portland. Keep Oregon Moving also allocated \$110 million to upgrade this section of Powell Blvd.

### **2015 Federal Transportation Bill (FAST Act)**

The current federal transportation act of 2015 specifically addressed freight movement and provided federal money to the states along with federal grant opportunities to fund freight and goods movement projects.

The FAST Act, signed into law in December 2015 authorizes more than \$305 billion in transportation investments over fiscal years 2016 through 2020. It builds upon Moving Ahead for Progress in the 21st Century Act (MAP-21) enacted in 2012. There are three primary goals of the FAST Act: Improve mobility on highways; create jobs and support economic growth; and accelerate project delivery and promote innovation. Highlights from the bill and its impacts to Oregon include:

**Highway Funding** – Oregon will see a five percent increase in transportation funds as a result of the Act – rising from \$482 million per year to \$507 million in FY 2016, and then rising two percent each subsequent year.

**Freight Funding** – Two new programs were created for planning and funding of freight mobility projects:

- **National Highway Freight Program** – Provides a new annual funding stream to states to address freight projects on the national highway system. In the first year of the program, ODOT received \$14.5 million, increasing to \$19 million by FY 2020.
- **Nationally Significant Freight and Highway Projects Program** – Funds a new competitive grant program to fund large freight and highway projects, and is referred to as the Fostering Advancement in Shipping and Transportation for the Long-term Achievement of National Efficiencies or FASTLANE program. This

program was authorized at \$4.5 billion for years 2016 through 2020 with \$800 million for FY 2016 to be awarded on a competitive basis. Metropolitan Planning Organization's (MPOs), local governments, ports, and tribal governments are all eligible to apply for these funds. Large projects must cost a minimum of \$100 million, and the federal grant funds can make up a maximum of 60 percent of the total cost. However, 10 percent of the program budget is set aside for smaller projects, as well as multimodal projects. Large projects are eligible for a minimum award of \$25 million, and small projects, which are below the minimum large project threshold, are eligible for a minimum award of \$5 million.

**Surface Transportation Program** – The Surface Transportation program was changed to the Surface Transportation Block Grant Program (STBGP) under the FAST Act. Accordingly, there are two updates:

**Increased local funding for large regions** – Regions with populations over 200,000 will see an increase in the availability of funds from the STBGP from 50 percent now to 55 percent over the course of the five-year bill.

**Transportation Alternatives** – Transportation Alternatives funds bike, pedestrian, and demand management projects. Previously a stand-alone program, Transportation Alternatives is now placed in the STBGP.

**Public transit** – Oregon saw a 5% increase in federal transit funding, receiving \$98 million in FY 2016. The Buses and Bus Facilities Competitive Grant program was reinstated under the FAST Act.

**Surface transportation system funding alternatives** – A new competitive grant program, was funded at \$15 million in FY 2016 and was created for states and multi-state groups to explore alternative funding mechanisms for the Highway Trust Fund (HTF). Currently funded primarily through the gas tax, the HTF is seeing reduced revenue as the fuel efficiency of vehicles has increased. The grants require states and multi-state groups to demonstrate a user-fee based funding structure that maintains the long-term financial health of the HTF. Oregon was awarded nearly \$5 million for two grants in FY 2017 to improve the state's innovative per mile road usage charge program and launch a pilot of the program in partnership with the State of California.

### **Funding sources**

The following funding sources are currently available to the region.

Federal funding sources or programs (FHWA programs, unless otherwise noted):

- **Surface Transportation Block Grant (STBG) Program** (decisions on which projects are allocated funds are made at the regional level).
- **National Corridor Infrastructure Improvement Program** (decisions on which projects are allocated funds are made at the regional level).

- **Congestion Management and Air Quality Improvement Program**
- **Transportation Infrastructure Finance and Innovation Act (TIFIA):** Allowed the creation of state infrastructure banks through a federal credit. This is federal credit assistance for highway, transit, passenger rail, some freight rail, intermodal facilities and some modernization to port terminals.
- **Freight Intermodal Distribution Pilot Grant Program:** This program is for intermodal projects that relieve congestion, improve safety and facilitate intermodal trade.
- **Railway-Highway Crossing Program:** Elimination of Hazards and Installation of Protective Devices at Rail-Highway Crossing.
- **Maritime Administration (MARAD):** Marine Highway Grants potentially support projects at marine terminals on the Columbia and Willamette Rivers. Projects need eligibility for funding by being included on a designated project list. MARAD also funds shipyard improvements with Small Shipyard Grants.
- **Army Corps of Engineers (ACOE):** Columbia River channel maintenance is administered by ACOE. The Port of Portland maintains the channel navigation and gets reimbursement from ACOE.
- **Federal Aviation Administration (FAA):** Airport Improvement Program Grants provide funding for runway construction and rehabilitation, taxiway construction and rehabilitation, airfield improvements (lighting, signage, etc.) and other airport capital improvements.

### State funding sources

The following list of funding sources is generally administered through ODOT:

- **Oregon Gas Tax/Vehicle Registration Fees.**
- **Oregon Weight Mile Tax:** Charged to trucks weighing over 26,000 pounds, the tax is the primary source of tax revenue raised by trucks in the state. Weight Mile Tax receipts are primarily directed at roadway maintenance and system preservation efforts throughout Oregon, with a smaller amount allocated to administering the program.
- **Oregon Energy Income Tax Credit:** The Oregon Department of Energy offers a tax credit for businesses that invest in reducing energy consumption. Under this program transportation projects that reduce the number of single-occupancy vehicle trips are eligible for the credit. The credit covers up to 35 percent of eligible project costs.
- **Connect Oregon:** Funded through lottery proceeds, this effort has focused on projects that enhance intermodal connections and improve freight mobility for several modes, including aviation, marine and freight rail.

- **Immediate Opportunity Fund:** The purpose of the Immediate Opportunity Fund (IOF) is to support primary economic development in Oregon through the construction and improvement of streets and roads. One of IOF's project types is specific to funding "preparation of regionally significant industrial areas" (type D).<sup>25</sup>

The Connect Oregon program has shown that government and the private sector can collaborate successfully. These programs have delivered tangible benefits to freight movement within the Portland metro region and the state. The program has proven particularly useful in funding much needed projects for off-highway modes. Dedicating the loan revenues from the Connect Oregon program into a revolving fund could help the program be more self-sustaining.

### **Local funding**

Local jurisdictions within the region have local funding sources such as gas tax, parking fees and system development charges. These funds are not specific to freight projects, but help build and maintain the overall system, including the regional freight network.

### **Funding history**

Prior to the increase from federal and state tax bills, revenue for transportation was in decline for many years.

Nationally, funding for transportation projects has become scarce. The need to replace aging transportation infrastructure and expand facilities in areas of the country experiencing growth has exploded. The private sector portion of the goods movement community has been making great strides in adopting sustainable technologies and wringing efficiencies out of their respective portions of the goods movement system. The public sector must also effectively weigh policies, programs and investments to achieve the maximum benefit for the goods movement system, particularly during a time of uncertain funding for transportation.

Accounting for inflation, public sector funding for transportation infrastructure, particularly targeting freight movement, had diminished across the United States over time. Even with recent federal recovery efforts and state legislation, competition for available funds will increase, and most road funds are likely to be funneled into critical safety projects. For most of the first decade of this century, the cost of construction materials had risen significantly on the global market, greatly increasing the cost to construct infrastructure improvements. Simply put, costs to construct improvements having been trending upward rapidly, while available revenues to pay for them had been declining. Deferred maintenance and delayed projects have cost individuals and businesses in terms of lost time and opportunities, increased vehicle wear and tear and threatened or lost jobs. The prior lack of investment in the US transportation infrastructure has weakened our ability to compete globally against

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<sup>25</sup> ODOT Immediate Opportunity Fund Policy Guidelines – March 19, 2015.

China, India and the European Union, all of which are investing heavily in transportation. The successful implementation of any programs or projects in these times requires coordination at all levels of government with the business community to address the immediate and long-term freight transportation funding needs.

## CHAPTER 8

### FREIGHT ACTIONS

#### 8.1 Linking Freight Policy and Issues to Investments and Action

This chapter includes a “tool kit” of freight actions that respond to a broad range of needs and issues clustered around the seven policies in Chapter 3. Chapter 8 constitutes the regional freight action plan.

Many of the actions described are foundational activities that hold the regional freight action plan together like planning, coordinating, research and policy making and take place on both an ongoing and cyclic basis. The current list of efforts will need to find staff, time and funding resources, whether that includes Metro, members of the freight, goods movement and economic development community, or other agencies or organizations. The 2010 Regional Freight Plan had a longer list of freight action items that has been winnowed down into a smaller selection of important, achievable near-term actions, and a few long term actions that will require additional scoping and determining the availability of staff time. The near-term action items should be achievable within the next 5 years and the long-term actions would take longer than 5 years.

Achievable near-term action and long-term action items are included and recommended for implementation to support the approved regional freight and goods movement policies. Each of the freight action items is associated with one of the seven regional freight and goods movement policies (Policies 1 to 7).

The 2018 RTP Freight Projects and Programs are included in an appendix to this freight strategy and are also included by reference as part of Action 6.1

#### 8.2 Policy 1. Plan and manage our multimodal freight transportation infrastructure using a systems approach, coordinating regional and local decisions to maintain seamless freight movement and access to industrial areas and intermodal facilities

This policy, as well as its related actions, speaks to Metro’s mission as the metropolitan planning organization for the Portland metro area. Actions described below will give us better freight and goods movement data and will guide planning efforts to ensure that freight considerations are in mind, and to implement a multimodal plan that facilitates freight movements required for a vibrant regional and state economy.

##### Near-term Actions:

- **1.1: Better define, preserve and enhance freight function in mobility corridors**

In general, the freight mobility function is addressed as part of the regional mobility corridors. Define, preserve and enhance the freight function of the freight network within individual mobility corridors by evaluating deficiencies. Address freight

operational needs on the regional freight network with project improvements in freight corridors that should ensure continued freight access and mobility as a primary outcome.

- **1.2: Maintain private sector cooperation with Metro’s planning and technical coordination, and with goods movement policy**
  - Areas where the private sector and government agencies could provide value to Metro include:
    - Implementation of the Regional Freight Strategy
      - Review, assist, comment, contribute and/or lead various elements of the action plan
      - Contribute to future freight strategy refinements and updates
  - Regional planning efforts
    - System planning, modeling and analysis
  - Freight access/industrial land aspects of land use planning
    - Input into selecting and carrying out regional corridor refinement plans
    - Metropolitan Transportation Improvement Program (MTIP) funding and project selection processes
    - Provide input into Connect Oregon criteria and selection
    - Development of analytical tools, data bases, performance measures and policies
    - Prioritization of investments and projects with a freight and economic development perspective
    - Metro’s freight program staff will participate on effective local, state and national freight-relevant organizations, such as the Portland Freight Committee, the Columbia Corridor Association, ODOT’s statewide freight planning group, and the Oregon Freight Advisory Committee
    - Assisting localities with transportation system plan (TSP) freight components
  - Freight and goods movement, jobs and economic development
    - Develop policy and business support for transportation funding initiatives, including possible fees or pricing strategies
    - Define economic development context and goals for freight and goods movement policies and investments



- Support for broad regional prosperity and environmental justice with an economic development strategy
- Sustainability
  - Greening freight and industry while promoting sustainable jobs and economic growth
  - Greenhouse gas and other environmental impact reduction strategy development
- Public education and stakeholder engagement
  - Feature freight issues in periodic Regional Snapshots and the Snapshot speakers series (as defined in Action 3.2)
- **1.3: Continue baseline freight and goods movement data collection and reporting activities**
  - Keeping data current in an environment that is volatile, is as challenging as it is essential. This recommended action ensures needed support for ongoing data collection and necessary expansions to existing efforts, such as PORTAL, ensuring updates to the commodity flow forecast, continuing to seek more detailed freight and goods movement flow data at the regional level, etc. Freight and business stakeholder interviews should be held periodically to provide early detection of problems and opportunities affecting the flow of goods and our regional economy. Collecting data sufficient to support other tasks, enabling the region to assess a wide variety of outcomes, including jobs creation, value/tons moved, economic impacts, cost of delays, emissions, energy use, neighborhood impacts and others associated with freight movement. In addition, new goals and programs for greenhouse gas reduction, and a regional congestion pricing pilot program, will change regional data needs.
- **1.4: Coordinate research, modeling and planning with Oregon Department of Transportation (ODOT)**
  - Coordination with ODOT is sufficiently important to be called out specifically. All efforts in recommendation 1.4 should include ODOT as a partner. Metro staff will work with ODOT's freight planners and the Washington Department of Transportation to consult and coordinate with respect to the statewide freight plan as well as periodic updates to the National Highway System/National Network freight designations.

## Long-term Actions:

- **1.5: Develop and conduct freight and goods movement research program**
  - In general, freight is a less well understood component of the regional transportation system; many regions are struggling to improve and integrate such tools as basic freight data, performance measures and analytic and modeling tools. The Regional Freight Strategy distinguishes between the specialized needs for moving industrial/agricultural commodities through and beyond the region and the day-to-day needs of urban goods movement within the region's mobility corridors and 2040 centers. Yet this distinction requires the use of analytical tools which can shed light on those two categories of goods movement within our region. It also requires close coordination between Metro and ODOT.

In order to develop and/or refine freight-relevant analytical tools that can help Metro and its partners better predict, manage and invest for freight and goods movement; these elements of a research program should be considered:

- Continuing to develop the regional freight model
- Developing explicit linkages between improvements to freight components of Metro's regional model and the Oregon statewide model, focusing on enhancing the regional distribution component
- More fully incorporating freight trip time reliability performance measures into Metro's transportation and land use planning and project prioritization criteria
- Finding and evaluating solutions for reliability and economic impacts for the next RTP update
- Exploring multiple data sources on the impacts that on-demand delivery (via Amazon, FedEx and other home deliveries) is having on transportation demand, and identifying ways to keep goods moving efficiently
- Seeking funding for desired elements of a research program through existing and new programs, as appropriate

### **8.3 Policy 2. Manage first-rate multimodal freight networks to reduce delay, increase reliability, improve safety and provide shipping choices**

This category comprises the first step to improved freight and goods movement operations on the existing system and includes preservation, maintenance and operations-focused projects and associated planning and coordinating activities. It focuses on using the system we have more effectively.

### **Near-term Actions:**

- **2.1: Assess need to develop and fund better incident management and traveler information**
  - Real-time travel information (focused on truckers) to avoid incidents and find detours is increasingly important, particularly to improving reliability performance. Incident clearing resources and regionally coordinated efforts to manage incidents must be sufficiently funded. This action item would direct attention on deficiencies to be addressed.
- **2.2: Continue support for use and expansion of ITS system management tools**
  - Begin to address need for 24/7 congestion mapping for the multimodal freight system, among other needs. Support PORTAL's program of real-time traffic delay; provide GPS active (in cab) truck route management, electronic routing and signage.
- **2.3: Support workforce access to the region's industrial jobs through Metro RTO/TDM programs**
  - The regional freight work group recognizes the need for Metro's transportation demand management programs and supports non-auto mobility choices for workers to get to their jobs. If options are limited in certain industrial areas, deficiencies will be highlighted for the region to address. Efforts to improve alternative transportation options for workers will include partnering with TriMet and other service providers to ensure adequate transit service frequency and good access to high employment areas.

### **Long-term Actions:**

- **2.4: Identify key mobility corridors for testing and development of Connected Vehicle (CV) infrastructure and other ITS strategies**
  - Key mobility corridors for testing would be identified by the freight functions of roadways within the corridors and the truck usage of those roadways. Coordination with the state, counties and cities would be required to develop which types of CV infrastructure would be used, and for the selection of a few key mobility corridors and roadways for testing and implementation. The testing will include an analysis of the types of changes to the infrastructure and the types of trucks impacted. Metro will monitor developments in, and the impacts of implementing connected vehicle technology to inform future freight planning efforts and to maintain our competitiveness in goods movement.

### **8.4 Policy 3. Better integrate freight issues in regional and local planning and communication to inform the public and decision-makers on the importance of freight and goods movement issues**

To gain public support for projects and funding of freight initiatives, and to help the public and elected officials make more strategic land use and transportation decisions, a program of public education is required.

#### **Near-term Actions:**

- **3.1: Establish stakeholder outreach program**
  - Make use of an ongoing relationship with the freight community to provide topical and informative briefings to Metro’s various audiences. The Portland Freight Committee and the Oregon Freight Advisory Committee (in which Metro participates) are the current groups to provide outreach to. Metro will provide additional outreach to the broader freight community, along with outreach to MPAC, JPACT and interested elected officials.
  
- **3.2: Provide support for topical fact sheets, and other published media that expands awareness of freight issues**
  - The Regional Snapshots are a series of quarterly web publications that provide readers with an approachable, engaging “State of the Region” update on a major topic of interest, such as jobs, housing, transportation, or the economy. The Snapshot tells the story of greater Portland through interactive charts, graphs, personal stories, interviews, videos and profiles of places across the region.

The Snapshot Speaker Series complements the online Regional Snapshot that dives deeper into the issues discussed in each edition. They feature topical experts from across the nation who can share best practices and lessons learned with our local policymakers and other stakeholders, and can be any of a wide range of formats including walking tours, panel discussions and workshops.

The Regional Snapshot program will be used to provide a spotlight on freight issues with periodic web topics and speakers. A key topic to articulate better is the link between freight and goods movement investments and environmental justice (reducing hot spot congestion and pollutants) and economic equity (good, family wage jobs in one of the few sectors that do not always require higher education). Another topic would be how to reduce idling of freight and passenger vehicles in order to reduce harmful pollutants. Freight planning and presentations should be provided regularly so the public can stay informed on freight needs and issues.

- **3.3: Coordinate with Economic Value Atlas work which includes the economic development community**
  - Metro will continue to reach out to the economic development community, including the Portland Business Alliance, the Columbia Corridor Association, West Side Economic Alliance and others. Metro staff will work with these partners, and the Economic Value Atlas program, to support an economic development strategy for the region that is coordinated with infrastructure investment that supports freight, transit, equity and other economic issues.

**8.5 Policy 4. Pursue a sustainable, multimodal freight transportation system that supports the health of the economy, communities and the environment through clean, green and smart technologies and practices**

This category of issues and solutions deals with traditional nuisance and hot spot issues associated with “smokestack and tailpipe” problems, but it also recognizes the many current contributions and new opportunities for the evolving green freight community to be part of the larger environmental and economic solution set required in these times, including greenhouse gas curtailments.

**Near-term Actions:**

- **4.1: Provide useful “green freight” links from Metro’s freight program webpage**
  - This would be a web resource that could provide information on best practices in sustainable freight, and direct our regional stakeholders to useful local, state and national programs and resources. This web resource would help identify what emission and greenhouse gas reductions can be expected from regional freight and goods movement activities. This action would be covered under Metro’s Regional Snapshot program web page.
- **4.2: Pursue greenhouse gas and other pollutant reduction policies and strategies for freight that transitions the region to lower or zero emission freight vehicles and equipment**
  - Explore how local government and private industry can collaboratively reduce the emissions produced by trucks and still have shippers and freight carriers meet their customer’s needs. Research into this action should identify strategies, projects or programs that best meet transportation, safety and air quality goals that are synonymous with efficient goods movements. Metro will work with DEQ and other regional partners to explore and define potential environmental benefits in the following areas:

- Procedures for measuring greenhouse gas impacts of freight and evaluating the net greenhouse gas impact of freight projects;
- Programs, policies and projects for cost-effective net reduction of greenhouse gas and other pollutants, such as industrial symbiosis (businesses sharing resources and possibly using neighbors' waste products in their processes), incentives for zero/low emission delivery vehicles and alternative fueling stations, public/private urban consolidation centers, off-hours delivery programs; and
- Leveraging and possibly expanding diesel retrofit programs, and promoting diesel engine idling reduction regulations at the state and local level.

*Note: Metro staff will be asking the Oregon Department of Environmental Quality (DEQ) to take this action as part of their work program.*

- **4.3: Incorporate updated DEQ diesel emissions inventory data into regional and local freight plans**
  - Diesel emissions inventory data will be useful for tracking progress on reducing diesel emission at the regional and local level, and for identifying locations where elevated diesel exhaust is considered a health risk to residents and employees in these areas. DEQ is currently contracting to update the inventory of off-road diesel equipment. It is important to include this regional freight strategy action as part of the RTP update since local transportation system plans must be consistent with the RTP.
- **4.4: Support and partner with local jurisdictions to develop policies to phase out older and dirtier diesel truck engines and diesel equipment used in the transport of freight**
  - Older diesel engines are less efficient and pollute more than newer engines. They use more fuel and require more maintenance. However, upfront costs of replacement are a financial burden for businesses. Metro will partner with local jurisdictions and the State of Oregon to expand programs that provide incentives for retrofitting or replacing these older diesel engines. Metro will support funding for efforts like the Clean Diesel Initiative that provided funds to local businesses in the form of matched dollars, grants and low interest loans to initiate retrofits or diesel engine replacements.

## **8.6 Policy 5. Protect critical freight corridors and access to industrial lands by integrating freight mobility and access needs into land use and transportation plans and street design**

Jobs are an important element of quality of life for the region. With that fact in mind, this category targets land use planning and design issues that can affect the ability of freight, goods movement and industrial uses to live harmoniously with their neighbors. Freight-

sensitive land use planning includes everything from long range aspirations for freight and industrial lands to short-term and smaller scale design and access issues.

#### **Near-term Actions:**

- **5.1: Continue to implement land use strategies to protect existing supply of industrial land**
  - Staff will identify lessons learned from previous efforts in the region and look at the most effective ways to protect high-value industrial land and prioritize and protect the value of freight investments to serve such areas. Protecting existing industrial land is part of the Urban Growth Management Functional Plan. This action will also focus on the economic impacts of failing to preserve and serve industrial lands. This will be tied in with Action 3.3 above.
- **5.2: Provide a freight perspective to the revision of Metro’s ‘Creating Livable Streets’ design guidelines**
  - Moving and delivering goods is a key function of the region’s highways and streets. Integrating freight and goods movement into our livable communities as they develop will require special roadway design considerations.
  - As Metro updates its latest edition of “Creating livable streets: Street design guidelines for 2040,” Metro will address the recommendations in the “Truck and Street Design Recommendations Technical Report” (May 2007). The update will coordinate with regional stakeholders to ensure that design guidelines on regional intermodal connectors and other key freight roadways keep in mind freight considerations.
  - Metro will ensure appropriate freight and goods movement representation on the technical work group that will provide input on the revision of the guidelines.

#### **Long-term Actions:**

- **5.3: Examine need for additional industrial land and the availability and readiness of industrial lands**
  - The region must ensure a continued adequate supply of appropriate industrial land. In addition to internal coordination between Metro’s planning and land use staff, and coordination with local jurisdictions and industry sectors, an understanding of how cities and counties have been successful in maintaining and improving the availability and readiness of industrial lands will be pursued.

Metro currently tracks the availability and readiness of industrial tracks in the region that are 25 acres or larger through the Regional Industrial Inventory Project.

### **8.7 Policy 6. Invest in our multimodal freight transportation system, including road, air, marine and rail facilities to ensure that the region and its businesses stay economically competitive**

This category of solutions focuses on planning and building capital projects and developing the funding sources, partnerships and coordination to implement them. It includes the list of regional freight project priorities attached as Appendix B to this report identifying a wide range of projects from preservation and maintenance to major facility construction.

#### **Near-term Actions:**

- **6.1: Work toward implementation of the RTP freight priority projects**
  - Advocacy for the prioritized list of regional freight projects within the approved RTP project list will be needed. This will include supporting funding needs and initiatives to build desired projects. In general, consistent with the message presented throughout this action plan, major investments for freight-oriented preservation, management and “build” projects should focus on:
    - Carefully evaluating what, where and when the freight problems occur (e.g., noting that they do not always coincide with the commute peaks)
    - Addressing core throughway system bottlenecks with substantial freight impacts, to improve truck mobility in and through the region. Examples include the Columbia River Crossing, the I-5 Rose Quarter, I-205 South and Highway 217.
    - Improving and protecting the throughway interchanges that provide access to major industrial areas, particularly: I-5/Marine Drive and I-5/Columbia Blvd serving the Columbia Corridor and Rivergate industrial areas, I-205/OR 212 serving the Clackamas and Milwaukie industrial areas, and I-205/Airport Way serving Portland International Airport and east Columbia Corridor industrial areas
    - Improving arterial connections to current and emerging industrial areas
    - Ensuring safe transport of hazardous loads with a regional routing strategy
    - Looking beyond the roadway network to address critical marine and freight rail transportation needs such as maintenance of the Columbia River channel and upgrading main line and rail yard infrastructure



- **6.2: Strengthen the tie between project prioritization and the framework for freight performance**
  - Metro recognizes that while autos and trucks must share the same network, auto trips can more easily be diverted off the highway system via a number of satisfactory existing or planned alternatives including high capacity transit, a supporting bus network, and regional and corridor bicycle and pedestrian systems in various stages of completeness. Thus, the dependence of trucks and truck-related commerce on the regional freight network should be recognized as a factor in roadway project prioritization. This action item relies in part on improving the understanding and rigor of freight-related performance measures within Metro’s modeling protocols: are we measuring what is relevant to know about freight? In addition, this action depends on technical staff and the freight/jobs/economic development community’s ability to articulate fact-based net benefits of strategic goods movement and business-friendly investments and to compete effectively for regional dollars and attention within the decision-making structure of their respective local jurisdictions.
  
- **6.3: When appropriate, focus regional funds on large capital projects**
  - Based on solid performance measures and other indicators of need and effectiveness, fully vetted through regional planning processes, it makes sense in some cases for the region to focus its funding on one large project. ODOT’s Freight Highway Bottleneck Project and delay area point to I-5 from I-84 to the Columbia River Bridge and other locations in the region that may require major capital projects. Some examples are the throughway system bottleneck projects listed in Action 6.1.
  
- **6.4: Make strategic incremental improvements when large capital projects are unfunded**
  - When funds are not available for major system improvements, make incremental improvements to those facilities through less costly strategies using tools such as intelligent transportation systems, transportation system management and transportation demand management. Also, phase larger improvements, or ensure that projects move along through completing preliminary engineering, right-of-way acquisition or other steps toward construction.

- **6.5: Ensure that unfunded freight projects are on an aspirational or strategic RTP project list**

- The region should be prepared to ensure that unfunded projects could at least be considered if unusual, one-time, or new funding sources become available.

- **6.6: Develop a regional freight rail strategy**

- Many hopes are pinned on the potential for regional freight rail to accommodate a greater share of the future demand for goods movement capacity. However, there is a lack of depth in understanding from an operational or investment perspective how that potential could be realized. For example, the I-5 Trade and Capacity studies indicated that there was adequate capacity for the existing level of passenger train frequency along the north/south corridor. However, that capacity would be at the expense of freight train operations for both Union Pacific and Burlington Northern Santa Fe region-wide, creating hot spot congestion, minimizing the possibility of growing freight rail commerce and degrading freight rail service throughout the Pacific Northwest and resulting in more trucks on the region's highways. The Portland Metro region is committed to a variety of passenger rail modes and must reckon with the interactions with the freight rail system.

In addition, regional demand and support for pedestrian and bicycle trails, frequently puts pressure on existing freight rail capacity and operations. Issues of freight rail capacity, liability, safety, cost and efficiency must be balanced with other regional goals, based on common factual understanding of the underlying issues.

This action calls for a consultant-assisted technical regional rail study that would provide a foundation for developing the policy framework described earlier and could incorporate that work as part of the study. Development of the strategy could include evaluation of public ownership and control of current or potential future passenger rail routes within the region or state as part of a regional freight management strategy.

In addition to Metro's local jurisdictional partners, Class 1 railroads, the regional short line operator, TriMet, ODOT Region 1, ODOT Rail Division, the Ports and major shippers/customers would be critical stakeholders.

## Long-term Actions:

- **6.7: Develop policy and evaluation tools to guide public investment in private freight infrastructure, focused on rail projects**
  - When staff capacity allows, more clearly define private and public sector roles, including incorporation of the identified state role in freight infrastructure planning and investment that is emerging from the statewide freight planning effort. This planning and analytical effort would answer the question “what are we trying to do with our freight investments?” and it would yield practical and usable performance measures and investment guidelines for public development of freight assets or services when they are wholly or partially private. It would also help to correctly phase developments, based on public benefits and identify equitable funding strategies. Rail/roadway grade separation projects and a short-line investment strategy could be key focus areas for such policy development.
  - Public investment could be appropriate, for example, when it:
    - Leverages private investment
    - Allows progression of a needed project that would otherwise not occur for a relatively modest investment
    - Involves a facility’s yard or terminal but has regional impacts
    - Pays for intermodal links
    - Creates new passenger capacity by solving freight bottlenecks
    - Preserves or creates jobs, generates wealth and taxes
    - Allows for more competition, modes or choices to shippers, businesses or consumers
    - Increases overall benefits more than it improves any single mode or facility

**Note:** private investment in public infrastructure—apart from development fees—should also be part of this policy discussion.

## **8.8 Policy 7: Eliminate fatalities and serious injuries caused by freight vehicle crashes with passenger vehicles, bicycles, and pedestrians, by improving roadway and freight operational safety**

This category of policy and design solutions focuses on addressing the issue of eliminating fatalities and serious injuries due to freight vehicle crashes with passenger vehicles, bicycles and pedestrians.

## Near-term Actions:

- **7.1: Promote and advocate with the cities and counties for the implementation of truck side guards on large freight trucks providing public services (i.e., sanitation and recycling) consistent with USDOT specifications.**
  - Side guards are safety equipment used on large trucks to reduce fatalities and major injuries with side impact crashes. Large cities across the United States are identifying side guards as a proactive way to provide a safer atmosphere for cycling and walking next to large trucks within increasingly dense urban areas.
  - City of Portland Bureau of Planning and Sustainability has committed to coordinate a pilot project to install side guards on 18 sanitation (garbage) and recycling trucks operating in Portland. As of November 2017, the city had overseen the installation of side guards on three trucks.
  - Metro will work with the City of Portland Bureau of Planning and Sustainability to promote the completion of the pilot project, and consider expanding the project to more sanitation and recycling trucks. Metro will advocate for the city to consider a program that eventually begins the installation of side guards on all large trucks that the city has control over through licensing and franchises for city services. Metro may also consider a pilot project like the one at the City of Portland for the large trucks that handle the solid waste disposal and transportation services from Metro’s two transfer stations to one or two landfills outside the region.
  - Metro will reach out to Clackamas, Multnomah and Washington counties, and larger cities in the region to see if there is interest in starting pilot projects to install side guards on large sanitation and recycling trucks operating within their jurisdictions.
- **7.2: Develop design guidance for identifying and prioritizing improvements to regional intermodal connectors that should have bike and pedestrian facilities that are separated from the roadway and other design treatments to enhance the safety of non-motorized modes.**
  - As Metro updates its latest edition of “Creating livable streets: Street design guidelines for 2040,” Metro will coordinate with regional stakeholders to identify design guidelines on regional intermodal connectors and other key freight roadways that enhance the safety of non-motorized modes (see Action 5.2).
  - Due to the volume and size of trucks on the regional intermodal connectors, the design guidance will likely be separation of the bike and pedestrian facilities from the roadway and parallel roads or alternative routes that are separate from the intermodal connector to enhance safety.

- Once the design guidelines on regional intermodal connectors and other key freight roadways have been established, Metro will develop criteria for identifying which of these freight roadways has the greatest need for improvements that enhance safety for non-motorized modes. Potential criteria could include a history of locations with serious crashes, the number of daily trucks, the percentage of truck traffic, number of daily bike trips, number of daily pedestrian crossings at key intersections, and proximity to schools and other facilities that generate bike trips and pedestrian activity. Once the freight roadways and intersections with the greatest needs are identified, Metro would coordinate with the counties and cities to develop multimodal freight safety projects that would be included in the Regional Transportation Plan. Projects that enhance the safety of bicyclist and pedestrians could include off-street multi-use paths, or truck aprons and other intersection safety improvements.



## CHAPTER 9

### IMPLEMENTATION

#### 9.1 Implementing Adopted Freight Plans

In addition to regional policy and program development and implementation, concrete freight related projects must be built when they are needed to ensure that the goals of the Regional Freight Strategy are met.

#### 9.2 RTP Freight Projects and Programs

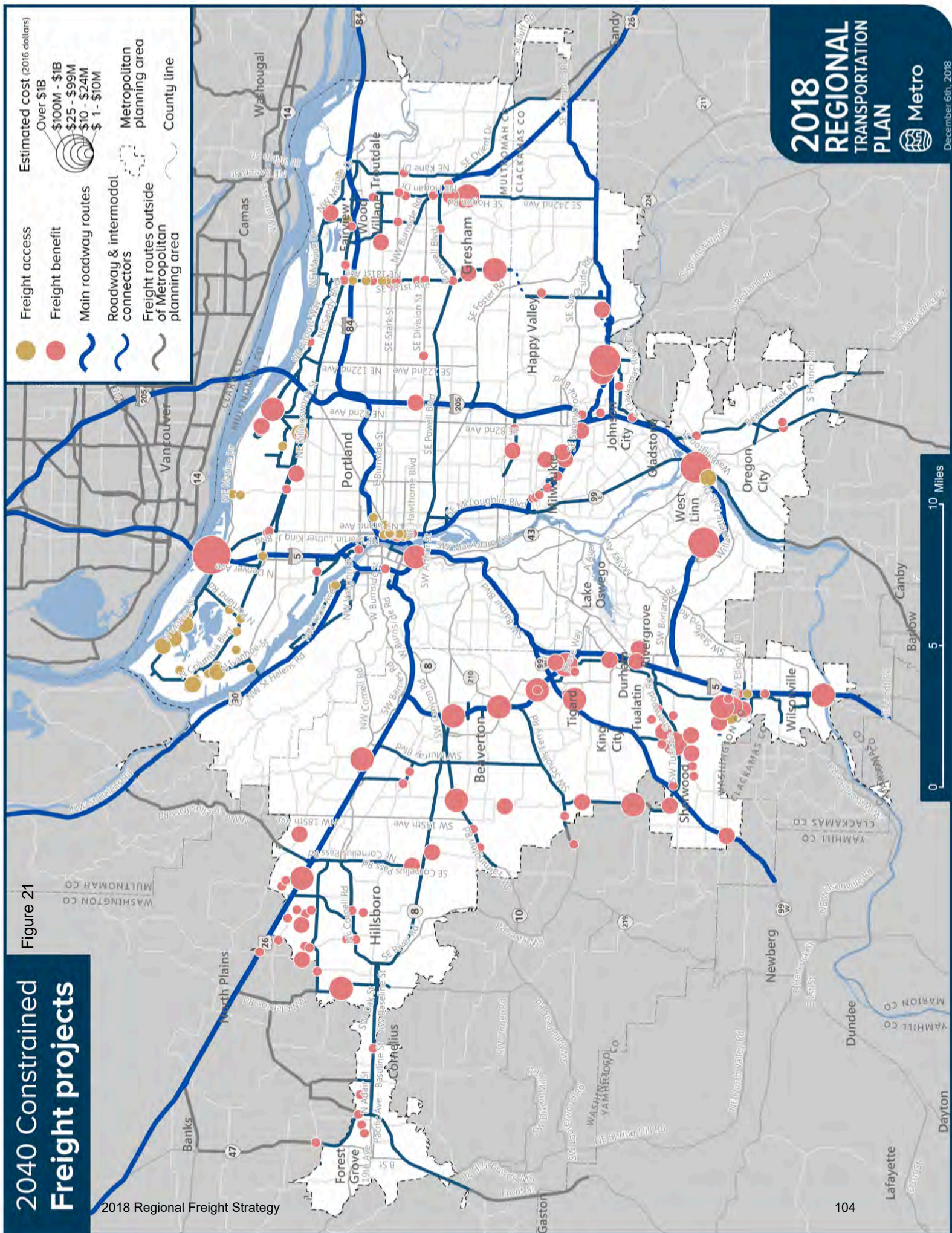
Appendix A is a list of all 2040 RTP Freight Projects that were nominated by ODOT, the Port of Portland, Clackamas, Multnomah and Washington counties, and the cities within the region that represent Round 2 of the RTP call for projects. Freight projects are defined as all those RTP projects with an investment category of “Freight” or “Throughways” and some of the “Roads and Bridges” category. “Throughway” projects are considered to be freight projects since they are on the interstates and state highways within the region and are also the main roadway routes on the Regional Freight Network map. Under the “Roads and Bridges” category, freight projects are on facilities that are on the Regional Freight Network map, or are projects that provide freight access to intermodal facilities and/or industrial areas. The Regional Freight Work Group reviewed the investments under “Roads and Bridges” to ensure the projects met the criteria for being a freight project.

**Figure 21 (on next page)** maps out the 2040 Financially Constrained Freight Projects from Appendix A.

# 2040 Constrained Freight projects

Figure 21

2018 Regional Freight Strategy





### 9.3 Freight data collection and analysis

Portland State University's Intelligent Transportation Systems Laboratory has begun a project to produce truck travel time estimates using the transponder information from ODOT's Green Light weight-in-motion system. The system can supplement Trip-check's traveler information system as well as help calculate key freight measurements by linking the other data collected by the weigh stations to the travel time estimates. The ITS lab at PSU houses and maintains the Portland Oregon Regional Transportation Archive Listing. PORTAL collects data from all of the in-bed loop detection sensors in the Portland area as well as free floating dynamic sensors that can be placed in TriMet buses or other vehicles. The archive also collects weather and incident reports, all of which can be accessed in a variety of methods to help monitor and evaluate traffic improvements and patterns.

#### **Commodity Flow Forecast (Port of Portland)**

Metro has deployed commodity-flow based truck models for almost 20 years. These models have utilized federal data on national and international commodities movement based on the Freight Analysis Framework (FAF) that informed Metro and the Ports of Portland and Vancouver. The FAF is produced through a partnership between Bureau of Transportation Statistics (BTS) and Federal Highway Administration (FHWA), and integrates data from a variety of sources to create a comprehensive picture of freight movement among states and major metropolitan areas by all freight modes of transportation. The current model is based on FAF3, which utilized data gathered from the 2007 Commodity Flow Survey (CFS), together with data from several other sources.

The Port of Portland Commodity Flow Forecast was developed and completed by Cambridge Systematics in 2014 and 2015. The overall purpose of the Commodity Flow Forecast was to develop a commodity flow database that used the FAF3 data and produce a future forecast that is sensitive to the unique commodity movements within, and coming out of, the Portland-Vancouver Region. The region consists of six counties: Clackamas, Columbia, Washington, Multnomah and Yamhill in Oregon, and Clark County in Washington State. Several other sources for regional commodities movement unique to the Portland-Vancouver Region were also used for the forecast.

The Port of Portland Commodity Flow Forecast produced a set of 2007 base year data. The inputs to the base year volumes of commodities were adjusted for auto imports and waste and scrap material based on available local data. Flows of commodities by direction (inbound, outbound, and within the region) were identified for both tonnage and value. Flows of commodities by trade type (domestic, imports and exports) were also identified for tonnage and value. The top domestic, import and export commodities were also identified for tonnage and value. The top domestic products by value are electronics at 11%, mixed freight (restaurant supplies, grocery food and supplies, and office supplies) at 9%, machinery at 9%, gasoline and other fuels at 8%, and motorized vehicles at 8%. The top imported products by value are motorized vehicles at 32%, gasoline and other fuels at 13%, and machinery at 10%. The top exported products by value are cereal grains at 14%,

other agricultural products at 9%, machinery at 9%, motorized vehicles at 9%, electronics at 8%, and transportation equipment at 8%.

The Commodity Flow Forecast also produced a set of 2040 future year data. Adjustments were made to future volumes for cereal grains, auto imports, non-metallic mineral products and precision instruments based on more localized forecasts that are more accurate. Flows of future commodities by direction and by trade type, with growth rates, were calculated for 2040 by both tonnage and value.

### **Economic Value Atlas**

In 2017, Metro initiated efforts in support of economic development activities by working together with key partners and stakeholders to develop an Economic Value Atlas (EVA). The EVA will provide tools and analysis to better align planning and public investments to strengthen the regional economy. It will provide a picture of the regional economy that will be used to align and help inform future investment decisions by defining outcomes that will support the economy across the region. Economic data in the EVA can also help identify future investment areas, where regional attention can support local partners to establish needed infrastructure, strategies, or policy changes to create beneficial economic outcomes.

This project will provide a solid data foundation for key regional activities such as:

- Defining potential areas for partners to collaborate and develop shared investment strategies in support of economic and workforce development.
- Providing a data driven picture of the regional economy to align investments that achieve the coordinated vision of Greater Portland 2020, the 2040 Growth Concept and the Regional Transportation Plan.
- Pin-pointing areas of focus for regional investment to bridge local and regional economic development aspirations.
- Outlining a path to pursue policies, actions and investments that help secure these outcomes.

A set of desired regional principles specific to economic outcomes for people, businesses, and places are being identified by the Economic Value Atlas Task Force. The Task Force includes economic and workforce development organizations, industry sector representatives, social equity focused organizations, and organizations representing interests across multiple types of infrastructure; therefore creating a broad base of partners interested in building an inclusive regional economy. A technical work group has been formed to establish quantifiable criteria and a method to visually exhibit economic conditions among communities across the region, to understand how infrastructure investment, land use strategies, and business or workforce development activities may be targeted to advance desired economic outcomes locally and regionally.

## **New Regional Freight Model**

The new Metro Freight Model is designed to replace the current trip-based truck model previously developed. The model simulates movement of individual shipments throughout the supply chain including both direct shipments and shipments traveling through transshipment facilities. Shipments are allocated to trucks of various classes and the movements of all freight vehicles are simulated over the course of a typical weekday. The freight model development project included an array of participants including Metro, the Oregon Department of Transportation (ODOT), the Port of Portland, and local agencies throughout the region.

The freight model development project was completed February 2018. Since completion of the project did not occur until early 2018, the new Metro Freight Model has not been used for any of the regional freight system evaluation measures or any other analysis within the 2018 Regional Freight Strategy.

The primary objectives of the project are to:

- Develop tools to enable a more comprehensive analysis of infrastructure needs and policy choices pertaining to the movement of goods;
- Develop more detailed network assignments by truck type to support regional environmental analysis, as well as local traffic operations and engineering analysis;
- Develop freight forecasts that are responsive to changes in economic forecasts, changing growth rates among industrial sectors, and changing rates of economic exchange and commodity flows between sectors; and
- Replace the trip-based truck model with a more realistic tour-based model.

## **Current Model**

The current truck model is based on commodity flows, a method deployed by Metro for almost 20 years. The trips in the current method are modeled as simple one-way trips and do not include service vehicles or parcel delivery. These models use data based on the Freight Analysis Framework (FAF) and are prepared under contract for Metro, Port of Portland and Port of Vancouver. The most recent update was in 2014 using FAF3 (2007) data. In the current model commodities are either produced in the region or enter the region via external highway cordon, marine port, rail yard, or air freight facility at Portland International Airport. For each long haul mode, a certain proportion is assumed to utilize trucks for a portion of the journey. Each group of commodities is associated with a group of employment types. Truck-borne commodities are distributed to Transportation Analysis Zones (TAZ) on the basis of TAZ employment. TAZ commodities are apportioned to heavy and medium trucks.

## **New Model**

The new Freight Model was geared at filling in the gaps seen in the current model. It represents a new generation of “hybrid” models that micro-simulate both commodity supply chains and local truck tours. Similar applications have been successful in Chicago, Baltimore, Phoenix and the State of Florida. With the addition of new truck behavior data the model is able to simulate truck movements. Truck data was obtained by GPS traces of truck movements by vehicle class, dispatch data maintained by businesses, and detailed business establishment surveys with truck itineraries. In addition to all the above improvements the new Freight Model has the ability to take a more holistic approach to modeling. It has the ability to focus on major regional export sectors and produce data to evaluate the economic costs of bottlenecks.

The new model is no longer restricted to route diversion only and it includes Long-Haul freight mode choice and additional responses including:

- Time and frequencies of deliveries
- Number and length of tours
- Number of stops that can be made per tour
- Number of trucks needed to serve all customers

The new model also expands the truck classes to include light, medium and heavy. It has the ability to track commodities by Standard Classification of Transported Goods (SCTG) groups and the ability to track value by type of good, such as time-sensitive shipments. The new model also incorporates non-freight trucks, an option unavailable in the current model. It includes both service trucks and mail/parcel delivery trucks which are believed to account for over half of local truck VMT.

## **Regional Benefits**

The new model will allow for improved ability to evaluate cost of congestion and benefits of freight improvements. It will offer a clearer understanding of land use policies such as the role of warehousing and distribution in the process and a better understanding of truck related environmental impacts which could lead to an increase in our freight system efficiency.

A complete summary of the new freight model is included as Appendix C of this Regional Freight Strategy.

## **9.4 Future Freight Studies**

In October 2017, the Regional Freight Work Group (RFGW) discussed the need for future freight studies that should be called out in the 2018 Regional Freight Strategy. The RFGW discussed the need for the following four possible future freight studies:

- Regional Freight Rail Study
- Kenton Rail Line Study
- Willamette River Channel Deepening Study
- Regional Freight Delay and Commodities Movement Study

The RFWG recommended that the Regional Freight Rail Study, identified in the 2014 RTP as needed, should be included as a future freight study.

The RFWG did not make a recommendation on the Kenton Rail Line Study. This study was generally defined as a way to determine which at-grade railroad crossings of the Union Pacific (UP) Kenton main rail line, which runs from the Seattle main line at Columbia Boulevard and N. Hurst Avenue east to the Sandy River (just southeast of the Troutdale Airport), should be grade separated.

The RFWG did not make a recommendation on the Willamette River Channel Deepening Study. The Port of Portland later determined that the deepening of the channel was not suitable for study within the next 10 years and should not be included in the 2018 Regional Freight Strategy.

The RFWG recommended that the Regional Freight Delay and Commodities Movement Study should be included as a future freight study. The descriptions of the two studies that the RFWG recommended are included in the remaining part of this chapter.

### **Regional Freight Rail Study**

The study would seek to identify and produce increases in rail capacity, safety, land use compatibility and operational efficiencies; which are important to our long-term economic and environmental sustainability and will help to maintain the region's competitive advantage in a global marketplace.

### **Regional Freight/Passenger Rail Study - Expected Outcomes**

Some of the potential outcomes of the proposed study are:

- Identification of economically viable opportunities to develop short line intermodal hubs or logistics parks or other cargo-oriented development
- A strategy to identify, develop and position top projects for confirmed and potential future federal and state funding as appropriate, including:
  - An updated, re-prioritized list of regional freight rail projects focused on improving capacity constraints and targeting industrial access to the rail networks
  - A funding strategy for regional freight/passenger rail bottlenecks
  - A strategy to fund needed grade separations including grade separation needs identified on the Kenton rail line

- A strategy to fund critical modernization projects on the short rail lines

Fact-based guidance for stakeholders to use in negotiating claims over passenger/freight conflicts, balancing passenger and freight goals and a viable set of solutions and initiatives to meet those goals:

- Regional guidance for public/private investment partnerships to guide investment of regional and national pots of money in identifying and developing freight rail corridors of local, regional and national significance; and
- Specific guidance for local jurisdictions as they develop their transportation system plans (TSPs) in order to avoid or minimize conflicts, and preserve or enhance the functionality of rail facilities and connected industrial land uses

On January 22, 2015, Metro staff held a meeting with staff from City of Portland, Clackamas County, Multnomah County, Washington County, Port of Portland, ODOT Region 1, ODOT Rail, and a local rail expert to discuss the potential need and purpose for a Regional Freight/Passenger Rail Study.

The Port of Portland Rail Plan had concentrated on Class 1 railroad lines and was focused on the Port of Portland interests, especially the Port terminals. The Port's plan did not focus much on the short lines and other non-Class 1 railroad lines that run in Clackamas County (west of the Willamette River) and Washington County. The Port's plan identified grade separations as a key strategy to address capacity and safety including projects along the Kenton Line (Class 1 railroad line) in Portland and Multnomah County.

It was suggested that the study should examine the issue of long trains (up to 7,000 feet long) that take a long time to separate and store the cars when accessing Portland inter-modal terminals due to a lack of storage capacity.

Clackamas County staff suggested that the study address freight rail and passenger rail within Clackamas County and Washington County. Clackamas County staff thought the study should look at improved short line service and providing sufficient freight rail service on the Brooklyn rail line.

Washington County staff stated that the county has shown interest in potential expansion of service and improving speeds with double-tracking some areas on the Portland Western railroad line. Washington County staff identified three areas for the study to consider: 1) Better understanding of existing and future private rail operations in Washington County; 2) Future added service on the WES commuter rail line; and 3) Pedestrian crossing improvements to enhance safety at railroad crossings.

City of Portland staff suggested that the study look at a regional strategy for when and how to partner with private railroads to address funding of rail projects.

ODOT Rail staff suggested that any study of rail capacity needs should consider operational improvements, and not just infrastructure expansion.

The group agreed that the study should move forward after the completion of the Regional Over-Dimensional Truck Route Study, and that the input received at this meeting should be considered by Metro in the scoping and budgeting for this study.

Metro staff determined that the Kenton Rail Line Study should become part of the Regional Freight Rail Study. The Regional Freight Rail Study will determine which at-grade railroad crossings of the UP Kenton main rail line should be grade separated.

### **Regional Freight Delay and Commodities Movement Study**

The purpose of the study would be to evaluate the level of commodity movement on the regional freight network within each of the mobility corridors identified in the Regional Transportation Plan's Mobility Corridor Atlas. The study would use Metro's new freight model to summarize the general types of commodities, the tonnage of the commodities and the value of the commodities that are using these freight facilities within each of the mobility corridors. The study would also evaluate the need for improved access and mobility to and from regional industrial lands and intermodal facilities.

Some of the potential outcomes of the proposed study are:

- Developing a methodology for determining which freight facilities and mobility corridors are carrying the highest tonnage of goods and commodities and the highest amount of value for those commodities.
- Based on the tonnage and value of the goods and commodities carried in each corridor, a measure could be developed for which corridors should be prioritized for transportation projects based on their importance for freight and economic value.
- Based on the congestion and unreliability found in each of the mobility corridors, transportation projects could be developed and prioritized for corridors that have the most importance for freight and economic value.
- The study would likely utilize a new freight monitoring measure for reliability and the evaluation measures for cost of delay on the freight network and freight access to industrial land and intermodal facilities (being developed as part of the current RTP update).

The study will recommend prioritized freight projects for the next RTP and Regional Freight Plan based on the new freight measures, congestion, unreliability, accessibility and the highest tonnage and value of commodities within each mobility corridor.





## CHAPTER 10

### MEASURING PROGRESS

In 2012, the Moving Ahead for Progress in the 21st Century (MAP-21) created the most significant federal transportation policy shift since the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). A fundamental element of the legislation was its focus on performance-based planning and programming. Fixing America's Surface Transportation (FAST Act) passed Congress in December 2015, replacing MAP-21. The FAST Act did not make any major changes to the performance requirements of MAP-21 and did not add any new performance measures.

#### **Performance-based planning**

For the first time, MAP-21 established a performance-based planning framework intended to improve transparency and hold state transportation departments, transit agencies and metropolitan planning organizations (MPOs) accountable for the effectiveness of their transportation planning and investment choices. The objective of the new framework was to ensure states and MPOs invest federal resources in projects that will collectively make progress toward the achievement of the national goals identified in MAP-21.

#### **National performance goals related to freight**

The legislation established seven national performance goals for the federal-aid highway program and directed the USDOT to develop performance measures for each goal area. The following are the performance goals that relate to system reliability and freight movement and economic vitality:

- **System reliability** – To improve the efficiency of the surface transportation system.
- **Freight movement and economic vitality** – To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.

MAP-21 directed state transportation departments, transit agencies, and metropolitan planning organizations (MPOs) to incorporate a performance-based approach in their planning, including measures and targets, to be used in transportation decision-making. As part of a federal requirement for a Congestion Management Process (CMP), states, transit agencies and MPOs must set targets for measures specified by USDOT and track and report progress toward meeting these targets.

Performance measures have been identified through MAP-21 and subsequent USDOT rulemaking that must be reflected in the 2018 RTP. Table 6 below summarizes the federal performance measures identified for the performance goals related to freight and compares them to the current 2014 RTP Targets/Measures:

**Table 6:** MAP-21 National Goal Areas, Federal Performance Measures, and Existing RTP Measures

National Goal Areas	Federal Performance Measure(s)	2014 RTP Target(s) / Measure
<b>System reliability</b>	Percent of reliable person-miles traveled <sup>26</sup> on Interstate System and on the non-Interstate National Highway System	None – though reliability is called out as recommended as a system monitoring measure. Also, there’s a target labeled “freight reliability” but it measures delay, not reliability.
<b>Freight movement and economic vitality</b>	Percent of Interstate System miles with reliable truck travel times <sup>27</sup>	By 2040, reduce vehicle hours of delay per truck trip by 10% compared to 2010.

Source: Metro RTP 2018

### 10.1 A New Freight Performance Target

The 2014 RTP Performance Targets identified one freight performance target. That performance target was called Freight Reliability, and was defined as:

By 2040, reduce vehicle hours of delay per truck trip by 10 percent compared to 2010.

This is not a true reliability measure. Reliability is a measure of the variability in travel time, not simply the delay in travel time. Researchers have devised feasible, data-driven methods to measure roadway reliability.

Staff recommends discussing how the region could support and apply such techniques to freight and mobility corridors. Metro has determined that the 2014 RTP freight performance target will be replaced by the federal performance measure for **Freight movement and economic vitality** using percent of Interstate System miles with reliable truck travel times.

<sup>26</sup> Reliable defined as the ratio of the 80th percentile travel time of a reporting segment to a “normal” travel time (50th percentile), using data from FHWA’s free National Performance Management Research Data Set or equivalent. Data are collected in 15-minute segments during all time periods other than 8 p.m.-6 a.m. local time. The measures are the percent of person-miles traveled on the relevant NHS areas that are reliable

<sup>27</sup> The ratio will be generated by dividing the 95th percentile time by the normal time (50th percentile) for each segment. Then, the Index will be generated by multiplying each segment’s largest ratio of the five periods by its length, then dividing the sum of all length-weighted segments by the total length of Interstate. Reporting is divided into five periods: morning peak (6-10 a.m.), midday (10 a.m.-4 p.m.) and afternoon peak (4-8 p.m.) Mondays through Fridays; weekends (6 a.m.-8 p.m.); and overnights for all days (8 p.m.-6 a.m.)

## **10.2 Congestion Management Process (CMP) and MAP-21 Performance Measures and Targets Related to Freight**

The Federal Highway Administration defines a Congestion Management Process (CMP) as “a process that provides for safe and effective integrated management and operation of the multimodal transportation system, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities...through the use of travel demand reduction (including intercity bus operators, employer-based commuting programs such as a carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), job access projects and operational management strategies.”

The CMP in the 2018 RTP includes a performance monitoring system that informs needed capital investments, such as new or improved transit and road capacity as well as demand and system management strategies to actively manage and optimize performance of the existing infrastructure. Key elements of the region’s CMP are addressed in the 2018 RTP and Appendix L of the RTP (Federal Performance-Based Planning and Congestion Management Processes). The key element in the region’s CMP that relates to freight is the “establishment of multimodal performance measures”, which includes RTP and Federal Performance Measures and Targets.

First established in the 2010 RTP, the 2018 RTP continues to rely on the on-going performance evaluation and monitoring process. The CMP performance measures have been updated to incorporate the MAP-21/FAST Act measures. Multimodal performance measures provide Metro the ability to monitor transportation system performance specific to the CMP network using observed data. Section 8.5 in Chapter 8 of the 2018 RTP describes data collection, tools and research activities necessary to support Metro’s efforts to fulfill its transportation performance measurement and reporting responsibilities.

The region’s federal MAP-21 and FAST Act performance measures and targets are for these categories:

- Safety
- National Highway System Asset Management
- National Highway System Performance
- National Freight Movement on the Interstate System
- Congestion Mitigation and Air Quality Program
- Transit Asset Management

The National Highway System Performance and the National Freight Movement on the Interstate System are the categories that relate to freight performance measures and targets. For information on the other performance measures categories see Appendix L of the 2018 RTP.

The Regional 2020 and 2022 performance targets in this section do not set regional policy for the RTP. Instead they are solely for the purpose of meeting MAP-21 and FAST Act requirements. They provide useful system performance information to satisfy federal monitoring and reporting requirements and inform the next update to the RTP. The targets were developed in coordination with the Transportation Policy Alternatives Committee (TPAC), the Oregon Department of Transportation, TriMet, South Metro Area Regional Transit (SMART), C-TRAN and the SW Washington Regional Transportation Advisory Committee (RTAC). These measures, the 2017 baseline data and the targets support the region’s Congestion Management Process.

On May 17, 2018, the Oregon Transportation Commission adopted performance measures and statewide targets for pavement and bridge condition and traffic congestion and on-road mobile source emissions for the Congestion Mitigation and Air Quality Program as an amendment to the Oregon Transportation Plan for federal monitoring and reporting purposes. Tables 7 and 8 document the region’s MAP-21/FAST Act individual 2020 and 2022 performance targets for National Highway System Performance and Freight Movement on the Interstate System. Statewide targets adopted by the Oregon Transportation Commission are provided for comparison purposes for individual measures. Statewide targets adopted by the Oregon Transportation Commission are provided for comparison purposes for individual measures.

**Table 7: National Highway System Performance Targets**

National Highway System Performance Targets				
Performance measure	Regional 2017 Baseline*	Regional 2020 Target	Regional 2022 Target	ODOT Statewide 2022 Target
Percent of person-miles traveled on the Interstate System that are reliable	43%	43%	43%	78%
Percent of person-miles traveled on the non-Interstate NHS that are reliable	66%	66%	66%	78%

Source: National Performance Management Research Dataset (NPMRDS) for the period Jan. to Dec. 2017.

**Table 8: Freight Movement on the Interstate System – Freight Reliability Targets**

Freight Movement on the Interstate System – Freight Reliability Targets				
Performance measure	Regional 2017 Baseline*	Regional 2020 Target	Regional 2022 Target	ODOT Statewide 2022 Target
Truck Travel Time Reliability (TTTR) Index	3.17	3.10	3.10	1.45

Source: National Performance Management Research Dataset (NPMRDS) for the period Jan. to Dec. 2017.

Earlier in this chapter, **Table 6** defines the federal performance measures that are in Table 7 and 8. Generally truck travel time reliability is a ratio that compares of how long it takes to travel along a roadway route during a certain time of day using many samples, and comparing each sample to how long it would take to travel that route at that time of day

under normal conditions (50th percentile of all samples). Higher frequencies of truck travel times with a high level of variability from the norm, causes the ratio or index to go up and means higher unreliability. More detail on the methodology for these performance measures is provided in footnotes 26 and 27.

Metro expects to review the regional targets for National Highway System Performance (Table 7), Freight Movement on the Interstate System (Table 8) and the Congestion Mitigation and Air Quality Program as part of the Regional Mobility Policy update identified in Chapter 8 of the 2018 RTP and later on in this section of the Regional Freight Strategy. The review will determine whether adjustments to the 2022 regional targets are warranted. Metro and ODOT will initiate the Regional Mobility Policy update in 2019 in collaboration with other regional partners. The review of performance targets will be coordinated with the Transportation Policy Alternatives Committee (TPAC), ODOT, TriMet, SMART, C-TRAN and the SW Washington Regional Transportation Advisory Committee (RTAC).

### **10.3 Freight System Evaluation Measures**

#### **Truck Vehicle Hours of Delay (VHD) on all facilities**

This measure uses the Metro travel forecasting model to calculate the hours of truck delay for all roadway facilities within the Metro Planning Area (MPA) during 2015 and various future year scenarios. The calculations have been made for the average weekday during the following times of day: 7AM to 9AM (morning peak), 1PM to 3PM, and 4PM to 6PM (evening peak). The 1PM to 3PM time-slot was chosen as the afternoon period that trucks travel in to avoid peak hours of congestion.

*Findings:* Between 2015 and 2040, truck delay on all facilities within the MPA increases significantly for all investment scenarios during all three time periods. However, when compared with the 2040 No Build both 2040 RTP investment scenarios show a slower pace of growth in delay in each travel period. In the two-hour mid-day (1-3 PM) the 2040 Financially Constrained truck delay is 67% less than the 2040 No Build and the 2040 Strategic truck delay is 72% less than the 2040 No Build. In the two-hour pm peak (4-6 PM) the 2040 Financially Constrained and the 2040 Strategic truck delay is less than the than 2040 No Build by 27% and 30%, respectively.

#### **Truck Vehicle Hours of Delay (VHD) on the Regional Freight Network**

This measure uses the Metro travel forecasting model to calculate the hours of truck delay for just the roadways on the Regional Freight Network map within the Metro Planning Area (MPA), during 2015 and various future year scenarios. Once again, the calculations have been made for the average weekday during the following times of day: 7AM to 9AM (morning peak), 1PM to 3PM, and 4PM to 6PM (evening peak).

*Findings:* Between 2015 and 2040, truck delay on the regional freight network increases significantly for all investment scenarios during all three time periods. However, when compared with the 2040 No Build, both 2040 RTP investment scenarios show a slower pace of growth in delay in each travel period. In the two-hour mid-day (1-3 PM) the 2040

Financially Constrained truck delay is 67% less than the 2040 No Build and the 2040 Strategic truck delay is 72% less than the 2040 No Build. In the two-hour pm peak (4-6 PM) the 2040 Financially Constrained and the 2040 Strategic truck delay is less than the 2040 No Build by 29% and 32%, respectively.

*(See 2018 RTP - Chapter 7 Measuring Outcomes - for more detail)*

### **Cost of Truck VHD on all facilities and on the Regional Freight Network**

This measure uses the Truck VHD numbers that were calculated for both all roadway facilities and for just the Regional Freight Network, and factors them up by two different values of time for trucks, to obtain the cost of truck delay. The value of time factor for medium trucks is \$28.20 per hour and represents 35% of the truck fleet. The value of time factor for heavy trucks is \$30.72 per hour and represents 65% of the truck fleet.

*Findings:* In the 2040 No Build, the cost of delay on the regional freight network increases almost four fold during the two-hour pm peak compared to the 2015 Base Year. For the 2040 No Build, the cost of delay on the regional freight network increases almost 15 fold during the two-hour mid-day period. However, implementation of the 2040 RTP Federal Priorities or the 2040 Investment Strategy results in a 67% - 72% decrease in the cost of delay for the mid-day peak period compared to the 2040 No Build strategy. For the two-hour pm peak travel period the 2040 RTP Federal Priorities or 2040 Investment Strategy decrease the cost of delay by 29% -32% compared to the 2040 No Build.

*(See 2018 RTP - Chapter 7 Measuring Outcomes - for more detail)*

### **Truck travel times between major freight origins and destinations**

This measure evaluates the one hour mid-day (12-1 PM), mid-day for trucks (2-3 PM) and PM peak (5-6 PM) truck travel times for 24 routes (one for each mobility corridor) that use the regional freight network, and start and/or end at a major industrial site (rail yard, intermodal facility, major industrial site, etc.). The truck travel times are calculated using the regional travel model for the 2015 Base, the 2027 No Build, the 2027 Constrained, the 2040 No Build, the 2040 Financially Constrained, and the 2040 Strategic. The findings below do not include a comparison of truck travel times for all 24 routes, and focuses on four major freeway/interstate routes in the region: I-5 (north of the central city), I-5 (south of the central city) , I-84 (east of I-205) and US 26/Sunset Highway.

*Findings:* The following modeled results for major freeways are for the percent reduction in truck travel time for the 2040 Financially Constrained and 2040 Strategic compared to the 2040 No Build:

- CEID to downtown Vancouver (using I-5) CBD: 12-1 PM = 20-21% less; 2-3 PM = 18-19% less
- CEID to downtown Vancouver (using I-5) Vancouver CBD: 5-6 PM = 23-24% less
- I-5 @Morrison Br. to Tualatin Industrial: 12-1 PM = 7% less; 2-3 PM = 2-3% less
- I-5 @Morrison Br. to Tualatin Industrial: 5-6 PM = 2% less

- I-84/I-205 to Fed Ex in Troutdale: 12-1 PM & 2-3PM = stay about the same
- I-84/I-205 to Fed Ex in Troutdale: 5-6 PM = stay about the same
- I-5 @Morrison Br. to North Hillsboro Industrial (using US 26): 12-1 PM = 3% less;
- 2-3 PM = stay the same
- I-5 @Morrison Br. To North Hillsboro Industrial (using US 26): 5-6 PM = stay about the same

Due to the Columbia River Crossing/I-5 capacity project and the I-5 Rose Quarter project, truck travel times between the Central Industrial Eastside District (CEID) and downtown Vancouver Washington improve by 18 – 24 % over the 2040 No Build scenario. However, for the other 3 major freeway corridors in the region (I-5 south, I-84 east of I-205 and US26 west of Hillsboro) the truck travel times stay virtually the same or have only a slight reduction (3-7%) for some off-peak travel times.

*(See 2018 RTP - Chapter 7 Measuring Outcomes - for more detail)*

### **Refinement of the Regional Mobility Policy**

The U.S. Department of Transportation issued new regulations (through MAP-21 and the FAST Act) for states and Metropolitan Planning Organizations that will require greater monitoring of mobility on the freeway system and setting targets for system performance. While these new requirements differ somewhat from the current mobility policy for the region, the approach is similar, with a focus on the throughway system.

To meet the new federal mandate and the growing challenges on the freeway system, ODOT and Metro propose to work in partnership after the completion of the 2018 RTP (2019–20) on a refinement to our regional mobility policy. This will allow the refinement work to build on a rich data set and updated policy framework from the RTP with the goal of better informing system management and investments in the region.

The mobility policy is principally an issue for the freeways, state highways and on the region’s principal arterial system, which are an important part of the regional freight network.

*(See section 8.2.3.1 Regional Mobility Policy Update in the 2018 RTP for more detailed information)*

### **Freight Evaluation Measures and Refinement of Regional Mobility Policy**

Additional freight measures that address freight mobility may be developed that reflect the refinement of the Regional Mobility Policy. One of the expected outcomes of the Regional Mobility Policy refinement is “a mobility corridor-based strategy for managing congestion on regional arterial streets while improving safety, improving transit speed and reliability, completing gaps in pedestrian and bicycle facilities and supporting regional and local land use plans.” These outcomes should allow for the development of freight evaluation

measures on the effectiveness managing congestion, achieving better reliability, and improving safety on the regional freight network.

### **Freight Mobility and Industrial Access Measure**

This measure was developed and tested, but not fully implemented or evaluated. The intent was to measure the number of trucks that are coming from or going to freight intermodal facilities or industrial land within each of the Regional Mobility Corridors, and determine the hours of truck delay they are experiencing on the regional freight network. The times of day that were measured include the AM peak (7-9 AM), the mid-day for trucks (1-3 PM) and the PM peak (4-6 PM). The two areas chosen to test were the Tualatin and Sherwood Industrial Area off Tualatin-Sherwood Road (in mobility corridor 11); and the Marine Terminals 5 and 6, and the rail yards off Marine Drive (in mobility corridor 17). This measure was developed and tested as part of the 2018 RTP Systems Evaluation work.

The process consisted of 1) choosing two industrial areas, 2) calculating the number of trucks at certain times of day (modeled) that are coming into or leaving these area (zones); and 3) measuring the hours of delay (modeled) that these trucks are experiencing (within the region) at these times of day as they travel to and from these areas. This measure will be more fully developed as part of the next RTP update (due in 2023).

*Findings:* The results of the testing were incomplete and inconclusive due to it being limited to two areas with freight intermodal facilities/rail yards or industrial land. Intermodal Facilities and rail yards are not the only places that attract large numbers of freight trucks. According to the truck model, in 2015 the Tualatin and Sherwood Industrial Area generates about 30 percent more truck trips (regardless of time period) than does the North Portland industrial area that includes Marine Terminals 5 and 6, and two rail yards. By 2040, that difference increases to about 33 percent more truck trips regardless of time period.



## ACRONYMS

**BNSF** – Burlington Northern Santa Fe

**CBOS** – Corridors Bottleneck Operations Study

**CEID** – Central Eastside Industrial District

**CMP** – Congestion Management Process

**DEQ** – Department of Environmental Quality

**EB** – Eastbound

**FAST Act** – Fixing America’s Surface Transportation Act

**FHWA** – Federal Highway Administration

**GPS** – Global Positioning System

**HVAC** – Heating, Ventilation, Air Conditioning

**ICTSI** – International Container Terminal Service Inc.

**ITS** – Intelligent Transportation Systems

**JPACT** – Joint Policy Advisory Committee on Transportation

**MAP-21** – Moving Ahead for Progress in the 21<sup>st</sup> Century Act

**MCTD** – Motor Carrier Transportation Division

**MPA** – Metropolitan Planning Area

**MPAC** – Metro Policy Advisory Committee

**MPH** – Miles per hour

**MPO** – Metropolitan Planning Organization

**MTAC** – Metro Technical Advisory Committee

**MTIP** – Metropolitan Transportation Improvement Plan

**NB** – Northbound

**NHS** – National Highway System

**ODOT** – Oregon Department of Transportation

**OFAC** – Oregon Freight Advisory Committee

**PDX** – Portland International Airport

**RFGM** – Regional Freight and Goods Movement

**RFWG** – Regional Freight Work Group

**RRR** – Reduction Review Route

**RTP** – Regional Transportation Plan

**RTO** – Regional Travel Options

**SB** – Southbound

**TAZ** – Transportation Analysis Zones

**TDM** – Transportation Demand Management

**UP** – Union Pacific

**WB** – Westbound

## GLOSSARY OF TERMS

**Accessibility** – The ability or ease to reach desired goods, services, activities and destinations with relative ease, within a reasonable time, at a reasonable cost and with reasonable choices. Many factors affect accessibility (or physical access), including mobility, the quality, cost and affordability of transportation options, land use patterns, connectivity of the transportation system and the degree of integration between modes. The accessibility of a particular location can be evaluated based on distances and travel options, and how well that location serves various modes. Locations that can be accessed by many people using a variety of modes of transportation generally have a high degree of accessibility.

**Arterial Street** – A class of street. Arterial streets interconnect and support the throughway system. Arterials are intended to provide general mobility for travel within the region. Correctly sized arterials at appropriate intervals allow through trips to remain on the arterial system thereby discouraging use of local streets for cut-through travel. Arterial streets link major commercial, residential, industrial and institutional areas. Major arterials serve longer distance through trips and serve more of a regional traffic function. Minor arterials serve shorter, more localized travel within a community. As a result, major arterials usually carry more traffic than minor arterials. Arterial streets are usually spaced about one mile apart and are designed to accommodate bicycle, pedestrian, truck and transit travel.

**Bicycle** – A vehicle having two tandem wheels, a minimum of 14 inches in diameter, propelled solely by human power, upon which a person or persons may ride. A three-wheeled adult tricycle is considered a bicycle. In Oregon, a bicycle is legally defined as a vehicle. Bicyclists have the same right to the roadways and must obey the same traffic laws as the operators of other vehicles.

**Bicycle facilities** – A general term denoting improvements and provisions made to accommodate or encourage bicycling, including parking facilities, all bikeways and shared roadways not specifically designated for bicycle use.

**Bike lane** – A portion of a roadway that has been designated by striping, signing and pavement markings for the preferential or exclusive use of bicyclists.

**Rail branch lines** – Non-Class I rail lines, including short line or branch lines.

**Capacity** – A transportation facility's ability to accommodate a moving stream of people or vehicles in a given place during a given time period. Increased capacity can come from building more streets or throughways, adding more transit service, timing traffic signals, adding turn lanes at intersections or many other sources.

**Central city** – Downtown Portland and adjacent areas (like Lloyd District) within the city of Portland.

**Collector street** – A class of street. Collector streets provide both access and circulation between residential, commercial, industrial and agricultural community areas and the arterial system. As such, collectors tend to carry fewer motor vehicles than arterial streets, with reduced travel speeds. Collector streets are usually spaced at half-mile intervals, midway between arterial streets. Collectors may serve as bike, pedestrian and freight access routes, providing local connections to the arterial street network and transit system.

**Commute** – Regular travel between home and a fixed location (e.g., work, school).

**Commuter rail** – Short-haul rail passenger service operated within and between metropolitan areas and neighboring communities. This transit service operates in a separate right-of-way on standard railroad tracks, usually shared with freight use. The service is typically focused on peak commute periods but can be offered other times of the day and on weekends when demand exists and where rail capacity is available. The stations are typically located one or more miles apart, depending on the overall route length. Stations offer infrastructure for passengers, bus and LRT transfer opportunities and parking as supported by adjacent land uses. See also Inter-city rail.

**Complete streets** – A transportation policy and design approach where streets are designed, operated and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities, regardless of their mode of transportation.

**Connectivity** – The degree to which the local and regional street, pedestrian, bicycle, transit and freight systems in a given area are interconnected.

**Congestion** – A condition characterized by unstable traffic flows that prevents movement on a transportation facility at optimal legal speeds. Recurrent congestion is caused by constant excess volume compared with capacity. Nonrecurring congestion is caused by incidents such as bad weather, special events and/or traffic accidents.

**Corridors (2040 design type)** – A type of land use that is typically located along regional transit routes and arterial streets, providing a place for somewhat higher densities than is found in 2040 centers. These land uses should feature a high-quality pedestrian environment and convenient access to transit. Typical new developments would include row houses, duplexes and one to three-story office and retail buildings, and average about 25 persons per acre. While some corridors may be continuous, narrow bands of higher-intensity development along arterial streets, others may be more nodal, that is a series of smaller centers at major intersections or other locations along the arterial that have high quality pedestrian environments, good connection to adjacent neighborhoods and transit service.

**Deficiency** – Capacity or design constraints that limit, but do not prohibit the ability to travel by a given mode, or meet certain thresholds defined in the Regional Transportation Plan. Examples include locations where throughway capacity is less than six through lanes

and arterial street capacity less than 4 lanes, or that have poor or substandard design features; at-grade rail crossings; height restrictions; bike and pedestrian connections that contain obstacles (e.g., missing curb ramps, distances greater than 330 feet between pedestrian crossings, absence of pedestrian refuges, sidewalks occluded by utility infrastructure, high traffic volumes and complex traffic environments); transit overcrowding or schedule unreliability and high crash locations).

**Delay** – The additional travel time required by all travelers, as measured by the time to reach destinations at posted speed limits (free-flow speed) versus traveling at a slower congested speed. Delay can be expressed in several different ways, including total delay in vehicle-hours, total delay per vehicle miles traveled (VMT) and share of delay by time period, day of week or speed range.

**Employment areas** – Areas of mixed employment that include various types of manufacturing, distribution and warehousing uses, and may include commercial and retail development. Retail uses should primarily serve the needs of the people working or living in the immediate employment area. Exceptions to this general policy can be made only for certain areas indicated in a functional plan.

**Facility** – The fixed physical assets (structures) enabling a transportation mode to operate (including travel, as well as the loading and unloading of passengers). This includes streets, throughways, bridges, sidewalks, bikeways, transit stations, bus stops, ports, air and marine terminals and rail lines.

**Federal Highway Administration (FHWA)** – The federal agency responsible for administering roadway programs and funds. The FHWA implements transportation legislation approved at the congressional level that appropriates all federal funds to states and local governments.

**Freeway** – A design for a Throughway in which all access points are grade separated. Directional travel lanes usually separated by a physical barrier, and access and egress points are limited to on-and off-ramp locations or a very limited number of at-grade intersections.

**Freight intermodal facility** – An intercity facility where freight is transferred between two or more freight modes (e.g., truck to rail, rail to ship, truck to air).

**Freight modes** – Freight modes are the means by which freight achieves mobility. These modes fall into five basic types: road (by truck), rail, pipeline, marine (by ship or barge) and air.

**Freight mobility** – The efficient movement of goods from point of origin to destination.

**Freight rail** – A freight train that is a group of freight cars hauled by one or more locomotives on a railway, transporting cargo all or some of the way between the shipper and the intended destination.

**High-occupancy vehicle (HOV)** – A vehicle carrying more than two passengers with the exception of motorcycles.

**Highway** – A design for a Throughway in which access points are a mix of separate and at-grade.

**Industrial areas** – Areas set aside for industrial activities. Supporting commercial and related uses may be allowed, provided they are intended to serve the primary industrial users. Residential development and retail users whose market area is larger than the industrial area are not considered supporting uses.

**Intelligent transportation systems (ITS)** – The application of a broad range of advanced communications technologies that are integrated with transportation infrastructure and vehicles to improve the efficiency and safety of transportation systems. ITS can include both vehicle-to-vehicle communication (which allows cars to communicate with one another to avoid crashes and vehicle-to-infrastructure communication (which allows cars to communicate with the roadway) to identify congestion, crashes or unsafe driving conditions, manage traffic flow, or provide alternate routes to travelers.

**Intermodal connector** – A road that provides connections between major rail yards, marine terminals, airports, and other freight intermodal facilities; and the freeway and highway system (the National Highway System).

**Intermodal facilities** – A transportation element that allows passenger and/or freight connections between modes of transportation. Examples include airports, rail stations, marine terminals, and rail-yards that facilitate the transfer of containers or trailers. See also passenger intermodal facility and freight intermodal facility definitions.

**Local jurisdiction** – For the purpose of this plan, this term refers to a city or county within the Metro boundary.

**Local streets or roads** – Local streets primarily provide direct access to adjacent land. While Local streets are not intended to serve through traffic, the aggregate effect of local street design impacts the effectiveness of the Arterial and Collector system when local travel is restricted by a lack of connecting routes, and local trips are forced onto the Arterial street network. In the urban area, local roadway system designs often discourage “through traffic movement.” Regional regulations require local street connections spaced no more than 530 feet in new residential and mixed used areas, and cul-de-sacs are limited to 200 feet in length. These connectivity requirements ensure that a lack of adequate local street connections does not result in the arterial system becoming congested. While the focus for

local streets has been on motor vehicle traffic, they are developed as multi-modal facilities that accommodate bicycles, pedestrians and sometimes transit.

**Main line rail** – Class I rail lines (e.g., Union Pacific and Burlington Northern/Santa Fe).

**Main roadway routes** – Designated freights routes that are freeways and highways that connect major activity centers in the region to other areas in Oregon or other states throughout the U.S., Mexico and Canada.

**Marine facilities** – A facility where freight is transferred between water-based and land-based modes.

**Metropolitan Planning Organization (MPO)** – A regional policy body, required in urbanized areas with populations more than 50,000 and designated by the governor of the state. MPOs are responsible, in cooperation with the state and other transportation providers for carrying out the metropolitan transportation planning requirements of federal highway and transit legislation. Oregon currently has eight MPOs covering the metropolitan areas of Portland, Salem- Keizer, Corvallis, Eugene-Springfield, Medford-Ashland, Bend, Albany area, and Middle Rogue.

**Mobility** – The ability to move people and goods to destinations efficiently and reliably.

**Mobility corridor** – Mobility corridors represent subareas of the region and include all regional transportation facilities within the subarea as well as the land uses served by the regional transportation system. This includes freeways and highways and parallel networks of arterial streets, regional bicycle parkways, high capacity transit, and frequent bus routes. The function of this network of integrated transportation corridors is metropolitan mobility – moving people and goods between different parts of the region and, in some corridors, connecting the region with the rest of the state and beyond. This framework emphasizes the integration of land use and transportation in determining regional system needs, functions, desired outcomes, performance measures, and investment strategies.

**Mode** – A type of transportation distinguished by means used (e.g., such as walking, bike, bus, single- or high-occupancy vehicle, bus, train, truck, air, marine).

**Mode choice** – The ability to choose one or more modes of transportation.

**Multimodal** – The movement of people or goods by more than one mode.

**National Highway System (NHS)** – Title 23 of the U.S. Code section 103 states that the purpose of the NHS is to provide an interconnected system of principal routes that serve major population centers, international border crossings, ports, airports, public transportation facilities, intermodal transportation facilities, major travel destinations, meet national defense requirements, and serve interstate and inter-regional travel. Facilities included in the NHS are of regional significance.

**Network** – Connected routes forming a cohesive system.

**Objective** – An intermediate, short-term desired outcome or result that is measurable and must be realized within the timeframe of the RTP plan period to reach a longer-term goal.

**Off-peak hours** – The hours outside of the highest motor vehicle traffic period, generally between 9 a.m. and 3 p.m. and between 6 p.m. and 7 a.m.

**Oregon Transportation Commission** – The Oregon Transportation Commission is a five-member governor-appointed government agency that manages the state highways and other transportation in the state of Oregon, in conjunction with the Oregon Department of Transportation.

**Oregon Transportation Plan** – The official statewide intermodal transportation plan that is developed through the statewide transportation planning process by ODOT.

**Passenger car equivalent** – Passenger Car Equivalent (PCE) is a metric used in Transportation Engineering, to assess traffic-flow rate on a highway. A PCE is essentially the impact that a mode of transport has on traffic variables compared to a single car.

**Passenger intermodal facilities – Facilities** that accommodate or serve as transfer points to interconnect various transportation modes for the movement of people. Examples include Portland International Airport, Union Station, Oregon City Amtrak station and inter-city bus stations.

**Passenger rail** – Inter-city passenger rail is part of the state transportation system and extends from the Willamette Valley north to British Columbia. Amtrak already provides service south to California, east to the rest of the continental United States and north to Canada. It is a transit system that operates, in whole or part, on a fixed guide-way. These systems should be integrated with other transit services within the metropolitan region with connections at passenger intermodal facilities.

**Passenger train** – A railroad train for only passengers, rather than goods. Amtrak is the company that controls the railroads that carry passengers in the U.S.

**Passenger vehicles** – Motor vehicles with at least four wheels, used for the transport of passengers, and comprising no more than eight seats in addition to the driver's seat. Light commercial vehicles are motor vehicles with at least four wheels, used for the carriage of goods.

**Peak period or hours** – The period of the day during which the maximum amount of travel occurs. It may be specified as the morning (A.M.) or afternoon or evening (P.M.) peak. Peak periods in the Portland metropolitan region are currently generally defined as from 7–9 AM and 4–6 PM.



**Pedestrian** – A person traveling on foot, in a wheelchair or in another health-related mobility device.

**Pedestrian facility** – A facility provided for the benefit of pedestrian travel, including walkways, protected street crossings, crosswalks, plazas, signs, signals, pedestrian scale street lighting and benches.

**Performance measures** – Also called indicators. A measure of how well the transportation system is performing that is used to evaluate the success of the objective with quantitative or qualitative data and provide feedback in the plan's decision-making process. Some measures can be used to predict the future as part of an evaluation process using forecasted data, while other measures can be used to monitor changes based on actual empirical or observed data. In both cases, they can be applied at a system-level, corridor-level and/or project level, and provide the planning process with a basis for evaluating alternatives and making decisions on future transportation investments. They can also be used to monitor performance of the plan in between updates to evaluate the need for refinements to policies, investment strategies or other elements of the plan.

**Person-Trip** – Trip made by a person from one location to another, whether as a driver, bicyclist, passenger or pedestrian.

**Principal arterial** – These facilities form the backbone of the motor vehicle network. These routes connect over the longest distance and are spaced less frequently than other Arterials or Collectors. These facilities form the primary connections between the central city, regional centers, industrial areas and intermodal facilities, as well as between neighboring cities and the metro region. Principal arterials generally span several jurisdictions and often are designated to be of statewide importance and serve as major freight routes.

**Project development** – A phase in the transportation planning process during which a proposed project undergoes a more detailed analysis of the project's social, economic and environmental impacts and various project alternatives. After a project has successfully passed through this phase, it may move forward to right-of-way acquisition and construction phases. Project development activities include: Environmental Assessment (EA)/Environmental Impact Statement (EIS) work, Design Options Analysis (DOA), management plans, and transit Alternatives Analysis (AA).

**Ramp meter or metering** – A traffic signal used to regulate the flow of vehicles entering the freeway. Ramp meters smooth the merging process resulting in increased freeway speeds and reduced crashes. Ramp meters can be automatically adjusted based on traffic conditions

**2040 Regional Centers** – Compact, specifically-defined areas where higher density growth and a mix of intensive residential and commercial land uses exists or is planned. Regional centers are to be supported by an efficient, transit-oriented, multi-modal

transportation system. Examples include traditional centers, such as downtown Gresham, and new centers such as Gateway and Clackamas Town Center.

**Regional Freight network** – Applies the regional freight concept on the ground to identify the transportation networks and freight facilities that serve the region and state’s freight mobility needs.

**Regional Transportation Plan (RTP)** – A long-range transportation plan for the metropolitan planning area covering a planning horizon of at least 20 years. Usually RTPs are updated every five years through the metropolitan transportation planning process. The plan identifies and analyzes transportation needs of the metropolitan region and creates a framework for project priorities.

**Regional transportation system** – The regional transportation system is identified on the regional transportation system maps in the Regional Transportation Plan. The system is limited to facilities of regional significance generally including regional arterials and throughways, high capacity transit and regional transit systems, regional multi-use trails with a transportation function, bicycle and pedestrian facilities that are located on or connect directly to other elements of the regional transportation system, air and marine terminals, as well as regional pipeline and rail systems.

**Regionally Significant Industrial Area (RSIA)** – 2040 land use designation; RSIA’s are shown on Metro’s 2040 map. Industrial activities and freight movement are prioritized in these areas.

**Reliability** – This term refers to consistency or dependability in travel times, as measured from day to day and/or across different times of day. Variability in travel times means travelers must plan extra time for a trip.

**Reload facility** – An intermediary facility where freight is reloaded from one land-based mode to another.

**Roadway connectors** – Roads that connect other freight facilities, industrial areas, and 2040 centers to a main roadway route.

**Single-occupancy vehicle (SOV)** – Motor vehicles occupied by the driver only.

**Stakeholders** – Individuals and organizations with an interest in or who are affected by the transportation planning process, including federal, state, regional and local officials and jurisdictions, institutions, community groups, transit operators, freight companies, shippers, non-governmental organizations, advocacy groups, the general public, and people who have traditionally been underrepresented.

**State Highways** – In Oregon, is a network of roads that are owned and maintained by the Highway Division of the Oregon Department of Transportation (ODOT), including Oregon’s portion of the Interstate Highway System.

**State Transportation Improvement Program** – The funding and scheduling document for major street, highway and transit projects in Oregon for a four-year period. The document is produced by ODOT, consistent with the Oregon Transportation Plan (the statewide transportation plan) and planning processes as well as metropolitan transportation plans, MTIPs, and processes.

**Street** – A generally gravel or concrete- or asphalt-surfaced facility. The term collectively refers to arterial, collector and local streets that are located in 2040 mixed-use corridors, industrial areas, employment areas and neighborhoods. While the focus for streets has been on motor vehicle traffic, they are designed as multi-modal facilities that accommodate bicycles, pedestrians and transit, with an emphasis on vehicle mobility and special pedestrian infrastructure on transit streets.

**Sustainable** – A method of using a resource such that the resource is not depleted or permanently damaged.

**Sustainability** – Using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can meet future needs, from the joint perspective of environmental, economic and community objectives. This definition of sustainability is from the 2006 Oregon Transportation Plan and ORS 184.421(4). The 2001 Oregon Sustainability Act and 2007 Oregon Business Plan maintain that these principles of sustainability can stimulate innovation, advance global competitiveness and improve quality of life in communities throughout the state.

**System management** – A set of strategies for increasing travel flow on existing facilities through improvements such as ramp metering, traffic signal synchronization and access management.

**Target** – A numerical goal or stated direction to be achieved for which quantifiable or directional targets may be set, assigning a value to what the RTP is trying to achieve. Targets are expressed in quantitative terms and provide an important measure of progress toward achieving different goals within a timeframe specified for it to be achieved.

**Throughways** – Limited-access facilities that serve longer-distance motor vehicle and freight trips, providing for interstate, intrastate and cross-regional travel. Throughways are classified as a principal arterial and connect major activity centers within the region to one another and to destinations outside the region.

**Traffic** – Movement of motorized vehicles, non-motorized vehicles and pedestrians on transportation facilities. Often traffic levels are expressed as the number of units moving over or through a particular location during a specific time period.

**Traffic incident management** – Planned and coordinated processes followed by state and local agencies to detect, respond to, and remove traffic incidents quickly and safely in order to keep highways flowing efficiently.

**Traffic management** – Strategies that improve transportation system operations and efficiency, including ramp metering, active traffic management, traffic signal coordination and real-time traveler information regarding traffic conditions, incidents, delays, travel times, alternate routes, weather conditions, construction, or special events.

**Traffic signal progression** – A process by which a number of traffic signals are synchronized to create the efficient progression of vehicles.

**Transportation demand** – The quantity of transportation services desired by users of the transportation system.

**Transportation demand management (TDM)** – The application of a set of strategies that affect when, where and how much people travel in order to make more efficient use of transportation infrastructure and services. Strategies include offering other modes of travel such as walking, bicycling, ride-sharing and vanpool programs, car sharing, education such as individualized marketing, policies, regulations and other combinations of incentives and disincentives that are intended to reduce drive alone vehicle trips on the transportation network.

**Transportation Improvement Program (TIP)** – The 4-year, specific multimodal program of regional transportation improvements for highways, transit and other travel modes. The TIP consists of projects drawn from the Regional Transportation Plan financially constrained system as well as local plans and programs.

**Transportation system** – Various transportation modes or facilities (aviation, bicycle and pedestrian, throughway, street, pipeline, transit, rail, water transport) serving as a single unit or system.

**Transportation system management (TSM)** – A set of strategies for increasing travel flow on existing facilities through improvements such as ramp metering, traffic signal synchronization, incident response and access management.

**Transportation system plan (TSP)** – The transportation element of the comprehensive plan for one or more transportation facilities that is planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and between geographic and jurisdictional areas. The TSP supports the development patterns and land uses contained in adopted community plans. The TSP includes a comprehensive analysis and identification of transportation needs associated with adopted land use plans. The TSP complies with Oregon's Transportation Planning Rule, as described in statewide Planning Goal 12.

**Travel time** – The measure of time that it takes to reach another place in the region from a given point for a given mode of transportation. Stable travel times are a sign of an efficient transportation system that reliably moves people and goods through the region.

**Travel time reliability** – This term refers to consistency or dependability in travel times, as measured from day to day and/or across different times of day. Variability in travel times means travelers must plan extra time for a trip.

**Trip** – A one-way movement of a person or vehicle between two points. A person who leaves home on one vehicle, transfers to a second vehicle to arrive at a destination, leaves the destination on a third vehicle and has to transfer to yet another vehicle to complete the journey home has made four unlinked passenger trips.

**Truck terminal** – A facility that serves as a primary gateway for commodities entering or leaving the metropolitan area by road.

**Urban Growth Boundary** – The politically defined boundary around an urban area beyond which no urban improvements may occur. In Oregon, UGBs are defined so as to accommodate projected population and employment growth within a 20-year planning horizon. A formal process has been established for periodically reviewing and updating the UGB so that it meets forecasted population and employment growth.

**Volume-to-capacity (v/c) ratio** – This is a measure of potential roadway capacity. A ratio expressing the relationship between the existing or anticipated volume of traffic on a roadway and the designed capacity of the facility. V/C standards set ratios as a minimum operating standard. Deficiencies can be addressed by lowering traffic volumes through demand management, transit, etc. or by increasing capacity through access management, signal timing, adding lanes, etc., or a combination of methods.

**Vehicle Miles Traveled (VMT)** – A measurement of the total miles traveled by all vehicles for a specified time period. For purposes of this definition, "vehicles" include automobiles, light trucks, and other similar vehicles used for the movement of people. The definition does not include buses, heavy trucks and trips that involve commercial movement of goods. For regional planning purposes, VMT generally includes trips with an origin and a destination within the MPA boundary and excludes pass through trips (i.e., trips with a beginning and end point outside of the MPA) and external trips (i.e., trips with a beginning or end point outside of the MPA boundary). VMT is often estimated prospectively through the use of metropolitan area transportation models.



## APPENDICIES





Projects are listed alphabetically by County and nominating agency



RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Freight	Clackamas County	Milwaukie	Milwaukie	11624	Local Street Improvements in Tacoma Station Area	Location-specific	Location-specific	Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr, and Mailwell Dr. (TSAP)  Street improvements will improve connectivity to equity priority areas.	\$ 5,600,000	2028-2040	No
Freight	Clackamas County	West Linn	TBD	12090	Willamette Falls Locks Repair Project	Willamette Falls Locks	Willamette Falls Locks	Capital improvements needed to repair and reopen the Willamette Falls Locks to support freight transportation, tourism and recreation activities. The project includes structural and electrical repairs, seismic upgrades, and other elements.	\$ 20,000,000	2028-2040	Yes
Freight	Clackamas County	Wilsonville	Wilsonville	11764	Boones Ferry Road Extension	Commerce Circle	Ridder Road	Construct 3-lane section with bike lanes and sidewalk	\$ 2,100,000	2028-2040	Yes
Freight	Multnomah County	Gresham	Gresham	10446	181st @ Burnside: Optimize Intersection, Improve Transit Design	181st/Burnside	181st/Burnside	Optimize intersection operation. Transit/Enhanced Transit Corridor supportive project.	\$ 1,000,000	2018-2027	Yes
Freight	Multnomah County	Gresham	Gresham	10445	181st @ Glisan: Intersection Improvements	181st/Glisan	181st/Glisan	Optimize intersection w/signal upgrades and turn radii improvements.	\$ 1,107,505	2018-2027	Yes
Freight	Multnomah County	Gresham	Gresham	10495	181st @ Halsey: Improve Intersection w/Turn Lanes	Halsey St.	Halsey St.	add 2nd LT lane to N & S legs, add RT lane to EB WB SB.	\$ 1,089,615	2018-2027	Yes
Freight	Multnomah County	Gresham	Gresham	10496	181st @ I-84: Study Freight Mobility and Transit Design Improvements	181st/I-84	181st/I-84	Freight mobility improvements subject to refinement study. Transit/Enhanced Transit Corridor supportive project.	\$ 1,000,000	2028-2040	Yes
Freight	Multnomah County	Multnomah County	Multnomah County	10394	Replace RR Over-crossing on 223rd Ave.	2000' north of I-84		Reconstruct railroad bridge on 223rd Ave, 2000' north of I-84 to accommodate wider travel lanes, sidewalks and bike lanes; to address safety and reduce crashes the project will use proven safety countermeasures.	\$ 7,441,000	2018-2027	Yes
Freight	Multnomah County	Multnomah County	Multnomah County	11600	Marine Drive at 223rd	Marine Drive at 223rd	Marine Drive at 223rd	Widen to accommodate freight traffic and provide bike/ped facilities	\$ 10,630,000	2028-2040	No

**2018 RTP Freight Benefit Projects and Programs**  
 Projects are listed alphabetically by County and nominating agency



RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Freight	Multnomah County	Port of Portland	UPRR	11355	Barnes to Terminal 4 Rail	Terminal 4	Barnes Yard	Improve Rail Access to Terminal 4.	\$ 4,543,000	2018-2027	Yes
Freight	Multnomah County	Port of Portland	UPRR	11652	Bonneville Rail Yard Build Out	Bonneville Rail Yard	Bonneville Rail Yard	Construct two interior yard tracks at Bonneville Yard and complete the double track lead from the wye at the east end of the yard to UP Barnes Yard.	\$ 3,826,800	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Portland	10379	Marine Dr. Improvement Phase 2	BNSF grade crossing on Marine Drive	BNSF grade crossing on Marine Drive	Construct rail overcrossing on Marine Dr.	\$ 14,503,785	2018-2027	Yes
Freight	Multnomah County	Port of Portland	UPRR	11653	Ramsey Yard Utilization	Columbia Slough	Bonneville Yard	Connect the existing set out track along the west side of the main lead with the industrial lead near the south end to provide a location to store a unit train.	\$ 1,807,100	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Portland	11659	Rivergate Blvd. Overcrossing	N. Lombard	Time Oil Road	Relieve a congestion point in Rivergate Industrial Area, improve rail access to Terminal 5.	\$ 22,263,790	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	10363	SW Quad Access	NE 33rd Ave.	SW Quad	Provide street access from 33rd Ave. into SW Quad.	\$ 6,290,303	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	11649	T2 Redevelopment	Terminal 2	Terminal 2	Construct rail, rail scale, and crane modernization.	\$ 4,783,500	2018-2027	Yes
Freight	Multnomah County	Port of Portland	UPRR	11651	T2 Track Reconfiguration and Siding	Terminal 2	Terminal 2	Construct rail loops and support siding.	\$ 9,460,700	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	11208	T4 Modernization	Terminal 4	Terminal 4	Renovate operation areas at T4 to create intermodal processing areas. Rail spur relocation and expansion, grain elevator demolition, wharf removal	\$ 15,845,078	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	11207	T6 Modernization	Terminal 6	Terminal 6	Provide improvements to container terminal including crane electronics and stormwater improvements.	\$ 8,504,000	2028-2040	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	11306	T6 Second Entrance from Marine Drive	N. Bybee Lake Rd.	N. Pacific Gateway	Construct 2nd entrance from Marine Drive and internal rail overcrossing to Terminal 6. i.	\$ 12,756,000	2028-2040	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	11307	T6 Suttle Road entrance	Terminus of N. Suttle Road	Terminal 6	Access to the east end of Terminal 6 off the terminus of Suttle Road.	\$ 3,189,000	2028-2040	Yes
Freight	Multnomah County	Port of Portland	BNSF	11357	Terminal 6 Rail Support Yard Improvements	Terminal 6	Terminal 6	Increase Terminal 6 rail capacity.	\$ 10,630,000	2018-2027	Yes
Freight	Multnomah County	Port of Portland	Port of Portland	11654	Time Oil Road Reconstruction	Lombard	Rivergate Boulevard	Reconstruct Time Oil Road	\$ 9,567,000	2028-2040	Yes

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Freight	Multnomah County	Port of Portland	Troutdale	11743	Troutdale Airport Master Plan Transportation Improvements	Sundial Road	Swigert Way/Graham Road	Implement transportation improvements developed as part of the Troutdale Airport Master Plan	\$ 5,000,000	2018-2027	Yes
Freight	Multnomah County	Port of Portland	BNSF	11952	Columbia River Rail Bridge Improvements	Columbia River Rail Bridge	Columbia River Rail Bridge	Replace Existing swing span with lift span and relocate position to mid-river channel.	\$ 35,548,800	2028-2040	No
Freight	Multnomah County	Port of Portland	Portland	11309	Cully Blvd. Grade separation	Columbia	Lombard	Construct roadway overcrossing at NE Cully Blvd. over Kenton line.	\$ 37,205,000	2028-2040	No
Freight	Multnomah County	Port of Portland	BNSF	11949	North Portland Junction: Undoing the "X"	UPRR Peninsula Junction	North Portland Junction	Eliminate the at-grade crossing of UPRR and BNSF tracks at North Portland Junction.	\$ 33,598,000	2028-2040	No
Freight	Multnomah County	Port of Portland	BNSF	11955	Railroad Bridge and Track Improvements	Columbia Slough Rail Bridge	Columbia River Rail Bridge	Improve rail track conditions on approaches to Willamette River and Columbia River bridges to increase railroad speed and capacity.	\$ 10,751,000	2028-2040	No
Freight	Multnomah County	Port of Portland	Port of Portland	11956	Rivergate Columbia Slough Rail Bridge	Terminal 6	Terminal 5	Construct a rail bridge across Columbia Slough to provide rail connection to South Rivergate from Terminal 6.	\$ 10,840,000	2028-2040	No
Freight	Multnomah County	Port of Portland	UPRR	11953	Six mph Curves Railroad Improvements	Steel Bridge	Just north of Steel Bridge	Realign the curves just north of the Steel Bridge to improve rail speed and capacity.	\$ 23,600,000	2028-2040	No
Freight	Multnomah County	Port of Portland	BNSF	11353	West Hayden Island Rail Access	BNSF Rail Bridge	West Hayden Island	Advance rail-dependent development.	\$ 3,189,000	2028-2040	No
Freight	Multnomah County	Port of Portland	Port of Portland	11354	West Hayden Island Rail Yard	West Hayden Island	West Hayden Island	Advance rail development on West Hayden Island.	\$ 10,098,500	2028-2040	No
Freight	Multnomah County	Portland	Portland	10218	Burgard-Lombard Street Improvements	N Burgard St & Columbia Blvd	Burgard Viaduct	Construct roadway improvements, including pedestrian and bicycle facilities.	\$ 2,635,000	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	10375	Cathedral Park Quiet Zone	Cathedral Park UPRR Tracks, N	Cathedral Park UPRR Tracks, N	Address rail switching noise related to the Toyota operations at T-4 by improving multiple public rail crossings in the St. Johns Cathedral Park area.	\$ 8,200,000	2018-2027	Yes

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Freight	Multnomah County	Portland	Portland	11841	Central Eastside Access and Circulation Improvements	Central Eastside	Central Eastside	Improve access and circulation in the Central Eastside by adding new signals and crossings at Hawthorne & Clay ramp, Salmon & Grand, Salmon & MLK, Washington & Grand, Washington & MLK, Ankeny & Sandy, 16th & Irving, and modifying signals at Stark & Grand, Clay & Grand, and Mill & MLK.	\$ 5,205,879	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	10331	Columbia Blvd / Railroad Bridge Replacement	N Columbia Blvd over BNSF railroad	N Columbia Blvd over BNSF railroad	Replace the existing fracture critical Columbia Blvd bridge (#078) over railroad tracks with a new structure, and perform seismic upgrades on parallel bridge (#078A).	\$ 4,000,000	2028-2040	Yes
Freight	Multnomah County	Portland	Portland	10376	Columbia Blvd Freight Improvements: Design/Construction	NE 60th Ave.	NE 82nd Ave.	Construct street and intersection modifications to improve freight reliability and access to industrial properties.	\$ 14,000,000	2028-2040	Yes
Freight	Multnomah County	Portland	Portland	12004	Columbia Blvd Freight Improvements: Project Development	NE 60th Ave	NE 82nd Ave	Alternatives analysis and project development to identify preferred street and intersection modifications to improve freight reliability and access to industrial properties.	\$ 1,000,000	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	11800	Columbia Blvd Pedestrian Overpass Replacement	N Columbia Blvd west of N Midway Ave	N Columbia Blvd west of N Midway Ave	Replace the pedestrian overpass near George Middle School with either an at-grade crossing or a higher overpass to enable the use of Columbia Blvd as an over-dimensional freight route.	\$ 3,000,000	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	11801	Columbia Blvd Railroad Undercrossing Improvement	N Columbia Blvd at railroad bridge near I-5	N Columbia Blvd at railroad bridge near I-5	Lower the Columbia Blvd undercrossing at the UP Railroad Bridge just west of I-5 to enable the use of Columbia Blvd as an over-dimensional freight route.	\$ 3,000,000	2028-2040	Yes

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Freight	Multnomah County	Portland	Portland	11570	Columbia/Alderwood Intersection Improvements	NE Columbia Blvd & Alderwood Rd	Columbia/Alderwood	Improve intersection and install traffic signal at Columbia & Alderwood.	\$ 5,050,654	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	10340	Cornfoot Rd Corridor Improvements	NE 47th Ave	NE Alderwood Rd	Improve roadway and intersections to improve freight operations. Construct a multi-use path on the north side of Cornfoot Rd to separate pedestrians and bicyclists from motor vehicle traffic. Install guardrails where needed.	\$ 7,000,000	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	10337	Marine Dr & 33rd Intersection Improvements	Marine Dr & 33rd Ave, NE	Marine Dr & 33rd Ave, NE	Signalize intersection to improve freight operations.	\$ 1,000,000	2018-2027	Yes
Freight	Multnomah County	Portland	ODOT	11802	N Portland Rd over Columbia Slough Bridge Replacement	N. Portland Rd at Columbia Slough	N. Portland Rd at Columbia Slough	Replace the weight-restricted N. Portland Road bridge over the Columbia Slough to enable the use of N. Portland Road as an over-dimensional freight route and include a connection for the Columbia Slough Trail.	\$ 7,500,000	2028-2040	Yes
Freight	Multnomah County	Portland	Portland	11568	St. Johns Truck Strategy Phase II	Columbia	Lombard	Address pedestrian safety, bicycle safety and neighborhood livability impacts associated with cut-through truck traffic on N St Louis Ave and N Fessenden St. Construct pedestrian crossing safety and traffic calming improvements, such as curb extensions and median islands, as outlined in the St Johns Truck Strategy Phase II.	\$ 4,000,000	2018-2027	Yes
Freight	Multnomah County	Portland	Portland	11799	Suttle Rd Freight Street Improvements	N Portland Rd	T6	Improve Suttle Rd to meet Freight District Street standards, separate rail and truck movements, provide pedestrian access to nearby bus line, and enable future T6 entrance Port project.	\$ 9,000,000	2018-2027	Yes

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Freight	Multnomah County	Portland	Portland	11871	Going/Greeley Interchange Improvements	N Going/Greeley	N Going/Greeley	Redesign Going/Greeley interchange including climbing lane on Going to improve truck movement between Swan Island, Lower Albina, and I-5.	\$ 16,750,000	2028-2040	No
Freight	Multnomah County	Portland	Portland	10244	Kittridge Bridge Seismic Retrofit	NW Kittridge/Yeon Bridge	NW Kittridge/Yeon Bridge	Retrofit existing seismically vulnerable bridge (#010) across railroad tracks to ensure emergency response and access to petroleum supplies located along the Willamette River in the event of an earthquake.	\$ 15,249,213	2028-2040	No
Freight	Washington County	Wilsonville	Washington County	10588	Grahams Ferry Road Improvements	Day Road	Washington/Clackamas County line	Widen Grahams Ferry Road to 3 lanes, add bike/pedestrian connections to regional trail system and fix (project development only) undersized railroad overcrossing.	\$ 13,200,000	2028-2040	Yes
Roads and Bridges	Clackamas County	Clackamas County	Clackamas County	11514	82nd Drive/Strawberry Lane Intersection	82nd Dr/Strawberry Lane intersection	N/A	Improve safety at a key intersection on a high crash corridor by implementing proven safety counter measures, installing a traffic signal and turn lanes on eastbound and northbound approaches, improve ADA accessibility as necessary.	\$ 1,520,870	2028-2040	Yes
Roads and Bridges	Clackamas County	Clackamas County	Clackamas County	10002	Johnson Creek Blvd. Improvements	55th Ave	82nd Ave.	Implement proven safety counter measures and widen to 3 lanes with bikeways and pedestrian facilities from 55th Ave to 82nd Ave to improve safety, improving freight access to industrial area and increasing accessibility for historically marginalized communities.	\$ 14,237,510	2028-2040	Yes

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Roads and Bridges	Clackamas County	Clackamas County	Clackamas County	11763	Johnson Creek Blvd/79th Ave Intersection (TSAP)	80th Place	79th Ave	Construct new signalized intersection at the intersection of Johnson Creek Blvd and either 79th Ave or 80th Place and implement proven safety counter measures at high injury location identified in county Transportation Safety Action Plan, including bike/ped and ADA accessibility improvements as necessary.	\$ 2,200,000	2018-2027	Yes
Roads and Bridges	Clackamas County	Clackamas County	Clackamas County	10023	82nd Dr. Improvements	Hwy 212	Strawberry Lane Intersection	Improve safety by implementing proven safety counter measures on known high crash corridor, widening to a consistent 4 lane cross section and include bike/ped improvement and ADA accessibility improvements as necessary. Not including intersection improvements at Strawberry Lane.	\$ 18,521,712	2028-2040	No
Roads and Bridges	Clackamas County	Clackamas County	ODOT	10001	Johnson Creek Blvd. Interchange Improvements	JCB/I-205 interchange	N/A	Increase safety at interchange by implementing proven safety counter measures, and improve interchange operations by adding a loop ramp and northbound on-ramp; realign southbound off-ramp and install dual right-turn lanes.	\$ 10,417,400	2028-2040	No
Roads and Bridges	Clackamas County	Happy Valley	Clackamas County	10041	162nd Ave. Extension South Phase 1	Rock Creek Blvd.	Hwy. 212	Extend 162nd Ave from Rock Creek Blvd to Hwy-212; construct new, 3 lane roadway with continuous left turn lane, sidewalks, bike lanes, intersection improvements at Hwy. 212/162nd on all four approaches. Project terminates at industrial employment sector. In addition, will improve safety on a High Injury Corridor.	\$ 5,315,000	2018-2027	Yes

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Roads and Bridges	Clackamas County	Happy Valley	Clackamas County	10033	172nd Ave & 190th Connector (Phase 1 - Design)	Clatsop	Sunnyside Rd.	Phase 1 design work to widen 172nd to 5 lanes; construct connector between 172nd and 190th Ave using adopted alignment; project includes bike lanes, sidewalks and continuous left turn lane; last connector in n/s freight route alternative to I-205 between I-84 and Hwy-212.	\$ 4,000,000	2018-2027	Yes
Roads and Bridges	Clackamas County	Happy Valley	Happy Valley	11135	Rock Creek Blvd. improvements	Hwy. 212/224 (planned Sunrise Corridor Rock Creek Interchange)	177th Ave.	Construct new 5 lane road from Sunrise Corridor. Rock Creek interchange to 162nd Ave; Widen existing alignment of Rock Creek Blvd to five lanes from 162nd to 177th Ave. Facility improvements include continuous left turn lane, sidewalks, bike lanes and traffic signals. In addition, will improve safety on a High Injury Corridor.	\$ 23,673,010	2018-2027	Yes
Roads and Bridges	Clackamas County	Happy Valley	Clackamas County	12071	172nd Ave. & 190th Connector (Phase 2 - Construction)	Clatsop Street	Sunnyside Road	Public right-of-way acquisition and construction work to widen 172nd to 5 lanes; construct connector between 172nd and 190th Ave using adopted alignment; project includes bike lanes, sidewalks and continuous left turn lane; last connector in n/s freight route alternative to I-205 between I-84 and Hwy-212	\$ 35,841,240	2028-2040	No



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Roads and Bridges	Clackamas County	Milwaukie	ODOT	11537	Group 4--Pedestrian Improvements at Hwy 224	Harrison St	Freeman Way	<ul style="list-style-type: none"> <li>Intersection Improvements at Hwy 224/37th Ave = Consolidate the two northern legs of 37th Ave and International Way into one leg at Hwy 224.</li> <li>Intersection Improvements at Hwy 224/Oak St = Add left-turn lanes and protected signal phasing on Oak St approaches.</li> <li>Study of Pedestrian Crossings on Hwy 224 = Examine alternatives for improving pedestrian crossings at five intersections along Hwy 224 (Harrison St, Monroe St, Oak St, 37th Ave, Freeman Way).</li> <li>Intersection Improvements at Hwy 224/Oak St, Hwy 224/37th Ave, Hwy 224/Freeman Way, Hwy 224/Harrison St, Hwy 224/Monroe St = Improve pedestrian crossings.</li> <li>Hwy 224 Crossing Improvements at Oak and Washington St = Improve intersection crossing safety for bicyclists at Washington St and Oak St.</li> <li>Intersection Improvements at Harrison St and Hwy 224 = Add left-turn lanes and protected signal phasing on Harrison St approaches.</li> </ul>	\$ 3,100,000	2028-2040	Yes
Roads and Bridges	Clackamas County	Milwaukie	Milwaukie	10000	Linwood/Harmony Rd./Lake Rd. Intersection	Railroad Ave / Linwood Ave / Harmony Rd Intersection	Railroad Ave / Linwood Ave / Harmony Rd Intersection	<p>Railroad crossing and intersection improvements based on further study of intersection operations including bikeways and pedestrian facilities to be undertaken jointly by the City of Milwaukie and the County</p>	\$ 21,300,000	2028-2040	Yes

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Roads and Bridges	Clackamas County	Milwaukie	ODOT	11623	Group 11--Intersection Improvements in North Industrial Area	Ochoco St	Harrison St	Signage and Intersection Improvements at McLoughlin Blvd and Ochoco St = Establish signage for trucks and improve intersection. (TSAP) Intersection Improvements at McLoughlin Blvd and 17th Ave = Prohibit left-turn movement from 17th Ave to northbound McLoughlin Blvd and include in Hwy 224 & Hwy 99E Refinement Plan. Intersection Improvements at Main St and Mailwell Dr = Upgrade intersection turning radii to better accommodate freight movements. Projects will improve freight mobility in an equity priority area.	\$ 2,300,000	2028-2040	No
Roads and Bridges	Clackamas County	Oregon City	ODOT	10144	Hwy 99E & I-205 SB Interchange Access	Dunes Drive	I-205 SB Ramp Terminus	Dual left turn lanes on 99E approach to SB I-205 ramp, ramp widening to accommodate approach. (Closely related to TSP D75, D76 but not actually these projects)	\$ 2,650,000	2018-2027	Yes
Roads and Bridges	Clackamas County	Oregon City	Oregon City	11544	Meyers Road Extension (West)	OR 213	High School Avenue	Construct new 3 lane roadway, sidewalks, buffered bike lanes, WB right turn lane and center turn lanes to serve adjacent Clackamas Community College & underdeveloped industrial properties. (TSP D46)	\$ 4,500,000	2018-2027	Yes
Roads and Bridges	Clackamas County	Oregon City	ODOT	10119	OR 213 & Redland, Phase 2	Redland Road	Redland Road Undercrossing	Add third through lane in both northbound & southbound directions. This is Phase 2 of the completed Jughandle Project. (TSP D79)	\$ 9,800,000	2028-2040	Yes
Roads and Bridges	Clackamas County	Oregon City	ODOT	10140	OR 213 Widening	Clackamas Community College	Conway Drive	Add one Southbound through lane and one Northbound through lane, bike lanes, and sidewalks. (TSP D77, W31)	\$ 5,200,000	2028-2040	Yes

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Roads and Bridges	Clackamas County	Oregon City	ODOT	11891	OR 99E & I-205 NB Interchange Access	I-205 SB Ramp Terminus	I-205 NB Ramp Terminus	Dual left turn lanes on 99E approach to NB I-205 ramp, ramp widening to accommodate approach, dual left turn lanes from off-ramp on to Hwy 99E SB, signal modifications. (Closely related to TSP D75, D76 but not actually these projects)	\$ 2,650,000	2018-2027	Yes
Roads and Bridges	Clackamas County	Wilsonville	ODOT	11765	Boones Ferry Road Urban Upgrade Phase 1	Ridder Road	Boeckman Road	Widen to 3 lanes and construct bike lanes and sidewalks. Existing road has had two serious injuries. Project will create left turn pockets to reduce minor crashes. Complete sidewalk will remove pedestrian conflict from roadway.	\$ 5,900,000	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10454	181st - Glisan to Yamhill: Complete Buildout w/Boulevard Design	Glisan	Yamhill	Complete boulevard design improvements.	\$ 12,160,785	2018-2027	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	11682	181st - Stark to I-84: Rockwood Safety Corridor (Enhance Safety)	I-84	Stark	Safety corridor: 181st/Rockwood (I-84 - Stark)	\$ 2,019,700	2018-2027	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10497	181st @ Stark and Sandy Intersections: Add Turn Lanes	Sandy	Stark	At Sandy: Northbound right turn, 2nd westbound left turn. Overlap eastbound right turn. At Stark, add 2nd left turn lane on east and west legs.	\$ 2,003,107	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10498	182nd - Powell and Division Intersections: Add Turn Lanes and Transit Supportive Design	181st at Division	181st at Powell	At Division: add second westbound left turn lane (TIF P1). At Powell, add northbound and southbound double left turn lanes (TIF P2 and TSP8). At Powell add SB and NB lanes. Corridor supportive project.	\$ 1,788,678	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10533	190th - 30th to Cheldelin: Complete Buildout	30th	Cheldelin	Improve existing road to major arterial standards, signalize 190th @ Giese, Butler, Richey, Cheldelin.	\$ 30,448,832	2018-2027	Yes

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Roads and Bridges	Multnomah County	Gresham	Gresham	10431	190th/Highland - 11th to 30th: Complete Buildout	200' south of SW 11th	30th	Reconstruct and widen street to five lanes with sidewalks and bike lanes. Widen and determine the appropriate cross-section for Highland Drive and Pleasant View Drive from Powell Boulevard to 190th Ave.	\$ 20,884,252	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10473	223rd @ Stark: Add Turn Lanes	223rd at Stark	223rd at Stark	Add EB and NB RT lanes and 2nd NB and SB LT lanes.	\$ 5,500,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10503	Burnside @ Powell: Eliminate Turn Lanes	Powell	Powell	At Powell: eliminate EB and WB left turn lanes.	\$ 1,000,000	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10417	Hogan - Palmquist to Rugg: Complete Buildout (to arterial standards)	Palmquist	Rugg Rd.	Complete project development and construct new principal arterial connection with multi-use path.	\$ 36,152,117	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10512	Hogan - Powell to Burnside: Boulevard Design + Intersection Improvements	Powell	Burnside	Improve to boulevard standards with center median, planter strip, and new sidewalk. Intersection improvements at Burnside and Powell. Multi-use path on west side from Wy'East Way path end to Powell Blvd. Bike lane east side between Powell and Burnside.	\$ 9,289,906	2018-2027	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10527	Hogan - Powell to Palmquist: Complete Buildout	Powell	Palmquist	Improve to arterial standards.	\$ 13,228,630	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10511	Hogan @ Stark: Add Turn Lanes	Stark	Stark	Add right turn lanes on all approaches and second northbound and southbound left turns.	\$ 3,500,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	11687	Powell @ Eastman: Left Turn Lane Addition	Powell at Eastman	Powell at Eastman	Powell and Eastman (add an additional southbound left turn)	\$ 1,000,000	2028-2040	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10443	Sandy - 181st to 202nd: Multimodal Improvements	181st Ave.	202nd	Widens Sandy Blvd. to 5 lanes and adds new sidewalk, multi-use path, bike lanes from 181st to 202nd Ave.	\$ 5,000,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Gresham	Gresham	10493	181st - I-84 to Sandy: Widening (New SB Lane, Widen RR Crossing)	Sandy	I-84	Add southbound aux lane & widen RR overcrossing.	\$ 1,000,000	2028-2040	No

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Roads and Bridges	Multnomah County	Gresham	Gresham	10434	Burnside - 212th to Hogan: Complete Boulevard Design	Wallula	Hogan	Complete boulevard design improvements on Burnside from Wallula/212 to Hogan. Improve intersection of Burnside at Division by adding eastbound RT and signal, and also improve the intersection of Burnside and Hogan.	\$ 34,595,974	2028-2040	No
Roads and Bridges	Multnomah County	Gresham	Gresham	10416	Hogan - Stark to Burnside: Complete Buildout (Initial Phase)	Stark	Burnside	Interim capacity improvements and access controls.	\$ 20,346,310	2028-2040	No
Roads and Bridges	Multnomah County	Gresham	Gresham	10430	Orient - South City limits to Kane Dr: Complete Buildout	South City Limits	Kane Dr	Upgrades to arterial 4 lane standards.	\$ 9,567,000	2028-2040	No
Roads and Bridges	Multnomah County	Multnomah County	Multnomah County	10386	Gilsan St. Multi-modal Improvements	202nd Ave./Gresham-Fairview Trail	207th Ave./Salish Ponds Natural Area	Reconstruct Gilsan Street to provide multimodal connection between Gresham-Fairview Trail and Salish Ponds Natural Area. Include bike lanes, sidewalks, two travel lanes in each direction, and on-street parking. 4 lanes. Design green-street treatment for drainage improvements, including Fairview Creek culvert replacement. South side of Gilsan St is in Gresham, north is City of Fairview. To address safety and reduce crashes the project will use proven safety countermeasures	\$ 12,224,500	2028-2040	Yes
Roads and Bridges	Multnomah County	Multnomah County	Multnomah County	11373	NE 238th Drive Freight and Multimodal Improvements	Halsey St.	Gilsan St	Construct southbound travel lanes with passing lane and northbound travel lane. Add bike and pedestrian facilities on both northbound and southbound sides; to address safety and reduce crashes the project will use proven safety countermeasures.	\$ 9,567,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Multnomah County	Multnomah County	10401	Reconstruct Marine Dr.	Interlachen	I-84	Reconstruct Marine Drive between Intelachen and the frontage roads in Troutdale.	\$ 14,882,000	2028-2040	Yes

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Roads and Bridges	Multnomah County	Multnomah County	Multnomah County	10399	Reconstruct Sandy Blvd.	201st Ave.	230th	Reconstruct Sandy Blvd to minor arterial standards with bike lanes, sidewalks and drainage improvements, utilizing recommendations from TGM grant. Addition of bike lanes and sidewalks will improve safety of this area and reduce conflict among modes. To address safety and reduce crashes the project will use proven safety countermeasures	\$ 7,906,594	2018-2027	Yes
Roads and Bridges	Multnomah County	Port of Portland	Port of Portland	10362	82nd Ave./Airport Way Grade Separation	82nd Avenue/Airport Way Intersection	82nd Avenue/Airport Way intersection	Grade-separate Eastbound Airport Way over 82nd Avenue.	\$ 75,000,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Port of Portland	Port of Portland	10358	Airport Way Terminal Entrance Roadway Relocation	PDX Terminal Area	PDX Terminal Area	Modify Airport Way at Terminal entrance to direct to efficiently route drivers to intended destinations.	\$ 13,625,534	2018-2027	Yes
Roads and Bridges	Multnomah County	Port of Portland	Portland	11951	Columbia Boulevard Rail Overcrossing	Columbia Boulevard at Penn Junction	Columbia Boulevard at Penn Junction	Grade separate Columbia Blvd. at Penn Junction to eliminate three at-grade crossings.	\$ 28,995,000	2028-2040	No
Roads and Bridges	Multnomah County	Portland	Portland	10336	Columbia & Cully Intersection Improvements	NE Cully Blvd & Columbia Blvd	NE Cully Blvd & Columbia Blvd	Reconstruct intersection to provide signalization, left turn pockets, enhancing turning radii and improving circulation for trucks serving expanding air cargo facilities south of Portland.	\$ 5,000,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Portland	Portland	10208	Columbia/MLK intersection Improvements, Phase 1	Columbia/MLK	Columbia/MLK	Intersection and signalization improvements with right turn lane.	\$ 4,050,187	2018-2027	Yes

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Roads and Bridges	Multnomah County	Portland	Portland	10242	Interstate-Larrabee Overpass	N Interstate/Larrabee Bridge	N Interstate/Larrabee Bridge	Remove the existing weight-restricted, low-clearance, poor-condition Interstate to Larrabee southbound flyover ramp (Bridge #153) and replace with a new overpass including a multi-use path to connect the future N Portland Greenway Trail to the Broadway Bridge. Assess the costs and benefits of providing vehicle access on the new structure as part of project development.	\$ 5,000,000	2028-2040	Yes
Roads and Bridges	Multnomah County	Portland	Portland	11807	NE 33rd Ave Bridge Replacement	33rd Ave, NE (over railroad tracks and Columbia Blvd)	33rd Ave, NE (over railroad tracks and Columbia Blvd)	Replace the existing seismically vulnerable 33rd Ave bridge (#009) over railroad tracks and provide pedestrian and bicycle facilities on the new structure. Improve and signalize the intersection of 33rd & Columbia, and remove the seismically vulnerable, fracture critical ramp over Columbia (#009A). Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 9,200,433	2028-2040	Yes
Roads and Bridges	Multnomah County	Portland	Portland	10335	NE 42nd/47th Ave Bridge & Corridor Improvements	NE Killingsworth St	NE Columbia Blvd	Replace the weight-restricted NE 42nd Ave Bridge (#075) over NE Portland Hwy and the adjacent railway, and add pedestrian and bicycle facilities to the bridge and the roadway from Killingsworth to Columbia. This project will remove the weight restriction, improve vertical clearance for over-dimensional freight, and provide pedestrian and bicycle facilities.	\$ 12,000,000	2018-2027	Yes

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Roads and Bridges	Multnomah County	Portland	Portland	10290	Outer Division Corridor Safety Improvements	SE 82nd Ave	City Limits	Design and implement multimodal corridor improvements including pedestrian lighting, new and enhanced crossings, new or modified signals, transit stop upgrades, enhanced bicycle facilities, access management, and roadway design changes to improve traffic safety.	\$ 2,000,000	2018-2027	Yes
Roads and Bridges	Multnomah County	Portland	ODOT	10235	Ross Island Bridgehead Improvements	SW Naito Parkway	SW Barbur	Reconstruct Naito Pkwy as two-lane road w/bike lanes, sidewalks, left turn pockets, & on-street parking. Includes realignment/regrading at intersecting streets; removal of Barbur tunnel, Ross Is Br ramps, Arthur/Kelly viaduct & Grover ped bridge. This project will be coordinated with ODOT and with the Southwest Corridor Project, and will consider impacts to ODOT facilities including Naito Parkway and the Ross Island Bridge.	\$ 69,000,000	2028-2040	Yes
Roads and Bridges	Multnomah County	Portland	Portland	11793	SE Yamhill / Taylor Couplet	SE Water	SE Grand	Improve traffic safety and capacity by converting Yamhill and Taylor to couplet operation between Water and Grand Ave, including new traffic signals at Yamhill / MLK, Yamhill / Grand, and Taylor / Water. As part of the project, reconfigure the ramp from Belmont viaduct to MLK.	\$ 3,000,000	2028-2040	Yes
Roads and Bridges	Multnomah County	Portland	Portland	10237	Southern Triangle Access Improvements	Powell (12th/Ross Island Bridge)	Hawthorne Bridge (railroad mainline)	Improve vehicle access to the Southern Triangle district from eastbound Powell Blvd, and improve vehicle access from CEID to westbound Powell and southbound I-5.	\$ 4,000,000	2028-2040	Yes



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Roads and Bridges	Multnomah County	Portland	UPRR	10334	11th/13th Ave Rail Overcrossing	NE 11th Ave & NE Lombard Pl	NE 11th Ave & NE Lombard Pl	Construct roadway overcrossing at NE 11th/13th over Kenton line.	\$ 35,000,000	2028-2040	No
Roads and Bridges	Multnomah County	Portland	BNSF	11117	Willbridge Industrial Area Rail Overcrossing	NW Balboa	NW St Helens Rd	Provide an alternative crossing of the BNSF Railroad to improve connectivity and safety between US 30 and the industrial properties served by NW Front Avenue in the Willbridge area of the NW Industrial District.	\$ 23,113,022	2028-2040	No
Roads and Bridges	Washington County	Cornelius	Cornelius	10802	29th Avenue Traffic Signals and Crossing Gates	TV Hwy (OR 8)	S. Alpine St.	Install traffic signals at intersection of Hwy 8 and 29th Avenue and install crossing gates and signals at S. 29th railroad crossing between Baseline and Alpine Streets.	\$ 2,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Cornelius	Forest Grove	10795	Holladay Street Extension - West	4th Ave	Yew St.	Construct new collector.	\$ 2,657,500	2028-2040	Yes
Roads and Bridges	Washington County	Cornelius	Cornelius	10798	Davis Street Extension - West	4th Ave	7th Ave	Construct new collector.	\$ 4,130,629	2028-2040	No
Roads and Bridges	Washington County	Forest Grove	ODOT	10774	23rd Avenue Extension	OR HWY 47	24th Avenue	Intersection improvement with connections to Martin Road intersection improvement.	\$ 4,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Forest Grove	ODOT	11950	OR 47 at Purdin Road/Verboort Road Intersection Roundabout Improvement	Highway 47	Purdin Road/Verboort Road	Add a northbound right turn slip lane on the south leg of the roundabout and a southbound right turn slip lane on the south leg of the roundabout to the overall roundabout intersection.	\$ 4,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Forest Grove	ODOT	11661	OR 47/ Martin Road Intersection Improvements	OR 47	Martin Road	Construct improvement (e.g. roundabout) at Highway 47 intersection with Holladay Street extension, Martin Road and 23rd Avenue extension.	\$ 5,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Forest Grove	ODOT	10780	OR 47/ Pacific Avenue Intersection Improvements	OR 47	OR 8	Construct intersection improvement to add a west-bound left turn lane and an eastbound right turn lane.	\$ 4,000,000	2028-2040	Yes

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Roads and Bridges	Washington County	Hillsboro	Washington County	10553	209th Ave Widening and Improvements, Phase 1	TV Hwy	Kinnaman Rd	Widen roadway from two/three lanes to five lanes; improve from rural to urban standard with bike facilities and sidewalks; improve intersections and railroad crossings; new signals at Blanton and Kinnaman; project to serve South Hillsboro UGB area	\$ 22,327,000	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11906	25th Ave Extension	Evergreen Rd	Huffman St	Construct three-lane roadway with bike/ped facilities; realign intersection at Evergreen to avoid airport clear zone	\$ 4,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11905	25th Ave Turn Lanes and Bike/Ped Improvements	Cornell Rd	Griffin Oaks St	Widen roadway from two to three lanes (one through lane in each direction and center turn lane) with bike/ped facilities	\$ 4,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11388	30th Ave Construction	Evergreen Rd	Meek Rd	Construct three-lane industrial collector with bike/ped facilities	\$ 10,500,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Washington Co.	11140	Brookwood Pkwy Widening	Ihly Wy	Cornell Rd	Widen roadway to five lanes (two through lanes in each direction with left-turn lane at intersections) with bike/ped facilities	\$ 9,567,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	10831	Century Blvd Extension and Over-Crossing (North Hillsboro)	Bennett St	Wagon Wy	Construct three-lane road including US 26 overpass with bike/ped facilities; connect existing segments to provide new north-south connectivity	\$ 13,733,960	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11169	Cornell Rd & 25th Ave Intersection Improvements	N/A	N/A	Widen 25th Ave to provide double southbound left-turn lanes and second northbound through lane	\$ 6,378,000	2018-2027	Yes

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Roads and Bridges	Washington County	Hillsboro	Washington County	11170	Cornell Rd & Brookwood Pkwy and Cornell & 48th Ave Intersection Improvements	N/A	N/A	Widen Cornell to provide double left-turn lanes in both eastbound and westbound at Brookwood intersection; and double eastbound left-turn lanes at 48th	\$ 4,704,000	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Washington Co.	10836	Evergreen Rd Widening and Bike/Ped Improvements	Glencoe Rd	15th Ave	Widen roadway from three to five lanes, complete missing sidewalks, and upgrade to buffered bike lanes	\$ 5,782,720	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Washington County	11284	Farmington Rd Widening and Bike/Ped Improvements, Phase 1	185th Ave	198th Ave	Widen roadway from two to five lanes with bike/ped facilities	\$ 8,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Washington County	11285	Farmington Rd Widening and Bike/Ped Improvements, Phase 2	198th Ave	209th Ave	Widen roadway to five lanes with bike/ped facilities; new signal at 209th Ave	\$ 7,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	10821	Huffman St Extension, Phase 1	Brookwood Pkwy	Sewell Rd	Construct five-lane road with bike/ped facilities	\$ 8,387,070	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11890	Huffman St Extension, Phase 2	Sewell Rd	Jackson School Rd	Construct five-lane road with bike/ped facilities	\$ 6,500,000	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Washington County	11907	Jackson School Rd Improvements	Evergreen Rd	Storey Creek (UGB)	Improve roadway from rural to urban standard and widen to three lanes with bike/ped facilities	\$ 11,400,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11387	Meek Rd Improvements, Phase 1	Sewell Rd	Starr Blvd	Widen and improve roadway to three lanes with bike/ped facilities	\$ 6,909,500	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11910	Meek Rd Improvements, Phase 2	Jackson School Rd	Sewell Rd	Improve Meek Rd to address safety for industrial access to/from Jackson School Rd	\$ 3,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11383	New North-South Collector (North Hillsboro)	Jacobsen Rd	Schaaf Rd	Construct three-lane roadway with bike/ped facilities	\$ 2,657,500	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11147	Schaaf Rd Reconstruction	Helvetia Rd	New north-south collector	Reconstruct rural gravel road to three-lane roadway with bike/ped facilities	\$ 4,252,000	2018-2027	Yes

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Roads and Bridges	Washington County	Hillsboro	Hillsboro	10822	Starr Blvd Reconstruction and Improvements, Phase 1	Evergreen Rd	Huffman St (future extension)	Construct three-lane road with bike/ped facilities	\$ 5,315,000	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11364	Starr Blvd Reconstruction and Improvements, Phase 2	Huffman St (future extension)	Meek Rd	Construct three-lane road with bike/ped facilities	\$ 4,252,000	2018-2027	Yes
Roads and Bridges	Washington County	Hillsboro	Hillsboro	10817	Alociek Dr Gap Completion	Cornelius Pass Rd	Amberwood Dr	Complete missing segment of Alociek Dr between Cornelius Pass Rd and Amberwood Dr as three-lane road with bike lanes and sidewalks	\$ 2,126,000	2028-2040	No
Roads and Bridges	Washington County	Hillsboro	Washington County	10824	Cornell Rd Turn Lanes and Bike/Ped Improvements (Main to Arrington)	Main St	Arrington Rd	Widen roadway from four to five lanes with bike/ped facilities	\$ 9,830,624	2028-2040	No
Roads and Bridges	Washington County	Hillsboro	Washington Co.	11149	Helvetia Rd Turn Lanes and Bike/Ped Improvements	Schaaf Rd	West Union Rd	Widen roadway to three lanes (one through lane in each direction and center turn lane) with bike/ped facilities	\$ 4,252,000	2028-2040	No
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11150	Jacobson Rd Turn Lanes and Bike/Ped Improvements	Helvetia Rd	Century Blvd	Widen roadway from two to three lanes (add center turn lane); complete bike/ped facilities; reconfigure intersection with Helvetia Rd to right-in, right-out only	\$ 2,657,500	2028-2040	No
Roads and Bridges	Washington County	Hillsboro	Hillsboro	11280	Ronler Dr Extension	Cornelius Pass Rd	215th Ave	Construct three-lane extension with bike/ped facilities	\$ 1,000,000	2028-2040	No
Roads and Bridges	Washington County	Hillsboro	ODOT	11392	TV Hwy & River Rd Intersection Improvements	N/A	N/A	Construct eastbound right-turn lane and second northbound left-turn lane; modify traffic signal; improve bike and ped crossing of TV Hwy	\$ 2,126,000	2028-2040	No
Roads and Bridges	Washington County	Hillsboro	Washington Co.	11341	West Union Rd Widening and Improvements	Helvetia Rd	Cornelius Pass Rd	Widen to three lanes from Helvetia to Century, and five lanes from Century to Cornelius Pass, including bike/ped facilities along entire length	\$ 12,000,000	2028-2040	No

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Roads and Bridges	Washington County	Sherwood	Sherwood	11404	Baler Way Extension	SW Langer Farms Parkway	SW Tualatin-Sherwood Road	Extend SW Baler Way (3-lane collector) between SW Tualatin-Sherwood Road and SW Langer Farms Parkway, possibly SW Pacific Highway depending upon results of widening of SW Tualatin-Sherwood Road project by Washington County.	\$ 3,800,000	2018-2027	Yes
Roads and Bridges	Washington County	Sherwood	To be determined, ODOT	12047	Brookman Road Intersection Realignment	SW Pacific Highway	SW Brookman Road	Realigns and relocates the SW Brookman Road intersection with SW Pacific Highway (OR 99W) to accommodate the expansion of SW Brookman Road for future development	\$ 15,500,000	2028-2040	Yes
Roads and Bridges	Washington County	Sherwood	Sherwood	10699	Oregon Street Improvements	SW Murdock Rd	SW Langer Farms Pkwy	Widen existing standard 2-lane road (no sidewalks, no median) to a 3-lane collector meeting current TSP standards (8' sidewalks, 5' landscape strip, 12' travel, 14' median, 12' travel, 5' landscape, 8' sidewalks, plus 2 on-street bike lanes or 4' added to each 8' sidewalk). On-street bike lanes vs. 2 multi-use paths TBD with future development.	\$ 5,700,000	2018-2027	Yes

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Roads and Bridges	Washington County	Sherwood	To be determined, Washington County	10674	Oregon-Tonquin Intersection Improvements	SW Oregon Street	SW Tonquin Rd	Reconstruct and realign three leg intersection with a roundabout (partial two-lane roundabout) approx 400 feet northeast of existing roundabout at SW Oregon St & Murrdock Rd. ROW, PE, design & construction. Potential for signal in-lieu of dual-roundabout system if better for development and once SW 124th Ave project is completed. If roundabout, project will include rapid flashing beacons at new roundabout and retrofit of adjacent roundabout to meet MUTCD suggestions for pedestrian crossings at roundabouts.	\$ 2,400,000	2018-2027	Yes
Roads and Bridges	Washington County	Sherwood	Sherwood	12046	Tonquin Area East-West Collector	SW 124th Avenue	SW Tonquin Road	Construct 3-lane collector status road between SW 124th Avenue and SW Tonquin Road through the Tonquin employment area to serve recent UGB annexation area.	\$ 10,500,000	2028-2040	Yes
Roads and Bridges	Washington County	Sherwood	Sherwood	10700	Arrow Street Improvements	SW Langer Farms Parkway	SW Gerda Lane	Construct 3-lane collector street to TSP standards between SW Langer Farms Parkway and SW Gerda Lane.	\$ 8,200,000	2028-2040	No
Roads and Bridges	Washington County	Tigard	Tigard	10755	72nd Ave. Improvements - 99W to Hunziker	99W	Hunziker	Build complete street (with bike lanes sidewalks) as determined by conceptual design phase; Likely to be 3-lane section from Hwy 99W to Clinton St; 5-lane section from Clinton St to Hunziker St.	\$ 14,400,000	2018-2027	Yes

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Roads and Bridges	Washington County	Tigard	ODOT	10751	OR 217 Overcrossing - Beveland to Hunziker	Hunziker Road	Beveland	Realign Hunziker Road to meet Hampton Street at 72nd Ave, remove existing 72nd/Hunziker Road intersection, provide bicycle, pedestrian and transit facilities. Project to be refined based on SW Corridor High Capacity Transit recommendations.	\$ 30,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Tigard	ODOT	11666	OR 99W Intersection Improvements (CON)	64th Ave.	Durham Rd.	Construction phase: Provide increased capacity and safety improvements at priority intersections by adding turn and/or auxiliary lanes, improved sidewalks and bike lanes, pedestrian crossings, and access management from I-5 to Durham Road. See 2035 Tigard TSP Project #66 for specific improvements.	\$ 30,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Tigard	ODOT	10770	OR 99W Intersection Improvements (PE)	64th Ave.	Durham Rd.	Project development phase: Provide increased capacity and safety improvements at priority intersections by adding turn and/or auxiliary lanes, improved sidewalks and bike lanes, pedestrian crossings, and access management from I-5 to Durham Road. See 2035 Tigard TSP Project #66 for specific improvements.	\$ 5,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Tigard	Tigard	10768	Upper Boones Ferry Road (I-5 to Durham Road) Complete Street and Intersection Improvements	I-Interstate 5	South of Durham Rd	Widen Upper Boones Ferry Rd to five lanes with bike lanes and sidewalks from Interstate 5 through Durham Road, including additional turn lanes at intersections with Sequoia Pkwy, 72nd Ave, and Durham Rd.	\$ 11,000,000	2018-2027	Yes

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Roads and Bridges	Washington County	Tigard	Tigard	11995	Wall St (Hunziker to Tech Center)	Hunziker Road	Tech Center Drive	Construct new street with sidewalks and bike lanes from Hunziker Road (along Wall Street) to Tech Center Drive to improve freight access and connectivity to Tigard Triangle	\$ 3,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Tualatin	Tualatin	11423	Avery	Teton	Tualatin-Sherwood	Upgrade to urban standards.	\$ 3,826,800	2028-2040	Yes
Roads and Bridges	Washington County	Tualatin	Tualatin	11417	Blake Street Extension	115th	124th Ave	Extend Blake Street to create an east-west connection between 115th and 124th. Install signal at Blake and 124th. New road section will provide an alternative route for industrial traffic on the high injury corridor: Tualatin/Sherwood Road.	\$ 17,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Tualatin	Tualatin	10715	Herman	124th	Tualatin	To improve safety and add active transportation options: Upgrade this road section to urban standards with sidewalks, bicycle lanes and curbs/gutters.	\$ 6,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Tualatin	Tualatin	10718	Herman	Cipole	124th Ave	Reconstruction: Widen to 3-lanes from Cipole to 124th.	\$ 2,736,162	2028-2040	Yes
Roads and Bridges	Washington County	Tualatin	Tualatin	10716	Myslony	112th	124th Ave	Reconstruct/widen from 112th to 124th to fill system, includes bridge. Improve the intersection of 124th and Myslony.	\$ 10,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Tualatin	Tualatin	10738	Teton	Tualatin	Avery	To improve safety and add active transportation improvements in an employment corridor: Widen Teton to three lanes and add bike lanes. Add right-turn lanes from NB Teton to WB T/S Road. Signalize the intersection of Teton/Tualatin Rd. Add SB turn-pocket at Teton/Avery and signalize intersection.	\$ 7,000,000	2028-2040	Yes



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Roads and Bridges	Washington County	Tualatin	Washington County	10717	Cipole Street Reconstruction	OR 99W	Tualatin-Sherwood	Reconstruct/widen to 3 lanes from 99W to Tualatin-Sherwood Road and include shared-use path for the Ice Age Tonquin Trail, includes signal at Cipole and Herman. The project or a portion of the project is outside the UGB.	\$ 21,291,890	2028-2040	No
Roads and Bridges	Washington County	Tualatin	ODOT	11420	Nyberg	I-5 on-ramp	I-5 on-ramp	Add an additional on-ramp lane for vehicles traveling westbound on SW Nyberg Street to I-5 northbound (northeast quadrant of the Nyberg interchange). Reduce the pedestrian island and improve illumination to enhance safety.	\$ 2,500,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington Co.	11470	Basalt Creek Parkway	Grahams Ferry Rd.	Boones Ferry Rd	Extend new 5 lane Arterial with bike lanes, sidewalks and street lighting.	\$ 31,700,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	11487	Boones Ferry Improvements	Basalt Creek East-West Arterial	Day Rd.	Widen from 3 lanes to 5 lanes with bike lanes, sidewalks and street lighting	\$ 1,200,000	2028-2040	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10587	Cornelius Pass Rd. Improvements	Frances St.	T.V. Hwy.	Widen to five lanes with bike lanes and sidewalks	\$ 16,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10559	Cornell Improvements	Hwy. 26	Murray Blvd.	Widen Cornell from three to five lanes with bike lanes and sidewalks.	\$ 25,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Washington County	ODOT	10560	Farmington Rd. Improvements	170th	185th	Widen roadway from 2/3 lanes to 4 lanes with turn lanes at major intersections, bike lanes, sidewalks, access management, realignment of Rosa/179th intersection.	\$ 34,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10591	Glencoe Rd. Improvements	Evergreen Rd.	Jackson Ave.	Widen to three lanes with bike lanes and sidewalks.	\$ 27,700,000	2028-2040	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10561	Jenkins Rd. Improvements	158th Ave.	Murray	Widen roadway from three to five lanes with bike lanes and sidewalks.	\$ 7,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10578	Merlo/158th Improvements	170th Ave.	Walker Rd.	Widen roadway to five lanes with bike lanes and sidewalks	\$ 5,000,000	2028-2040	Yes
Roads and Bridges	Washington County	Washington County	Washington County	11914	Roy Rogers Rd	UGB	Chicken Creek Bridge	Widen roadway to 4-5 lanes, includes sidewalks and bike lanes	\$ 25,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	11486	Roy Rogers Rd.	Scholls Ferry Rd.	UGB	Widen to five lanes with bike lanes and sidewalks	\$ 21,300,000	2018-2027	Yes

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Roads and Bridges	Washington County	Washington County	Washington County	11903	Roy Rogers Rd.	Chicken Creek Bridge	Borchers Rd	Widen roadway to 5 lanes, includes sidewalks and bike lanes	\$ 11,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington County	11915	Scholls Ferry Rd	Tile Flat Rd.	Roy Rogers Rd.	Widen roadway to 5 lanes, includes sidewalks and bike lanes	\$ 8,300,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	11452	Scholls Ferry Rd. Improvements	West of Tile Flat Rd.		Realign curves to improve safety and reduce crashes.	\$ 4,600,000	2028-2040	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10590	Tonquin Rd. Improvements	Grahams Ferry Rd.	124th	Realign and widen to three lanes with bike lanes and sidewalks and street lighting.	\$ 11,400,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10568	Tualatin-Sherwood Rd. Improvements	Langer Farms Pkwy.	Teton Ave.	Widen from three to five lanes with bike lanes and sidewalks.	\$ 35,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	10575	West Union Rd.	Cornelius Pass Rd.	185th Ave.	Widen from two to five lanes with bike lanes and sidewalks.	\$ 22,000,000	2018-2027	Yes
Roads and Bridges	Washington County	Washington County	Washington Co.	11469	124th Ave Improvements	Tualatin-Sherwood Rd.	Grahams Ferry Rd	Widen 124th from 2 lanes to 5 lanes with bike lanes and sidewalks	\$ 14,900,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington County	11737	Cornell @ 185th Intersection Improvements	185th Ave.	Cornell Rd	Prioritize near-term improvements such as signal timing, transit prioritization, traffic operations, monitoring, and specific turn lane configurations. Intersection improvements (and/or other improvements) are to be implemented and prioritized as funding allows. If, after such improvements have been considered and motor vehicle traffic congestion becomes unacceptable, then these intersections could be considered as candidates for grade separation and/or other improvements to meet travel needs.	\$ 22,300,000	2028-2040	No

**2018 RTP Freight Benefit Projects and Programs**  
 Projects are listed alphabetically by County and nominating agency



RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Roads and Bridges	Washington County	Washington County	Washington County	10552	Cornell/Cornelius Pass Intersection	N/A	N/A	Prioritize near-term improvements such as signal timing, transit prioritization, traffic operations, monitoring, and specific turn lane configurations. Intersection improvements (and/or other reasonable replacement improvements) are to be implemented and prioritized as funding allows. If, after such improvements have been considered and motor vehicle traffic congestion becomes unacceptable, then these intersections could be considered as candidates for grade separation and/or other improvements to meet travel needs.	\$ 22,500,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington County	11490	Day Rd Overcrossing	Boones Ferry Rd	Elligsen Rd	Extend new 4-lane overcrossing over I-5 from Boones Ferry Rd to Elligsen Rd.	\$ 46,900,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington Co.	11436	East-West Arterial Overcrossing	Boones Ferry Rd	East of I-5	Extend new 4-lane overcrossing over I-5 from Boones Ferry Rd to 65th and Stafford Rd.	\$ 40,400,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington County	11923	Grahams Ferry Road (Helenius to Tonquin)	Helenius St	Tonquin Rd	Widen roadway to 3 lanes, includes sidewalks and bike lanes	\$ 4,000,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington County	11924	Grahams Ferry Road (Tonquin to Day)	Tonquin Rd.	Day Rd.	Widen roadway to 5 lanes, includes sidewalks and bike lanes	\$ 6,000,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington Co.	10557	Murray/TV Hwy. Intersection	Farmington Rd.	TV Hwy.	Intersection improvement at TV Hwy. and Farmington with Murray Blvd.	\$ 26,600,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington County	10596	Scholls Ferry Rd. Improvements	Hwy. 217	121st Ave.	Widen to seven lanes with bike lanes and sidewalks.	\$ 21,000,000	2028-2040	No
Roads and Bridges	Washington County	Washington County	Washington County	10598	Southern Arterial	Hwy. 99W	I-5	Purchase ROW. Construct 2/3 lane arterial with bike lanes and sidewalks.	\$ 140,000,000	2028-2040	No
Roads and Bridges	Washington County	Wilsonville	ODOT	11489	Boones Ferry / I-5 off ramp improvements	SB I-5 off ramp	Boones Ferry Rd	construct second right-turn lane	\$ 1,063,000	2028-2040	Yes

Projects are listed alphabetically by County and nominating agency



RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Roads and Bridges	Washington County	Wilsonville	Wilsonville	11243	Day Road Improvements	Grahams Ferry Rd.	Boones Ferry Rd.	Widen street from 3 to 5 lanes with buffered bike lanes, sidewalks and street lighting. Improve structural integrity for increased freight traffic and provide congestion relief. Sidewalk infill and creation of Tonquin Trail multi-use path spur will reduce pedestrian and vehicle conflicts. Bike buffers will reduce bicycle and freight conflicts.	\$ 10,560,000	2028-2040	Yes
Roads and Bridges	Washington County	Wilsonville	Wilsonville	10853	Garden Acres Road Extension	Day Road	Ridder Road	Construct three lane road extension with sidewalks and cycle track and reconstruct/reorient Day Road/Grahams Ferry Road/Garden Acres Road intersection.	\$ 14,260,000	2018-2027	Yes
Roads and Bridges	Washington County	Wilsonville	Wilsonville	11809	Java Road Connection and Signal	Grahams Ferry Road	Garden Acres Road	Construct new Java Road with buffered bike lanes and sidewalks, disconnect Clutter Street from Grahams Ferry Road, and install traffic signal at Grahams Ferry Road.	\$ 1,500,000	2028-2040	No
Throughways	Clackamas County	ODOT	ODOT	11969	I-205 Abernethy Bridge (CON)	OR99E Interchange	Oswego Hwy (OR 43) Interchange	Widen both directions of the I-205 Abernethy Bridge and approaches to address recurring bottlenecks on the bridge. Install Active Traffic Management (ATM) on northbound and southbound I-205. Preliminary Engineering (PE) and Right-of-Way (ROW) phase.	\$ 200,000,000	2018-2027	Yes
Throughways	Clackamas County	ODOT	ODOT	11585	I-205 Abernethy Bridge (PE and ROW)	OR99E Interchange	Oswego Hwy (OR 43) Interchange	Widen bridge to address recurring bottlenecks on the bridge.	\$ 8,000,000	2018-2027	Yes
Throughways	Clackamas County	ODOT	ODOT	11981	I-205 Northbound Auxiliary Lane, Sunrise Expressway Entrance to Sunnybrook	Sunrise Expressway Entrance	Sunnyside/Sunnybrook Exit	Provide I-205 NB auxiliary lane between Sunrise Expressway entrance ramp and the Sunnyside Road/Sunnybrook Blvd interchange exit ramp.	\$ 7,000,000	2018-2027	Yes
Throughways	Clackamas County	ODOT	ODOT	11904	I-205 Southbound and Northbound widening (CON)	Oswego Hwy Interchange	Stafford Rd Interchange	Widen Interstate 205 by one lane in both directions to address recurring bottlenecks. Construction (CON) phase.	\$ 200,000,000	2018-2027	Yes

**2018 RTP Freight Benefit Projects and Programs**  
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RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Throughways	Clackamas County	ODOT	ODOT	11990	I-5 Southbound: Wilsonville Rd to Wilsonville-Hubbard Hwy	Wilsonville Rd	Wilsonville-Hubbard Hwy	Add an auxiliary lane on I-5 from Wilsonville Road to the Wilsonville-Hubbard Highway, including improvements to the Boone Bridge. PE, ROW and Construction Phases.	\$ 80,000,000	2028-2040	Yes
Throughways	Clackamas County	ODOT	ODOT	11301	OR 212/224 Sunrise Hwy Phase 2: SE 122nd to SE 172nd (CON)	I-205	172nd Ave.	Construct (CON) Phase 2 of the OR 212/224 Sunrise corridor, consisting of a 4-lane roadway from SE 122nd Ave to SE 172nd Ave, consistent with the FEIS/ROD.	\$ 100,000,000	2028-2040	Yes
Throughways	Clackamas County	ODOT	ODOT	10890	OR 212/224 Sunrise Hwy Phase 2: SE 122nd to SE 172nd (PE, ROW)	I-205	172nd Ave.	Conduct preliminary engineering (PE) and acquire right-of-way (ROW) on phase 2 of the OR 212/224 Sunrise Corridor from I-205 to SE 172nd Ave consistent with the Final Environmental Impact Statement (FEIS)/Record of Decision (ROD).	\$ 70,000,000	2018-2027	Yes
Throughways	Clackamas County	ODOT	ODOT	11350	OR 224 Milwaukie Expressway improvements	I-205	Rusk Rd	Construct a third westbound lane on Milwaukie Expressway (Hwy-224) from I-205 to Rusk Rd	\$ 12,000,000	2018-2027	Yes
Throughways	Clackamas County	ODOT	ODOT	11992	I-205 Operational Improvements	Columbia River	I-5	Construct improvements to address bottlenecks and improve safety on I-205. Specific improvements as identified in operational analysis, mobility corridor analysis and refinement planning.	\$ 20,000,000	2028-2040	No
Throughways	Clackamas County, Multnomah County	ODOT	ODOT	11305	I-205 Active Traffic Management	Columbia River	I-5	Construct improvements to address recurring bottlenecks on I-205. Specific improvements as identified in operational analysis, Mobility Corridor analysis, refinement planning and Active Traffic Management Atlas.	\$ 15,000,000	2018-2027	Yes

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RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Throughways	Clackamas County, Multnomah County, Washington County	ODOT	ODOT	11991	I-5 Freight Operational Improvements	Columbia River	South MPO Boundary	Construct improvements to address bottlenecks and improve safety on I-5. Specific improvements as identified in operational analysis, mobility corridor analysis and refinement planning.	\$ 200,000,000	2028-2040	No
Throughways	Multnomah County	ODOT	ODOT	11370	I-205 Northbound Auxiliary Lane Powell to I-84	Powell Entrance Ramp	I-84	Design and construct an auxiliary lane on northbound I-205 from Powell Blvd to the I-84 interchange.	\$ 15,000,000	2018-2027	Yes
Throughways	Multnomah County	ODOT	ODOT	10893	I-5 Columbia River Bridge	Victory Blvd.	Washington state line	Replace I-5/Columbia River bridges and improve interchanges on I-5. Project adds protected/buffered bikeways, cycletracks and a new trail/multiuse path or extension.	\$ 3,169,866,000	2028-2040	Yes
Throughways	Multnomah County	ODOT	ODOT	11304	I-5 South Operational Improvements	Marquam Bridge	Region Boundary	Construct improvements to address recurring bottlenecks on I-5 south of the central city. Specific improvements as identified in operational analysis, Mobility Corridor analysis and refinement planning.	\$ 15,000,000	2018-2027	Yes
Throughways	Multnomah County	ODOT	ODOT	11974	I-405 Operational Improvements	Fremont Bridge	I-5	Construct operational improvements to address bottlenecks and improve safety on I-405. Specific improvements as identified in operational analysis, mobility corridor analysis, and refinement planning.	\$ 50,000,000	2028-2040	No
Throughways	Multnomah County	ODOT	ODOT	11583	I-5 Northbound: Lower Boones Ferry to Carman Auxiliary Lane Extension	Lower Boones Ferry Rd. Interchange	Carman Dr. Interchange	Extend existing auxiliary lane between the Lower Boones Ferry Road interchange and the Carman Drive interchange.	\$ 22,500,000	2028-2040	No

Projects are listed alphabetically by County and nominating agency



RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Throughways	Multnomah County	ODOT	ODOT	11993	I-84 Operational Improvements	I-5	Troutdale	Construct improvements to address bottlenecks and improve safety on I-84. Specific improvements as identified in operational analysis, mobility corridor analysis and refinement planning	\$ 20,000,000	2028-2040	No
Throughways	Multnomah County, Washington County	ODOT	ODOT	11971	US 26 (Sunset Highway) Operational Improvements	I-405	West MPO Boundary	Construct Improvements to address bottlenecks and improve safety on US 26 (Sunset Highway) Specific improvements as identified in operational analysis, mobility corridor analysis, and refinement planning	\$ 50,000,000	2028-2040	No
Throughways	Washington County	Hillsboro	ODOT	11393	US 26 Widening - Brookwood to Cornelius Pass	Brookwood Pkwy/Helvetia Rd	Cornelius Pass Rd	Widen US 26 from four to six lanes	\$ 26,575,000	2028-2040	Yes
Throughways	Washington County	Hillsboro	ODOT	11279	US 26 & 185th Ave Interchange Refinement Study and Implementation	N/A	N/A	Conduct interchange refinement study and implementation	\$ 26,575,000	2028-2040	No
Throughways	Washington County	ODOT	ODOT	11402	I-5 Northbound: Auxiliary Lane Extension Nyberg to Lower Boones Ferry	Nyberg Rd. Interchange	Lower Boones Ferry Rd.	Extend existing auxiliary lane.	\$ 13,500,000	2028-2040	Yes
Throughways	Washington County	ODOT	ODOT	11986	OR 217 Northbound Auxiliary Lane 99W to Scholls Ferry (CON)	99W	Scholls Ferry	Extend OR 217 Northbound (NB) auxiliary lane from OR 99W to Scholls Ferry.	\$ 50,000,000	2018-2027	Yes
Throughways	Washington County	ODOT	ODOT	12019	OR 217 Northbound Auxiliary Lane 99W to Scholls Ferry (PE, ROW)	OR99W	Scholls Ferry Interchange	Extend OR 217 Northbound (NB) auxiliary lane from OR 99W to Scholls Ferry. ROW and PE phase	\$ 7,500,000	2018-2027	Yes
Throughways	Washington County	ODOT	ODOT	11987	OR 217 Southbound Auxiliary Lane Beaverton Hillsdale Hwy to 99W (CON)	Beaverton-Hillsdale Hwy	OR99W	Extend Southbound (SB) auxiliary lane from Beaverton-Hillsdale Hwy to OR 99W. Build collector/distributor road from Allen Blvd to Denny Rd. Construction Phase	\$ 45,000,000	2018-2027	Yes
Throughways	Washington County	ODOT	ODOT	11988	OR 217 Southbound Braided Ramps Beaverton-Hillsdale Hwy to Allen Blvd	Beaverton-Hillsdale Hwy	Allen Blvd	Design and construct braided ramps on southbound OR 217 at Canyon Rd and Beaverton Hillsdale Hwy.	\$ 50,000,000	2028-2040	Yes

Projects are listed alphabetically by County and nominating agency



RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Throughways	Washington County	ODOT	ODOT	11302	I-5/OR 217 Interchange Phase 2	I-5/OR 217 Interchange	N/A	I-5/OR 217 Interchange Phase 2 - southbound OR 217 to southbound I-5 entrance ramp; southbound I-5 exit to Kruse Way loop ramp.	\$ 53,000,000	2028-2040	No
Throughways	Washington County	ODOT	ODOT	11582	OR 217 Capacity Improvements	US 26 (Sunset Hwy)	I-5	Construct as a 6-lane freeway, adding 3rd through lane in each direction, and complete interchange reconstruction with ramp and overcrossing improvements	\$ 398,500,000	2028-2040	No
Throughways	Washington County	ODOT	ODOT	11978	OR 217 Interchange, Safety, and Operational Improvements	US 26 (Sunset Highway)	I-5	Design and construct improvements to OR 217 between US 26 and Allen/Denney interchange to improve safety, reliability and mobility	\$ 75,000,000	2028-2040	No
Throughways	Washington County	ODOT	ODOT	11976	OR 217 Northbound Auxiliary Lane Extension Scholls Ferry to Allen/Denney	Scholls Ferry Road	Allen/Denney Interchange	Extend OR 217 auxiliary lane from Scholls Ferry to Allen/Denney interchange by filling in the existing auxiliary lane and modifying related ramp connections	\$ 50,000,000	2028-2040	No
Throughways	Washington County	Washington County	ODOT	10599	OR 217/72nd Ave. Interchange Improvements	OR 217/72nd Avenue	OR 217/72nd Avenue	Complete interchange reconstruction with additional ramps and bridge structure replacement	\$ 21,300,000	2028-2040	No
Transportation System Management (Technology)	Multnomah County	Gresham	Gresham	11262	181st - Gilsan to I-84: ACM with Adaptive Signal Timing and Transit Priority Treatment	I-84	Gilsan	Provide real time and forecasted traveler information on arterial roadways including current roadway conditions, congestion information, travel times, incident information, construction work zones, current weather conditions and other events that may affect traffic conditions. Transit/Enhanced Transit Corridor supportive project.	\$ 3,933,100	2018-2027	Yes
Transportation System Management (Technology)	Multnomah County	Gresham	Gresham	11261	181st/182nd - Gilsan to Powell: ACM with Transit Priority Treatment	Gilsan	Powell	Includes the ACM project with transit signal priority added to traffic signals along a facility.	\$ 4,252,000	2018-2027	Yes



**2018 RTP Freight Benefit Projects and Programs**  
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RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Transportation System Management (Technology)	Multnomah County	Gresham	Gresham	11264	US 26 - Portland to Gresham: Roadside Travel Time Information	Portland	Gresham	Provide real time traveler information on westbound US 26 for different routes (arterial and freeway) between Portland and Gresham. The project is outside the designated urban growth boundary.	\$ 1,169,300	2018-2027	Yes
Transportation System Management (Technology)	Multnomah County	Multnomah County	Multnomah County	11300	238th/242nd Ave/Hogan Dr.: ACM with Adaptive Signal Timing	Sandy	Palmquist	Improve arterial corridor operations by expanding traveler information and upgrading traffic signal equipment and timings and making intersection improvements to lanes - Includes the ACM project with signal systems that automatically adapt to current arterial roadway conditions.	\$ 4,889,800	2028-2040	Yes
Transportation System Management (Technology)	Multnomah County	Multnomah County	Multnomah County	11299	257th/Kane Dr.: Arterial Corridor Management (ACM) w/ Adaptive Signal Timing	I-84	Orient Dr.	Install upgraded traffic signal controllers, establish communications to the central traffic signal system, provide arterial detection (including bicycle detection where appropriate) and routinely update signal timings. Provide realtime and forecasted traveler information on arterial roadways including current roadway conditions, congestion information, travel times, incident information, construction work zones, current weather conditions and other events that may affect traffic conditions.	\$ 2,976,400	2028-2040	Yes

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Transportation System Management (Technology)	Multnomah County	Multnomah County	Multnomah County	11297	NE 207th Ave.: Arterial Corridor Management (ACM)	Sandy	Gilsum	Install upgraded traffic signal controllers, establish communications to the central traffic signal system, provide arterial detection (including bicycle detection where appropriate) and routinely update signal timings. Provide realtime and forecasted traveler information on arterial roadways including current roadway conditions, congestion information, travel times, incident information, construction work zones, current weather conditions and other events that may affect traffic conditions.	\$ 1,647,650	2028-2040	No
Transportation System Management (Technology)	Multnomah County	Portland	Portland	10213	Airport Way ITS	I-205	NE 158th Ave	Install ITS infrastructure (communication network, enhanced bus detection, truck priority detection, Bluetooth detection, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system consistent with our policies of moving people and goods more effectively.	\$ 1,500,000	2018-2027	Yes
Transportation System Management (Technology)	Multnomah County	Portland	Portland	10342	Columbia Blvd Corridor ITS Improvements	N Burgard St	NE Killingsworth St	Corridor ITS Improvements to improve freight operations. Communications infrastructure including closed circuit TV cameras, truck priority detection, variable message signs for remote monitoring and control of traffic flow for six signals.	\$ 5,000,000	2018-2027	Yes

**2018 RTP Freight Benefit Projects and Programs**  
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RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Transportation System Management (Technology)	Multnomah County	Portland	Portland	11796	Going St Connected/Automated Vehicle Connection	Swan Island Industrial Area	I-5	Design and construct a Connected/Automated Vehicle connection between Swan Island and I-5.	\$ 5,000,000	2028-2040	Yes
Transportation System Management (Technology)	Multnomah County	Portland	Portland	10266	I-405 Corridor ITS Improvements	SW Clay	NW Glisan	ITS improvements at six signals between Clay and Glisan including communications infrastructure; closed circuit TV cameras, variable message signs for remote monitoring and control of traffic flow.	\$ 1,000,000	2028-2040	Yes
Transportation System Management (Technology)	Multnomah County	Portland	Portland	10346	Marine Drive ITS	N Portland Rd.	NE 185th Ave.	Install ITS infrastructure (communication network, enhanced bus detection, truck priority detection, Bluetooth detection, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system consistent with our policies of moving people and goods more effectively.	\$ 1,500,000	2028-2040	Yes
Transportation System Management (Technology)	Multnomah County	Portland	Portland	12086	Portland Arterial Network TSM Improvements	Citywide	Citywide	Implement Transportation System Management (TSM) improvements on arterial streets to better manage traffic flow and provide greater priority to transit and freight movement.	\$ 25,000,000	2028-2040	Yes

**2018 RTP Freight Benefit Projects and Programs**  
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RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Transportation System Management (Technology)	Multnomah County	Portland	Portland	10373	Rivergate ITS	N Lombard St	Rivergate Industrial Area	Install ITS infrastructure (communication network, enhanced bus detection, truck priority detection, Bluetooth detection, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system consistent with our policies of moving people and goods more effectively.	\$ 1,000,000	2018-2027	Yes
Transportation System Management (Technology)	Washington County	Washington County	ODOT	11454	Jackson School Road Traffic Signal	US 26 and Jackson School Road		Signalize ramp intersections.	\$ 1,100,000	2028-2040	Yes
Active Transportation	Clackamas County	Clackamas County	Clackamas County	10022	82nd Drive Bike and Pedestrian Improvements	Evelyn	Herbert Court	Improve safety for bicyclists and pedestrians by implementing proven safety counter measures and filling gaps in bikeways and pedestrian facilities.	\$ 1,701,580	2028-2040	Yes
Active Transportation	Clackamas County	Clackamas County	Clackamas County	11772	Clackamas Industrial Area Bike/Ped Improvements (TSAP)	Intersection of 106th Ave and OR 212	Intersection of Jennifer Rd and 122nd Ave	Improve intersection of 106th and OR 212, and Jennifer Drive and 122nd Ave to facilitate bike and pedestrian safety per county adopted TSAP, and provide ADA accessibility improvements as needed. Also improve intersection geometry to facilitate truck access to industrial park.	\$ 2,000,000	2028-2040	Yes
Active Transportation	Multnomah County	Portland	Portland	11804	Cully to Columbia Connector	NE Portland Hwy	NE Columbia Blvd	Upgrade Cully Blvd to include curbs, drainage, sidewalks, and bike lanes. Improve safety for all modes at railroad crossing.	\$ 4,000,000	2018-2027	Yes
Active Transportation	Washington County	Hillsboro	Hillsboro	11145	Airport Rd Bike/Ped Gaps	Brookwood Pkwy	48th Ave	Complete missing bike lanes and sidewalk	\$ 1,594,500	2028-2040	No

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RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated Cost (2016 dollars)	Time Period	Included in Financially Constrained project list?
Active Transportation	Washington County	Wilsonville	Washington County	11798	Elligsen Road Urban Upgrade	Parkway Center Drive	65th	Reconstruct street to 3 lanes with buffered bike lanes and sidewalks (TSP project UU-P3). The project will install sidewalks and bike lanes to remove bikes and pedestrians from vehicle travel lanes. The project has had two serious crashes.	\$ 6,000,000	2028-2040	No



## APPENDIX B

### REGIONAL FREIGHT AND GOODS MOVEMENT TASK FORCE MEMBERS

#### Engaging stakeholders to develop a regional freight plan

The center point for the engagement of stakeholders was the Metro Council-appointed Regional Freight and Goods Movement Task Force. The 33-member task force included representatives from the multimodal freight industry, community and government agencies. The group was charged with guiding the formation of policy and strategy recommendations for the region's multimodal freight transportation system. Metro Councilor Rod Park served as chairperson for the task force. The list of members included:

<b>Steve Akre</b> OIA Global Logistics	<b>Tom Dechenne</b> Norris, Beggs & Simpson	<b>Susie Lahsene</b> Port of Portland	<b>Paul Smith</b> City of Portland
<b>Grant Armbruster</b> Columbia Sportswear	<b>John Drew</b> Far West Fibers	<b>Brian McMullen</b> WSDOT	<b>John Speight</b> Portland & Western RR
<b>Steve Bates</b> Redmond Heavy Haul	<b>Ann Gardner</b> Schnitzer Steel Industries	<b>Jeanne Morgan</b> Xerox	<b>Paul Thalhofer</b> City of Troutdale
<b>Scott Bricker</b> Bicycle Transportation Alliance	<b>Pete George</b> PW George Consulting	<b>James Nave</b> Union Pacific RR	<b>Jason Tell</b> ODOT
<b>Katy Brooks</b> Port of Vancouver	<b>Cam Gilmour</b> Clackamas County	<b>Rod Park</b> Metro Council	<b>Elizabeth Wainwright</b> Merchants Exchange
<b>Gary Cardwell</b> NW Container Service	<b>Van Hooper</b> Sysco Foods	<b>Michael Powell</b> Powell's Books	<b>Tracy Ann Whalen</b> ESCO Corporation
<b>Terry Cleaver</b> Columbia Grain	<b>Tom Hughes</b> City of Hillsboro	<b>Warren Rosenfeld</b> Calbag Metals	<b>Rick Williams</b> Lloyd District TMA
<b>Lynda David</b> Southwest Washington RTC	<b>Monica Isbell</b> Starboard Alliance	<b>Robert Russell</b>	

The RFGM Task Force met 11 times between July 2006 and October 2007. Additionally, the task force worked in ad hoc subcommittees to tackle specific issues, such as a regional vision for freight, freight-related RTP goals and objectives, and project prioritization criteria, and brought back recommendations to the full task force. Task Force members also participated in a combined Metropolitan Policy Advisory Committee and Joint Policy Advisory Committee on Transportation meeting held in October 2007.

The long-standing Metro committee on regional freight coordination, the Regional Freight Advisory Committee, served as the technical advisory committee on this plan, providing data, input on analysis, and review of memorandums and reports. The committee is loosely comprised of transportation agencies in the region with an interest in freight issues. Active participants include:

- Oregon Department of Transportation
- Washington County
- Washington Department of Transportation
- Multnomah County
- Metro
- City of Gresham
- Southwest Washington Regional Transportation Council
- City of Milwaukie
- Port of Portland
- City of Portland
- Port of Vancouver
- City of Tualatin
- FHWA
- City of Wilsonville
- Clackamas County



## APPENDIX C

### METRO FREIGHT MODEL

#### FREIGHT MODEL SUMMARY

This purpose of the Freight Demand Modeling and Data Improvement Project was to replace the current trip-based truck model developed by Metro that utilizes fixed commodity flows with a truck tour model designed to reflect decisions made by shippers, receivers, truck operators, terminal managers, and others. The model simulates movement of individual shipments throughout the supply chain, including both direct shipments and those that travel through transshipment facilities. Shipments are allocated to trucks of various classes, and the movements of all freight vehicles are simulated over the course of a typical weekday.

Key participants in the project included Metro, the Oregon Department of Transportation (ODOT), the Port of Portland and local agencies throughout the region.

The objectives of the project were to:

- Develop tools to enable a more comprehensive analysis of infrastructure needs and policy choices pertaining to the movement of goods;
- Develop more detailed network assignments by truck type to support regional environmental analysis, as well as local traffic operations and engineering analysis;
- Develop freight forecasts that are responsive to changes in economic forecasts, changing growth rates among industrial sectors, and changing rates of economic exchange and commodity flows between sectors; and
- Replace the trip-based truck model with a more realistic tour-based model.

#### 2.1 Current Metro Models

Metro has deployed commodity-flow based truck models for almost 20 years. These models have utilized data based on the Freight Analysis Framework (FAF) and prepared under contract for Metro and the Ports of Portland and Vancouver. The current model is based on FAF3, which utilized data gathered in the 2007 Commodity Flow Survey (CFS), together with data from several other sources.

Commodities are grouped into 16 categories and assigned to major “gateways” by long-haul mode and direction. Long-haul truck-borne commodities enter and exit at major highway cordons. The commodities are segmented by carrier type (private, common carrier, truckload, and LTL). A portion of the commodities in each group is routed through warehouse, distribution, and consolidation facilities based on a 2006 survey. They are distributed to individual Transportation Analysis Zones (TAZ's) based on employment types associated with each group and then assigned to medium and heavy vehicles based on load factors. External-internal and internal-external truck flows are derived by designating

a portion of the truck volumes at each external station as through trips in accordance with the 2006 survey.

Daily heavy and medium truck trips are factored into time periods using data from a region-wide truck count database. The trips are factored to passenger-car-equivalents and assigned to the network using multi-class assignment techniques. The current truck model does not include local delivery vehicles or non-freight commercial vehicles, and there is no feedback of network travel costs into the model.

Metro’s current trip-based passenger model, code-named “Kate,” was estimated in 2016 and calibrated and validated in the spring of 2017. The main model inputs are households by size, income, and life cycle; and employment by sector. A series of demographic models is used to estimate household attributes not included in the inputs, such as the number of workers, number of school age children, and number of household vehicles. Fixed trip generation rates are assigned to households based on specific attributes (e.g., persons, workers, and age of head of household) for eight trip purposes. Destination choice for home-based work trips is further segmented into three income classes. The mode choice model assigns seven travel modes - drive alone, drive-with-passenger, auto passenger, walk-to-transit, drive-to-transit, walk, and bike. The drive alone and drive-with-passenger modes are assigned to the network as SOV and HOV vehicles, respectively. Public transit sub modes (bus, LRT, streetcar, commuter rail) are determined in the transit assignment path choice, but are not segmented in the demand model. There is full feedback and equilibration of the demand model (destination choice, mode choice, and assignment path choice) with auto network costs.

There is a separate airport model that estimates person-trips to Portland International Airport for all purposes and modes, a separate bicycle route choice model that interacts with mode choice, and a special events model that is used for certain types of transit studies.

## 2.2 Model User Needs

Early in the study, a series of stakeholder interviews were held with potential users of the freight model output to identify key freight-related issues and challenges, important impacts to measure for decision-making, expected use of a freight model or outputs, and the level of interest in freight model development from their perspective. The stakeholder groups were:

- Metro
- ODOT
- Port of Portland
- Local agencies
- Portland Freight Committee

The key freight-related issues and challenges identified by the groups include the following:

- Multimodal analysis (rail, air, water, pipeline) in addition to truck;
- Local truck movements for pick-up and delivery (last mile connections and congestion);
- Impacts of distribution centers (new and existing) and industrial land development;
- Economic impacts of freight; and
- Operational impacts of local truck movements (reliability, road diets and impacts to bike/pedestrian movements).

The model addresses all of these issues, except pipeline transport, either directly or indirectly. Pipeline movements could be added to the mode choice models in future enhancements. Other issues, such as economic and operational impacts, will require additional tools which Metro may choose to develop.

The stakeholder groups also identified a set of impacts which will be important to measure:

- Shifts in imports and exports (representing global shifts in freight to the U.S.);
- Shifts in national commodity flow movements due to Portland improvement projects;
- Greenhouse gas (GHG) emissions;
- Roadway operational improvements;
- Rail capacity and speed improvements;
- Shifts in transloading at the Ports of Portland and Vancouver;
- Distribution of oil arriving by pipeline; and
- Economic benefits of freight movements.

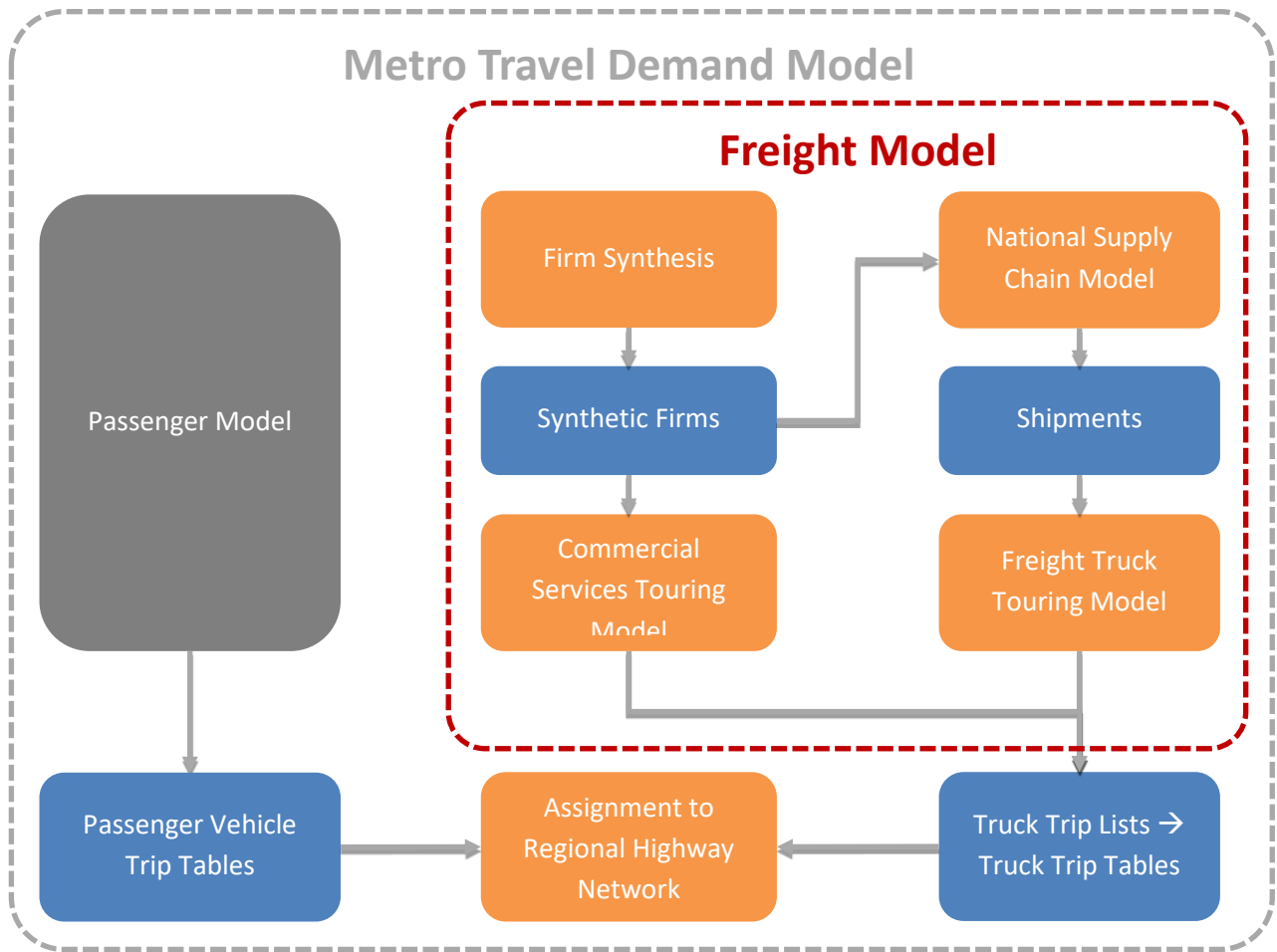
The model represents imports and exports, but does not explicitly model global freight movements, so the impacts of global changes could be represented by adjusting these inputs as a scenario analysis. Operational analysis would benefit from integrating truck movements produced by the model with an operational model, such as VISSIM, capable of evaluating localized operational improvements. Although pipelines are not included directly in the model, the distribution of oil to consumers arriving by pipeline to the port is represented by truck movements.

The stakeholder interviews were also used to identify how the model or its outputs might be used by the various groups. The responses focused on the ability to evaluate possible investments or policies to improve freight mobility and the need to communicate the freight movement story to decision-makers and the public.

### 2.3 Model Overview

Figure 1 shows the integrated model system containing Metro’s passenger travel demand models (gray boxes) that are used to estimate personal travel by auto and other modes. The freight and commercial vehicle travel demand models being developed in this SHRP 2 C20 project are shown in orange, with the output datasets shown in blue.

**Figure 1.** Integrated Freight Model System



There are three primary modeling systems that comprise the Metro freight model:

- The **national supply chain model** simulates the transport of freight between supplier and buyer businesses in the United States, in this case focusing on movements that involve Portland. Its output, a list of commodity shipments by mode, is used in two ways. First, in the Metro model, a model component connected to the national supply chain model converts the annual shipment flows to daily vehicle trip tables that can be assigned to the regional highway network in Metro's model, along with trips tables from the passenger model. Secondly, as indicated by the blue arrow, the list of commodity shipments by mode is extracted from the supply chain model and used as an input to the freight truck touring model.
- The **freight truck-touring model** simulates truck movements within the Portland region that deliver and pick up freight shipments at business establishments. The model is a tour-based model, and builds a set of truck tours including transfer points at which the shipment is handled before delivery/after pickup for shipments with a more complex supply chain (i.e., a warehouse, distribution center, or consolidation center) and the suppliers and buyer of shipments where those are within the model region. The shipment list from the national supply chain model is used as the demand input for the freight truck touring model and describes the magnitude and location of delivery and pick up activity in the region that must be connected by truck movements. The model will generate trip lists by vehicle type and time of day so that the outputs from this model can be combined with the outputs from the commercial services touring model and appropriate trip tables from Metro's passenger model for highway assignment.
- The **commercial services touring model** simulates the remainder of the travel of light, medium, and heavy trucks that is for commercial purposes, i.e., providing services and goods delivery to households and services to businesses. As with the freight truck touring model, the commercial services touring model is a tour-based model, but this time demand is derived from the characteristics of the business establishments and households in the region and as such is not affected by the national supply chain model. That is, while the freight truck touring model simulates truck tours based on commodity flows, the commercial services touring model generates and simulates truck and light-duty vehicle movements based on demand for services and goods from the region's industries.

For each of these model systems, we describe the analytical engine, the input and output databases, and the integration of the models into Metro's regional travel demand modeling system (trip-based model, "Kate" version).

The outputs from both the freight truck touring model and the commercial services touring model are lists of truck trips and tours and are aggregated to represent trip tables. In this case, a trip list from each model with trip start and end location and trip timing information is aggregated into zone to zone trips by time period that can be assigned to the

regional highway networks in the Metro travel model along with trips tables from the passenger model.

## **2.4 Model Development Process**

### **2.4.1 Implementation Plan**

To guide the model development process, an implementation plan was developed detailing the initial demonstration model transfer, software requirements, integration with the current Metro travel models, external linkages, and desired enhancements/customizations of the model. The questions considered in the plan included:

- Extent to which the freight model would be integrated with Metro’s passenger travel demand modeling system;
- Maintenance of the model and its data elements, including possible coordination with external partners such as the Ports and ODOT;
- Integration of the truck touring model with a national supply chain model approach;
- Sensitivity to long-haul movements across the U.S. for shipments that travel to, from or through Portland;
- Resources available in the project to implement the supply chain model components;
- Resources needed to acquire and maintain necessary data inputs, both initially and in the future; and
- Software and hardware requirements, tailored to meet Metro’s freight model performance objectives and staff capabilities.

### **2.4.2 Data Plan**

A data plan was developed to identify data needs and how they would be met in fulfillment of project objectives, as developed through Metro staff discussion and the stakeholder interviews. The data plan was intended to identify currently available data and a flexible set of options to accommodate Metro’s approach to model integration and data collection funding. The freight model required three types of data to support model development and application:

- Behavioral data for model estimation;
- Observed travel data outcomes for model calibration and validation; and
- Model input data describing transport networks and zone systems, warehousing and major distribution facilities, employment/establishments, households, supply chain relationships and national commodity flows.

The behavioral and observed travel data was required for the development of the working updated model. The model input data was needed for implementation of the working enhanced demonstration model.

### 2.4.3 Data Collection

The final data plan was implemented to collect and prepare the required data for model estimation, calibration, and validation. The behavioral data collection for model estimation comprised the following tasks:

- Design of truck travel diary survey questionnaire;
- Development of survey tools, including an online survey application (rSurvey) and a mobile survey application (rMove);
- Development of a survey sampling plan, including holding focus group meetings to obtain information to guide the plan development and introduce prospective survey participants to the project;
- Survey recruitment;
- Survey data collection, including the development and hosting of a project website, conducting a pilot survey, and conducting the full survey; and
- Processing and summarization of the survey data.

The observed travel data for model calibration and validation consisted of truck counts and commodity flow survey data. The truck count data was used for the development of the truck touring model, while the commodity flow data was used both as input data for the supply chain model and setting calibration targets for the supply chain model. The following steps were involved in the truck count data collection:

- Compilation of raw count data;
- Initial data checking;
- Count adjustment;
- Aggregation of counts to model time periods and vehicle classifications;
- Import of data to GIS;
- Import of data to model network; and
- Final data checking

The commodity flow data was derived from the Freight Analysis Framework by Metro. As specified in the data plan, the model input data consisted of the commodity flow data, industry input-output tables, zone systems, networks, employment data, and TAZ household data by Metro. These are discussed in Section 3.3.

#### 2.4.4 Model Development Approach

The Portland freight model is based on a combined supply chain and tour-based framework developed with Federal Highway Administration research funding by RSG and implemented in Chicago, Florida, Piedmont and Baltimore with rFreight™ software. This framework is comprised of several steps that simulate the transport of freight between each supplier and buyer business in the United States with additional imports and exports from international businesses.

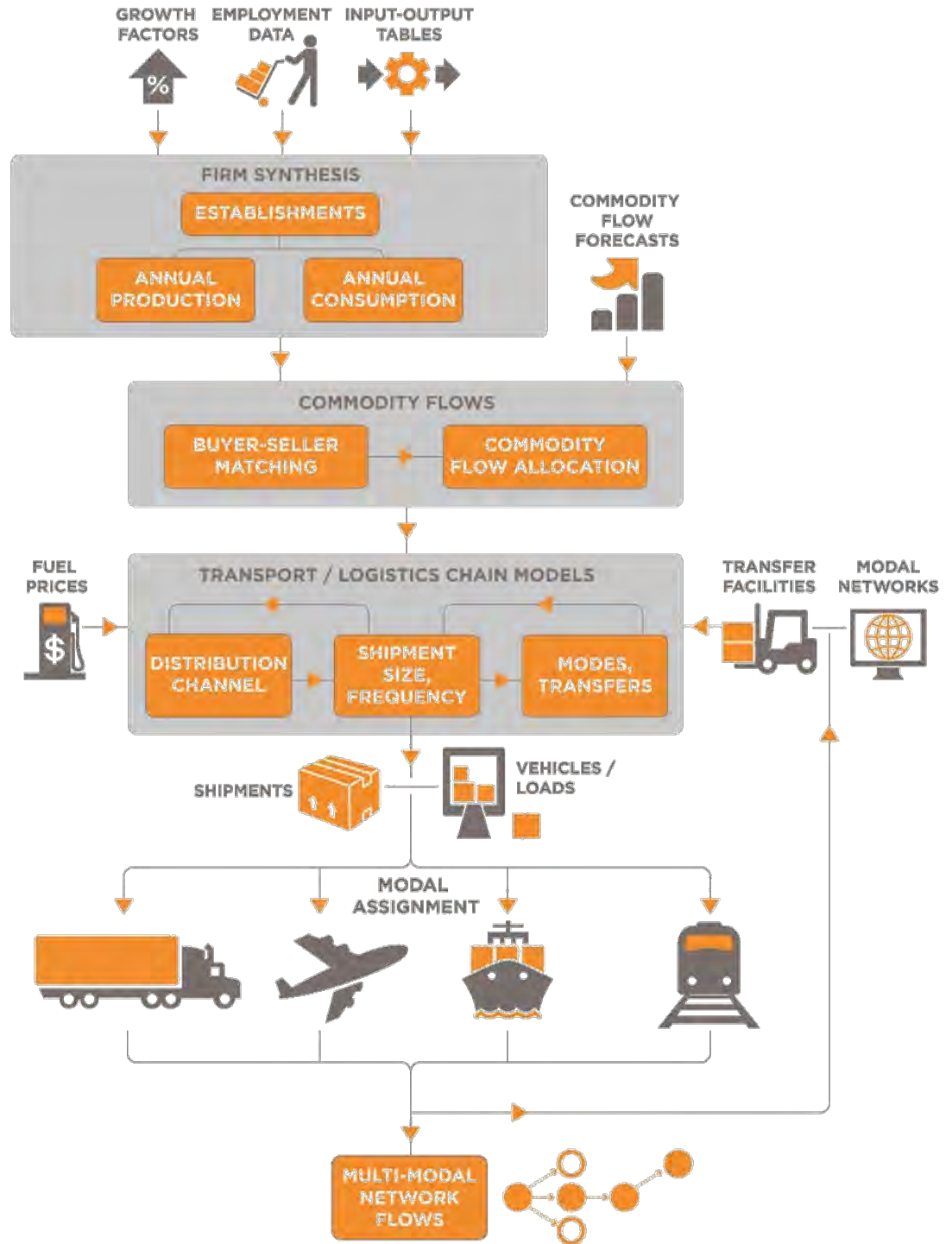
#### Supply Chain Models

**Figure 2** shows these supply chain processes, with major input and output data identified. The steps are introduced in this section and further detail is provided in Section 4 on model development. The modeling system includes the selection of business locations, trading relationships between businesses, and the resulting commodity flows, distribution channel, shipment size and mode and path choices for each shipment made annually:

1. **Firm Synthesis.** Synthesizes all firms in the United States and a sample of international firms
2. **Supplier Firm Selection.** Selects supplier firms for each buyer firm by type
3. **Goods Demand.** Predicts the annual demand in tonnage for shipments of each commodity type between each firm in the United States
4. **Firm Allocation.** Allocates firms in each county to traffic analysis zones within the Portland region
5. **Distribution Channels.** Predicts the level of complexity of the supply chain (e.g., whether it is shipped directly or whether it passes through one or more warehouses, intermodal centers, distribution centers, or consolidation centers)
6. **Shipment Size and Frequency.** Estimates discrete shipments delivered from the supplier to the buyer
7. **Modes and Transfers.** Predicts four primary modes (road, rail, air, and waterway) and transfer locations for shipments with complex supply chains



**Figure 2. National Supply Chain Model Structure**



The model incorporates a multimodal transportation network that provides supply side information to the model including costs for different paths by different modes (or combinations of modes). While the model is focused on Oregon and Portland, it also encompasses freight flows between Oregon and the rest of the world. The rail, air and waterway freight movements are not assigned in the current work. The highway assignments are described below as part of the truck touring model process.

The supply chain models were transferred from the Baltimore/Maryland model and calibrated using the locally collected data sources. The primary purpose of the supply chain models in the Portland freight model is to produce individual shipments of goods into, out of, and through the Portland region. These models were calibrated to achieve reasonable external flows by mode. The model components of the supply chain were not calibrated individually, since the focus of the project is on the tour-based models in the Portland region.

The supply chain models rely on commodity flow forecasts, so adjustments to growth forecasts need to be translated into adjustments to commodity flow forecasts for scenario analysis or evaluation of different growth forecasts. A separate model component for procurement markets (that RSG has developed) could be deployed as an enhancement to allow a more structured scenario analysis of growth forecasts, but this is not part of the current work. This modeling framework does provide for the future inclusion of this procurement market game model and is currently an element of exploratory research at the FHWA.

### **Truck Touring Models**

The supply chain model is integrated with a regional truck touring model, which is a sequence of models that takes shipments from their last transfer point to their final delivery point. The integrated modeling system connects the national supply chain models with the regional truck touring models. The final transfer point is the last point at which the shipment is handled before delivery (i.e., a warehouse, distribution center, or consolidation center for shipments with a more complex supply chain or the supplier for a direct shipment). It performs the same function in reverse for shipments at the pick-up end, where shipments are taken from the supplier to distances as far as the first transfer point. For shipments that include transfers, the tour-based truck model accounts for the arrangement of delivery and pick-up activity of shipments into truck tours.

A commercial services touring model is also developed to provide a comprehensive representation of all trucks. This model has the same structure and features of the regional truck touring model, but demand is generated from businesses and households in the region rather than from goods movement. These commercial services include utilities, business and personal services.

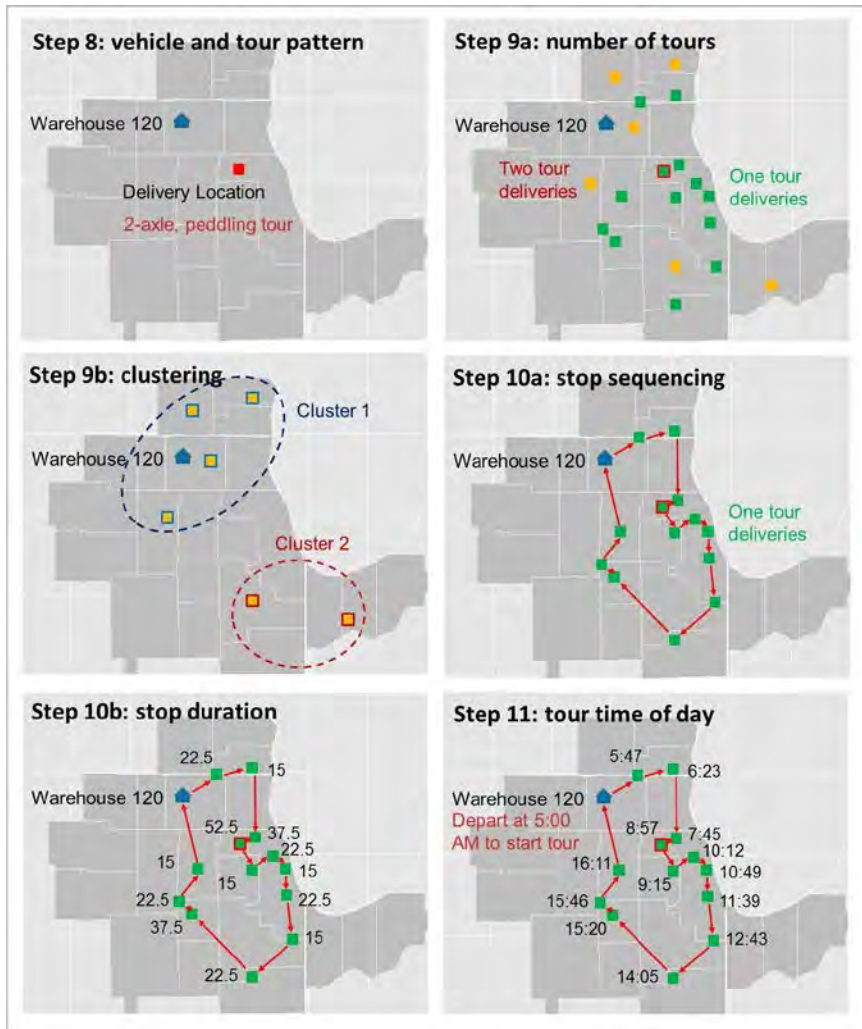
The regional freight truck and commercial vehicle touring models were transferred from the work done in Baltimore. These were calibrated and validated using locally collected data.

The model produces trip lists for all the freight delivery trucks and commercial vehicles in the region that can be assigned to a transportation network. The truck touring model components predict the elements of the pick-up and delivery system within the Portland region through several modeling components, as shown in **Figure 3**:

1. **Vehicle and tour pattern choice.** Predicts the joint choice of whether a shipment is delivered on a direct- or a multi-stop tour and the size of the vehicle that makes the delivery.
2. **Number of tours and stops.** Predicts the number of multi-stop tours required to complete all deliveries and estimates the number of shipments that the same truck delivers.
3. **Stop sequence and duration.** Sequences the stops in a reasonably efficient sequence but not necessarily the shortest path. Predicts the amount of time taken at each stop based on the size and commodity of the shipment.
4. **Delivery time of day.** Predicts the departure time of the truck at the beginning of the tour and for each subsequent trip on the tour.

The Portland freight model is integrated with the passenger travel model for highway assignment and can become part of the Portland travel demand modeling system.

**Figure 3.** Truck Touring Model Steps



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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Tom Hughes

**Metro Councilors**

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**APPENDIX P**

**ODOT Urban Mobility Strategy Summary**

[Public Link](#)



Whether it's a business moving goods, a daily commuter going to work, or a parent taking their child to see a doctor, Oregonians rely on our transportation system to get through the Portland metropolitan region.

The Oregon Department of Transportation's Urban Mobility Strategy is a cohesive approach to **make everyday travel safer, easier, and more efficient** in the Portland metropolitan area by:

Managing traffic congestion with variable-rate tolling

Relieving highway bottlenecks

Making strategic investments in multimodal transportation



## ODOT's Mission

We provide a safe and reliable multimodal transportation system that connects people and helps Oregon's communities and economy thrive.

"Congestion on Portland metro highways is impacting economic competitiveness for the entire state."

– *One Oregon, A Vision for Oregon's Transportation System (2016); Transportation Vision Panel Report to Governor Kate Brown*

## The Challenges

### Congestion, safety, and aging infrastructure

The Portland metropolitan area is in a jam. Hours of traffic delays are coming at a high cost to individuals, businesses, and communities.

**Portland ranks No. 11** in the United States for the worst traffic congestion, and it's only projected to get worse.

Increased crashes due to bottlenecks and outdated interchanges are putting Oregonians' safety and economy at risk.

Since the federal gas tax, that primarily funds infrastructure improvement projects has not increased since 1993, much of the region's infrastructure is outdated and at risk of failing in a significant earthquake.

## Climate and Equity

Transportation emissions are Oregon's largest single source of greenhouse gas emissions, and our current transportation system deepens inequities experienced by historically and currently underrepresented and under-served communities. Oregonians deserve better.

## The Solution

To address these challenges and achieve the **equity, climate change, congestion relief and safety goals** in ODOT's Strategic Action Plan, the Oregon Department of Transportation formed the Urban Mobility Office in September 2019. This new office is leading the Urban Mobility Strategy, a cohesive approach to **manage congestion, provide revenue to modernize infrastructure, and invest in multimodal options.**

**The Urban Mobility Strategy** includes once-in-a-generation projects that aim to reduce congestion, update bridges to withstand seismic events and generate a sustainable source of revenue to modernize and maintain the region's infrastructure.

- I-5 Rose Quarter Improvement
- I-205 Improvements
- I-5 Boone Bridge, OR-217
- Interstate Bridge Replacement Program
- Oregon Toll Program (I-205 Toll Project and the Regional Mobility Pricing Project)

As the region continues to grow, we need safe and reliable routes to help Oregonians get where they need to go. The Urban Mobility Strategy is a cohesive approach to make everyday travel safer, easier and more efficient in the Portland metropolitan region.



# Urban Mobility Strategy Projects

ODOT is committed to supporting and investing in projects that provide a modern transportation system for all Oregonians. This includes investing in **safety improvements** to reduce crashes, seismic upgrades to ensure resilient bridges and overpasses, and improve access for people walking, rolling, and using transit.

The projects identified on the **Urban Mobility Strategy Project Map** include ODOT-led and co-led projects in addition to partner-led projects.

The partner projects are led by counties, cities, public transportation providers, and other local agency partners. They were identified from Metro's Regional Transportation Plan as key projects that advance multimodal accessibility and are critical to achieving regional congestion relief. The project list may expand over time as funding and regional priorities change. ODOT and Urban Mobility Office staff will work with regional partners to identify the investments that best meet ODOT, partner, and regional goals over time.

## LEGEND

### Currently Funded by HB2017

- System Improvement Project
- Bike/Ped Crossing Project

### Made Possible with HB3055

- System Improvement Project
- Regional Mobility Pricing Project
- I-205 Toll Project

### Partner Project with ODOT Support

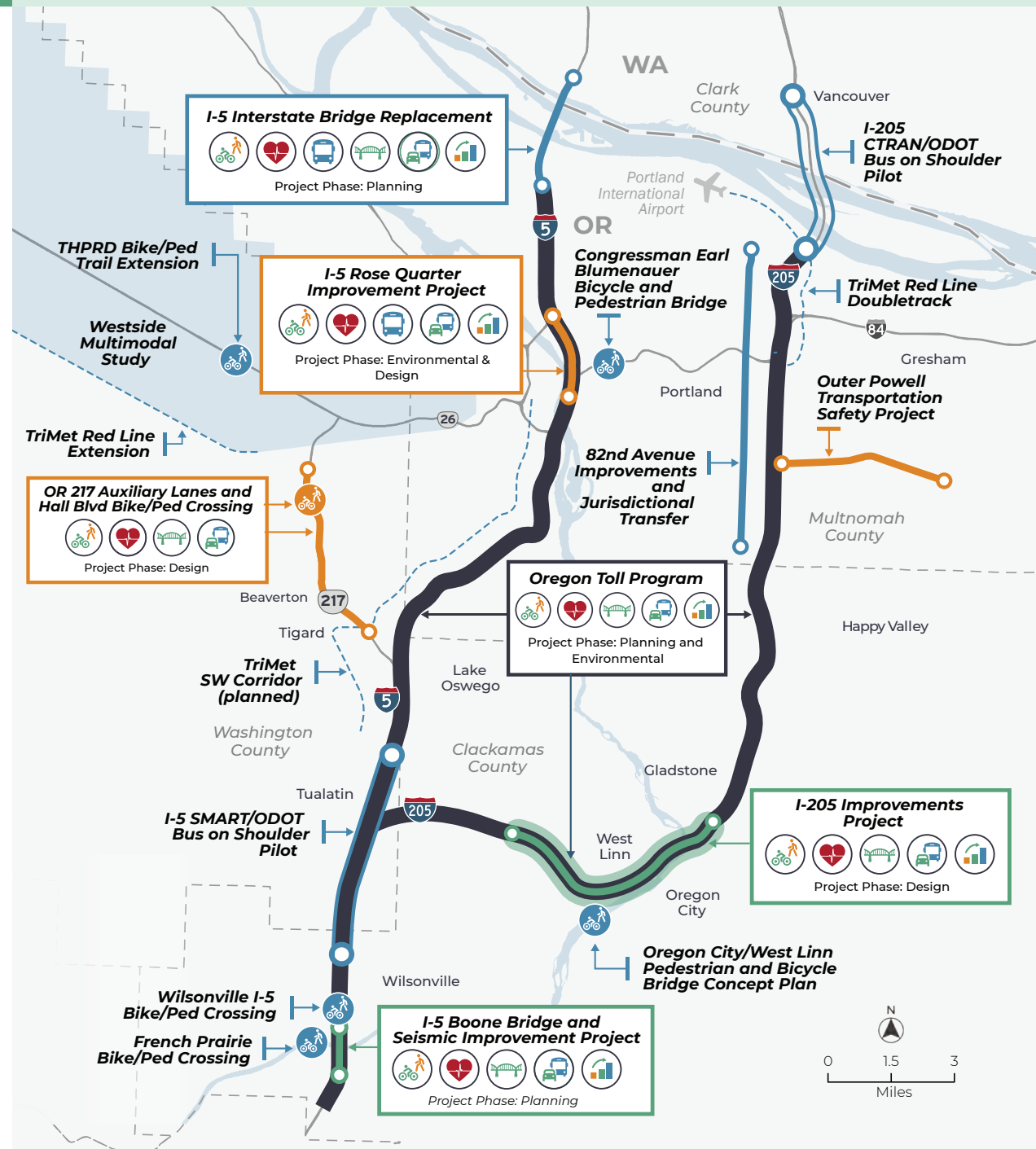
- System Improvement Project
- Bike/Ped Crossing Project
- Bus on Shoulder Pilot
- TriMet Project
- Multimodal Study

### Project Elements

- Bicycle and Pedestrian Improvements
- Public Transportation Improvements
- Safety Enhancements
- Seismic Enhancements
- Congestion Management
- Funding Plan Includes Toll Revenue

Note: Core project names are boxed

# Urban Mobility Strategy Map



## STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 21-1467 FOR THE PURPOSE OF AMENDING THE 2018 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE PRELIMINARY ENGINEERING PHASE OF THE I-205 TOLL PROJECT, AND TO CLARIFY THE FINANCIAL CONNECTION OF THE I-205 TOLL PROJECT TO THE I-205 IMPROVEMENT PROJECT

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Date: March 30, 2022  
Department: Planning, Development & Research

Prepared by: Kim Ellis, Principal  
Transportation Planner

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### ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. The plan was last updated in 2018; the next update is due by Dec. 6, 2023, when the current plan expires.

In 2019, the Oregon Department of Transportation (ODOT) initiated 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.

In summer 2020, ODOT launched an education and engagement period for the I-205 Toll Project to receive input on the draft purpose and need for the project, the toll alternatives to be studied, and key issues for analysis as required by the National Environmental Policy Act (NEPA). ODOT is now preparing to move the I-205 Toll Project forward in the NEPA review process. As part of this process, ODOT requested an amendment to the 2018 RTP. The expectation is that amendments to the RTP follow the same adoption process as RTP updates, consistent with Metro's Public Engagement Guide and RTP amendment procedures. The amendment process schedule is provided in **Attachment 1**.

### IDENTIFIED POLICY OUTCOMES

The requested amendment will:

- add the preliminary engineering phase for the I-205 Toll Project to the 2018 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 2018 RTP.

## **ACTION REQUESTED**

Approve Ordinance No. 21-1467.

## **POLICY OPTIONS FOR CONSIDERATION**

1. Approve Ordinance No. 21-1467 as recommended by JPACT.
2. Do not approve Ordinance No. 21-1467 and refer it back to JPACT with a recommendation for amendment.

## **RECOMMENDED ACTION**

Approve Ordinance No. 21-1467 as recommended by JPACT on March 17, 2022.

Metro staff has reviewed the information submitted by ODOT in **Attachment 2** and finds that the requested amendment to the 2018 RTP to add the preliminary engineering phase of the I-205 Toll Project is regionally significant and appears consistent with the 2018 RTP regional priority policy outcomes, goals, objectives and policies; statewide planning goals; and federal fiscal constraint requirements. Furthermore, the process for public review and consideration of the requested amendment followed Metro's adopted Public Engagement Guide and RTP amendment procedures. The amendment appears consistent with the 2018 RTP and related public engagement procedures for amendments to the RTP.

## **STRATEGIC CONTEXT AND FRAMING COUNCIL CONSIDERATION**

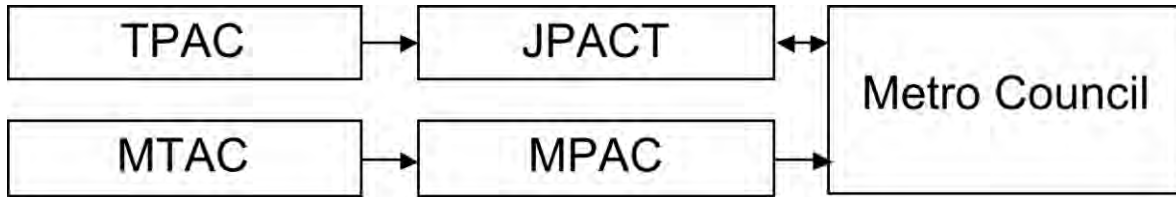
In 2018, JPACT and the Metro Council adopted a significant update to the RTP following three years of engagement that included more than 19,000 touch points with community members, community and business leaders, and local, regional and state jurisdictional partners. Reflecting the extensive engagement that shaped the plan, 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 desired performance for the following priority policy outcomes:

- 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 JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, 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) 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 RTP; and
- (4) amendments resulting from a NEPA review process, corridor refinement planning as defined in the Oregon 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 2018 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.

**Attachment 1** provides a more detailed schedule of the process and timeline for considering the requested RTP amendment and a subsequent MTIP amendment. Key dates and milestones included:

- **Oct. 1 to Nov. 15, 2021** – Metro held a 45-day public comment period. Comments were accepted through an online comment form, email, mail, phone, and a public hearing held by the Metro Council on Nov. 4, 2021. A report documenting all comments received during the comment period is provided in **Attachment 3**.
- **November 2021 to Feb. 2022** – Metro and ODOT staff reported back public comments received to the Metro Technical Advisory Committee (MTAC), the Transportation Policy Advisory Committee on Transportation (TPAC), the Metro

Policy Advisory Committee (MPAC), JPACT and the Metro Council. The briefings provided opportunity for discussion of the amendment and consideration of public comments received as well as concerns raised by committee members and Councilors. Concerns raised by committee members and Councilors included: the coordination and timing of this project relative to ODOT's Regional Mobility Pricing Project, future opportunity for input to influence the project, and the timing of consideration of the amendment relative to Oregon Transportation Commission (OTC) consideration of Investment in Infrastructure and Jobs Act (IIJA) funding scenarios. At the February 17, 2022 JPACT meeting, ODOT staff presented an update to the I-205 toll project's RTP and MTIP amendments. This was followed by a discussion between JPACT members on what issues they wanted TPAC to address as TPAC finalized their recommendation to JPACT. **Attachment 4** summarizes the issues raised by JPACT members. **Attachment 5** summarizes actions identified by ODOT to address top Portland region concerns.

- **March to April 2022** – Continued discussion and consideration of final recommendations from TPAC and MPAC, and action by JPACT and the Metro Council.
  - Before the March 4 TPAC meeting, Clackamas County staff submitted proposed revisions to the I-205 RTP Amendment to the TPAC membership for consideration.
  - On March 4, 2022, TPAC considered the I-205 RTP Amendment for recommendation to JPACT and revisions submitted by Clackamas County staff. As part of the TPAC discussion, ODOT staff provided additional background for their amendment request, including a list of commitments (“I-205 Toll Project: Commitments for ODOT and Portland Regional Partners”), and proposed further revisions to the changes proposed by Clackamas County (Clackamas County/ODOT revisions).
    - During deliberations on March 4, a TPAC member moved to amend the recommendation to include the Clackamas County/ODOT revisions to the amended I-205 project description. The motion further requested that Metro staff develop appropriate language to align the Clackamas County/ODOT revisions with the technical and legal nature of the 2018 RTP.
    - Metro staff suggested an approach to: (1) add elements of the Clackamas County/ODOT revisions to the I-205 RTP Amendment project summary and description where legally and technically feasible; and (2) incorporate the ODOT Commitments and the Clackamas County/ODOT revisions as part of Ordinance No. 21-1467.
    - After significant discussion and deliberation, TPAC voted to recommend to JPACT a revised version of the I-205 RTP Amendment.
  - On March 17, 2022, JPACT considered TPAC's recommendation on the proposed RTP Amendment. After significant discussion and deliberation, JPACT voted to adopt and recommend to the Metro Council a further revised version of the I-205 RTP Amendment.
    - The JPACT revisions include: (1) revisions to Ordinance No. 21-1467 to add language regarding the timing of tolling on I-205 relative to the Regional Mobility Pricing Project and approval by the Oregon Transportation Commission; (2) revisions to Ordinance No. 21-1467 to add “I-205 Toll

Project: Commitments for ODOT and Portland Regional Partners”<sup>1</sup> as Exhibit B; (3) Exhibit A to the Ordinance, which shows in highlight the JPACT-recommended revisions<sup>2</sup>; (4) Exhibit B to the Ordinance, “I-205 Toll Project: Commitments for ODOT and Portland Regional Partners;” and (5) Exhibit C<sup>3</sup> to the Ordinance.

- On March 30, 2022, MPAC discussed JPACT’s recommendation to the Metro Council on the proposed RTP Amendment, and a proposal was made by Happy Valley Councilor Brett Sherman to add a requirement that tolling on I-205 would be terminated in the event the Regional Mobility Pricing Project is not implemented. After significant discussion and deliberation it became clear that the majority of MPAC members present supported Councilor Sherman’s proposal to recommend that the Metro Council consider including that requirement. In order to move forward with that proposal, an initial motion was made to recommend Metro Council approval of Ordinance No. 21-1467 as recommended by JPACT. The vote was 3-11. The motion did not pass.

A separate motion was made to recommend the Metro Council consider the following issue and concern when considering JPACT’s recommendation:

“Consider a plan “b” in the event the Regional Mobility Pricing Project is not implemented, which is to terminate the collection of tolls upon repayment of costs associated with the initial tolling of I-205 and costs associated with construction of Phase 1A of the I-205 South Corridor Widening and Seismic Improvements Project.”

The majority of MPAC members present supported this motion. The vote was 9-5. The motion passed.

## **ANALYSIS/INFORMATION**

**Known opposition:** Public comments in opposition to tolling, the I-205 Toll Project and this proposed amendment are summarized in the public comment report provided in **Attachment 3**.

### **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.
- **House Bill 3055** (2021), enacted on July 7, 2021.
- **House Bill 2017** (2017), enacted on Aug. 18, 2017.

**Anticipated Effects:** Approval of the RTP amendment will allow the I-205 Toll Project to continue to move forward in 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

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<sup>1</sup> Proposed Exhibit B combines language from the ODOT Commitments and Clackamas County/ODOT revisions, discussed by TPAC on March 4 and adopted by JPACT on March 17.

<sup>2</sup> Where possible, Metro staff added relevant language from the Clackamas County/ODOT revisions document to both the Project summary and description to reflect the recommendation made by TPAC on March 4.

<sup>3</sup> Summary of Comments Received and Recommended Actions.

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. The MTIP amendment, if approved, programs funding for the preliminary engineering phase for the I-205 Toll Project.

ODOT is committed to continuing public engagement on the I-205 Toll Project through 2022 (See the I-205 Toll Project Public Involvement Plan) and to addressing key concerns raised consistent with HB 3055 and the NEPA review process, including:

- Reducing traffic congestion and managing demand;
- Documenting the impacts of diversion of traffic onto local streets and bridges and identifying transit and multimodal investments needed to reduce the impacts of diversion;
- Improving safety;
- Meeting the state's greenhouse gas emissions reduction goals;
- Minimizing impacts to historically and currently underrepresented and disadvantaged communities; and
- Establishing equitable income-based toll strategies to be paid by users of tollways.

The Metro Council and JPACT will continue to look for ODOT to address these concerns and the commitments identified in Exhibit B to this ordinance as the NEPA process for the I-205 Toll Project continues.



2/9/22

## Coordinated Timeline for Proposed I-205 Toll Project Amendments

### September 2021 to March 2022

This document summarizes key milestones and decisions for consideration of proposed [I-205 Toll Project](#) amendments to the [2018 Regional Transportation Plan](#) (RTP) and the [2021-24 Metropolitan Transportation Improvement Program](#) (MTIP).

- RTP Amendment for I-205 Toll Project is in **blue**
- MTIP Amendment for I-205 Toll Project is in **green**
- Public notices and comment periods are in shaded grey
- Action items (votes) in **bold\***

2021 Dates	What
Sept. 16	<i>Advance public notice of opening of public comment period for RTP Amendment (published 15 days in advance of public comment period)</i>
Oct. 1	<i>DLCD Form 1 and proposed amendment submitted to DLCD via email</i>
Oct. 1 to Nov. 15	<i>45-day public comment period on proposed RTP amendment for I-205 Toll Project published by Metro at <a href="http://oregonmetro.gov/">oregonmetro.gov/</a></i>
Oct. 1	TPAC – Introduce RTP amendment for I-205 Toll Project
Oct. 21	JPACT – Introduce RTP amendment for I-205 Toll Project
Oct. 27	MPAC – Introduce RTP amendment for I-205 Toll Project
Nov. 4	Metro Council (Meeting) – Introduce RTP amendment for I-205 Toll Project <i>Public hearing as part of public comment period/1st Read of Ordinance No. 21-1467 on RTP amendment for I-205 Toll Project</i>
Nov. 15	<i>Close of 45-day public comment period on RTP amendment for I-205 Toll Project</i>
Nov. 17	MTAC – Introduce RTP amendment for I-205 Toll Project and discussion of public comments and draft legislation for proposed RTP amendment
Nov. 30 to Jan. 6	<i>30-day public comment period on proposed MTIP amendment for I-205 Toll Project published by Metro</i>
Dec. 3	TPAC – Discussion of public comments and draft legislation for proposed RTP amendment for I-205 Toll Project TPAC – Introduce MTIP amendment for I-205 Toll Project
Dec. 8	MPAC – Discussion of public comments and draft legislation for proposed RTP Amendment for I-205 Toll Project
Dec. 14	Metro Council (Work Session) – Discussion of public comments and draft legislation for proposed RTP amendment for I-205 Toll Project Metro Council (Work Session) – Introduce MTIP amendment for I-205 Toll Project
Dec. 16	JPACT – Discussion of public comments and draft legislation for proposed RTP amendment for I-205 Toll Project JPACT – Introduce MTIP amendment for I-205 Toll Project

\* Actions are shown as proposed for discussion and consideration with actions at the discretion of each body to approve, deny or defer





2/9/22

<b>2022 Dates</b>	<b>What</b>
Jan. 6	<i>Close of 30-day public comment period on MTIP amendment for I-205 Toll Project</i>
Jan. 19	MTAC – Discussion to provide feedback on proposed RTP amendment for I-205 Toll Project for consideration by MPAC
Jan. 20	JPACT – Discussion of public comments and draft legislation for proposed RTP amendment for I-205 Toll Project JPACT – Discussion on MTIP amendment for I-205 Toll Project
Jan. 26	MPAC – Discussion on RTP amendment for I-205 Toll Project
Feb. 4	TPAC – Discussion on RTP amendment for I-205 Toll Project TPAC – Discussion on MTIP amendment for I-205 Toll Project
Feb. 17	JPACT – Discussion on RTP amendment for I-205 Toll Project
<b>March 4*</b>	<b>TPAC – Discussion and consider action on RTP amendment for I-205 Toll Project</b> <b>TPAC – Discussion and consider action on MTIP amendment for I-205 Toll Project</b>
<b>March 17*</b>	<b>JPACT – Discussion and consider action on RTP amendment for I-205 Toll Project</b> <b>JPACT – Discussion and consider action on MTIP amendment for I-205 Toll Project</b>
<b>March 30*</b>	<b>MPAC – Discussion and consider action on RTP amendment for I-205 Toll Project</b>
<b>April 14*</b>	<b>Metro Council (Meeting) – Discussion or consider action on RTP amendment for I-205 Toll Project; 2<sup>nd</sup> Read of Ordinance No. 21-1467 on RTP amendment for I-205 Toll Project</b> <b>Metro Council – Discussion or consider action on MTIP amendment for I-205 Toll Project</b>
<i>If approved, PAPA Adoption Notice with final action submitted to DLCD within 20 days after RTP amendments adopted by the Metro Council; there is an opportunity for appeal period.</i>	

*\* Actions are shown as proposed for discussion and consideration with actions at the discretion of each body to approve, deny or defer*

# I-205 Toll Project

## Regional Transportation Plan Amendment

September 22, 2021



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## Attachments

I-205 Toll Project Public Involvement Plan

I-205 Toll Project Equitable Engagement Plan

Agencies and Stakeholders Involved in the I-205 Toll Project

Oregon Transportation Commission Meeting Minutes

2018 RTP Public Engagement and Non-Discrimination Checklist

# 1 Background

- A short history about why/how the project emerged and its importance to the region.
- A brief history of past actions and work that has been accomplished that has led to the proposed amendment (purpose and need description).

In 2017, the Oregon Legislature authorized substantial funding to improve highways, transit, biking and walking facilities, and use technology to make the state's transportation system work better through Oregon House Bill 2017 (HB 2017). As part of this comprehensive transportation package, the legislature also directed the Oregon Transportation Commission (Oregon Transportation Commission) to seek federal approval to implement value pricing (also referred to as tolling or congestion pricing) on I-5 and I-205 in the Portland metropolitan area to address congestion.

The Oregon Department of Transportation (ODOT) initiated the Portland Metro Area Value Pricing Feasibility Analysis shortly after the passage of HB 2017 to:

- Explore the options available.
- Determine how and where value pricing could help improve congestion on I-5 or I-205 during peak travel times.
- Begin to understand potential benefits and impacts to travelers and adjacent communities.

ODOT convened a Policy Advisory Committee for the Value Pricing Feasibility Analysis, which met from late 2017 through mid-2018. The Policy Advisory Committee developed [a recommendation to support the Oregon Transportation Commission's](#) efforts to implement Section 120 of HB 2017, which directs it to pursue approval from the Federal Highway Administration (FHWA) to implement congestion pricing on I-5 and I-205 in the analysis area.

In December 2018, ODOT submitted an [application to the FHWA](#). The application presented the Oregon Transportation Commission's application to implement freeway tolling projects, as directed in HB 2017, and sought a response from the FHWA providing confirmation and clarification of the following critical next steps:

- Eligibility and requirements under federal tolling programs
- Completeness of the proposed scope for additional analysis and project development
- FHWA ability to streamline required review under the National Environmental Policy Act (NEPA)

The projects identified in the application were selected through the Value Pricing Feasibility Analysis and reflect the majority recommendation of the Policy Advisory Committee. The recommendation for tolling on both I-5 and I-205 constitutes Oregon's proposed implementation of freeway tolling.

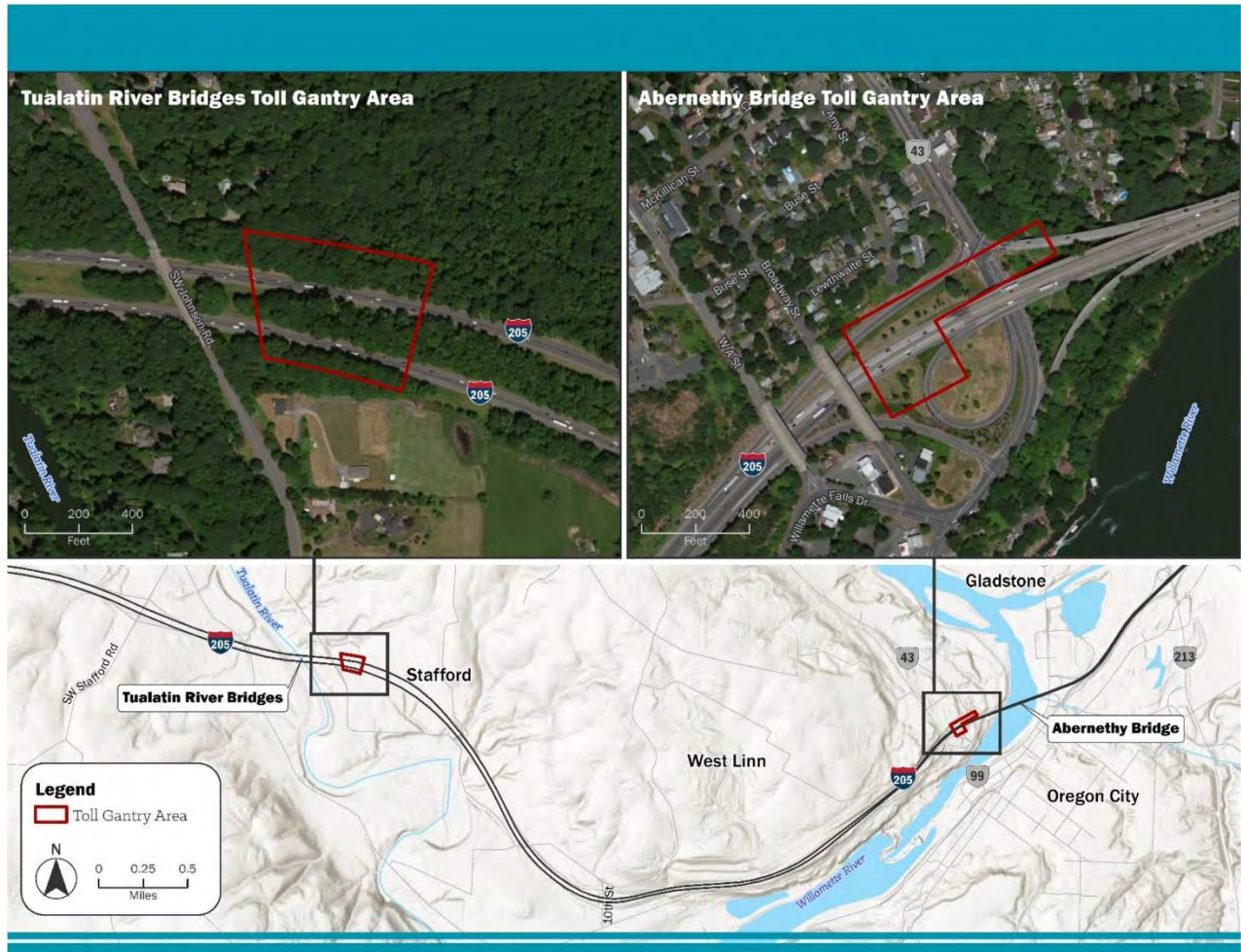
[FHWA responded to the application](#) in January 2019, which kicked off the next phase of analysis for the I-205 Toll Project.

In spring 2019, ODOT selected a consultant to begin planning for the environmental review phase for tolling in the I-5 and I-205 corridors. In fall/winter 2019/20 initial screening of five alternatives for the I-205 Toll Project was conducted to evaluate the performance of different toll configurations. A [summary of this analysis](#) is posted on ODOT's website.

In summer 2020, from August 3 to October 16, 2020, ODOT launched an education and engagement period specifically for the I-205 Toll Project. During this time, ODOT hosted numerous education and engagement activities to reach a broad audience. ODOT sought input at the beginning of the environmental review process to help refine the draft purpose and need for the Project, the toll alternatives to be studied, and key issues for analysis as required by NEPA. (See the I-205 Toll Project Public Involvement Plan attachment.)

In August 2021, following the legislative session in Oregon, ODOT determined that toll revenue was needed to complete construction of the [I-205 Improvements Project](#). The governor signed Oregon House Bill 3055 into law, which provides financing options that allow Phase 1A of the I-205 Improvements Project (reconstruction of Abernethy Bridge plus OR 43 and OR 99E interchanges) to be constructed beginning in spring/summer 2022. Toll funding will be needed to complete the remaining phases of the I-205 Improvements Project (Phase 1B (OR 99E to OR 213), Phase 1C (10th Street to Sunset Bridge), Phase 1D (OR 43 to 10th Street), and Phase 2 (10th Street to Stafford Road, including Tualatin River Bridges reconstruction); see Figure 1. Phase 1B is tentatively planned for construction in 2023. If tolling is approved upon completion of the environmental review process for the I-205 Toll Project, and pending development of a toll program, tolls could be used long term to pay back loans for Phase 1A and to pay for construction of the subsequent phases.

**Figure 1. I-205 Toll Project – DRAFT MAP**



The I-205 Toll Project Preliminary Engineering phase will include activities needed to reach 30% design for the toll zone and gantry. The gantry designs will be developed for the Abernethy and Tualatin River Bridges and will include the following elements:

- I-205 mainline (gantries spanning both directions of traffic).
- Ramp toll zones at the NB on-ramp and SB off-ramp to and from I-205 at the OR 43 Interchange (Exit 8).
- I-205 mainline (gantries spanning one direction of traffic in each direction).

These designs will include the following:

- Typical toll zone site layouts with parking accommodations.
- Gantry type and size alternate concepts with evaluation of constructability and costs for selection by ODOT (standard Intelligent Transportation Systems sign truss with walkway,

monotube with walkway, concrete vertical columns with trusses or monotube with walkway).

- Pre-cast concrete technical shelter design.
- Standards for lockable in-ground junction boxes and on-site, in-ground conduit.
- General provisions for data and power services, for electrical and generator requirements.
- HVAC standard requirements.
- Toll signage requirements and pavement markings recommendations.
- Plan for maintenance and protection of traffic during construction.
- General landscaping and aesthetic design requirements.
- Updated cost estimate for each standard toll zone type.
- Schedule requirements based on anticipated lead times for long-lead items and construction times.

**An overview of the primary purpose and secondary objectives for the project phase being amended into the RTP and its major work elements and milestones (e.g. complete NEPA and obtain the ROD, determine alternatives, selection of the agency preferred alternative, complete design and PS&E package, etc.)**

The Oregon state legislature, region, and ODOT identified the I-205 Improvements Project as a priority project. The I-205 Improvements Project includes seismic bridge upgrades, adding the missing third lane north and south, and interchange improvements. The project received NEPA clearance in 2018; public engagement has been ongoing. In 2021, HB 3055 provided financing tools that allow construction on the first phase (Phase 1A) of the I-205 Improvements Project to begin in 2022, which includes replacement of the Abernethy Bridge and adjacent interchanges. Tolls are needed to fund subsequent phases of the I-205 Improvements Project, and pending completion of the Tolling Environmental Assessment, tolls would also be used as a payback option for funds borrowed for Phase 1A.

The purpose of the I-205 Toll Project is to use variable-rate tolls on the I-205 Tualatin River Bridges and Abernethy Bridge to raise revenue to complete the I-205 Improvements Project and manage congestion. The full text of the Purpose and Need Statement can be found [here](#).

Table 1 is a schedule of the major milestones for the I-205 Toll Project.

**Table 1. I-205 Toll Project Major NEPA Milestones**

Major NEPA Milestone	2021				2022			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
NEPA Regional Transportation Modeling & DTA Subarea Modeling (2045 & 2027)		■	■	■				
Traffic Analysis (data collection, baseline, no-build and build)			■	■				
Environmental Assessment Tech Reports			■	■	■			
Draft Environmental Assessment			■	■	■	■		
Environmental Assessment Public Comment Period							■	
Environmental Assessment Comment Response Matrix							■	■
Preferred Alternative Regional Modeling and Traffic Analysis (as							■	■
Revised Transportation Tech Report							■	■
Prepare Final Environmental Assessment/FONSI								■
Final Environmental Assessment/FONSI								■

Transportation Modeling

- Coordinate tolling modeling with agency, consultant, and Metro staff as well as the Regional Modeling Group.
- Provide technical support to Metro in model development, calibration, validation, and refinement.
- Support modeling work by refining tools and providing key inputs, including Regional Travel Demand model refinements, support for Dynamic Traffic Assignment (DTA) subarea model development, and refinement of the multi-criteria evaluation tool.



### Traffic Analysis

- Preliminary modeling to focus on addressing potential for through-trip rerouting via toll gantry logic.
- Draft Environmental Assessment analysis with future horizons on a smaller set of alternatives, supporting traffic and revenue projections.
- Transportation, multimodal, and traffic analysis in the Transportation Technical Report.

### Environmental Assessment Technical Reports

- Air Quality
- Economics
- Energy and Greenhouse Gases
- Environmental Justice
- Noise
- Social Resources and Communities
- Visual Quality
- Cumulative Impacts

### Draft Environmental Assessment

- Focus on the evaluation of tolling impacts for the I-205 seismic retrofit and widening project and must incorporate all construction-related impacts from the approved Documented Categorical Exclusion (DCE) by reference.
- Include a notice of the intent to prepare a combined Final Environmental Assessment/Finding of No Significant Impact (FONSI).
- Technical work to serve as the technical basis and attached as appendices or incorporated as sections.
- Additional technical analyses:
  - Geology and Soils
  - Hazardous Materials
  - Historic and Archaeological Resources
  - Land Use
  - Parks and Recreation/Section 4(f) and Section 6(f)
  - Utilities
  - Vegetation, Wildlife, and Aquatic Species
  - Wetlands and Water Resources

### Environmental Assessment Public Comment Period

- Draft, revised draft, and final Notice of Availability with date(s), time(s) and location(s) of the public hearing and the dates of the Environmental Assessment comment period.
- Draft and final Environmental Assessment distribution letter with date(s), time(s) and location(s) of the public hearing and the dates of the Environmental Assessment comment period.

- Open houses (serving as the draft Environmental Assessment Public Hearing[s] and an opportunity for formal public testimony or written comment) and an online open house.

#### Comment Response Matrix

- Comments received on the published Environmental Assessment will be responded to in summary format. Any changes to the analysis, impacts or mitigation based on comments will be clearly identified in the revised Environmental Assessment and decision document.

#### Preferred Alternative Modeling and Analysis

- The final round of analysis focused on the preferred alternative identified in the draft EA.
- May include modeled evaluation for transit or other mitigation strategies.
- May include several model runs to refine the alternatives to address Project impacts.

#### Revised Transportation Technical Report

- Updated from the draft Environmental Assessment Transportation Technical Report to address comments and new analysis identified as a result of public comments.
- Included as an appendix to the final Environmental Assessment.

#### Prepare Final Environmental Assessment

- Prepared in response to comments on the draft Environmental Assessment.
- Maximize the use of existing documentation prepared for the draft Environmental Assessment.

#### Final Environmental Assessment/FONSI

- Combined final (revised) Environmental Assessment and FONSI.
- FONSI must include a description of the decision, selected alternative, alternatives considered, criteria used to determine the selected alternative, proposed project funding, Section 4(f) funding and mitigation commitments.

#### **I-205 Toll Project Scope Of Work Summary**

The I-205 Toll Project is scoped for work in the following areas: communications and outreach; technical analysis and outputs; traffic and revenue, costs and net revenue, and financial planning; I-205 Environmental Assessment Transportation Technical Report; and I-205 NEPA documentation.

#### ***Communications and Outreach***

#### **Strategic Communications, Coordination and Public Involvement Plan**

The Project will utilize Public Involvement Plan (PIP) incorporating knowledge of the Portland Metro region and NEPA guidelines for public engagement. Elements of the PIP include:

- Key audiences, messages and types of communication.
- Public involvement goals, objectives and evaluation measures.
- Community and stakeholder demographic analysis.
- Environmental justice consideration strategies.
- Media and elected officiation coordination strategies.

### **Public Events and Community Outreach**

Engagement activities are anticipated for the following project components:

- The purpose and need and range of alternatives.
- Increasing understanding of toll purpose, operations and benefits.
- The draft and final Environmental Assessment comment period.
- Refinement of the preferred alternative and equity strategies.
- Refinement of preferred alternative and equity strategies.
- The final Environmental Assessment/FONSI.

Materials to convey technical and complicated information will be prepared in accessible formats and multiple languages.

A community-based outreach plan will facilitate connecting with community organizations and participating in events across the region, including both tabling events and individual activities. Coordination and education with community-based organizations will be ongoing.

### **Equity Strategy and Equity and Environmental Justice Outreach**

An Equity Strategy and Environmental Justice Memorandum sets the basis for the internal work session with the Project Team and the Equity and Mobility Advisory Committee (EMAC). The Project team will also facilitate workshops or meetings with select equity framework-identified groups. Equity outreach also involves bringing on community liaisons who are members of marginalized communities in the Project area or who come from community-based organizations that serve those marginalized communities.

### **Advisory Committee and Stakeholder Outreach**

Transparency and informed decision-making are fundamental to the successful development of tolling projects. The EMAC will provide input to the Oregon Transportation Commission (OTC) or the Project team on the Project equity framework, equity and mobility performance

measures, and equity and mobility strategies to improve Project outcomes. The EMAC also will advise and support implementation of equitable engagement plans during the Project planning process.

Outreach activities also include presentations for OTC, the Legislature, and other leadership forums and jurisdictional briefings, such as city councils, county commissions, neighborhood associations, business groups, community-based organizations and working groups. Project technical analysis is supported by stakeholder engagement through the Regional Partner Agency Staff, Community Work Sessions, the Regional Modeling Group, and the Transit and Multimodal Work Group, among others, to provide points of input, including:

- Stated preference surveys.
- Evaluation criteria and performance measures.
- Alternatives development.
- Transit and multimodal findings.
- Community and Equity Mobility Strategies.

#### ***Technical Analysis and Outputs***

Technical analyses focus on transit/multimodal, equity and Project alternatives, as well as community mobility/equity strategy development.

#### **Alternatives Analysis and Screening**

Project alternatives will incorporate design options for the congestion pricing policy itself (where, when, who, and how much to charge) as well as the technological solutions, infrastructure requirements, legal framework and business models that represent the alternative as deployed. Throughout the process, a no action / no pricing alternative will be evaluated. The I-205 corridor user analysis will inform alternatives development and screening through enhanced understanding of travel behavior and socioeconomic effects for existing and potential users of the tolling project area. Additionally, the alternatives screening evaluation criteria and input provided by all levels of engagement will be used to identify alternatives, document assumptions, compare and document alternatives analyses, and perform initial screening analysis modeling.

#### **Alternatives Modeling**

Model development and its application for Project alternatives involves calibration, validation and refinement. The relationship between tolling on I-205 and existing transit and multimodal transportation options will be evaluated to identify improvements to non-motorized travel mode systems as a component of a successful tolling implementation.

## **Equity Environmental Justice Analyses and Policy**

The Project team will work with Agency, EMAC and Metro modelers to develop equity and environmental justice draft and final evaluation criteria and performance measures for tolling on I-205 that are aligned with Project goals and objectives related to equity and environmental justice. The Equitable Toll Report will summarize the equity work prepared throughout the course of the Project including:

- Equity strategy and framework developed for the Project and how these have been implemented.
- Findings from equity and environmental justice outreach.
- Findings and mitigation measures from the equity analysis performed for the Social and Environmental Justice Technical Reports.

### ***Traffic and Revenue, Costs and Net Revenue, and Financial Planning***

#### **Traffic and Revenue Forecasts and Report**

Annual traffic and revenue forecasts will be developed for the one or two build alternatives carried forward in the NEPA process. The revenue estimates will be based on the weekday modeling outputs for at least two forecast years for traffic on tolled sections I-205.

A draft and final I-205 Level 2 Traffic and Revenue Study report and slide deck will be prepared based upon the travel demand modeling, traffic analysis, traffic and revenue forecasts, and net revenue projections.

#### **Cost Analysis and Net Revenue Projections**

Annual operating and maintenance cost estimates will be developed for the in-lane roadway toll system infrastructure on I-205 as well as the program-wide back-office toll collection systems and customer service center functions for all-electronic toll collection, with costs allocated proportionately to I-205 for alternatives that include pricing on both facilities.

#### **Funding Strategies and Financial Planning and Support**

Candidate non-toll funding sources, toll-financing options and other related funding strategies will be analyzed and evaluated to help develop feasible financial plans for I-205 or preferred alternatives carried forward in the NEPA process.

### ***I-205 Environmental Assessment Transportation Technical Report***

The Transportation Technical Report involves conducting traffic and multimodal forecasting and operations analysis of the proposed alternatives. This includes revisiting the technical foundation to document changes in travel demand and key traffic patterns, and identifying the

need for critical operational or safety enhancements to address potential congestion/mobility and multimodal access impacts.

### **Data Review and Collection**

The first step in documenting existing conditions will be a review of the multimodal transportation data within the study area for other corridor planning efforts. The transportation analysis will leverage available multimodal transportation and traffic data, including data collected as part of the efforts, as well as other efforts to be identified in conjunction with ODOT and their partners.

### **Existing and Future No Build Conditions**

Once the transportation data review is complete and all data pieces have been compiled, the existing conditions analysis will be initiated, including traffic conditions to gauge current levels of delay during critical periods of the day (e.g., AM or PM peak period).

### **Build Alternatives Analysis**

Future transportation access and mobility reflecting up to three build alternatives will be analyzed for the I-205 Toll Project in comparison to the future No Build alternative. Since the build alternatives will generally include tolling or capacity improvements (adding one or more travel lanes plus other off-freeway improvement strategies, transit service enhancements or multimodal safety projects), traffic volume projections must be developed for each alternative.

### **I-205 Draft and Final Environmental Assessment Transportation Technical Reports**

To document the transportation analysis approach, analysis and findings, a technical report will capture the analysis assumptions, approach, data, and alternatives assessment outcomes. The I-205 draft Environmental Assessment Transportation Technical Report will be updated to address comments and new analysis identified as a result of public comments. The revised technical report will be included as appendix to the final Environmental Assessment.

#### ***I-205 NEPA Documentation***

The NEPA documentation is needed to inform and document a federal decision on tolling on I-205 and this Environmental Assessment will build on the I-205: Stafford Road to OR 213 DCE. The construction impacts of widening I-205 and reconstruction of the Abernethy Bridge have received environmental clearance under the DCE; therefore, the NEPA process conducted under this task will only analyze those additional impacts that result from the tolling action. Resources analyzed in technical reports include:

- Air Quality
- Energy and Greenhouse Gases
- Economics
- Environmental Justice

- Noise
- Social Resources and Communities
- Visual Quality
- Cumulative Impact

### **I-205 NEPA Early Public Engagement**

A draft and final agenda and packet of materials will be prepared for an agency coordination meeting with participating agencies. The consultant must attend and facilitate the participating agency coordination meeting with ODOT staff, as determined by the Agency.

### **I-205 Draft Environmental Assessment Technical Reports and Memoranda**

The level of analysis will be “right-sized” for each resource as guided by the ODOT Environmental Impact Statement Template (2010). Stand-alone technical reports will be prepared for resources with more extensive potential impacts anticipated or for which more in-depth analysis is required as determined by ODOT and the FHWA.

### **I-205 Draft Environmental Assessment**

A draft Environmental Assessment will be prepared in compliance with ODOT and FHWA guidance. The technical work will serve as the technical basis for the draft EA and will be attached as appendices or incorporated as sections of the draft Environmental Assessment document.

### **I-205 Final Environmental Assessment/FONSI**

A combined final Environmental Assessment (revised Environmental Assessment) and FONSI will be prepared. It is assumed that a combined final Environmental Assessment/FONSI can be prepared for the Project. The final Environmental Assessment will be prepared in response to comments on the draft Environmental Assessment.

**Include a short description of any major project challenges expected to be addressed by the work elements and milestones.**

There have been and will continue to be several challenges for the I-205 Toll Project. The project conducted an engagement evaluation survey following the summer 2020 engagement to learn how to improve. [A summary of findings is posted online.](#)

Some of the major challenges include:

- The ongoing COVID-19 pandemic – ODOT had to quickly adapt outreach and engagement from in-person to virtual. The tools continue to be refined to support engagement.
- This will be the first toll project in Oregon. There is a lack of understanding around modern/electronic tolling and the benefits of tolling.
- ODOT has formed an Equity and Mobility Advisory Committee and is the first toll program that is centering equity at this level during the planning and environmental review phase. This new approach reflects ODOT's commitment to consider the following:
  - Persons experiencing low income who could be negatively affected financially
  - Availability of transportation options
  - Concern about diversion impacts to adjacent neighborhoods
  - Frustration that roads have already been paid for; lack of understanding about the current transportation funding environment
- Anticipated Timeline: 2020 – 2024. Initial I-205 Toll Project was identified at the end of the Value Pricing Feasibility Analysis in 2018. In summer 2020, the I-205 Toll Project officially initiated the NEPA process. The NEPA process is scheduled to be completed by quarter 4 of 2022. Starting in 2022 through 2024, ODOT will be developing toll technology and customer service back-office operations. During this time, the Oregon Transportation Commission will be undergoing a process to set toll rates. The earliest the I-205 Toll Project could begin to collect tolls would be in late 2024.

**A short description if there are other agencies or stakeholders involved in the project and their basic roles and responsibilities.**

There are many agencies and stakeholders involved in the I-205 Toll Project. Below is a list of the agencies that were invited to formally participate in the environmental review process. Some agencies who declined participating agency status are involved in other ways on the I-205 Toll Project. Many stakeholders participate on the Equity and Mobility Advisory Committee, Regional Partner Agency Staff monthly meetings, Regional Modeling Group meetings, and the Transit and Multimodal Work Group meetings. The rosters of these groups are attached.



Federal regulations (23 USC 139) require that opportunities be provided for federal, state, and local agencies that have jurisdiction by law or a special interest in the project to formally participate in the project’s environmental review process. Three categories of agencies are involved:

- **Lead** – FHWA is the lead federal agency for NEPA compliance on the I-205 Toll Project. Serving as a joint lead agency with FHWA, ODOT will share in the responsibility to prepare the NEPA document.
- **Cooperating** – A cooperating agency is any federal agency, other than a lead agency, that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project or project alternative. No cooperating agencies have been identified for the I-205 Toll Project.
- **Participating** – Participating agencies that are not cooperating agencies are those having a specific interest in the I-205 Toll Project. Within this Coordination Plan, the term “participating agencies” includes Tribes with an interest in the I-205 Toll Project. These groups also to participate in the development of the Environmental Assessment.

**Table 2. Lead Agencies**

Agency	Responsibilities
Federal Highway Administration (FHWA)	<ul style="list-style-type: none"> <li>• Manage 23 USC 139 process; prepare Environmental Assessment; provide opportunity for public, participating and cooperating agency involvement</li> </ul>
Oregon Department of Transportation (ODOT)	<ul style="list-style-type: none"> <li>• Manage 23 USC 139 process; prepare Environmental Assessment; provide opportunity for public, participating and cooperating agency involvement</li> </ul>

**Table 3. Agencies and Tribes Invited to be Participating Agencies**

Agency	Responsibilities	Status
<b>Federal</b>		
National Marine Fisheries Service (NMFS)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: Water quality and species protected under the Endangered Species Act.</li> </ul>	No response
U.S. Environmental Protection Agency (US EPA)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: environmental or socioeconomic impacts.</li> </ul>	Declined
U.S. Fish and Wildlife Service (USFWS)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: water quality and species protected under the Endangered Species Act.</li> </ul>	No response
<b>Tribes</b>		
Confederated Tribes of the Grand Ronde Community of Oregon	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	Declined

Agency	Responsibilities	Status
Confederated Tribes of Siletz Indians	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	No response
Confederated Tribes of the Umatilla Indian Reservation	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	No response
Confederated Tribes of the Warm Springs Reservation of Oregon	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	No response
Confederated Tribes and Bands of the Yakama Nation	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	No response

Agency	Responsibilities	Status
Cowlitz Indian Tribe	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	No response
Nez Perce Tribe	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: archaeology, history, and tribal interests.</li> </ul>	No response
<b>State</b>		
Oregon Department of Environmental Quality (DEQ)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: environmental impacts.</li> </ul>	Accepted
Oregon Department of Fish and Wildlife (ODFW)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: water quality, fish and wildlife species.</li> </ul>	No response

Agency	Responsibilities	Status
Oregon Department of Land Conservation and Development (DLCD)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: land use, statewide land use goals.</li> </ul>	No response
Oregon Department of Energy (ODOE)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: energy.</li> </ul>	No response
Oregon Department of State Lands (DSL)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: wetlands and waterways, state-owned lands.</li> </ul>	Declined
Oregon State Historic Preservation Office (SHPO)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: Historic Resources, Archaeological Resources, and Historic Preservation Act Section 106 compliance.</li> </ul>	Accepted

Agency	Responsibilities	Status
Oregon Tourism Commission (Travel Oregon)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project's potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: tourism economics.</li> </ul>	No response
Washington State Department of Transportation (WSDOT)	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project's potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency: transportation and transportation planning.</li> </ul>	Accepted
<b>Regional</b>		
C-TRAN	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project's potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
Metro	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project's potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted

Agency	Responsibilities	Status
Port of Portland	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
Port of Vancouver	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
Southwest Washington Regional Transportation Council (RTC)	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
TriMet	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies for the following technical topics based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
<b>Local</b>		
Clackamas County	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted

Agency	Responsibilities	Status
Clark County	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
Marion County	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
Multnomah County	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
Washington County	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Camas	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response



Agency	Responsibilities	Status
City of Canby	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of Durham	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of Gladstone	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Gresham	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Happy Valley	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted

Agency	Responsibilities	Status
City of Johnson City	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of Lake Oswego	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of King City	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of Maywood Park	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of Milwaukie	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted

Agency	Responsibilities	Status
City of Oregon City	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Portland	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Rivergrove	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Sherwood	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of Tigard	<ul style="list-style-type: none"> <li>• Review Environmental Assessment for sufficiency and provide comments.</li> <li>• Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>• Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response

Agency	Responsibilities	Status
City of Tualatin	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Vancouver	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Washougal	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	No response
City of West Linn	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted
City of Wilsonville	<ul style="list-style-type: none"> <li>Review Environmental Assessment for sufficiency and provide comments.</li> <li>Identify any issues of concern regarding the I-205 Toll Project’s potential environmental impacts and provide timely input on unresolved issues.</li> <li>Provide comments on the purpose and need; range of alternatives; and methodologies based on the special expertise or jurisdiction of the agency.</li> </ul>	Accepted

## 2 Regional Significance Determination

- The transportation project is located on a facility designated in one or more of the RTP network maps.

Within the 2018 RTP, I-205 is designated:

- Throughway on the regional motor vehicle network map (Figure 3.13)
- Frequent bus and future high-capacity transit on the regional transit network map (Figure 3.16)
- Main roadway route on the regional freight network map (Figure 3.21)

- The transportation investment requires permission or approval(s) from the U.S. Department of Transportation or project level NEPA review.

The I-205 Toll Project is currently in a project-level NEPA review, currently classified as an Environmental Assessment, which is anticipated to be completed in 2022.

- Other information for Metro staff to consider (please describe):

This is the first toll project in Oregon and will be foundational to providing a revenue stream to fund highway and multimodal congestion relief projects in the corridor, including funds toward the construction of the I-205 Implementation Project. Variable-rate tolls will help manage travel demand, resulting in reduced traffic congestion and benefiting those who pay the toll with a faster, more reliable trip.

FHWA has requested this RTP update, to clarify the financial connection between the I-205 Improvements Project and the I-205 Tolling Project. In addition, FHWA requires NEPA analysis to be completed under the preliminary engineering phase.

### 3 Regional Transportation Plan Consistency

- Identify the RTP Chapter 2 **regional goals and objectives** being addressed by this transportation investment – and provide a brief description of how.]

#### **GOAL 1: Vibrant Communities**

*The greater Portland region is a great and affordable place to live, work and play where people can easily and safely reach jobs, schools, shopping, services, and recreational opportunities from their home by walking, biking, transit, shared trip or driving.*

*Objective 1.1 2040 Growth Concept Implementation – Focus growth and transportation investment in designated 2040 growth areas (the Portland central city, regional and town centers, corridors, main streets, and employment and industrial areas).*

*Objective 1.2 Walkable Communities – Increase the share of households in walkable, mixed-use areas served by current and planned frequent transit service.*

*Objective 1.3 Affordable Location-Efficient Housing Choices – Increase the number and diversity of regulated affordable housing units within walking distance of current and planned frequent transit service.*

*Objective 1.4 Access to Community Places<sup>1</sup> – Increase the number and variety of community places that households, especially households in historically marginalized communities, can reach within a reasonable travel time for all modes of travel.*

#### **Response:**

The I-205 Toll Project performance measures will specifically measure access from households in our Equity Framework-identified communities, which includes and expands upon Metro’s equity definition of historically marginalized communities, to jobs, parks, and social resources (health services, community centers, grocery stores, schools, places of worship, etc.). The goal tied to these performance measures is to “provide benefits for historically and currently underserved communities.”

#### **GOAL 2: Shared Prosperity**

*People have access to jobs, goods and services and businesses have access to workers, goods and markets in a diverse, inclusive, innovative, sustainable and strong economy that equitably benefits all the people and businesses of the greater Portland region.*

*Objective 2.1 Connected Region – Build an integrated system of throughways, arterial streets, freight routes and intermodal facilities, transit services and bicycle and pedestrian facilities, with efficient connections between modes that provide access to jobs, markets and community places within and beyond the region.*

*Objective 2.2 Access to Industry and Freight Intermodal Facilities – Increase access to industry and freight intermodal facilities by a reliable and seamless freight transportation system that includes air*

*cargo, pipeline, trucking, rail, and marine services to facilitate efficient and competitive shipping choices for goods movement in, to and from the region.*

*Objective 2.3 Access to Jobs and Talent – Attract new businesses and family-wage jobs and retain those that are already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.*

*Objective 2.4 Transportation and Housing Affordability – Reduce the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.*

**Response:**

The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals:

- Support safety, regardless of mode of transportation.
- Support multimodal transportation choices.
- Support interoperability with other toll systems.
- Support regional economic growth.

I-205 Toll Project performance measures go into greater detail about how the analysis on impacts to bicycle and transit is being done with a similar rigor to that for automobiles and freight movement. In coordination with Metro staff, we are developing a travel demand model that extends out of the Metro Urban Growth Boundary to understand impacts on areas within and beyond the region. Our performance measures also call out the specific regional and local impacts to movement of freight and commercial transportation.

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**GOAL 3: Transportation Choices**

*People throughout the region have safe, convenient, healthy and affordable options that connect them to jobs, school, services, and community places, support active living and reduce transportation-related pollution.*

*Objective 3.1 Travel Choices – Plan communities and design and manage the transportation system to increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce vehicle miles traveled.*

*Objective 3.2 Active Transportation System Completion – Complete all gaps in regional bicycle and pedestrian networks.*

*Objective 3.3 Access to Transit – Increase household and job access to current and planned frequent transit service.*

*Objective 3.4 Access to Active Travel Options – Increase household and job access to planned regional bike and walk networks.*

**Response:**

The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals:

- Support safety, regardless of mode of transportation.
- Support multimodal transportation choices.

- Maximize interoperability with other transportation systems.

I-205 Toll Project performance measures go into greater detail about how the analysis on impacts to bicycle and transit is being done with a similar rigor to that for automobiles and freight movement.

Through the work of our Transit Multimodal Work Group, which comprises representatives from most of the region's transit providers, we have been discussing how the fare and technology system between tolling and transit can be integrated and seamlessly interoperable for the customer.

Through the work of our Equity and Mobility Advisory Committee, we have been providing research on how tolling has been coordinated with transit and multimodal transportation investments from around the United States and the world. Their work in communicating preferred policy and strategies for ODOT and the Oregon Transportation Commission will help inform and further the conversation for commitments to address transit and multimodal transportation needs in developing the I-205 Toll Project and the Oregon Toll Program, which has statewide impacts.

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#### **GOAL 4: Reliability and Efficiency**

*The transportation system is managed and optimized to ease congestion, and people and businesses are able to safely, reliably and efficiently reach their destinations by a variety of travel options.*

*Objective 4.1 Regional Mobility – Maintain reasonable person-trip and freight mobility and reliable travel times for all modes in the region's mobility corridors, consistent with the designated modal functions of each facility and planned transit service within the corridor.*

*Objective 4.2 Travel Management – Increase the use of real-time data and decision-making systems to actively manage transit, freight, arterial and throughway corridors.*

*Objective 4.3 Travel Information – Increase the number of travelers, households and businesses with access to real-time comprehensive, integrated, and universally accessible travel information.*

*Objective 4.4 Incident Management – Reduce incident clearance times on the region's transit, arterial and throughway networks through improved traffic incident detection and response.*

*Objective 4.5 Demand Management – Increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options.*

*Objective 4.6 Pricing – Expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and use of transit.*

*Objective 4.7 Parking Management – Manage the supply and price of parking in order to increase shared trips and use of travel options and to support efficient use of urban land.*

#### **Response:**

The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals:

- Support safety, regardless of mode of transportation.



- Support multimodal transportation choices.
- Support interoperability with other toll systems.
- Support regional economic growth.

I-205 Toll Project performance measures go into greater detail about how the analysis on impacts to bicycle and transit is being done with a similar rigor to that for automobiles and freight movement. Person throughput in the corridor is a specific measure. ODOT is collaborating with Metro on the regional travel demand model, which includes all of the transportation and transit assumptions in the fiscally constrained Regional Transportation Plan project list, to inform the impacts analysis.

After the I-205 Toll Project completes the Environmental Assessment, a toll-rate setting process will begin. This process will identify the real-time data and decision-making process for future adjustments to the toll rate schedule. Based on the modeling data and feedback in the environmental review process, ODOT will propose a variable rate, and set the schedule for congestion pricing on the I-205 Toll Project that is intended to manage vehicle congestion, encourage shared trips, and increase transit use.

Through the work of our Transit Multimodal Work Group, which comprises representatives from most of the region's transit providers and Transportation Management Agencies, we have been discussing how to increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options.

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### **GOAL 5: Safety and Security**

*People's lives are saved, crashes are avoided and people and goods are safe and secure when traveling in the region.*

*Objective 5.1 Transportation Safety – Eliminate fatal and severe injury crashes for all modes of travel.*

*Objective 5.2 Transportation Security – Reduce the vulnerability of the public and critical passenger and freight transportation infrastructure to crime and terrorism.*

*Objective 5.3 Preparedness and Resiliency – Reduce the vulnerability of regional transportation infrastructure to natural disasters, climate change and hazardous incidents.*

### **Response:**

The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals:

- Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods.
- Support safety, regardless of mode of transportation.
- Contribute to regional improvements in air quality and support the State's climate-change efforts.
- Support multimodal transportation choices.

I-205 Toll Project performance measures go into greater detail about how we are measuring the impacts to safety for all modes of travel on the highway and roadways within the Area of Potential Impact. Additionally, through the review of performance measures with our Equity and Mobility Advisory Committee, we revised and updated our performance measures to understand impacts to neighborhood air quality, heat islands, and stress on the bike/walk system (e.g., using Level of Traffic Stress as a measure).

As the I-205 Toll Project is needed to fully deliver the I-205 Improvements Project, the seismic upgrade of the Abernathy Bridge and Tualatin River Bridges will provide an essential enhancement to the region's and state's infrastructure. This route is on crucial freight and emergency response route.

Additional bridges will either be upgraded or replaced to accommodate widening and withstand a major earthquake at the following locations over I-205:

- West A Street
- Sunset Avenue
- Tualatin River
- Borland Road
- Woodbine Road
- Main Street
- 10th Street
- Blankenship Road

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### **GOAL 6: Healthy Environment**

*The greater Portland region's biological, water, historic and cultural resources are protected and preserved.*

*Objective 6.1 Biological and Water Resources – Protect fish and wildlife habitat and water resources from the negative impacts of transportation.*

*Objective 6.2 Historic and Cultural Resources – Protect historic and cultural resources from the negative impacts of transportation.*

*Objective 6.3: Green Infrastructure – Integrate green infrastructure strategies in transportation planning and design to avoid, minimize and mitigate adverse environmental impacts.*

*Objective 6.4: Light Pollution – Minimize unnecessary light pollution to avoid harm to human health, farms and wildlife, increase safety and improve visibility of the night sky.*

*Objective 6.5: Habitat Connectivity – Improve wildlife and habitat connectivity in transportation planning and design to avoid, minimize and mitigate barriers resulting from new and existing transportation infrastructure.*

### **Response**

The I-205 Toll Project performance measures will measure and avoid, minimize, or mitigate barriers through design to biological, water, historic and cultural resources.

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## **GOAL 7: Healthy People**

*People enjoy safe, comfortable and convenient travel options that support active living and increased physical activity, and transportation-related pollution that negatively impacts public health are minimized.*

*Objective 7.1 Active Living – Improve public health by providing safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.*

*Objective 7.2 Clean Air – Reduce transportation-related air pollutants, including criteria pollutants and air toxics emissions.*

*Objective 7.3 Other Pollution Impacts – Minimize air, water, noise, light and other transportation-related pollution health impacts.*

## **Response**

The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals or objectives:

- Contribute to regional improvements in air quality and support the State’s climate-change efforts.
- Support equitable and reliable access to health promoting activities (e.g., parks, trails, recreation areas) and health care clinics and facilities.
- Support multimodal transportation choices.

I-205 Toll Project performance measures go into greater detail about how the analysis will help analyze impacts to air pollutants, emissions, and minimize impacts to air, water, and noise, so that we can avoid, minimize, or mitigate.

Through the review of performance measures with our Equity and Mobility Advisory Committee, we revised and updated our performance measures to understand impacts to neighborhood air quality, heat islands, and stress on the bike/walk system (e.g., using Level of Traffic Stress as a measure).

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## **GOAL 8: Climate Leadership**

*The health and prosperity of people living in the greater Portland region are improved and the impacts of climate change are minimized as a result of reducing transportation-related greenhouse gas emissions.*

*Objective 8.1 Climate Smart Strategy Implementation – Implement policies, investments and actions identified in the adopted Climate Smart Strategy, including coordinating land use and transportation; making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and managing parking and travel demand.*

*Objective 8.2 Greenhouse Gas Emissions Reduction – Meet adopted targets for reducing transportation-related greenhouse gas emissions.*

*Objective 8.3 Vehicle Miles Traveled – Reduce vehicle miles traveled per capita.*

*Objective 8.4 Low and Zero Emissions Vehicles – Support state efforts to transition Oregon to cleaner, low carbon fuels and increase the adoption of more fuel-efficient vehicles and alternative fuel vehicles, including electric and hydrogen vehicles.*

*Objective 8.5 Energy Conservation - Reduce transportation-related consumption of energy and reliance on sources of energy derived from petroleum and gasoline.*

*Objective 8.6 Green Infrastructure – Promote green infrastructure that benefits both climate and other environmental objectives, including improved stormwater management and wildlife habitat.*

## **Response**

The I-205 Toll Project Purpose and Need Statement specifically identifies the following goals or objectives:

- Contribute to regional improvements in air quality and support the State’s climate-change efforts.
- Support management of congestion and travel demand.

I-205 Toll Project performance measures go into greater detail about how the analysis will help analyze and reduce impacts to energy use, vehicle miles traveled, and greenhouse gas emissions.

Additionally, the I-205 Toll Project performance measures go into greater detail about how the analysis on impacts to bicycle and transit is being done with a similar rigor to that for automobiles and freight movement.

Through the work of our Transit Multimodal Work Group, which comprises representatives from mostly all of the region’s transit providers, we have been discussing how the fare and technology system between tolling and transit can be integrated and seamlessly interoperable for the customer.

Through the work of our Equity and Mobility Advisory Committee, we have been providing research on how tolling has been coordinated with transit and multimodal transportation investments from around the United States and the world. Their work in communicating preferred policy and strategies for ODOT and the Oregon Transportation Commission will help inform and further the conversation for commitments to address transit and multimodal transportation needs in developing the I-205 Toll Project and the Oregon Toll Program, which has statewide impacts.

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## **GOAL 9: Equitable Transportation**

*The transportation-related disparities and barriers experienced by historically marginalized communities, particularly communities of color, are eliminated.*

*Objective 9.1 Transportation Equity – Eliminate disparities related to access, safety, affordability and health outcomes experienced by people of color and other historically marginalized communities.*

*Objective 9.2 Barrier Free Transportation – Eliminate barriers that people of color, low income people, youth, older adults, people with disabilities and other historically marginalized communities face to meeting their travel needs.*

## **Response**

The I-205 Toll Project Purpose and Need Statement specifically identifies the goal of provide benefits for historically and currently excluded and underserved communities. How this would be accomplished is further defined in the I-205 Toll Project objectives and performance measures for this goal, as well as the Oregon Toll Program’s Equity Framework. The Equity Framework is a document that was developed in coordination between ODOT and the Equity and Mobility Advisory Committee. Key elements of this document include the following:

- Articulation of a trauma-informed approach.
- A more iterative step-by-step process that is changing the way ODOT conducts the environmental review process.
- Definition for equity groups that goes beyond what is traditionally required by Environmental Justice analysis.
- Pushing ODOT to commit to actions that advance equity, not just mitigate impact.
- Recognizing ODOT’s historical and current role in furthering inequality.

Building upon the work of the Value Pricing Feasibility Analysis, the Oregon Transportation Commission has directed ODOT and the Equity and Mobility Advisory Committee to develop options that address equity in tolling by increased transit and transportation options, addressing impacts of diversion on neighborhood health and safety, and impacts to affordability. Additionally, through the Oregon Legislature, ODOT will be required to report back on an equitable, income-based toll rate by September 2022.

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## **GOAL 10: Fiscal Stewardship.**

*Regional transportation planning and investment decisions provide the best return on public investments.*

*Objective 10.1 Infrastructure Condition – Plan, build and maintain regional transportation assets to maximize their useful life, minimize project construction and maintenance costs and eliminate maintenance backlogs.*

*Objective 10.2 Sustainable Funding – Develop new revenue sources to prepare for increased demand for travel on the transportation system as our region grows.*

## **Response**

The quality of our transportation infrastructure and availability of funds are not keeping pace with population and jobs growth in our region. The federal gas tax that funds transportation projects has not increased since 1993, and Oregon state transportation funds have been primarily dedicated to maintaining aging infrastructure. Allowing the system to continue on its

current trajectory will result in a severely diminished economy, reduce quality of life, and deepen current inequities.

ODOT's Urban Mobility Office is charged with advancing ODOT's mission to comprehensively address some of the region's most pressing transportation challenges, including equity, climate change, safety, congestion, and reliable funding. The Urban Mobility Office is working on a plan to manage congestion for decades to come through implementation of congestion pricing, targeted elimination of highway bottlenecks, and strategic multimodal investments across the transportation network, in close coordination with partner agency efforts. The Oregon Toll Program is foundational to delivering this strategy. Tolling can manage congestion through variable-rate tolls, while also providing revenue for strategic transportation improvements. Together, the investments and strategies will provide people with faster and more efficient travel using the transportation mode of their choice. The I-205 Toll Project is the first toll project in the metropolitan region and can be the beginning of the larger Oregon Toll Program implementation.

The I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project. As considered, tolls would help fund construction of the planned I-205 Improvements Project while giving travelers a better and more reliable trip. The I-205 Toll Project will also fund equity and mobility strategies that contribute to a more equitable toll project. Toll collection can continue in perpetuity, after the debt commitment for construction of the I-205 Improvements Project is paid. This ongoing revenue source can continue to pay for transportation investments into the future.

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### **GOAL 11: Transparency and Accountability**

*Regional transportation decisions are open and transparent and distribute the benefits and burdens of our investments in an equitable manner.*

*Objective 11.1 Meaningful Public and Stakeholder Engagement – Engage more and a wider diversity people in providing input at all levels of decision-making for developing and implementing the plan, particularly people of color, English language learners, people with low income and other historically marginalized communities.*

*Objective 11.2 Performance-Based Planning – Make transportation investment decisions using a performance-based planning approach that is aligned with the RTP goals and supported by meaningful public engagement, multimodal data and analysis.*

*Objective 11.3 Coordination and Cooperation – Improve coordination and cooperation among the owners and operators of the region's transportation system.*

### **Response**

ODOT is employing many strategies to ensure engagement and transparency around decisions and the decision-making process. All of the engagement plans provide the various strategies we are employing to communicate information. A summary of the early project engagement for the

Purpose and Need Statement, alternatives and goals and objectives can be found in the [I-205 Engagement Summary](#).

Additionally, the Equity and Mobility Advisory Committee developed [the Equity Framework that guides the entirety of this project, including the technical analysis and the public engagement strategies](#). [The goals of the toll projects' equity framework are to:](#)

- Gain better outcomes for communities who have been historically [and are currently underrepresented and underserved by transportation projects](#)
- Be [transparent, inclusive and intentional when engaging communities in solutions](#)

In addition, the I-205 Toll Project conducted an [initial demographic assessment](#), based on a review of US Census Bureau and American Community Survey data, for public engagement to identify people experiencing low income and other historically and currently excluded or underserved communities. The following findings and actions resulted from the demographic analysis:

- For the I-205 project area corridor, specifically, project engagement should focus on reaching seniors, people experiencing low income, and people with disabilities at the northern edge of the project area. Additionally, the I-205 project area corridors contain linguistically isolated households that speak Spanish and Asian languages, including Chinese.
- Maps for the demographic analysis were developed and provided to the Equity and Mobility Advisory Committee for their recommendation process.
- Early traffic results combined with census tract analysis of people experiencing low incomes has led to planning focused engagement in areas where traffic impacts could affect historically and currently excluded or underserved communities, particularly Canby and Gladstone. This work is ongoing.

A more rigorous demographic analysis at the census tract level is ongoing to support Environmental Assessment development.

**Identify the RTP investment priorities being addressed by this transportation investment – improving safety, advancing equity, reducing greenhouse gas emissions and/or managing congestion – and provide a brief description of how.**

## THE CHALLENGE

Congestion in the Portland metropolitan area has steadily increased in the past decade, with regional growth trends showing that these increases are likely to be sustained and expanded for the foreseeable future. The impacts of the COVID-19 pandemic resulted in reduced traffic on the transportation system during the past year, but we are experiencing traffic levels return to near pre-pandemic levels on many regional roadways. May 2021 traffic volumes on the region's freeway network approached 92% of pre-pandemic levels.

Significant population and employment growth in the region are straining the region's roadways. The population growth trajectory in the Portland metropolitan area is anticipated to accelerate in the coming decades, with a 23% population growth from 2.5 million to over 3 million residents between 2018 and 2040, followed by a 43% increase to 3.5 million residents by 2060.<sup>1</sup> Job growth in greater Portland continues to outpace that of the United States average, with job growth in Portland occurring at an average annual rate of 2% in 2019, which was greater than the nationwide average of 1.6%.<sup>2</sup>

ODOT has observed severe congestion throughout the region's freeway network. In 2019, evening peak travel times on the most congested portions of I-5 and I-205 approached three times that of the "freeflow" duration without congestion. Sections of I-5 and I-205 with older designs, sudden lane reductions or on-ramps with significant demand have resulted in these segments operating as "bottlenecks," with average travel times falling below 75% of freeflow speed (45 miles per hour). While the daily economic impact of delayed vehicles on regional freeways in 2019 is \$1.2 million, congestion also spurs increased air pollution and collisions.

The quality of our transportation infrastructure and availability of funds are not keeping pace with population and jobs growth in our region. The federal gas tax that funds transportation projects has not increased since 1993, and Oregon state transportation funds have been primarily dedicated to maintaining aging infrastructure. Much of the region's infrastructure is at risk of failing in a significant earthquake and needs updating. Transportation emissions are Oregon's largest single source of greenhouse gas emissions, and our transportation system contributes to inequities experienced by historically and currently underrepresented and underserved communities.

Allowing the system to continue on its current trajectory will deepen current inequities, severely diminish the economy, reduce quality of life, and result in increased greenhouse gas emissions.

A region cannot build its way out of congestion. Countless locations across the world have tried and failed to do so. Oregon is rightly proud of our investments in multimodal infrastructure. We know that highways are only one part of a thriving transportation network.

## OUR CHARGE

ODOT's Urban Mobility Office is charged with advancing ODOT's mission to comprehensively address some of the region's most pressing transportation challenges, including equity, climate change, safety, congestion, and reliable funding. The Urban Mobility Office is working on a plan to manage congestion for decades to come through implementation of congestion pricing,

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<sup>1</sup> Census Reporter. 2018. Accessed June 17, 2021. <https://censusreporter.org/profiles/16000US4159000-portland-or/>.

<sup>2</sup> Portland Business Alliance. 2020. Value of Jobs State of the Economy. Accessed March 15, 2021. <https://portlandalliance.com/assets/pdfs/economic-reports/2020-VOJ-State-of-Economy-WEB.pdf>.



targeted elimination of highway bottlenecks, and strategic multimodal investments across the transportation network.

The Oregon Toll Program is foundational to delivering this strategy. Tolling can manage congestion through variable-rate tolls, while also providing revenue for strategic transportation improvements. Together, the investments and strategies will provide people with faster and more efficient travel using the transportation mode of their choice. The I-205 Toll Project is the first toll project in the metropolitan region and can be the beginning of the larger toll program implementation.

- **Advancing equity**

- Established Equity Framework and Equity and Mobility Advisory Committee, which deepens relationships and partnerships with historically and currently underrepresented and underserved communities.
- The Equity Framework is changing the way ODOT would normally do the environmental review process to one that is more transparent and iterative.
- The Equity Framework is pushing ODOT to commit to actions that advance equity, not just mitigate impact. For example, the I-205 Toll Project will evaluate strategic investments to advance equity for transit and multimodal transportation options, neighborhood health and safety, and affordability
- Tolling is one funding tool that can more accurately reflect the true cost of those contributing to peak-hour congestion and benefit low-income drivers who value a reliable trip and easier access to more jobs.
- Congestion pricing coupled with improvements around bottlenecks provides congestion relief that can improve air quality in communities adjacent to the highway, which are disproportionately historically marginalized or excluded communities.
- Through the Oregon Legislature, ODOT will be required to report back on an equitable, income-based toll rate by September 2022.

- **Improving safety**

- Through variable toll rates, better congestion management reduces the large speed differences in stop-and-go traffic that backs up at peak travel hours and leads to severe injury crashes or deaths.
- Evaluating strategic safety and health investments in areas affected by I-205 toll-based diversion as to determine what investments would advance equity through safety improvements.
- I-205 Improvements Project, which includes crucial seismic upgrades, is made possible with tolling.
- New roundabout with the I-205 Improvements Project will improve safety and operations for northbound travelers accessing I-205.

- Auxiliary lanes will be lengthened and improved to address substandard merging and reduce traffic weaving.
- **Climate**
  - Reduces greenhouse gas and vehicle miles traveled through mode shifts. Project evaluating expanded transportation options.
  - Reduces greenhouse gas emissions by managing congestion so that fewer hours are spent waiting in highway congestion.
  - Abernathy Bridge improvements will construct the first earthquake-ready interstate structure across the Willamette River and seismic upgrades will be done to eight other corridor bridges, with the I-205 Improvements Project.
- **Congestion**
  - Tolling can manage congestion through variable-rate tolls, while also providing revenue for strategic transportation improvements.
  - Supports improved travel time, reliability, and efficient movement of goods.
  - Supports movement of regional and statewide economic development by opening access to a wider range of jobs and improving predictability of travel times.
  - Evaluating strategic investments made to advance equity through safety improvements in areas affected by toll-based diversion.
  - I-205 Improvements Project, which includes crucial seismic upgrades, is made possible with tolling.

Describe how project is consistent with and supports implementation of RTP System and Regional Design policies (see [RTP Chapter 3, Section 3.2 through Section 3.11](#)).

### 3.2 OVERARCHING SYSTEM POLICIES

#### 3.2.1 Safety and security policies

##### 3.2.1.1 Regional Transportation Safety Strategy (2018)

##### 3.2.1.2 Using the Safe System approach

##### 3.2.1.3 Regional high injury corridors and intersections

##### 3.2.1.4 Safety and security policies

### Response

The I-205 Toll Project meets the safety strategy and safety and security policies in the following ways:

- The I-205 Toll Project is relying on the regional travel demand model and also more refined modeling with the Dynamic Traffic Analysis and Multi Criteria Evaluation tool to analyze traffic patterns.

- For roadway safety, the NEPA analysis will assess the change in roadway safety conditions (based on Highway Safety Manual Part C Methodology) as well as change in roadway queues that could affect safety
- For bicycle and pedestrian modes, safety will be qualitatively addressed based on changes in Level of Traffic Stress (LTS) for each mode based on ODOT's bicycle and pedestrian documented LTS calculation methodology
- Through variable toll rates, better congestion management reduces the large speed differences in stop-and-go traffic that backs up at peak travel hours and leads to severe injury crashes or deaths.
- Evaluating strategic safety and health investments in areas impacted by I-205 toll-based diversion as to determine what investments would advance equity through safety improvements.
- New roundabout with the I-205 Improvements Project will improve safety and operations for northbound travelers accessing I-205.
- Auxiliary lanes will be lengthened and improved to address substandard merging and reduce traffic weaving.

### *3.2.2 Transportation equity policies*

#### *3.2.2.1 Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion (2016)*

#### *3.2.2.2 Transportation equity and the Regional Transportation Plan*

#### *3.2.2.3 Regional Transportation Plan equity focus areas*

#### *3.1.2.4 Transportation equity policies (7 policies)*

## **Response**

ODOT's strategic plan and Urban Mobility Office implementation of the plan includes the charge to serve all Oregonians equitably. The voices of our community matter and influence the work we do. A focus on equity ensures that we look beyond merely improving the system to improving the quality of life of every Oregonian. This includes being mindful of the benefits and burdens created by our work and ensuring they are distributed equitably. The equity goal includes focusing on workforce diversity and opportunities for advancement, expanding economic opportunities for minority groups, climate-change equity, and creating more representative public engagement processes.

- **Advancing equity in the I-205 Toll Project**
  - Established Equity Framework and Equity and Mobility Advisory Committee, which deepens relationships and partnerships with historically and currently underrepresented and underserved communities.
  - The Equity Framework is changing the way ODOT would normally do the environmental review process to one that is more transparent and iterative.

- The Equity Framework is pushing ODOT to commit to actions that advance equity, not just mitigate impact. For example, the I-205 Toll Project will evaluate strategic investments to advance equity for transit and multimodal transportation options, neighborhood health and safety, and affordability
- Tolling is one funding tool that can more accurately reflect the true cost of those contributing to peak-hour congestion and benefit low-income drivers who value a reliable trip and easier access to more jobs.
- Congestion pricing coupled with improvements around bottlenecks provides congestion relief that can improve air quality in communities adjacent to the highway, which are disproportionately historically marginalized or excluded communities.
- Through the Oregon Legislature, ODOT will be required to report back on an equitable, income-based toll rate by September 2022.

The I-205 Toll Project conducted an [Initial demographic assessment](#), based on a review of U.S. Census Bureau and American Community Survey data, for public engagement to identify people experiencing low income and other historically and currently excluded or underserved communities. The following findings and actions resulted from the demographic analysis:

- For the I-205 project area corridor, specifically, project engagement should focus on reaching seniors, people experiencing low income, and people with disabilities at the northern edge of the project area. Additionally, the I-205 project area corridors contain linguistically isolated households that speak Spanish and Asian languages, including Chinese.
- Maps for the demographic analysis were developed and provided to the Equity and Mobility Advisory Committee for their recommendation process
- Early traffic results combined with census tract analysis of people experiencing low incomes has led to planning focused engagement in areas where traffic impacts could affect historically and currently excluded or underserved communities, particularly Canby and Gladstone. This work is ongoing.
- A more rigorous demographic analysis at the census tract level is ongoing to support Environmental Assessment development.

### *3.2.3 Climate leadership policies*

#### *3.2.3.1 Climate Smart Strategy (2014)*

#### *3.2.3.2 Climate Smart Strategy policies (9 policies – note Policy 4 safety and reliability and Policy 5 Managed system)*

#### *3.2.3.3 Climate Smart Strategy toolbox of potential actions (Appendix J)*

#### *3.2.3.4 Climate Smart Strategy monitoring*

#### *3.2.3.5 Transportation preparedness and resilience*

## Response

Greenhouse gas emissions from cars and trucks have been rising since 2013 and represented 39% of total statewide emissions in 2016 (Oregon Global Warming Commission 2018). Idling vehicles sitting in congested conditions contribute to these emissions. In March 2020, the governor signed an executive order to reduce greenhouse gas emissions 45% below 1990 levels by 2035 and 80% below 1990 levels by 2050.

The I-205 Toll Project is consistent with the RTP policies related to climate change because it will result in greenhouse gas reduction through reduced vehicle miles traveled resulting from mode shifts. The project is evaluating expanded transportation options. The project will also reduce greenhouse gas emissions by managing congestion so fewer hours are spent waiting in in highway congestion.

### *3.2.4 Emerging technology policies*

#### *3.2.4.1 Emerging Technology Strategy (2018)*

#### *3.2.4.2 Emerging technology principles*

#### *3.2.4.3 Emerging technology policies*

## Response

The I-205 Toll Project will be all electronic tolling. The full technology design has not been developed, but ODOT plans to utilize and leverage applicable emerging technology as design of the toll collection technology is developed.

### **3.3 REGIONAL DESIGN AND PLACEMAKING VISION AND POLICIES**

#### *3.3.1 Streets serve many functions*

#### *3.3.2 Regional design classifications*

#### *3.3.3 Designs for safe and healthy transportation for all ages and abilities*

#### *3.3.4 Designs for stormwater management and natural, historic and cultural resource protection*

## Response

The Oregon Toll Program is committed to minimizing burdens and maximizing benefits to communities historically and currently excluded or underserved by the transportation system. These communities include varying ages, abilities and other factors. To achieve equitable outcomes and an equitable process in the I-205 Toll Project, ODOT seeks to actively engage these communities. The Oregon Toll Program will consistently and intentionally inform, listen to, learn from, and empower these communities throughout the I-205 Toll Project's development, implementation, monitoring, and evaluation processes. The I-205 Toll Project is still in NEPA evaluation, and the input described above will inform the project design.

### **3.4 REGIONAL NETWORK VISIONS, CONCEPTS AND POLICIES**

#### *3.4.1 Regional mobility corridor concept*

**Response**

The I-205 Toll Project will operate on the designated I-205 throughway, an element of the regional mobility corridor concept that “integrates throughways, high capacity transit, arterial streets, frequent bus routes, freight/passenger rail and bicycle parkways into subareas of the region that work together to provide for regional, statewide and interstate travel” (RTP, page 3-55). ODOT seeks to implement the I-205 Toll Project on one of the top reoccurring throughway bottlenecks in the region (2013 – 2015) (RTP, Figure 4.41) to help manage congestion in this area and raise revenue to construct the I-205 Improvements Project. The I-205 Toll Project will contribute to the purpose of the regional mobility corridor concept by easing congestion on this critical throughway to move people and goods more efficiently through the region. As the I-205 Toll Project is developed and evaluated, it is considering opportunities to support bicycling, walking and access to transit in the corridor.

**3.5 REGIONAL MOTOR VEHICLE NETWORK VISION AND POLICIES**

*3.5.1 Regional motor vehicle network vision*

*3.5.2 Regional motor vehicle network concept*

*3.5.3 Regional motor vehicle network policies  
 (Throughways)*

*3.5.4 Interim regional mobility policy*

*3.5.5 Congestion management process – (also called out 4<sup>th</sup> bullet – next section)*

**Response**

The I-205 Toll Project is part of the comprehensive congestion management strategy that ODOT is implementing. The Urban Mobility Office was established to oversee, align, and implement ODOT’s core urban mobility projects to achieve regional congestion relief, mobility, and safety for all users of the highway and interstate system. In addition, the Urban Mobility Office is implementing the Oregon Toll Program that will contribute to regional congestion relief and secure sustainable funding to modernize, not just maintain, the transportation system.

In line with ODOT’s mission, the Urban Mobility Office envisions an Oregon where all people have access to the mode of transportation that works best for them. ODOT is committed to supporting and investing in projects that provide a modern transportation system for all users. This includes multimodal transportation investments like public transportation, bicycle and pedestrian facilities, and safety enhancements like seismic upgrades to bridges, bottleneck alleviation to reduce potential crashes, and more protected facilities for all users. This commitment comes in two forms: delivering projects and supporting partner projects.

The I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project and manage congestion. The toll project is currently being evaluated for benefits and impacts. As considered, tolls would help fund construction of the planned I-205 Improvements Project while giving travelers a better and more reliable trip.

Managing congestion on throughways will contribute to overall motor vehicle network efficiencies in the region. Implementing the I-205 Toll Project on the segment of the I-205 throughway between Stafford Road and the OR 43 interchange, will ease congestion at this top reoccurring regional throughway bottleneck, by:

- Providing funds to construct the I-205 Improvements Project, which includes seismic upgrades to bridges and a third travel lane in each direction among other improvements, and
- Shifting some drivers to either change their time of travel to less congested times of day; to other modes of travel like bus, biking or walking; or to not make their trip at all.

The implementation of the I-205 Toll Project is in direct support of the following regional motor vehicle network policies:

- *Policy 1 – Preserve and maintain the region’s motor vehicle network system in a manner that improves safety, security and resiliency while minimizing life cycle cost and impact on the environment.* Tolls will allow ODOT to actively manage capacity on the segment of I-205 throughway to allow for continues travel. The easing of stop/start traffic will result in a safer travel environment and result in less rear-end crashes. Further, the I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project, which includes seismic upgrades to the Abernethy Bridge and Tualatin River Bridges, and several other bridges in the project area, contributing to the region’s resiliency in the event of a large earthquake.
- *Policy 3 – Actively manage and optimize capacity on the region’s throughway network for longer, regional, statewide and interstate travel.* The I-205 Toll Project will actively manage and optimize capacity on this segment of the I-205 throughway.
- *Policy 5 - Strategically expand the region’s throughway network up to six travel lanes plus auxiliary lanes between interchanges to maintain mobility and accessibility and improve reliability for regional, statewide and interstate travel.* The I-205 Toll Project will implement tolls in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project, which includes a third travel lane in each direction between Stafford Road and the OR 43 interchange.
- *Policy 6 – In combination with increased transit service, consider use of congestion pricing to manage congestion and raise revenue when one or more lanes are being added to throughways.* The I-205 Toll Project will implement tolls (synonymous with the term congestion pricing in this case), in the vicinity of the Abernethy Bridge and Tualatin River Bridges in Clackamas County to fund the I-205 Improvements Project, which includes a third travel lane in each direction between Stafford Road and the OR 43 interchange. The I-205 Toll Project is considering and evaluating opportunities to support transit investments in the corridor.
- *Policy 10 – Address safety needs on the motor vehicle network through coordinated implementation of cost-effective crash reduction engineering measures, education, and*

enforcement. The I-205 Toll Project will reduce crashes through interchange improvements that reduce conflicts between drivers entering and exiting the through traffic.

### 3.6 REGIONAL TRANSIT NETWORK VISION AND POLICIES

3.6.1 *Regional transit network vision*

3.6.2 *Regional transit network concept*

3.6.3 *Regional transit network functional classifications and map*

3.6.4 *Regional transit network policies (8 Policies)*

#### Response

ODOT is working closely with local jurisdiction partners and transit providers to better understand how to support the transit policies.

### 3.7 REGIONAL FREIGHT NETWORK VISION AND POLICIES

3.7.1 *Regional freight network concept facilities.*

3.7.2 *Regional freight network policies (7 Policies)*

3.7.3 *Regional freight network classifications and map*

#### Response

The I-205 Toll Project is located in the Clackamas Industrial Area freight regional freight network.

Movement of people and goods is critical to support a growing economy. Freight tonnage in the Portland region is expected to double by 2040, with 75% of total freight tonnage moved by truck. I-205 is a designated north-south interstate freight route in a roadway network that links Canada, Mexico and major ports along the Pacific Ocean. Trucks represent 6% to 9% of total traffic on I-205.

Congestion on I-205 affects the ability to deliver goods on time, which results in increased costs and uncertainty for businesses. The cost of congestion on I-205 increased by 24% between 2015 and 2017, increasing to nearly half a million dollars each day in 2017 (ODOT 2018b). Increasing congestion and demand and for goods will result in more delay, costs, and uncertainty for all businesses that rely on I-205 for freight movement.

The I-205 Toll Project supports regional freight policies by improving travel reliability and reducing congestion. The I-205 Toll Project shows the potential to improve traffic conditions in the transportation system during peak hours. The project shows an overall vehicle-hours travelled reduction due to travel-time savings on the freeway.

The I-205 Toll is expected to reduce vehicle throughput on tolled segments of I-205 because of the toll diversion. Tolling causes some drivers to divert their trips to other routes (rerouting) or destinations, other modes (mode shift), or other times of day. Daily traffic volumes are reduced.



### 3.8 REGIONAL ACTIVE TRANSPORTATION NETWORK VISION

#### 3.8.1 Regional active transportation network vision

#### Response

ODOT is working closely with local jurisdiction partners to better understand how to support the regional active transportation network vision.

### 3.9 REGIONAL BICYCLE NETWORK CONCEPT AND POLICIES

#### 3.9.1 Regional bicycle network concept

#### 3.9.2 Regional bicycle network policies (5 policies)

#### 3.9.3 Regional bicycle network functional classifications and map

#### Response:

ODOT is working closely with local jurisdiction partners to better understand how to support the regional bicycle network concept and policies.

### 3.10 REGIONAL PEDESTRIAN NETWORK CONCEPT AND POLICIES

#### 3.10.1 Regional pedestrian network concept

#### 3.10.2 Regional pedestrian network policies

#### 3.10.3 Regional pedestrian network classifications and map

#### Response

ODOT is working closely with local jurisdiction partners to better understand how to support the regional pedestrian network concept and policies.

### 3.11 TRANSPORTATION SYSTEM MANAGEMENT AND OPERATIONS VISION AND POLICIES

#### 3.11.1 Transportation system management and operations concept

#### 3.11.2 Transportation system management and operations policies (7 policies, #1 is about pricing)

#### Response:

The I-205 Toll Project will be the first pricing project in the Portland metropolitan area and will be the catalyst for developing a regional system of pricing. Congestion pricing is a strategy that supports the RTP's transportation system management and operations concept to:

- Improve safety and travel time reliability.
- Improve transit on-time arrival and speeds.
- Reduce travel delay.
- Decrease vehicle miles traveled and drive alone trips.
- Reduce fuel use and corresponding air pollution and greenhouse gas emissions.

The implementation of the I-205 Toll Project is in direct support of the following transportation system management and operations policies:

- *Policy 1 - Expand use of pricing strategies to manage travel demand on the transportation system in combination with adequate transit service options.* The I-205 Toll Project will be the first pricing project in the Portland metropolitan area and will be the catalyst for developing a regional system of pricing. ODOT is working closely with local jurisdiction partners and transit providers to better understand how to support the transit policies.
- *Policy 2 – Expand use of access management, advanced technologies and other tools to actively manage the transportation system.* The I-205 Toll Project will be the first congestion pricing project in the Portland metropolitan area and will be the catalyst for developing a regional system of pricing.

Describe how identification of the project followed the RTP congestion management process policies (See [RTP Chapter 3, Section 3.5.5](#)) by considering the transportation strategies as described in [Section 3.5.5](#) and [Metro Code section 3.08.220.A](#).

The RTP calls for implementing system and demand management strategies and other strategies prior to building new motor vehicle capacity, consistent with the federal Congestion Management Process, Oregon Transportation Plan policies (including Oregon Highway Plan Policy 1G), and Section 3.08.220 of the Regional Transportation Functional Plan. In some parts of the greater Portland region, the transportation system is generally complete, while in other parts of the region, especially those where new development is planned, significant amounts of infrastructure will be added. In both contexts, management strategies have great value. Where the system is already built out, such strategies may be the only ways to manage congestion and achieve other objectives. Where growth is occurring, system and demand management strategies can be integrated before and during development to efficiently balance capacity with demand.

## 4 Fiscal Constraint

- Provide estimated total project cost in 2016 dollars for each phase through construction, and anticipated cost and timing for each project phase.
- Identify source of cost estimate to identify the confidence level of project costs (select one of the following):

- **Conceptual estimate:** These cost estimates are used where a significant need has been identified but a detailed project scope has not been developed. These cost estimates have the potential to change significantly as the project scope becomes more defined.
- **Planning-level estimate:** These cost estimates are based on a generally defined scope. Cost estimates are usually based on limited field-work and general cost assumptions. No actual design work has been done prior to the development of these cost estimates. The cost estimate could still change significantly as design work begins, but the estimate is more reliable than the conceptual estimates. (e.g., comprehensive plan, TSP, Metro cost estimate worksheet, corridor plan).
- **Engineer's estimate:** These cost estimates are based on actual preliminary design work. If done for all facets of the project and there are no further additions to the project scope, these estimates should represent a fairly accurate cost for the project. (e.g. detailed planning report, preliminary engineering, final design, NEPA documentation, etc.)

Construction costs will be part of the statewide program development costs. The preliminary engineering phase will cost an estimated \$27,257,890 in 2021 dollars. Construction phase costs are unknown prior to preliminary engineering efforts, including NEPA, but would come from the statewide toll program, which is new revenue and therefore would not affect the fiscal constraint. The funding source for the preliminary engineering phase is additional federal money that was greater than anticipated and therefore new money that was not forecast by ODOT and not included in the RTP financial forecast.

- Describe and provide documentation of relevant funding sources to be considered and/or secured for the project or changes to existing RTP financially constrained revenue assumptions.

New funds that were not previously anticipated will be used for this project. ODOT had a federal funding assumption and the federal authorization was greater than anticipated. See the attached Oregon Transportation Commission meeting minutes.

## 5 Performance

Describe how the project or program advances one or more of the RTP investment priorities – improving safety, advancing equity, reducing greenhouse gas emissions and/or managing congestion.

The I-205 Toll Project is currently in the environmental review phase. Performance measures for all four of the RTP investment priorities are included in the metrics that will be analyzed during the NEPA process. The following performance measures have been developed with input from regional and local partners, as well as the Toll Program’s Equity and Mobility Advisory Committee:

- **Improving Safety**
  - An assessment of the potential for additional diversion onto the surrounding street system, especially onto neighborhood streets designed for low speed, low volume conditions.
- **Advancing Equity**
  - Consideration of [equity and mobility strategies](#) to ensure people of all demographics receive travel benefits.
- **Reducing Greenhouse Gas Emissions**
  - An assessment of the potential to reduce greenhouse gas emissions in the corridor by reducing start/stop traffic.
  - Congestion pricing is widely viewed as one tool that can likely help Oregon meet statewide greenhouse reduction goals. House Bill 3055 amended ORS 383.001 to explicitly acknowledge Oregon’s congestion issue and the role tolling has in alleviating the issue and supporting climate goals: “Significant traffic congestion adversely impacts Oregon’s economy and the quality of life of Oregon’s communities. Where appropriate, variable-rate tolls should be applied to reduce traffic congestion and support the state’s greenhouse gas emissions reduction goals.”
- **Managing Congestion**
  - Inclusion of a variable-rate toll that is higher during peak hours.
  - An assessment of whether improved reliability on I-205 will make bus service on the highway a viable option to improve the currently limited public transportation options between West Linn, Oregon City and the I-5 corridor.
  - An evaluation of existing transit during peak periods to accommodate any shift in travel modes.

Describe how the project or program contributes one or more of the federal and/or regional performance targets (RTP Chapter 2) for the transportation system.

- **Affordability**
  - Working under the Equity Framework developed by the Oregon Toll Program's Equity and Mobility Advisory Committee, affordability is a key topic of interest. ODOT will prepare a report for the legislature in September 2022 on equitable income-based toll rates.
- **Safety**
  - A multimodal safety analysis will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.
- **Multimodal travel**
  - An assessment of multimodal travel changes will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.
  - A multi-agency transit and multimodal working group is meeting regularly to support project development.
- **Mode share and Regional non-drive alone modal targets**
  - A mode share assessment will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.
- **System completion (bicycle and pedestrian)**
  - Opportunities to complete bicycle and pedestrian facilities on or adjacent to impacted roadways will be explored as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.
- **Congestion and Regional mobility policy (volume/capacity ratio)**
  - Midday 1-hour peak target is 0.9 and the PM 2-hour peak target is 0.99. A volume to capacity analysis will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022; however, volume to capacity ratio is expected to be below the maximum targets as congestion along I-205 is managed.
- **Freight delay**
  - Delay for freight is expected to be reduced as congestion is managed.
  - An assessment of multimodal travel changes, including to truck freight, will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.

- **Clean air**
  - An assessment of air quality impacts and benefits will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.
- **Greenhouse gas emission reduction**
  - An assessment of greenhouse gas emissions will be conducted as part of the NEPA analysis and disclosed in the Environmental Assessment scheduled to be released summer 2022.

Describe whether this is a safety project, consistent with criteria used to determine eligibility for state and federal safety program funding (e.g. HSIP or ARTS). This element aims to identify projects with the primary purpose of addressing a documented safety problem at a documented high injury or high risk location with one or more proven safety countermeasure(s).<sup>1</sup>

While ODOT anticipates this I-205 Toll Project to result in overall safer travel conditions, this project is not addressing a documented safety problem at a documented high injury or high risk location.

Provide links to reports or other documents that support the above descriptions.

- Equity and Mobility Advisory Committee:  
<https://www.oregon.gov/odot/tolling/Pages/Advisory-Committee.aspx>
- Equity Framework:  
[https://www.oregon.gov/odot/tolling/Documents/Toll Projects Equity Framework with AppendixA.pdf](https://www.oregon.gov/odot/tolling/Documents/Toll%20Projects%20Equity%20Framework%20with%20AppendixA.pdf)
- I-205 Toll project draft performance measures:  
<https://www.oregon.gov/odot/tolling/Documents/I-205%20Toll%20Project%20DRAFT%20Evaluation%20Performance%20Measures.pdf>
- I-205 Toll Project Methodology Memos for all NEPA disciplines is within the project's resource library, here: <https://www.oregon.gov/odot/tolling/Pages/Library.aspx>

Submit RTP modeling details for projects that include bicycle infrastructure and/or roadway capacity, if needed.

ODOT is partnering with Metro to complete the modeling for the I-205 Toll Project. For the NEPA analysis, the “Build” alternative includes a toll on the Abernethy Bridge and Tualatin River Bridges and the construction of the I-205 Improvements Project (called the I-205 South

project and the I-205 Abernethy Bridge and I-205 Northbound and Southbound Widening projects in the 2018 RTP). Roadway capacity is added with the addition of the missing third lane between OR 213 and Stafford Rd.

Analysis was conducted on this alternative (referred to as Alternative 3) and is presented in the [I-205 Toll Project Final Comparison of Screening Alternatives Technical Report \(March 31, 2021\)](#) and [Final Addendum \(September 1, 2021\)](#). The following tables summarize a few select regional modeling findings:

**Table 4. Change in Regional Daily Vehicle Miles Traveled (VMT) (2027)**

Type of VMT	VMT Change
Freeway	-413,000
Non-Freeway	+179,000
<b>Total</b>	<b>-234,000</b>

**Table 5. Change in Regional Daily Vehicle Hours Traveled (VHT) (2027)**

Type of VHT	VHT Change
Freeway	-13,300
Non-Freeway	+8,900
<b>Total</b>	<b>-4,400</b>

**Table 6. Change in I-205 Daily Vehicular Volumes (Relative to 2027 Baseline)**

I-205 Segment	Volume Change
Stafford Road to 10th Street	-36%
10th Street to OR 43	-24%
OR 43 to OR 99E	-33%
OR 99E to OR 213	-19%

**Table 7. Change in Daily Person Trips by Mode (2027)**

Trip Type	Trips
Single-Occupancy Vehicle	-5,500
High-Occupancy Vehicle	+4,500
Transit	<+500
Active (Bicycle, Pedestrian)	+1,000

**Table 8. Daily Percentage Change in Volume at Select I-205 Locations (2027)**

I-205 Locations	Volume Change
I-205 between I-5 and Stafford Road	-20 to -30%
I-205 north of 82nd Drive Overcrossing	-5 to -10%

Submit GIS shapefile of project, following 2018 RTP GIS submission instructions.

Shapefile is included.



## 6 Public Engagement

Describe the transportation planning and decision-making process through which the project was identified, how interested/affected stakeholders<sup>2</sup> were meaningfully engaged, and the opportunities for public feedback that were available during the process.

Planning and environmental review for the I-205 Toll Project builds on direction from the Oregon Legislature and the results of a feasibility analysis. In 2017, Oregon House Bill 2017 (“Keep Oregon Moving”) was passed to improve area highways; enhance transit, biking, and walking facilities; and use technology to make the transportation system work better. As part of this comprehensive transportation package, the Oregon Transportation Commission was directed to study tolling on I-5 and I-205 in the Portland metropolitan area. In response, ODOT initiated the Portland Metro Area Value Pricing Feasibility Analysis (Value Pricing Feasibility Analysis) to explore toll options, determine how and where tolling could help improve congestion on I-5 or I-205 during peak travel times, and discuss potential benefits and impacts to travelers and adjacent communities. During this time period, the location for the I-205 Toll Project was identified as feasible and a priority for further study and analysis.

In summer 2020, from August 3 to October 16, 2020, ODOT launched an education and engagement period for the I-205 Toll Project. During this time, ODOT hosted numerous education and engagement activities to reach a broad audience. The agency sought input at the beginning of the environmental review process to help refine the draft purpose and need for the I-205 Toll Project, the toll alternatives to be studied, and key issues for analysis as required by NEPA. ODOT received more than 4,600 survey responses, letters, emails, voicemails, and comments at meetings and briefings between August 3 and October 16, 2020.

A few engagement activities occurred in July 2020 prior to the start of the formal comment period. At these presentations, participants were notified of the starting date for the formal comment period, and the launches of the online open house and online survey, which were August 3, 2020.

This engagement was an opportunity for agencies, community groups, corridor travelers, and the public to provide their input on the following:

- Draft Purpose and Need Statement, including I-205 Toll Project goals and objectives.
- Recommended alternatives as potential tolling strategies to study in depth.
- Concerns and potential impacts to consider during the environmental review.
- Strategies to make a toll system work for better for all travelers and local residents.

Because of the ongoing COVID-19 pandemic, all engagement activities were conducted virtually to maintain physical distancing and protect public health. The I-205 Toll Project team

actively sought out comments from local, regional, and regulatory agencies; residents and businesses that rely on or are located next to I-205; and members of communities who have been historically and currently excluded and underserved in planning processes and underserved by the transportation system.

Below is a summary of the engagement that informed the I-205 Toll Project (with links to relevant reports):

- **Decision-making process:**
  - The need for tolling for congestion management and revenue generation was identified as part of HB 2017 legislative process
  - Result of Value Pricing Feasibility Analysis: I-205 near the Abernethy Bridge was selected both by the Policy Advisory Committee and by the [Oregon Transportation Commission](#)
- **Value Pricing Feasibility Analysis Stakeholder engagement – 2017 to 2018**
  - Policy Advisory Committee
  - 50 Presentations/briefings to local governments and community organizations
  - Notification through news releases/newsletters, social media, digital advertising, media coverage
  - 8 open houses, two online open houses ([winter 2018](#) and [spring 2018](#))
  - 6 discussion groups with historically excluded communities
- **I-205 Toll Project stakeholder engagement – 2020 to present**
  - I-205 Toll Project Public Involvement Plan (attached)
  - I-205 Toll Project Equitable Engagement Plan (attached)
  - [Equity and Mobility Advisory Committee](#) (May 2020 to present) – [Charter is located here.](#)
  - Presentations/briefings to local governments and community organizations (summer 2020, late fall 2021, summer 2021)
  - Regular updates to partner agency staff at monthly or bi-monthly meetings
  - [Online open house](#) (also in [Spanish](#)) and [webinar series](#), summer 2020
  - Notification of comment period via Enewsletter, news release, print and digital advertising, social media, radio ad, media coverage (See [Chapter 4](#) and [Appendix B](#) of the engagement summary.)
  - Outreach to historically and currently excluded or underserved communities with flyers at gathering places and direct outreach via engagement liaisons in summer 2020 (See [Chapter 4](#) of engagement summary.)

- **Planned:** Outreach to historically and currently excluded or underserved communities, neighborhoods and business groups in fall 2021 on impact analysis (attached)
- **Value Pricing Feasibility Analysis Opportunities for feedback**
  - Public comment period at each Policy Advisory Committee meeting
  - [Winter 2018 survey on traffic problems and concerns.](#)
  - [Environmental justices survey and discussion groups](#)
  - [Spring 2018 survey on concepts and potential mitigation](#)
  - [Oregon Transportation Commission listening session in July 2018](#), which was summarized in the [summer 2018 report](#)
  - Comment form on website; project email and voice mail
- **[I-205 Toll Project opportunities for feedback](#)**
  - Public comment period or breakout group at each Equity and Mobility Advisory Committee meeting
  - Ongoing conversations with partner agencies on purpose and need, alternatives, technical analysis through formal meetings and briefings, including:
    - o Monthly Regional Partner Agency Staff Meetings – senior staff from metro region and Southwest Washington
    - o Region 1 Area on Transportation Commission, and now the Region 1 Area on Transportation Commission Toll Work Group
    - o Regional Modeling Group – technical and policy staff from regional and Southwest Washington Agencies
    - o Transit and Multimodal Working Group – transit staff from regional partner agencies and transit providers
  - [Summer 2020 survey in five languages](#) on project purpose and need; recommended alternatives
  - Comment form on website; project email and voice mail

**Describe how feedback from the public was incorporated into the development of the project.**

The public engagement from the Value Pricing Feasibility Analysis informed the approach taken for the I-205 Toll Project. The I-205 Toll Project has requested formal and informal comments from the public and stakeholders, including historically excluded populations, since February 2020.

Development of the I-205 Toll Project is ongoing; an Environmental Assessment is currently underway to evaluate the impacts of implementing a toll on I-205 at Abernethy Bridge and Tualatin River Bridges. There will be additional opportunities for the public to engage,

including a formal 45-day comment period after the Environmental Assessment publication in spring 2022. There are several ways feedback was included:

- Edits to the Purpose and Need Statement, goals and objectives to reflect stakeholder feedback with additional focus on the needs of historically excluded communities, diversion and climate change.
- The I-5 Toll Project was expanded to the Regional Mobility Pricing Project to reflect stakeholder desires for a regional project on larger sections of I-5 and I-205.
- Traffic analysis and intersection locations for further analysis reflect diversion concerns from local residents and partner agencies; this effort is continuing through 2021 as the Environmental Assessment is developed.
- ODOT added [performance measures](#) recommended by Equity and Mobility Advisory Committee and partner agencies to better quantify effects of the toll project to local community.

Describe what demographic assessment was done to identify communities of color, people with limited English proficiency, people with low income and other historically marginalized communities as stakeholders.

The I-205 Toll Project conducted an [Initial demographic assessment](#), based on a review of U.S. Census Bureau and American Community Survey data, for public engagement to identify people experiencing low income and other historically and currently excluded or underserved communities. The following findings and actions resulted from the demographic analysis:

- For the I-205 project area corridor, specifically, project engagement should focus on reaching seniors, people experiencing low income, and people with disabilities at the northern edge of the project area. Additionally, the I-205 project area corridors contain linguistically isolated households that speak Spanish and Asian languages, including Chinese.
- Maps for the demographic analysis were developed and provided to the Equity and Mobility Advisory Committee for their recommendation process
- Early traffic results combined with census tract analysis of people experiencing low incomes has led to planning focused engagement in areas where traffic impacts could affect historically and currently excluded or underserved communities, particularly Canby and Gladstone. This work is ongoing.

A more rigorous demographic analysis at the census tract level is ongoing to support Environmental Assessment development.

Submit the 2018 RTP Public Engagement and Non-Discrimination Checklist.

- See attached

# I-205 Toll Project

## Public Involvement Plan

Updated: April 23, 2021

### PURPOSE

This plan will inform and guide the project team during the environmental review for the I-205 Toll Project (Project). It describes goals, objectives, performance measures, audiences, and tools to guide the public information and engagement activities that will be used to support ongoing project development and key decisions during the National Environmental Policy Act (NEPA) process. More detailed implementation plans will be written before each stage of the technical analysis to identify which tools will be used to ensure transparent delivery of information and public engagement that supports decision-making.

This plan seeks to apply the principles and approach detailed in the [Oregon Toll Program's Equity Framework](#). (See Attachment A.) The Oregon Toll Program has made the development of community mobility and equity strategies key components of successful toll projects. The Oregon Toll Program is committed to minimizing burdens and maximizing benefits to historically and currently excluded and underserved communities. The Oregon Toll Program will engage these communities so that it can intentionally inform, listen to, learn from, and empower them throughout the Project's development, implementation, monitoring, and evaluation processes.

### Equitable engagement considerations and approach

Tolling improves travel reliability and provides revenue to finance improvements in the transportation system. However, tolling may result in greater impacts to historically and currently excluded and underserved communities due to the potential for disproportionately higher transportation costs, more limited transportation options in lower cost housing areas, limited schedule flexibility, and additional traffic rerouting through their neighborhoods by drivers attempting to avoid tolls. See Attachment B, I-205 Toll Project Equitable Engagement Plan, for a detailed approach to engage affected communities who have been historically and currently excluded and underserved.

### OVERVIEW AND CONTEXT

Oregon House Bill 2017— "Keep Oregon Moving"—directed the Oregon Transportation Commission (OTC) to develop a proposal for value pricing (tolling) on I-5 and I-205 in the Portland metro area to reduce congestion and raise revenue for bottleneck improvements. The Portland Metro Area Value Pricing Feasibility Analysis concluded in late 2018 with an application to the Federal Highway Administration (FHWA) to proceed with tolling. FHWA responded with the steps necessary to proceed. The application describes the study areas on I-5 and I-205 and serves as a guide for two projects: I-205 Toll Project and I-5 and I-205 Regional

Toll Project. (Note: The environmental review and public input process for the I-5 and I-205 Regional Toll Project will occur in parallel with the I-205 Toll Project.)

In 2020, the ODOT Urban Mobility Office created the Comprehensive Congestion Management and Mobility Plan (CCMMP) to meet the direction of House Bill 2017. The CCMMP outlines priority projects that collectively improve urban mobility across the Portland metro area, with tolling as an essential funding strategy.

Projects in the CCMMP are underway and include:

- I-205 Improvements Project
- I-5 Rose Quarter Improvement Project
- Oregon Toll Program Implementation
- Interstate Bridge Replacement
- I-5 Boone Bridge Improvement Project

#### Description of the Project

ODOT is studying options with a variable rate toll on all lanes of I-205 between Stafford Road and OR 213. Tolls will raise revenue to complete financing for the planned I-205 Improvements Project and manage congestion. The I-205 Improvements Project includes seismic upgrades to the Abernethy Bridge and eight other bridges on I-205 and the extension of a third lane in each direction.

Tolls will be paired with strategies that:

- Help improve affordability of the transportation system.
- Identify opportunities and improve access to multi-modal options; including transit
- Address community health, including strategies to reduce negative effects to neighborhoods from changed traffic patterns, i.e. diversion.

Because the Project is the first toll project in the Portland metro area, some decisions and policies made through the development of this Project will also apply to future toll projects developed as part of the Oregon Toll Program.

#### Current status

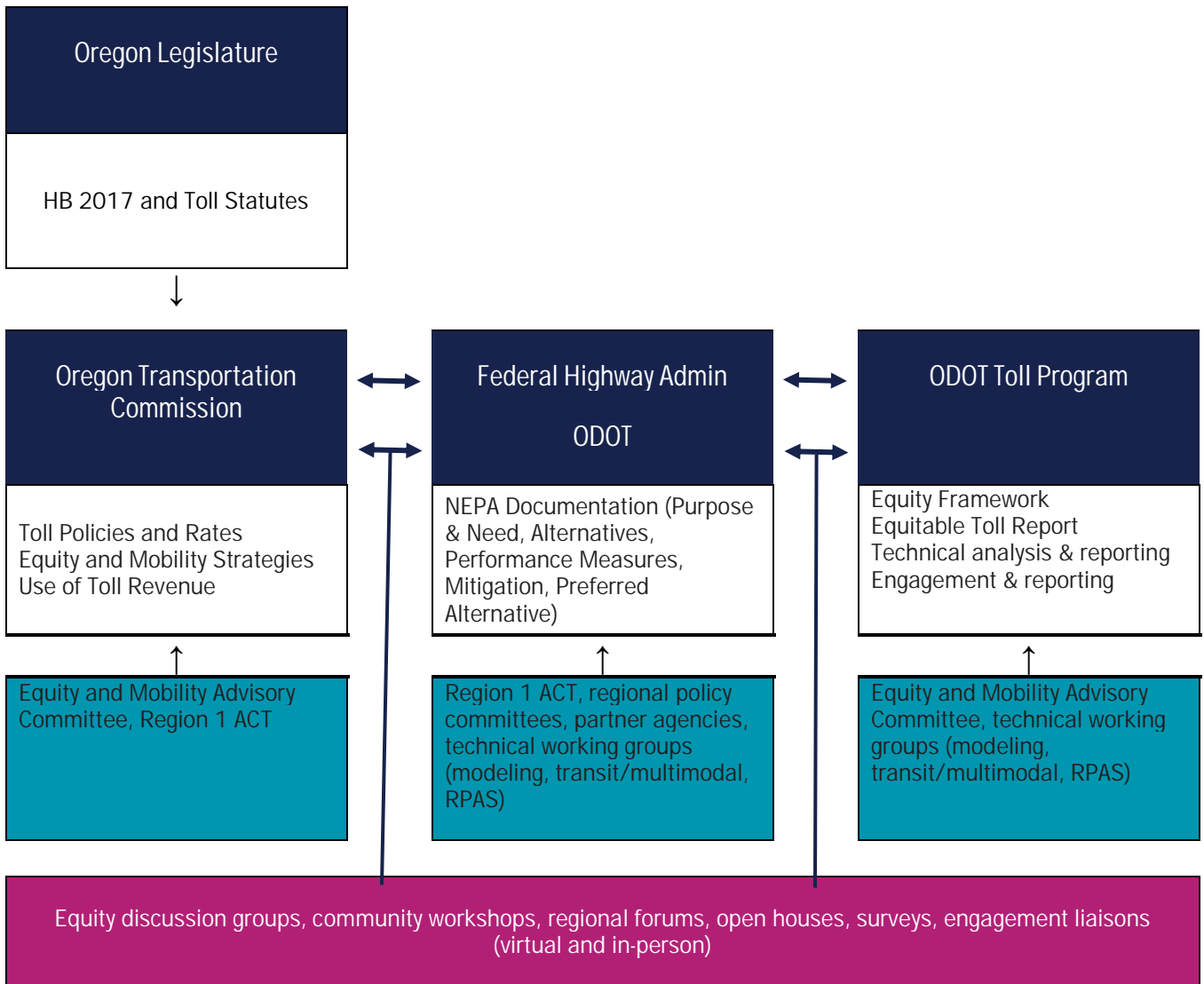
The Project is currently in the environmental review and public input phase to identify toll endpoints and equity and mobility strategies. Two alternatives, plus a “no build” alternative, are under review.

Tolling is not expected to be implemented in the Portland metro area before 2024. The OTC, as the toll authority, will establish toll rates after the conclusion of the environmental review and installation of toll equipment and collection systems.

### I-205 TOLL PROJECT SCHEDULE

	2020	2021	2022	2023	2024
I-205 Improvements	Project design and bid		Construction (4 years) →		
I-205 Toll Project		Environmental review			★ Earliest tolls begin
Equity	Equitable engagement				

### ADVISORY AND ENGAGEMENT STRUCTURE



Public engagement scope

Public engagement will inform key decisions and activities for the environmental review phase. Decisions related to the Project and toll policies are made at multiple places, as shown above.

The 15-member Equity and Mobility Advisory Committee convened for the Oregon Toll Program in mid-2020 provides an important forum for connecting to community members who understand the needs of those historically and currently excluded and underserved by transportation projects and are our ambassadors to their communities. In addition, ODOT will engage regularly with agency partners and regional policy committees to ensure community needs are considered.

Key Decisions	Primary Engagement Methods	Decision Maker
Equitable engagement plan and activities	<ul style="list-style-type: none"> <li>Stakeholder interviews</li> <li>Community Based Organization interviews</li> <li>Equity and Mobility Advisory Committee</li> <li>Workshop with community engagement liaisons</li> </ul>	Toll Program
Equity framework	<ul style="list-style-type: none"> <li>Equity and Mobility Advisory Committee</li> <li>Equity strategy group</li> </ul>	Toll Program
Evaluation criteria and performance measures for process equity	<ul style="list-style-type: none"> <li>Equity and Mobility Advisory Committee</li> </ul>	ODOT. FHWA provides process oversight.
NEPA analysis: <ul style="list-style-type: none"> <li>Statement of purpose and need, goals and objectives</li> <li>Range of alternatives</li> <li>Evaluation criteria and performance measures for analysis</li> </ul>	<ul style="list-style-type: none"> <li>Regional policy committees (Region 1 ACT, JPACT)</li> <li>Direct engagement of partner agencies</li> <li>Technical working groups</li> <li>Online open houses/webinars</li> <li>Online survey</li> <li>Community engagement liaison outreach</li> <li>Equity and Mobility Advisory Committee</li> </ul>	ODOT; FHWA provides process oversight.
Toll policies and strategies related to mobility and equity	<ul style="list-style-type: none"> <li>Equity discussion groups (in-person or online)</li> <li>Equity and Mobility Advisory Committee</li> <li>Technical working groups</li> <li>Regional policy committees (Region 1 ACT, JPACT, RTC)</li> <li>Online survey/webinars</li> <li>Community engagement liaison outreach</li> </ul>	OTC
Selection of equity and mobility strategies for preferred alternative	<ul style="list-style-type: none"> <li>Technical working groups</li> </ul>	ODOT



Key Decisions	Primary Engagement Methods	Decision Maker
	<ul style="list-style-type: none"> <li>Equity and Mobility Advisory Committee</li> </ul>	
NEPA analysis: <ul style="list-style-type: none"> <li>Preferred alternative</li> </ul>	<ul style="list-style-type: none"> <li>Regional policy committees (Region 1 ACT, JPACT)</li> <li>Direct engagement of partner agencies</li> <li>Technical working groups</li> <li>Website/info sharing</li> <li>Equity and Mobility Advisory Committee</li> </ul>	ODOT
Draft Environmental Assessment	<ul style="list-style-type: none"> <li>Regional policy committees (Region 1 ACT, Metro)</li> <li>Open houses</li> <li>Online open houses/webinars</li> <li>Comment form</li> <li>Community engagement liaison outreach</li> </ul>	ODOT; FHWA provides process oversight
Refinement of preferred alternative to include community mobility and equity strategies and mitigation	<ul style="list-style-type: none"> <li>Equity and Mobility Advisory Committee</li> <li>Technical working groups</li> <li>Direct engagement of partner agencies</li> <li>Community workshops</li> </ul>	ODOT
NEPA Decision		FHWA

Note: Toll Program refers to the project team for the toll projects. ODOT refers to the agency and includes staff outside the Toll Program.

## STAKEHOLDER ASSESSMENT

### Audiences and stakeholders

Primary audiences for engagement are those who are directly affected by the Project. They include:

Historically and currently excluded and underserved communities dependent on or affected by I-205: People experiencing low-incomes, youth, older adults, Black, Indigenous, multi-racial, and people of color, people who speak a language other than English, people living with disabilities, people who do not use or have access to traditional financial services (unbanked), and people who are experiencing houselessness, who may face challenges accessing employment and other services.

- Equity thought leaders; community-based organizations and faith-based organizations
- Community Engagement Liaisons
- Senior centers
- Transit providers
- Ride share services for people experiencing disabilities.

Local and state elected officials and agency staff in the Portland metro area, including Southwest Washington:

- Metro Regional Government, Southwest Washington Regional Transportation Council, four counties (Clackamas, Washington, Multnomah, Clark), City of Portland, City of Vancouver, cities/communities affected by congestion or rerouting from I-205 near Abernethy Bridge (Oregon City, West Linn, Tualatin, Lake Oswego, Canby, Gladstone, Milwaukie, Stafford and Wilsonville)
- Oregon and Washington state senators and representatives in the Portland metro area
- Transit providers (TriMet, SMART, C-TRAN, Clackamas CC)

Commuters/travelers through the I-205 corridor where tolls are being considered:

- People who use transit, bike, and walk in and through the corridor
- Multimodal transportation advocacy organizations
- Non-profits providing transportation, carpooling groups
- Transit providers
- I-205 corridor drivers from Oregon and Southwest Washington
- Transportation advocacy organizations, e.g AAA
- Ride sharing organizations

Communities along corridors where tolls are being considered and could benefit from, or be negatively affected by, the Project:

- Neighborhood associations, homeowner associations and residents at large
- School districts in the project area, PTA groups
- Health care agencies

Freight operators and businesses operating through and near potential tolled corridors:

- Freight shippers and businesses
- Small businesses - especially auto dependent (e.g. health care workers) and those along the corridor from both Oregon and Southwest Washington
- Non-emergency medical transportation providers
- Workforce development groups and the individuals they represent (e.g., trade schools, community colleges, students and administration).
- Business advocacy organizations (e.g. Chambers)
- Businesses outside of Portland metro area that depend on Portland mobility

Additional important stakeholders include:

- Advisory committee specifically provided a role in project development, including the Equity and Mobility Advisory Committee and Region 1 ACT
- Federal Highway Administration
- Tribal governments
- Regulatory agencies
- Environmental/climate organizations and advocates
- People interested in the project

### Demographics overview

A review of the demographic data is intended to enhance the understanding of the diversity and broad engagement needs of the populations living in and traveling through the I-205 corridor. A demographic overview is presented in Attachment C.

Ethnicity and language needs – The I-205 corridor population is 78 percent white (about 1.5 mile radius around the roadway from the Columbia River to where it connects with I-5). In the I-205 corridor, approximately 13 percent of the population along I-205 identify as Hispanic or with Latin American roots and 9 percent of the population identify as Asian in the I-205 corridor. This is a higher proportion than the rest of the region.

Spanish is the most common language spoken at home besides English throughout the region and is spoken by about 5% of the regional population. Other spoken languages include Chinese, Vietnamese, Russian, , Japanese, and Arabic . The proportion of linguistically isolated households is slightly higher along the entirety of the I-205 corridor than the rest of the state/region.

Income –Slightly over one third of residents in the region earned \$50,000 per year or less. The 2013-2017 median income for households in the Portland metro area is about \$66,657. The Federal poverty level for 2017 was \$24,600 for a family of four. Higher median incomes are concentrated south and east of I-205 (Happy Valley and parts of West Linn).

Disability -- In the region, just over 10% of residents live with a disability. The most common types of disabilities along the highway corridors include ambulatory (5-6 percent), cognitive (5 percent) and independent living difficulties (4-5 percent).

Note: Demographic data is based on the U.S. Census prior to 2020. It is for informational purposes to guide engagement planning only. Additional analysis will be conducted as part of the environmental review process.

## PUBLIC INVOLVEMENT PRINCIPLES, GOALS, OBJECTIVES AND PERFORMANCE MEASURES:

ODOT seeks to build trust in the community with the agency's planning and stewardship of the state's transportation system and its decision process. Trust is built by continually engaging a community and stakeholders throughout an entire phase, ensuring information is accessible to all and closing the loop by communicating to stakeholders how their feedback was incorporated in the project process. Consistent engagement coupled with a racial equity lens can help shape transportation policies, programs, and projects that better serve historically excluded and underserved populations.<sup>1</sup>

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<sup>1</sup> TransForm. (2019). Pricing Roads, Advancing Equity. TransForm. Retrieved from: [http://www.transformca.org/sites/default/files/Pricing\\_Roads\\_Advancing\\_Equity\\_Combined\\_FINAL\\_190314.pdf](http://www.transformca.org/sites/default/files/Pricing_Roads_Advancing_Equity_Combined_FINAL_190314.pdf)

Building trust requires time and repetition. Engagement efforts related to the Oregon Toll Program, in isolation, cannot achieve the goal of a trust relationship between ODOT and stakeholders. With active attention to the project's engagement goals, objectives and performance measures, progress will be made. By striving to achieve the principles, goals and objectives listed below, ODOT will work to achieve process equity, as defined in the Equity Framework, and enhance public trust in the agency's stewardship of the highway system and the decision process.

The following will apply:

### Principles

The following six of the seven principles are taken from the Equity Framework relate to process equity and will guide implementation of all public engagement and communications for this phase:

- Incorporate a trauma-informed perspective in our current context by recognizing the trauma associated with multiple historic and current events, including the ongoing killings of African Americans by police, the COVID-19 pandemic, the economic ramifications from these events, as well as the impacts of past transportation and land use investments. While the future is uncertain, there is opportunity to demonstrate how ODOT can shift power to impacted community members to improve outcomes for all. Embracing this trauma-informed perspective in policy making can begin to address past harms, minimize burdens, and maximize benefits for historically and currently underserved community members.
- Begin with a racial analysis. By being explicit about race and systemic racism, the I-205 Toll Project can develop solutions that maximize benefits to all historically and currently excluded and underserved communities. By beginning with race, the Oregon Toll Program ensures that race will not be ignored or diminished as part of an overall analysis of equity in the system.
- Acknowledge historic context. Communities which have been historically affected by the transportation system should be explicitly acknowledged and involved in a direct and meaningful way in project development and follow-up.
- Prioritize input from impacted historically and currently excluded and underserved communities. The Oregon Toll Program is committed to identifying communities that have historically been excluded in transportation planning and who have been underserved or negatively impacted by prior transportation investments and plans, as well as those at highest risk of being negatively affected by the Project. ODOT commits to prioritizing the voices of impacted, excluded, and underserved communities and ensuring that their concerns, goals, and experiences shape the design of the Project. This focus will help produce greater overall benefits throughout the system.
- Attend to power dynamics among stakeholders. The Oregon Toll Program aims to elevate the needs and priorities of historically marginalized communities through this process. To do this requires that the Oregon Toll Program recognizes, understands, and shifts existing

power dynamics within ODOT, other government agencies, groups, the community, and the Project teams.

- Maintain a learning orientation. A focus on equity and implementing an all lanes toll application are innovative nationally and new for ODOT. The Oregon Toll Program commits to letting equity drive its approach to the planning process, including National Environmental Policy Act (NEPA) studies and community participation. The Oregon Toll Program commits to striving for continuous improvement and to creating space conducive for growth and collective learning.

The following additional communications priorities also apply:

- Be available: Be available and responsive to stakeholders to ensure they have timely information they need to provide informed input.
- Focus on the congestion problem: The mobility problems facing the region and the tools to address it must be a part of all communications with the public.
- Build on past work: Build on public input provided during earlier phases and communicate how it informs our current work.
- HB 2017: Fulfill requirements of HB 2017 from the state legislature.
- Meet ODOT standards: Apply ODOT's adopted communication standards to the Project which calls for being data driven, having goals focused on outcomes and using an ODOT voice. In addition, ODOT standards call for the creation of clear and accessible materials for middle school reading level, multiple languages and screen readers.

### Goals, Objectives, Evaluation Criteria and Performance Measures

This section describes how the Toll Program will measure and evaluate progress toward process equity during the environmental review.<sup>2</sup>

Goal 1: Historically and currently excluded and underserved communities' concerns and aspirations are consistently understood and considered throughout the environmental planning process.

#### Objective 1.1:

Broadly and consistently share Toll Program vision, project purpose, benefits and impacts, and ways to participate with historically and currently excluded and underserved communities and corridor users to promote understanding and awareness.

#### Evaluation Criteria:

##### Availability of information about:

- Tolling and the rationale for tolling
- Program vision
- Project analysis and results

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<sup>2</sup> These goals and objectives are specific to the Public Involvement Plan and consistent with the goals and objectives in the Purpose and Need Statement for the I-205 Toll Project.

- Engagement opportunities, including EMAC meetings
- Decision processes and decision-makers

Performance Measures:

- Opportunities to participate in project planning are publicized to potentially affected parties with at least 14 days advanced notice of comment period deadlines via print, digital and verbal channels, including social media, community liaisons and other trusted sources, Equity and Mobility Advisory Committee members, email, traditional media, and other channels.
- Equity and Mobility Advisory Committee meeting schedule, location and topics are distributed via the web, news release and email. Notices include the availability of public comment opportunity and the role of the Equity and Mobility Advisory Committee as an advisory body to the Toll Program and OTC.
- More than three ethnic media outlets publish balanced articles before each milestone.
- Project reach improves bi-annually as indicated by growth in email list, increased web visits, and reduction in bounce rate.

Evaluation Criteria:

Accessibility of information about:

- Tolling and the rationale for tolling
- Program vision
- Project analysis and results
- Engagement opportunities, including EMAC meetings
- Decision processes and decision-makers

Performance Measures:

- Information about project and engagement opportunities is delivered to potentially affected parties through trusted community sources (e.g. liaisons or Equity and Mobility Advisory Committee members)
- Key materials are developed to meet the region's information needs, language needs, Americans with Disabilities Act guidelines and an 8<sup>th</sup> grade literacy level.
  - Public materials clearly explain trade-offs, benefits and impacts of choices under consideration.
  - Public materials identify contact information, decision timelines, how decisions can be influenced and who will be making the decisions.
  - Public project materials are presented at an 8<sup>th</sup> grade reading level. For technical materials for which this is not feasible, summaries are prepared at an 8<sup>th</sup> grade reading level.
  - Public project materials are translated and co-created locally for the five languages most prevalent in the region. Translation services are available upon request for other languages.

- All public project materials are accessible for persons living with a disability consistent with Section 508 of the Americans with Disabilities Act (e.g. paper copies, closed captioning on videos, project documents are screen-reader friendly).
- People with specific questions about the project obtain responses within five business days from project staff in preferred language and format (e.g. telephone call).
- Greater than 50% of participants express satisfaction with the accessibility of information presented at public events, advisory committee meetings or online as measured by an evaluation survey.

Evaluation Criteria:

Level of understanding of project context and status

Performance Measures:

- Debrief discussions with community liaisons and Equity and Mobility Advisory Committee members within 30 days after engagement activities demonstrate that ODOT reached representatives from historically and currently excluded and underserved communities and they were able to understand the information.
- Greater than 50% of participants express satisfaction with the clarity, quality and relevance of information presented at events, meetings or online as measured by an evaluation survey.

Objective 1.2:

Meaningfully engage historically and currently excluded and underserved communities throughout the project or program design, development, implementation, monitoring, and evaluation processes.

Evaluation Criteria:

Ability of historically excluded and underserved communities to share their input in culturally-preferred ways.

Performance Measures:

- Engagement with community members use outreach tactics recommended by community-based organizations, Equity and Mobility Advisory Committee members, and community engagement liaisons.
- Qualitative assessment of Project staff resources shows priority of engaging historically and currently excluded and underserved communities.
- Community engagement liaisons and Equity and Mobility Advisory Committee members engage in regular conversations and outreach activities with their communities and provide this input to the toll project team.

Evaluation Criteria:

Participation levels demonstrate interest in project engagement activities

Performance Measures:

- Number of meeting participants, comments and questions tallied is similar or larger to previous phases
- Participants engage repeatedly over time as documented by sign-in sheets for committee meetings, discussion groups, community groups.
- Equity and Mobility Advisory Committee and community leaders report they shared information about project and engagement opportunities with networks at project milestones.

Evaluation Criteria:

Participant input reflects demographic and geographic diversity of people affected by project.

Performance Measures:

- Significant proportion of comments and outreach event attendees are representative of the population in the region and toll project corridor(s) and at least proportional representation from historically and currently excluded and underserved communities.
- Input obtained is representative of the population in the region and toll project corridor(s) and contains at least proportional representation from historically and currently excluded and underserved communities.
- Comments are received from affected corridor users living outside the Portland metro area.

Evaluation Criteria:

Participant satisfaction with engagement opportunities

Performance Measures:

- Over time, participants express satisfaction with their opportunity to be heard during engagement activities as measured by surveys or other methods conducted during or after engagement activities.
- Equity and Mobility Advisory Committee meeting evaluations reflect satisfaction with quality of facilitation and the committee's ability to incorporate needs of historically and currently excluded and underserved communities into project or program plans.

Goal 2: Historically and currently excluded and underserved communities view Toll Program Team as a transparent partner when planning the toll system.

Objective 2.1:

Regularly report how input from historically and currently excluded and underserved communities has been considered and incorporated into project development.



Evaluation Criteria:

Modifications are made to the project based on input from historically and currently excluded and underserved communities.

Performance Measures:

- Decision makers actively review, consider and discuss input from historically and currently excluded and underserved communities separate from the population at large.
- The project team can point to community priorities identified during outreach to historically and currently excluded and underserved communities and demonstrate that they are being considered and implemented in the toll program or project.

Evaluation Criteria:

Project decisions are clearly communicated directly to stakeholders and commenters.

Performance Measures:

- After decisions or changes in the toll program or project are made, the Toll Program proactively reaches out using a variety of communication channels and languages to inform stakeholders and commenters how their input was considered and influenced the decision or change, for example through community liaisons and e-news.
- Changes to the program or project are communicated via community/committee meetings, e-news, at workshops and public events.
- Input received from regular conversations with community liaisons and Equity and Mobility Advisory Committee members indicate historically and currently excluded and underserved communities understand how their input was used for decision-making.

Evaluation Criteria:

Project staff regularly communicates what has been heard and learned related to equity.

Performance Measures:

- Periodic project evaluations are published to show the toll program and project performance on integrating equity and principles detailed in the equity framework.

Goal 3: Regional agency partners and stakeholders collaborate with project staff in the development of the projects to create robust and supported project alternatives. Multiple jurisdictions oversee the comprehensive transportation system in the Portland metro area. A well-functioning system relies on effective coordination between entities that manage local roads, regional roads and highways, transit services, land use planning and transportation funding. An effective toll system will require travelers to have choices to use the toll road or other options that may be provided by another transportation authority.

Objective 3.1:

Create opportunities to collaborate with regional agency partners throughout project development to incorporate community values and concerns.

Performance Measures:

- Regular attendance and active engagement from partner agencies and stakeholders at and between technical working group meetings.
- Agency partner staff review, discuss and share input before moving ahead to next step in environmental review process.
- Regional partners provide opportunities for project briefings to facilitate dialog and partner input before key decision milestones.
- Regional partners distribute project information through their networks at key milestones.
- Project staff regularly report back on how partner input was considered and how/if used.

## PRIMARY COMMUNICATIONS AND ENGAGEMENT TOOLS

Communications and engagement tools are divided into three categories in the table below:

- Tools to share information: Project staff deliver information to audience groups; one-way communication with the primary goal of informing.
- Tools to collect and compile input: Project staff deliver new information about project choices and ask for input or feedback from audience groups to help improve future decisions. The primary goal is to consult with stakeholders
- Tools to bring people together: Project staff host or engage in activities where there is multi-way communication and relationship building to promote involvement and collaboration by stakeholders to advance project development.<sup>3</sup>

At various points in the Project, different tools will be used to align with the needs and desires of the audience and Project team. For example, elected officials may have a role in maintaining the transportation system and require a deeper level of understanding and engagement. A resident who rarely drives on I-205 may be satisfied with reading information and completing a survey, but not participating in public meetings or committees.

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<sup>3</sup> These definitions are based on the Spectrum of Public Participation from the International Association of Public Participation.

[https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum\\_8.5x11\\_Print.pdf](https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf)

Group, Stakeholder or Community	Primary Outreach and Communications Tools														
	Tools to bring people together			Tools to collect and compile input					Tools to share information						
	Adv. committee	Workshops/events	Equity discussion groups	Briefings, presentations	Open houses, webinar	Project email/V/M	Online surveys	Stakeholder interviews	Printed materials (incl translation)	Website tools (i.e. videos)	Social media	Newsletter text for community orgs	Fairs, festivals, tabling	News release/e-news	Direct outreach/mail
Historically, currently excluded & underserved communities (EJ, LEP, disabled, low income)	X	X	X	X			X	X	X		X	X	X		X
City, county, regional electeds (OR/WA)	X			X		X			X	X				X	
Agency staff from city, county, regional agencies (OR/WA)	X	X		X		X			X	X	X			X	
I-5 and I-205 drivers, commuters (OR/WA)	X	X			X	X	X			X	X		X	X	
Bicyclists & pedestrians	X	X		X	X	X	X			X	X		X	X	
Transit users	X	X	X		X	X	X			X	X		X	X	
Project area residents		X			X	X	X		X	X	X		X	X	X
Neighborhood coalitions		X		X	X	X	X		X	X	X	X		X	
School districts		X		X		X			X	X	X			X	X
Freight operators	X			X	X	X	X			X	X			X	
Businesses, business orgs stakeholders	X	X		X	X	X	X		X	X	X	X		X	X
Transportation focused advocacy organizations	X			X	X	X	X	X		X	X	X		X	
Environmental advocacy organizations	X			X	X	X	X			X	X	X		X	
Tribal governments				X					X						
OR/WA state legislators				X					X	X				X	
OR/WA federal delegation									X	X				X	
Regulatory, FHWA				X					X					X	
Rural, agricultural businesses (outside Project area)				X						X				X	

## REPORTING AND EVALUATION:

Following each major decision milestone, Toll Program staff will report on the methods used to communicate and engage with stakeholders, the input received from different interest groups, and how that input influenced the project. In practice, project staff will develop a written report with information about notification strategies, engagement activities, who was reached and a summary of what was heard. Project staff will then provide that information to the decision-makers listed on page 3 and 4 of this plan before decisions are made. Finally, once decisions are made, those decisions will be reported back out in writing through the website and e-news and verbally through stakeholder briefings and committee meetings.

In addition, an evaluation will be conducted to gauge satisfaction and effectiveness of the engagement related to the decision milestone. The evaluation will use both quantitative tools (e.g. surveys and website analytics) and qualitative data (debrief meetings with engagement liaisons). The evaluation report will focus on the performance measures contained in this plan and will be used as the Toll Program plans the next phase of the project. The goal is to further improve engagement practices and relationship building.

Reports and evaluations will, at a minimum, be conducted at the following milestones:

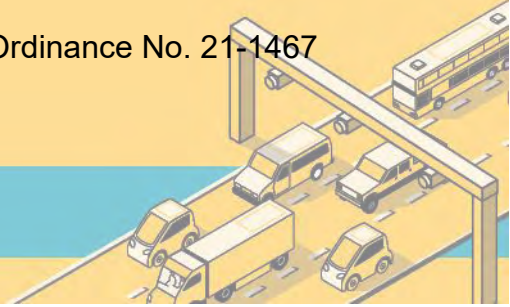
- Start of the NEPA process
- Release of the Environmental Assessment for public review and comment
- Refinement of preferred alternative to include community mobility and equity strategies and mitigation before completion of the NEPA process

Additional informal reports will be conducted for any interim decisions. This includes monthly reporting to EMAC and Toll Program staff on the input and questions received from stakeholders on an ongoing basis.

ATTACHMENTS:

- A. Equity Framework – Adopted Dec. 10, 2020
- B. Equitable engagement plan – Finalized April 23, 2021
- C. Demographics – Final Dated Sept. 6, 2019
- D. Community Outreach Plan (latest draft May 1, 2020 – to be updated)
- E. Government and Media Relations (latest draft March 2021)
- F. Social Media Plan (latest draft June 5, 2020 – to be updated)
- G. Public Involvement Schedule (April 20, 2021)

# I-205 Toll Project



## Equitable Engagement Plan

Updated April 23, 2021

### PURPOSE

The Oregon Toll Program is committed to minimizing burdens and maximizing benefits to communities historically and currently excluded or underserved by the transportation system. To achieve equitable outcomes and an equitable process in the I-205 Toll Project, the Oregon Department of Transportation seeks to actively engage these communities. The Oregon Toll Program will consistently and intentionally inform, listen to, learn from, and empower these communities throughout the Project’s development, implementation, monitoring, and evaluation processes.

ODOT seeks to built trust in the community with the agency’s planning and stewardship of the state’s transportation system and its decision process. Trust is built by continually engaging a community and stakeholders throughout an entire phase, ensuring information is accessible to all and closing the loop by communicating to stakeholders how their feedback was incorporated in the project process. Consistent engagement coupled with a racial equity lens can help shape transportation policies, programs, and projects that better serve historically excluded and underserved populations.<sup>1</sup>

Building trust requires time and repetition. Engagement efforts related to the Oregon Toll Program, in isolation, cannot achieve the goal of a trust relationship between ODOT and stakeholders. With active attention to the project’s engagement goals, objectives and performance measures, progress will be made.

### I-205 TOLL PROJECT SCHEDULE

	2020	2021	2022	2023	2024
I-205 Improvements	Project design and bid		Construction (4 years) →		
I-205 Toll Project		Environmental review			★ Earliest tolls begin
Equity	Equitable engagement				

<sup>1</sup> TransForm. (2019). Pricing Roads, Advancing Equity. Transform. Retrieved from: [http://www.transformca.org/sites/default/files/Pricing\\_Roads\\_Advancing\\_Equity\\_Combined\\_FINAL\\_190314.pdf](http://www.transformca.org/sites/default/files/Pricing_Roads_Advancing_Equity_Combined_FINAL_190314.pdf)

I-205 Toll Project Equitable Engagement Plan

April 23, 2021

This plan is focused on the environmental review process for the I-205 Toll Project from early engagement in 2020 through the comment period on the draft Environmental Assessment, scheduled for mid-2022. A final decision based on public input is slated for early 2023. After the environmental review, equitable engagement will continue to inform future project phases.

## INTEGRATION WITH OTHER PLANS

The I-205 Toll Project Public Involvement and Communications Plan and the Oregon Toll Program Equity Framework provide details on overarching principles, definitions, goals, objectives, performance measures, and messaging for all engagement activities. This Equitable Engagement Plan provides additional details and guidance for planning, engagement methods and timing.

The following principles, further discussed in the [Equity Framework](#), will guide implementation of all public engagement and communications:

- Incorporate a trauma-informed perspective in our current context.
- Begin with a racial analysis.
- Acknowledge historic context.
- Identify disparities.
- Prioritize input from impacted historically and currently excluded and underserved communities.
- Attend to power dynamics among stakeholders.
- Maintain a learning orientation.

## EQUITABLE ENGAGEMENT CONSIDERATIONS

Tolling improves travel reliability and provides revenue to finance improvements in the transportation system. However, tolling may result in greater impacts to historically and currently excluded and underserved communities due to the potential for proportionally higher transportation costs, more limited transportation options in lower cost housing areas, limited schedule flexibility, and additional traffic rerouting through their neighborhoods by drivers attempting to avoid tolls.

Addressing challenges and limitations to make tolling work in the Portland metro area is central to the Oregon Toll Program. The Oregon Transportation Commission (OTC) has made the development of community mobility and equity strategies key components of successful toll projects.

To achieve outcome equity, ODOT will work with historically and currently excluded and underserved communities to ensure that tolls will be paired with strategies that:

- Help improve affordability of the transportation system.
- Improve access to opportunity through other transportation options; including improved transit.

- Address community health, including strategies to reduce negative effects to neighborhoods from changed traffic patterns, i.e. diversion.

## AFFECTED COMMUNITIES

Audiences for engagement under this plan are those directly affected by the Project.

Historically and currently excluded and underserved communities dependent on or affected by I-205: People experiencing low incomes, youth, older adults, Black, Indigenous, multi-racial, and people of color, people who speak a language other than English, and people living with disabilities, who may face challenges accessing employment and other services. Reaching these audiences may occur through organizations providing services or advocacy, such as:

- Equity thought leaders; community-based organizations and faith-based organizations.
- Community Engagement Liaisons.
- Senior centers.
- Transit providers.
- Ride share services for people experiencing disabilities.

Ethnicity and language needs – The I-205 corridor population is 78 percent white (about 1.5 mile radius around the roadway from the Columbia River to where it connects with I-5). In the I-205 corridor, approximately 13 percent of the population along I-205 identify as Hispanic or with Latin American roots and 9 percent of the population identify as Asian in the I-205 corridor. This is a higher proportion than the rest of the region.

Spanish is the most common language spoken at home besides English throughout the region and is spoken by about 5% of the regional population. Other commonly spoken languages include Chinese, Vietnamese, Russian, Japanese and Arabic. The proportion of linguistically isolated households is slightly higher along the entirety of the I-205 corridor than the rest of the state/region.

Income – Slightly over one third of residents in the region earned \$50,000 per year or less. The 2013-2017 median income for households in the Portland metro area is about \$66,657. The Federal poverty level for 2017 was \$24,600 for a family of four. Higher median incomes are concentrated south and east of I-205 (Happy Valley and parts of West Linn).

Disability -- In the region, just over 10% of residents live with a disability.

The most common types of disabilities along the highway corridors include ambulatory (5-6 percent), cognitive (5 percent) and independent living difficulties (4-5 percent).

Note: Demographic data is based on the U.S. Census prior to 2020. It is for informational purposes to guide engagement planning only. Additional analysis will be conducted as part of the environmental review process.



## INCLUSIVITY STRATEGIES

Barriers	Strategies to Address
People with limited English proficiency	<ul style="list-style-type: none"> <li>• Translate project fact sheet into languages commonly used by corridor residents at home.</li> <li>• Translate key pages to languages commonly used by corridor residents at home.</li> <li>• For less commonly used languages, use online translation tools to provide access to materials in languages other than English, as needed, while recognizing the limitations of these tools.</li> <li>• Engage speakers in discussion groups in their native languages.</li> <li>• Provide translators at workshops and open houses.</li> <li>• Project staff attend events with multi-lingual focus.</li> <li>• Include Title VI standard language for translation in all materials.</li> </ul>
People without internet connection	<ul style="list-style-type: none"> <li>• Make printed materials available at meetings, tabling events, interviews, open houses and committee meetings.</li> <li>• Provide options for in-person feedback, telephone feedback and postal mail.</li> </ul>
People who do not attend public meetings	<ul style="list-style-type: none"> <li>• Summarize public meetings in online materials.</li> <li>• Provide online or phone-accessible surveys.</li> <li>• Use online open houses, and digital and printed materials to reflect decisions made in a timely manner.</li> </ul>
People who do not trust government entities	<ul style="list-style-type: none"> <li>• Have most in-person meetings led by third party facilitators; clearly communicate who is on the project team and who will make decisions (e.g. ODOT or OTC).</li> <li>• Work with trusted partners such as community engagement liaisons or community organizations to deliver information in culturally-relevant and respectful ways.</li> </ul>
People living with a disability	<ul style="list-style-type: none"> <li>• Ensure all in-person and virtual venues are ADA accessible.</li> <li>• Ensure web content follows American Foundation for the Blind and Section 508 recommendations.</li> <li>• Provide meeting accommodations and ASL interpretation upon request.</li> </ul>

## FOCUSED STRATEGIES

### Community Engagement Liaisons

Central to a successful equitable engagement effort is a partnership with professional community engagement liaisons. The Toll Program will contract with the Community Engagement Liaisons (CELs) Program and community-based organizations who specialize in grassroots outreach and organizing in their respective communities to engage the following

communities: People with disabilities, Black and African American, Native American, Vietnamese, Chinese, Latina/Latino/Latinx and Slavic communities.

The community liaisons are respected members of a specific ethnic, cultural, language, demographic, or geographic community who can act as a trusted ambassador between that community and the Toll Program, facilitating meaningful representation of that community and their interests within the public process.

The community liaisons will support engagement by:

- Identifying historically and currently excluded and underserved communities affected by the Project, including Title VI and Environmental Justice Populations.
- Using grassroots outreach tools such as social media, tabling, phone calls, texts, media outreach or other creative methods to distribute project information and encourage participation in public comment periods or public events (e.g. open houses).
- Answering project-related questions and serving as a connection between communities and project staff.
- Attending and providing interpretation services at public events.
- Planning, recruiting participants for and implementing informal discussion groups with project staff.

In person or online discussion groups will be informal, guided conversations with invited participants from identified communities. Key meeting characteristics include:

- Agenda, facilitation style and materials that aligns with specific cultural needs.
- Meetings will be about 1.5 hours in length and be conducted mostly in the native language of participants.
- Use of clear, visually focused, and easily accessible materials and content to promote consistent understanding of project information.
- Use of a discussion guide to promote thoughtful and engaging conversations that aid provide development.
- Use of participation incentives such as gift cards to acknowledge the time and expertise given to the meeting.

#### Outreach and partnership with community-based or faith-based organizations

The Toll Program will work to promote ongoing conversations and partnerships with local organizations that support, advocate for or provide services to historically or currently excluded or underserved communities. This approach aims to foster relationship building by collaborating with organizational and community leadership to connect with the intended audiences at times and locations where they already meet or work.

Methods:

- Presentations: Providing an update to a group or organization at a regularly scheduled meeting.

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- Briefings: A meeting scheduled with one person or a small group of people from an organization to share information and gain feedback.
- Toolkits: A “toolkit” will be created and regularly updated for specific engagement periods to support connections and outreach. It will include relevant project information and materials, such as fact sheet or newsletter text, sample social media text, notification flyer, and a comment form or link to a survey.
- Online discussion groups to promote thoughtful and engaging conversations that aid provide development.

#### Preparation of Accessible Materials

The Oregon Toll Program will create materials that are accessible to people living with disabilities. Strategies to be used include:

- Ensure all in-person and virtual venues are ADA accessible.
- Follow American Foundation for the Blind and Section 508 recommendations for websites and printed materials.
- Provide meeting accommodations and ASL interpretation upon request.

As part of its equitable engagement approach, the Oregon Toll program will ensure access to information related to focused engagement methods (i.e., discussion groups and community workshops) with translation.

The ODOT Limited English Proficiency Plan refers to a 5 percent threshold of affected community for translation. The Toll Program is committed to a 3 percent threshold instead for translation decisions, exceeding Federal guidance and requirements, to meet equitable engagement objectives.

All written and posted informational English language materials will contain language in four languages offering translation upon request. (See the end of this document for the standard language in Spanish, Vietnamese, Russian and Chinese.)

Key materials that provide project-level information in a format that can be scaled and widely distributed should be made available in Spanish, Chinese, Vietnamese, and Russian. These include:

- Factsheet.
- Notices for public engagement opportunities.
- Engagement surveys.

As part of its equitable engagement approach, additional materials related to focused equitable engagement methods (i.e., discussion groups and community workshops) may be translated. The following list of materials may be needed for focused engagement methods.

- FAQs.
- Project updates (i.e., e-newsletters, mailers, social media postings).
- Web pages.
- PowerPoint presentations.
- Notification toolkits with copy for community based organizations to share with their networks.

## COMMUNICATIONS AND ENGAGEMENT TOOLS

Robust and meaningful public engagement requires identifying the right tool for the right audience at the right time. With continuing social distancing guidelines due to the COVID-19 pandemic, there will be more reliance on digital tools.

For each historically and currently excluded and underserved community that ODOT engages with, the community's needs, priorities, and power structures will be assessed. For these audiences it is especially important to deliver information in a way that allows people to see themselves among those who will receive benefits and are part of the decision-making equation.

The Oregon Toll Program will be thoughtful and intentional about the tools that may need to be employed to meaningfully engage with certain communities and groups, such as:

- Equity thought leaders and community-based organizations.
- Environmental justice community.
- New Americans, including immigrants and refugees, as well as people with Limited English proficiency.
- Community elders and senior center users.
- Transit dependent individuals.
- People living with disabilities who may depend on ride-share services.

With this in mind, the Oregon Toll Program's communications and engagement tools are divided into three categories:

- Tools to share information: Project staff deliver information to audience groups; one-way communication with the primary goal of informing.
- Tools to collect and compile input: Project staff deliver new information about project choices and ask for input or feedback from audience groups to help improve future decisions. The primary goal is to consult with stakeholders.
- Tools to bring people together: Project staff host or engage in activities where there is multi-way communication and relationship building to promote involvement and collaboration by stakeholders to advance project development.

Below are the various tools and tactics used by ODOT to engage with historically and currently excluded and underserved communities, based on needs, priorities, and power structures.

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Tactic	Engagement category/goal	Audiences
<p><b>Equity and Mobility Advisory Committee (EMAC):</b> A committee of people with professional or lived experience in equity and mobility was formed to advise the OTC and ODOT on how tolls on the I-205 and I-5 freeways, in combination with other demand management strategies, can include benefits for populations that have been historically or currently excluded or underserved by transportation projects. Timing: 2020-2022</p>	Involvement and collaboration to advance project development	People historically or currently excluded or underserved by transportation projects; local agency partners; community-based organizations
<p><b>Workshops and events:</b> Project staff present information and gain feedback about project development at in-person or online gatherings. Can be co-hosted with local community organizations. Timing: Tied to development of mitigation strategies and preferred alternative</p>	Consult and involve audiences to advance project development	People historically or currently excluded or underserved by transportation projects who depend on I-205; community-based organizations
<p><b>Equity discussion groups:</b> Community engagement liaisons or community organizations host discussion groups with specific community representatives from communities of color to gain input on equity and mobility strategies. Timing: Tied to development of equity and mobility strategies, toll policies.</p>	Consult and involve audiences to advance project development	People historically or currently excluded or underserved by transportation projects
<p><b>Personal relationships:</b> Community liaisons and EMAC members answer questions received from their communities about the project and serve as a connection to project staff and decision makers, especially during the COVID-19 pandemic when in-person outreach by project staff is more limited. Timing: Throughout project development</p>	Consult and involve audiences to advance project development	People historically or currently excluded or underserved by transportation projects
<p><b>Briefings and presentations:</b> Project staff meet with people who represent stakeholder interests expected to be affected by the project to provide information, build project awareness, identify challenges or opportunities. Can be held virtually or in-person to meet communities where they are. Timing: Throughout project development</p>	Consult with stakeholders to help improve future decisions.	Community-based organizations; equity thought leaders; service organizations
<p><b>Online open house/surveys:</b> Information is presented to gain feedback about project design and preferred alternative. Surveys will be translated to multiple languages. Timing: At official public comment periods; Mid-2022</p>	Consult with stakeholders to help improve future decisions.	All
<p><b>Stakeholder interviews:</b> Project staff meet individually with community leaders to gain focused and personal input for project planning. Timing: Early 2020 (equitable engagement strategies)</p>	Consult and involve audiences to advance project development	Equity thought leaders; community-based organizations
<p><b>Printed materials and website, including materials translated into languages other than English:</b> Present project purpose, benefits, design, ways to contact project staff, ways to participate or get more information.</p>	Share project information	All

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Tactic	Engagement category/goal	Audiences
Timing: Throughout project development; comprehensive update slated for spring 2021		
<p><b>Social media:</b> Project staff, community liaisons, community organizations, agency partners will promote project information with free and paid posts across various social media platforms. Social media may be used to notify audiences of public comment opportunities or to promote project awareness. Providing project updates and feedback channels through Facebook, Twitter, and other social media platforms provides engagement opportunities for youth, communities of color, people who primarily engage with social media to consume news and people without stable or conventional internet access on a computer. Use of social media is especially important during the COVID-19 pandemic when social distancing limits in-person interactions.</p> <p>Timing: Throughout project development to build awareness of tolling in general and toll project; paid advertising will be used during official comment periods</p>	Share project information	All
<p><b>Outreach to ethnic media outlets:</b> Project staff or community liaisons will deliver information or participate in interviews in multiple languages to build awareness of project developments.</p> <p>Timing: Throughout project development and particularly at in early-mid 2021 and official public comment periods</p>	Share project information	People historically or currently excluded or underserved by transportation projects
<p><b>Online tools, including e-newsletter, texts:</b> Regularly share project news and updates and ways to participate through opt-in delivery channels.</p> <p>Timing: Throughout project development</p>	Share project information	All
<p><b>Toolkit for community organizations:</b> Share written information about the project either in printed or electronic form to distribute to their networks. Toolkit can include: sample social media posts, sample newsletter text, flyers, fact sheets or other materials. This strategy engages the public through "trusted messengers" – individuals and organizations that community members already know and regularly obtain information from. Community organizations, especially those serving people who speak languages other than English, are best equipped to provide information to their networks.</p> <p>Timing: At least twice per year and associated with awareness-building efforts and public comment periods.</p>	Share project information	Community-based organizations; equity thought leaders; service organizations; members of Equity and Mobility Advisory Committee
<p><b>Fairs, festivals, and tables at community events and locations:</b> Staff information tables at fairs and festivals throughout the project area primarily during warm weather months to distribute information about the project and alert community members to</p>	Share project information	All

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Tactic	Engagement category/goal	Audiences
public input opportunities. Examples include: farmers markets, school functions, church or religious center functions, community centers, and while engaging in traditional commerce, such as shopping at a local grocery store. Timing: Summer 2022 (when public health guidance allows)		
<b>Direct outreach and mail:</b> Flyers and mailers with project information and public input opportunities will be distributed through U.S. Postal Service or through canvassing businesses or service organizations near the project. Timing: In advance of community workshops and formal comment periods	Share project information	People who live close to the project area, service providers in the project area; people without internet, people who do not attend community meetings

Si desea obtener información sobre este proyecto traducida al español, sírvase llamar al 503-731-4128.

Nếu quý vị muốn thông tin về dự án này được dịch sang tiếng Việt, xin gọi 503-731-4128.

Если вы хотите чтобы информация об этом проекте была переведена на русский язык, пожалуйста, звоните по телефону 503-731-4128.

如果您想瞭解這個項目，我們有提供繁體中文翻譯，請致電：503-731-4128。

如果您想了解这个项目，我们有提供简体中文翻译，请致电：503-731-4128。

For Americans with Disabilities Act or Civil Rights Title VI accommodations, translation / interpretation services, or more information call 503-731-4128, TTY (800) 735-2900 or Oregon Relay Service 7-1-1.

# I-5 and I-205 Toll Projects



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# I-5 and I-205 Toll Projects



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Lloyd TMA	Owen Ronchelli, Executive Director	<a href="mailto:owen@golloyd.org">owen@golloyd.org</a>	503 236 6441
Westside Transport Alliance	Jeff Pazdalski, Executive Director	<a href="mailto:jeff@wta-tma.org">jeff@wta-tma.org</a>	503 906 7941
City of Sandy	Andi Howell	<a href="mailto:ahowell@ci.sandy.or.us">ahowell@ci.sandy.or.us</a>	503-489-0925

## INTERESTED PARTIES

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	Emma Sagor, Climate Advisor	<a href="mailto:Emma.Sagor@portlandoregon.gov">Emma.Sagor@portlandoregon.gov</a>	503-823-1530

## ODOT AND WSP

Organization	Representative	Email	Phone
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	Mat Dolata	<a href="mailto:Mat.dolata@wsp.com">Mat.dolata@wsp.com</a>	503-417-9364
	Chris Wellander	<a href="mailto:Chris.wellander@wsp.com">Chris.wellander@wsp.com</a>	206-382-5296
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ODOT	Lucinda Broussard	<a href="mailto:lucinda.broussard@odot.state.or.us">lucinda.broussard@odot.state.or.us</a>	
	Jason Kelly, Region 1 Transit Coordinator	<a href="mailto:jason.d.kelly@odot.state.or.us">jason.d.kelly@odot.state.or.us</a>	503-731-3320

Attachment 2 to Staff Report to Ordinance No. 21-1467

Stephanie Millar, Transportation Options Program Manager	<a href="mailto:Stephanie.L.MILLAR@odot.state.or.us">Stephanie.L.MILLAR@odot.state.or.us</a>	503-986-4224
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Karyn Criswell	<a href="mailto:Karyn.C.CRISWELL@odot.state.or.us">Karyn.C.CRISWELL@odot.state.or.us</a>	
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**OREGON TRANSPORTATION COMMISSION**

**Minutes of the Regular Business Meeting  
March 11, 2021  
Salem, Oregon**

The regular meeting began at 9:00 a.m. at the Oregon Department of Transportation Headquarters in Salem, Oregon.

**Video recording of the meeting is available online through the Commission website:**  
<https://www.youtube.com/user/OregonDOT/live>.

Background materials for all agenda items are stored in **Director/Commission/History Center File, Salem, Oregon.**

Notice of these meetings was made by press release to local and statewide media circulation throughout the state. Those attending part or all of the meetings included:

Chair Robert Van Brocklin	Delivery and Operations Div. Administrator
Vice Chair Alando Simpson	Karen Rowe
Commissioner Julie Brown	Deputy Delivery and Operations Div.
Commissioner Sharon Smith	Administrator McGregor Lynde
Director Kristopher Strickler	ODOT Chief Engineer Steve Cooley
Asst. Director for Finance and Compliance	Policy, Data and Analysis Division
Travis Brouwer	Administrator Jerri Bohard
Asst. Director for Operations, Cooper Brown	Public Transportation Division Administrator
Asst. Director for Social Equity Nikotris Perkins	Karyn Criswell
Asst. Director for Government and External Relations Lindsay Baker	Interstate Bridge Replacement Program
Climate Office Director Amanda Pietz	Administrator Greg Johnson
Urban Mobility Office Deputy Director Della Mosier	Assistant Interstate Bridge Replacement
ODOT Region 4 Manager Gary Farnsworth	Program Administrator Ray Mabey
	Commission Coordinator Sabrina Foward
	Temp. Commission Assistant Jessica Virrueta

Chair Van Brocklin called the meeting to order at 9:00 a.m.

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*Chair's Report  
Agenda Item A*



Oregon Transportation Commission (OTC) Chair Robert Van Brocklin welcomed those tuning in and participating in the meeting and thanked the public for their submitted comments. He noted there would be live closed-captioning available to assist in transcribing the meeting. He reserved time to welcome the Commission's new Coordinator, Sabrina Foward. He also noted that Vice Chair Simpson was delayed and would be joining the meeting late, but would be working with a quorum of three which is an official quorum of the Commission and would be able to take action on items if needed.

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***Director's Report***  
***Agenda Item B***

ODOT Director Strickler provided a report to inform the Commission of two items of interest and yielded his remaining time to McGregor "Mac" Lynde, Deputy Delivery and Operations Division Administrator, for a brief wildfire update.

**Winter Ice Storm February 12-16, 2021:**

Large amount of ice and power loss across Oregon. Congratulated our team for a job well done and jumping into action and keeping the roads bare or in slush conditions. Twelve of our state operated radio stations lost power and were using backup generators. Significant coordination with utilities and other jurisdictions happened. Many facilities were closed to replace or repair some of the electrical lines for Oregonians. Interagency cooperation and cooperation with the public utility partners is something we are proud of as an agency

**Troy Costales Retirement May 1, 2021:**

Troy served 36 years in local service, 33 years with ODOT, 21 years as a Division Administrator. Troy has helped lead Oregon to the highest seatbelt use rate of any state, 98.2 percent, states lowest fatality toll since the 1940s, and one of the largest fatality declines from one year to the next. Director Strickler shared additional information with Troy's tenure at ODOT, including serving in all of the divisions within ODOT.

**Wildfire Update from Mac Lynde:**

Mac gave an update, 6 months from the previous update, on where ODOT is at as the agency takes the lead role in cleaning up hazardous trees as well as burned down homes and businesses. He is currently leading the cleanup efforts from the wildfires that occurred fall of 2020. There's an online dashboard ([wildfire.oregon.gov/cleanup](https://wildfire.oregon.gov/cleanup)) that members of the public can go to sign up for updates and get up to date information on where the agency is at with cleanup efforts. Mac presented a [PowerPoint](#) with updates on the wildfire recovery efforts. There is an email ([odot.wildlife@odot.state.or.us](mailto:odot.wildlife@odot.state.or.us)) and also a hotline (503-934-1700) that is staffed by a team to help respond to questions or inquires.

***Discussion:***

Chair Van Brocklin acknowledged Director Strickler's report. Chair Van Brocklin took a moment to discuss the winter ice storm and how impressed he was with the cooperation to solve electrical outages. He also congratulated ODOT for their role and quick response in challenging conditions. Chair Van Brocklin commented about Troy and thanked him for his work with the agency. Commissioner Brown thanked Troy for his work with ODOT and mentioned working with him on the safety committee. Commissioner Smith congratulated Troy for his work with the agency and wished him a great retirement.

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***Real-Time Virtual Oral Public Comment***  
***Agenda Item C***

**Mayor Scott Hill, City of McMinnville,** commented on Highway 99W/18 bypass (Newberg Dundee Bypass) and provided a bypass information sheet with updates. He recognized great support that the bypass committee has received from OTC and ODOT, with special recognition to John Huestis, Sonny Chickering and Travis Brouwer along with OTC Chair Van Brocklin and Director Strickler. He acknowledged a true partnership in the work they are trying to accomplish. There's a need for state and local investment to leverage federal dollars. He shared his thoughts on the priority level of this project and successes through phase one and that phase two is shovel ready. Newberg Dundee is a high priority effort. Thanked ODOT and OTC in the partnership and they are committed as communities to do their local matching and hope to see this project as a priority for ODOT and OTC.

**Casey Kulla, Yamhill County Commissioner,** commented on Highway 99W/18 bypass (Newberg Dundee Bypass) and spoke on behalf of parkway committee for the county. He spoke on the importance of the project and completing the remaining two phases. He mentioned that state agencies need to address climate issues and equity in their project and noted that this project is equitable and would help keep diesel fuels out of the inner city thus furthering climate goals. He has three requests for the Commission: First he asked the Commission to hold ODOT accountable to building protective paths along the corridor as soon as possible. Second he requested the Commission to hold ODOT accountable to require bus rapid transit design features in this project. Third request is to require an equity advisory committee for the project in order to make good planning and design decisions. In closing he mentioned that it was the tenth anniversary of the 9.1 magnitude earthquake and tsunami in Japan that destroyed the Fukushima power plant and that Oregon's shake alert system is being activated on the anniversary. He also mentioned that a stable lifeline to the coast may be the difference between community recovery and community abandonment.

**Tribal Councilor Denise Harvey, Confederated Tribes of Grand Ronde,** commented on Highway 99W/18 bypass (Newberg Dundee Bypass) and emphasized the importance of the travel economy, the coastal economy, and wine industry that is all supported by the bypass and the tourist opportunist across the entire travel shed. There's an importance of the west valley being supported with good transportation opportunities for employees and citizens of the areas. She also mentioned forest fires and coastal evacuations with Grand Ronde becoming the command post and fire camp

for over 200 wildland fire fighters in the area. It is extremely important to have a way in and out for public safety in a natural disaster. Phase one has already made a significant difference for commuters and emphasized the importance of completing the bypass and looks forward to seeing the bypass completed in the near future.

**Brian Worley, County Road Program Director, Association of Oregon Counties**, commented on agenda item H: Federal COVID-19 Relief Funding Allocation. His colleague Jim McCauley, Legislative Director for League of Oregon cities, was unable to attend but Worley referenced their jointly submitted written testimony in support of agenda item H. He thanked OTC and ODOT in recognizing the importance of the city and county transportation system in the updated funding relief proposal. It takes a balanced approach and supports local governments who have lost significant revenue due to the pandemic. He thanked ODOT leadership staff Travis Brouwer, Jeff Flowers and Trevor Sleeman for working closely with local government partners and listening closely to feedback and shared priorities. Relief funding is desperately needed at this time and will help city and counties with budget deficits, delayed projects, work force shortages, hiring freezes and for some, may prevent layoffs. He discussed the differences in how the funding is split in the earlier proposal and the current proposal. It is greatly appreciated and represents a more balanced and equitable approach to following the statutory highway funding sharing agreement. He looks forward to the continued partnership and support with local governments.

**William J. Cook, Special Counsel, Cultural Heritage Partners, PLLC** spoke on the behalf of Patricia Benner of Corvallis Oregon, resident and business owner, and commented on the Van Buren Bridge Project in Corvallis, OR. He stated that Patricia seeks to help ODOT find a way to protect and preserve the Van Buren Bridge. It has been determined eligible for listing as a national register of historic places. They believe ODOT is skipping legal steps in the mandatory environmental review including not preparing an environmental assessment or environmental statement that is required by NEPA. Written comment explains they asked ODOT to reassess their decision to exempt the project for NEPA review. Second, they believe ODOT cannot propose demolition of a bridge without an evaluation of the proposed demolition and placement according to part of the Oregon transportation act of 1966. William discussed the law and what it includes. He believes it would be helpful for ODOT to update the public on their compliance with the mandates. Third, they believe that section 106 has not been followed by ODOT and that demolition isn't appropriate. Going forward, they ask that ODOT provide a timeline of how and when ODOT intends to comply with federal historic preservation review laws and requests that the Van Buren Bridge be preserved.

**Patricia Benner** commented on the Van Buren Bridge Project in Corvallis, OR. Thanked the Commissioners for the work that ODOT does for the state. She is speaking to urge ODOT to repurpose the Van Buren Bridge as a pedestrian and bicyclist river crossing after the new bridge has been constructed. SMG has studied moving the bridge 150 feet up river and has been found to be practical and feasible at about half of ODOT's cost to the city council. The bridge would be placed on seismically sound piers and the new location would serve bicyclists and pedestrians along highway 34 as well as local users. Patricia talked about who the bridge should serve and how it should be designed. Patricia submitted a written testimony and pointed the Commission to review it for additional safety information. As she is not an expert in historic preservation, she hired Mr. Cook for his expertise and he spoke earlier and submitted written comments on her behalf.

**Kathleen Harris** signed up for public comment on the Van Buren Bridge Project in Corvallis, OR, but did not call in to provide public comment.

**Kim Fella** commented on what she believes to be willful neglect of surface water on Highway 260 - Josephine County. She gave her address and wanted to bring to light what she feels is neglect by ODOT and feels strongly that the Commission should take action on this matter. She described when she purchased her home and that it was once highway 260 and was relinquished to Josephine County along with \$6.4 million for maintenance that she doesn't believe has been performed. Fella also mentioned that she is being sued by her neighbor for blocking a culvert that he installed in a FEMA floodway without a survey or permission on a private easement. The culvert floods her field and has flooded her neighbors pump house, garage and a portion of her home. She believes the majority of water is runoff from Lower River Rd (previously Highway 260). That portion of the road has standing water most of the winter season and causes road hazards, a she believes a high water sign is not enough. She also described her neighbor's property and what they built to mitigate the runoff on their property. She believes it is willful neglect and shared her YouTube channel (Kizzy Josephine County Oregon) where people can go to view her claims.

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*Climate Office Update*  
*Agenda Item D*

The Commission received an informational update from the ODOT Climate Office on efforts to implement Executive Order 20-04, the Strategic Action Plan and to integrate climate considerations throughout the Agency.

**Background:**

ODOT formed the Climate Office nearly a year ago and has accomplished a lot since that time, although much work still remains. The Office focuses on reducing emissions and pollution from transportation and adapting to the impacts of climate change. The Commission last received an update on the progress of efforts in October 2020, and interfaced frequently with the Climate Office in the deliberation of funding allocations for the 2024-2027 Statewide Transportation Improvement Program (STIP) through December 2020.

Several of the efforts of the Climate Office are directed by Oregon [Executive Order 20-04](#), which requires ODOT to add a climate lens to STIP decisions, identify statewide needs for public electric vehicle charging infrastructure, collaborate with other state agencies on greenhouse gas (GHG) reduction activities ([Every Mile Counts](#)), and integrate climate considerations into agency practices. Attachment 1 provides an overview of ODOT's progress implementing Executive Order 20-04 over the last year, and was submitted to the Governor's Office March 1, 2021. Additionally, other climate-related actions are identified as Strategic Outcomes in the 2021-23 [Strategic Action Plan](#). These and other efforts are underway and staff will provide an update on progress and expected outcomes.

Additionally, staff will discuss the concept of a 5-year ODOT Climate Work Plan. The Work Plan will direct activities of the Climate Office and other groups within ODOT to reduce GHG emissions

and prepare for the impacts of climate change. Attachment 2 provides a preview of actions that are either underway or under consideration over the next five years. The draft list pulls from the [Statewide Transportation Strategy: A 2050 Vision for GHG Reduction](#) (STS), 2021-23 Strategic Action Plan, Executive Order 20-04, and other critical work. The ODOT Climate Work Plan should include those actions most critical or foundational in the next five years, recognizing the need for additional, sustained long-term efforts. ODOT will update the Work Plan every five years. Staff recognizes that there may be important work items missing from the current short-term list of potential actions in Attachment 2, and welcomes public and Commission feedback.

***Attachments:***

1. Attachment 1 – *ODOT Takes Steps to Address Oregon’s Climate Crisis: Progress Overview of Executive Order 20-04 Implementation (March 2020-March 2021)*
2. Attachment 2 – *Draft Climate Actions Under Consideration for a 5-Year ODOT Climate Work Plan*

***Presentation:***

Amanda Pietz presented a [PowerPoint](#) with updates on the Climate Office as well as their current efforts and focus areas (action plan). The Climate Office is composed of three parts: mitigation, adaptation, and sustainability. March 10<sup>th</sup> was the one year anniversary of the climate executive order. [Attachment 1](#) is the complete packet that was submitted to the Governor on what the agency has done to comply with the executive order. Amanda highlighted a few topics within the attachment: How ODOT has embraced climate as a top priority within the agency, a significant investments in climate, and integrating equity and climate justice in everything that they do do.

***Discussion:***

Commissioner Smith thanked Amanda for her work and accomplishments in just one year and looks forward to the continued efforts. Chair Van Brocklin agreed and noted there is a lot of work to do and Amanda’s leadership has been noticed and is appreciated. He mentioned one example of major headway – automobile manufacturers. They announced that they are phasing out the combustible engine to electric/non GHG producing for many vehicles. It is an example of what is going on elsewhere and is going to effect the country and world. We look forward to partnering more broadly as initiatives are taking in the public and private sectors. OTC looks forward to Amanda’s leadership, council and partnership in making progress in areas that have been identified and those yet to be identified, it is an evolving landscape.

***Action:***

None taken.

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***Interstate Bridge Replacement Update***  
***Agenda Item E***

The Commission received an informational update on the recent work of the Interstate Bridge Replacement team.

**Background:**

The Interstate Bridge Replacement program is working with its partners, advisory groups, and community members to update Purpose and Need and define community Vision and Values this spring. Once completed these key elements will be used screen alternative design concepts which will eventually lead to a preferred alternative. The program will have recently conducted a large community engagement effort around getting feedback from the public on Purpose and Need and Community Vision and Values. Part of this work was an online open house, a community survey, newsletters, and community briefings. This update will cover feedback we have heard from the community engagement effort, and from program partners and advisory groups.

**Presentation:**

Greg Johnson presented a [PowerPoint](#) with updates on the Interstate Bridge Program activities. Greg went over the program timeline that had originally started in 2004. Waiting for a Federal record of decision that should happen in 2024 and would allow design and construction in 2025. Ray Mabey went over changes that have happened since the program started including a focus on climate and equity. He also noted that transportation problems that were previously identified still remain and have been confirmed by partners and community engagement efforts. They are setting a foundation by determining the purpose and need and hope to have it completed by the end of spring 2021. Greg went over the current advisory groups, their purpose, and meeting frequency as well as community outreach and community conversations that are happening. They will seek to come back to the Commission toward the end of May with the finalization of purpose and need and vision and values after final comments.

**Discussion:**

Commissioner Brown thanked Ray and Greg for their presentation and they answered her biggest question, where can the public get information. She encouraged everyone to use the public website. Commission Chair Van Brocklin also encouraged public input and participation in the process.

**Action:**

None taken.

The Commission recessed for break at 10:50am and convened at 11:00am.

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***Review of 2021-23 OTC/ODOT Strategic Action Plan Progress Report  
Agenda Item F***

Reviewed the Strategic Action Plan (SAP) Progress Report and discussed the status of activities from launch of the SAP through February, 2021.

**Background:**

ODOT has transitioned to the execution of the SAP following OTC approval in October 2020. In December 2020, the OTC received a baseline SAP Progress Report and set an expectation that ODOT provide progress updates every other OTC meeting through 2021.

The March OTC presentation, will provide:

- an update of the SAP implementation progress in achieving the SAP Outcomes;
- a review and discussion of milestones that require modification from the baseline established in December 2020—addressing anticipated changes in schedule related to equity and sustainable funding actions; and
- an overview of activities related to a featured Strategic Outcome—Reducing Congestion in the Portland Metro Region.

Staff propose over the course of the 2021-2023 SAP, that OTC discussions will feature one to two Strategic Outcomes for a deeper discussion regarding the work accomplished, anticipated issues and next steps.

**Next Steps:**

Staff will respond to OTC feedback discussed in March and provide the next SAP Progress Report in July 2021. As part of the July OTC presentation, staff will highlight progress on metric development featured in the web dashboard.

**Attachments:**

- Attachment 1- *Strategic Action Plan Progress Report – March 2021*

**Presentation:**

Cooper Brown summarized what guidance was given by the Commission in December and the frequency that they will come back with updates. Every time they come before the Commission to present updates they will highlight one item. For this month they are going over the congestion reduction work in the Portland Area that the Urban Mobility office is leading. Della Mosier helped with the presentation. Instead of having every Assistant Director speak during the progress report, they will rotate for each meeting. The Assistant Directors will be available for questions as well as the outcome leads for each effort. Cooper and Della presented a [PowerPoint](#) and gave a progress update for the SAP. Cooper went over the highlights of the [progress report](#). Della focused on the 2021 milestones to reduce congestion in the Portland Region. Cooper requested thoughts and feedback on the SAP progress report or questions for Della on congestion work. Cooper also asked for concerns, comments, or feedback on the report itself. Cooper then continued the presentation on SAP communications and to answer Vice Chair Simpson's question. They are working on a web-dashboard and will bring it back to the Commission in July.

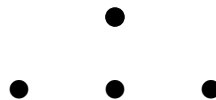
**Discussion:**

Welcomed Vice Chair Simpson to the meeting. Chair Van Brocklin congratulated the team on the implementation and progress of the Strategic Action Plan. Chair recommended a scoreboard or dashboard for the SAP progress report. A standardized format would be helpful so they know where to look. Vice Chair Simpson had a comment about the congestion management strategy in Portland; the Commission is aware and in support of what staff is doing as they stay innovative and evolving

the agency and is essential trying to address needs and concerns. He thinks it is good that we can share what's being worked on and shifts we are embracing internally, but brought the question of how we are communicating that out externally. Communication, internally and externally, is a big part of the SAP. Lindsay Baker added comments about communications and gave additional information on plans for the dashboard. It is a fundamental change and how we approach the work, it will be on a longer term horizon than what the Agency has worked on in the past. Integrated coordination is helping with the communication efforts. The next update will be in July.

***Action:***

None taken.



***Update the Commission on the cost reduction efforts underway with the ADA Program  
Agenda Item G***

Travis Brouwer gave an opening statement on financial updates and then presented a [PowerPoint](#). Topics included modal equity, funding allocations for 21-24 STIP compared to 24-27, analysis of forecasting of dedicated federal and state funding (totals to 1.28 billion over the forecasted time), highway and non-highway funding comparisons, funding vs. needs for the 24-27 STIP (not meeting 30% of needs in most categories), there's a gap of over \$500 million annually, turning to tolling to help manage congestion and fund projects, and reviewed public transportation need vs. funding chart.

***Discussion:***

Commissioner Smith asked Travis how ODOT comes to the numbers of need. Most of the slides are based on the investment strategy that the Commission approved last year. It laid out what the needs were from, the background work that ODOT has been working on for years, helped determine what the need was. The climate office used it for their analysis and Travis used it for his program level gaps, it came directly from work that the Commission has done in the past. Chair Van Brocklin noted that the investment strategy report is one of the best things we have to articulate the challenge that Travis and Commissioner Smith articulated.

Travis then introduced the ADA topic, noting that the Commission has provided a significant amount of money over the recent years. They thought it would be important to give an update on how we are being good stewards of tax payer resources and what we are doing to ensure we are completing projects in a cost effective manner. Travis introduced Karen Rowe and Steve Cooley, who gave an update on the ADA program.

**Background:**

The primary purpose of the ADA program and ODOT's participation, is to ensure that ODOT programs are accessible and that pedestrians with disabilities have an equal opportunity to use the transportation system in an accessible and safe manner.

ODOT and the Association of Oregon Centers for Independent Living, et al. (AOCIL) entered into a 15-year settlement agreement (Agreement) on November 2, 2016, to make state highways more



accessible to people with disabilities. The agreement will lead to major improvements to pedestrian accessibility along the highway system including installing missing curb ramps to connect parts of communities that have been difficult or unsafe to access because of an incomplete system and upgrade substandard existing curb ramps to improve mobility and safety along the highways for all users.

This presentation provides an ongoing update on our progress in meeting the expectations of the March 2017 ADA Accessibility settlement agreement, including program timeline, funding needs, and ongoing efforts to reduce costs and find program efficiencies. The requirements of the agreement established a total count of 27,327 curb ramps on ODOT's transportation system, of which, 25,899 of these were determined to be non-compliant. Milestone targets for the next 15 years are 7,770 ramps updated by 2022 (30%) and 19,424 ramps by 2027 (75%) and 25,899 (100%) by 2032. The program is at a critical point in replacing the almost 8,000 ramps required by next year; and is on track to meet the milestones specified in the settlement agreement.

### ***Cost Reduction Actions***

Since 2017 the ADA program has been working on meeting the requirements in the settlement agreement by setting up the program, ensuring construction compliance and developing projects to meet the 2022 milestone. ODOT is aware of the importance in reducing the overall cost of the program and recognizes the impacts to other programs. ODOT has implemented and continues to do training for ODOT and contractors in design and construction to reduce the risk of reconstruction of the ramps that don't meet compliance. About 400 ramps a year are included in projects already in the STIP and are being replaced as part of the program. ODOT has identified three main areas of focus:

Ramp Design Changes: ODOT has made major changes to design and construction practices to ensure compliance with current ADA standards, and requirements of the settlement agreement. One of the cost increases in the program has been related to an increase in additional right of way. Initially the estimate of right of way was made at approximately 15%-20% of the ramps. This estimate was based on construction of pilot projects in 2018-2019 which demonstrated constructing ramps generally in existing right of way. However the group of projects in 2020-2021 had more unique challenges at individual ramp locations in design and temporary pedestrian access, which required additional right of way. Currently, approximately 50% of the ramps require some form of additional right of way, either permanent or temporary. This results in a substantial increase in dollars and time. The main focus of this effort is to reduce the overall footprint and minimize the need for additional right of way to construct the ramp. Currently ODOT is evaluating design practices and looking for opportunities to maintain compliance, while constructing ramps within our existing right of way. ODOT is engaging with internal staff and consultant partners (ACEC) to help identify process improvements and minimize scope creep in designs. Design guidance is being developed and will be distributed and available this April for projects in 2021-2022.

Reducing Construction Costs: As we reviewed the construction costs over the last year, it was apparent the contractors are adding in significant risk to their bid prices. In December of 2020 we engaged our contractors with a survey and followed up in January 2021, with individual workshops, with a select group of contractors. The purpose of the outreach was to identify areas of improvement, efficiencies and risk to help ODOT reduce our overall construction costs. Currently

we are reviewing this data and developing an action plan for implementation of these contract changes. Many of these changes will be implemented on the majority of the 2021-2022 projects.

Contracting Efficiencies: Current efforts to meet the settlement agreement requirements of building and/or updating 7,770 curb ramps by the end of 2022 are utilizing existing STIP projects that trigger the ramp work and standalone ADA ramp projects. Some of the challenges with starting up the program were related to training and the learning curve required to produce compliant ramps with a high rate of success. This learning curve, along with a segmented funding stream have required high numbers of ramps to be constructed in 2020-2022. This compression of schedule has limited ODOT's ability to deviate from traditional contracting methods, due to the risk of production. The additional funding that was approved by the OTC last January provides funding certainty and the ability to look beyond the 2022 deadline. ODOT will be aggressively looking for opportunities to leverage existing STIP and local agency projects, starting in 2022 and 2023. The ADA program has only had opportunity to leverage a small number of local agency projects thus far, but feels there is potential for great savings to the program and will be moving forward with this strategy. ODOT is also developing the use of Design Build contracts for projects starting 2023 and will have the use of Indefinite Delivery/Indefinite Quantity (ID/IQ) contracts starting in 2022. Both of these contracting methods should help bring innovation and efficiencies to this program by allowing design engineers and contractors the ability to work more closely together to construct compliant and cost effective curb ramps. ODOT continues to provide opportunities for the use of small businesses by allowing for smaller project sizes, some of these projects are managed through our Maintenance District offices and the use of the Emerging Small Business program.

The next step will be to develop an action plan for cost reduction items in all three focus areas with an implementation schedule. Some of the items are already underway and as mentioned above will be implemented on the 2021 and 2022 projects. Additionally the ADA program is currently working with ODOT's Internal Audits Unit to evaluate the program and identify process improvement areas to enable the program to be more efficient and aid in the management of risk in the program. The ADA program will also continue collaborating with our accessibility consultant who is a national expert on ADA compliance and has been assisting ODOT in the development of the program. Lastly, ODOT is recommending engaging with the Continuous Improvement Advisory Committee (CIAC), to provide updates on program progress and cost reduction efforts.

### ***Program Funding***

In January the OTC allocated \$147 million to the ADA program, these funds will be used to complete the right of way acquisition and construction for projects in 2021-2022. These funds will also be used for the design and right of way acquisition for projects being constructed in 2023, responding to citizen inquiries, and developing a strategy to upgrade our pedestrian signals. An additional \$90 million will be recommended to be added to the ADA program at today's meeting as part of Agenda Item H. These funds will be used for the construction of the ADA projects in 2023 and the design, right of way acquisition, and construction for ADA projects in 2024. This additional funding assumes a cost reduction within the anticipated 30%-40% range and provides the remaining funding necessary to complete the ADA projects and other program requirements for the 2021-2024 STIP. The \$90 million is being proposed to come from COVID-19 relief funding (\$32,189,314) and borrowing against the Fix-It funding in the 2024-2027 STIP (\$57,810,687). The proposed 2024-2027 STIP has the ADA program budgeted for \$170 million which has been reduced by the

anticipated cost reduction of over 30%. ODOT is currently implementing cost reduction measures into existing projects and plans to incorporate additional measures developed in the action plan as they become available over the next couple of months.

**Attachments:**

- Attachment 1 – *ADA Settlement Agreement*
- Attachment 2 – *2019 ODOT Annual Report*
- Attachment 3 – *2019 Accessibility Consultant Annual Report*

***Presentation:***

Karen Rowe and Steve Cooley presented the [PowerPoint](#) about reducing costs for ADA projects. They wanted to answer the question that was asked in the discussion at the last Commission meeting which was what is ODOT doing to control costs for ADA ramps. Karen gave an overview of the settlement agreement and what has been completed thus far. Training is a key element for inspectors, contractors, and designers and is a large learning curve. Karen went over the current program challenges and reviewed the agreement milestones and ODOT is on track to meet the deadline. What is being done to help with cost reduction in design such as less ROW to do the work, construction such as adding ramps into existing projects and different contracting methods was reviewed and are hoping to see a 30-40% cost reduction. Karen went over ADA STIP funding for the 21-24 STIP and 24-27 STIP.

***Discussion:***

Commission Chair Van Brocklin asked about reconstruction costs and what we are doing to reduce those costs. Some of the rebuild cost is built into the construction cost, as the training goes better, and inspectors and contractors are educated those costs should be reduced. It is a learning curve, but numbers are going down. ODOT is also looking at when the inspection is completed and will bring it in earlier, before construction is completed. Steve Cooley also commented that we are seeing reductions in the total number of remove and replace costs. Chair Van Brocklin also asked how frequent reconstruction is happening. Steve noted that in the beginning there were a lot of replacements but after 2019, ODOT updated their designs and during the last season the total replacements has went down significantly. Commissioner Brown asked Karen about if ODOT is responsible for the entire right of way (ROW) or if it is done in partnership, referencing the photos in the PowerPoint. Karen explained that part of the ramp requirement is related to the slope percentage and amount of space needed for a wheelchair to turn around. Steve answered on if we are impacting the ROW, permanent or temporary, it is the responsibility of ODOT and has increased costs. Commissioner Smith appreciated streamlining the process and reducing costs but acknowledged it is a learning curve and had a question: When it is discovered that it isn't in compliance, how is it found out, complaints or follow-up checks? Steve answered that during construction we have staff sampling projects to ensure the work is being done completed. After construction is completed, it can be the accessibility consultant making the review or the plaintiff going out and reviewing the work. Commissioner Smith thought it would be good to have a quality check over time to check compliance and how long the work is lasting. Chair Van Brocklin agreed that follow-up would be great, even a mailing, and would be best to be proactive. Cooper Brown also commented on the points that Chair Van Brocklin brought to the table and want to make sure there's access to all of our system by all users and that we are going above and beyond the agreement requirements. Cooper also said that imperial data to provide a rough percentage of reconstruction that has been done can be

gathered and shared, but Chair Van Brocklin didn't want to look at the past and a high level of information currently works. Chair Van Brocklin also mentioned that there's time to get community outreach right. Steve Cooley then responded letting him know that there is currently a community outreach program and is it assessed annually. Karen went over her closing statements and mentioned that we are partnering with local entities to make sure ramps are being updated in those projects as well. Karen thought that a more detailed report out could be brought to CIAC and Chair agreed, with a synthesized update to the Commission.

***Action:***

None taken.

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***COVID-19 Relief Funding Package***  
***Item H***

The Commission was requested to approve ODOT's proposal for allocating funding from the federal COVID-19 relief funding package.

**Background:**

The COVID-19 relief funding package approved by Congress in December 2020 includes \$10 billion in highway funding for relief to state DOTs and local governments who have lost revenue as a result of the pandemic and recession. Oregon will receive \$124 million in highway funding.

The package also includes an additional \$225 million for transit in Oregon, on top of the funding provided under the CARES Act earlier in 2020. ODOT will receive \$2.8 million for rural transit providers, with most funding going directly to the large urban transit providers. Additionally, \$4.8 million of the amount provided directly to Amtrak will be credited to the Oregon segment of the Cascades Corridor passenger rail service.

ODOT projects the State Highway Fund will lose \$225 million through the end of state FY 2021 and \$370 million through FY 2025 due to the pandemic and recession. This loss will largely hit the agency's operations and maintenance funding, as most project funding is provided through federal highway formula funds and bond proceeds that have not been impacted.

The federal COVID-19 relief funding for highways is available for traditional federal-aid eligible capital projects as well as maintenance, operations, and administrative expenses, including salaries of employees, information technology needs, and other purposes. The funding does not require a non-federal match. Funding is suballocated by formula to the state's three large metropolitan planning organizations, providing a total of \$16.1 million to Portland, Salem/Keizer, and Eugene/Springfield. Funding is available for obligation until September 30, 2024.

***Proposed Allocation***

Based on these principles and goals, ODOT developed the following recommended funding allocation.

**Local Government Funding: \$55,791,257**

ODOT proposes providing local governments a total of 45% of the COVID-19 relief funding in proportion to their share of the State Highway Fund revenue. This includes the following:

- \$16,110,809 suballocated by federal statute for the large metropolitan planning organizations (MPOs)—Portland Metro, Salem-Keizer, and Eugene-Springfield;
- \$38,828,628 to cities, counties, and small MPOs in general accordance with the ODOT/AOC/LOC federal fund sharing agreement. Of this amount, \$22,454,595 will go to counties; cities over 5,000 outside an MPO will receive \$8,125,036; small MPOs will receive \$6,948,997 and \$1,300,000 will be set aside for cities under 5,000 through the Small City Allotment program, which offers grants for specific projects. Local funding would be directed toward operations and maintenance costs to the maximum extent possible, with the exception of the funding for small cities.
- \$577,698 for the Port of Hood River to compensate for lost toll revenue that would have been invested in the Hood River Bridge.
- \$274,122 for the Port of Cascade Locks to compensate for lost toll revenue that would have been invested in the Bridge of the Gods.

**State Highway Operations and Maintenance (O&M): \$36,000,000**

This funding will be applied to operations and maintenance to reduce ODOT's \$200 million operational budget shortfall through 2027 and reduce the impact of reductions to operations and maintenance programs in the 2021-2023 budget.

**ADA Curb Ramps on State Highways: \$32,189,314**

This funding will cover part of the remaining \$90 million need for ADA compliant curb ramps in the 2021-2024 STIP in order to address equity and access for Oregonians with disabilities. Using COVID-19 relief funds reduces the need to borrow against Fix-It funds in the 2024-2027 STIP. The remainder of the need will be requested as part of the amendment in the 2021-2024 STIP amendment.

*Attachments:*

- Attachment 1 – *Integrated COVID-19 Relief and 21-24 STIP Funding*

***Presentation:***

Travis Brouwer gave a brief summary of the changes in the COVID-19 relief package plan. Karyn Criswell started the presentation and went over the [PowerPoint](#) on the breakdown of fund allocations. Travis continued the presentation and discussed the state highway fund forecast and that it is projected that we will lose about 7% (\$225 million) due to the pandemic and recession. That loss will be shared between ODOT, cities and counties. Within ODOT it hits the operations budget the most, where there has been a large structural budget deficit that has been exacerbated due to COVID-19. ODOT worked with AOC and LOC on how to distribute the funding using the existing federal funding share agreement percentages. The 45% to local agencies would be broken into three parts, totaling \$55.8 million. For ODOT, they are requesting \$36 million to operations & maintenance to offset the reduced revenue that is a result of COVID-19 and last summer's wildfires, usually federal dollars aren't eligible for these costs. ODOT is working through each Division's

budget plan that will include a 6% reduction in state highway fund dollars. Final recommendation is for ADA curb ramps in the amount of \$32.2 million. They will be asking for the remaining funding in the 21-24 STIP, which is the next agenda item. In developing the 21-24 STIP, part of the funds for ADA curb ramps were borrowed against fix-it funds in the 24-27 STIP which could be reduced. Even with the money from congress, it is only making up for about 55% of lost funds due to COVID-19. We will still be short about \$58 million dollars and local governments will be short as well.

***Discussion:***

Commissioner Brown asked if there would be a distribution chart to show how the money will be split up. Travis said they should be able to share it by the end of the week if the Commission approves, they didn't want to give out funding numbers that could be changed. It will be shared with cities and counties through their AOC and LOC staff. Commissioner Smith thanked the team for making changes to the original COVID-19 relief funds and trying to be fair. Chair Van Brocklin echoed Commissioner Smith's comment and that it was the right decision for this occasion.

***Action:***

Commissioner Smith moved and Commissioner Brown seconded to approve the allocation of COVID-19 relief funds as presented totaling \$124 million. Commission members Vice Chair Simpson, Brown, Smith, and Chair Van Brocklin unanimously approved the motion.

The Commission recessed for lunch at 12:10pm and convened at 12:40pm.

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***2021-2024 Statewide Transportation Improvement Program Update  
Item I***

The Commission was requested to approve updated funding in the 2021-2024 Statewide Transportation Improvement Program (STIP).

**Background:**

In December 2017, the Commission approved the funding allocation for the 2021-2024 STIP. When the Commission took this action, the scheduled expiration of the FAST Act on September 30, 2020 - the day before the new STIP began - created significant funding uncertainty for federal funding levels in the STIP. As a result, the Commission's funding allocation assumed a reduction of about 10 percent in federal highway formula funding available to ODOT for 2021 through 2024. This assumption mirrors experience of reduced funding after the surface transportation act's expiration in 2009. This approach is also a prudent risk mitigation strategy to avoid the pain of cutting projects.

During the STIP funding allocation process in 2017, ODOT worked with the Commission on a plan to obligate federal funding that came in over and above the assumed level. The Commission provided initial direction to ODOT to set aside the first \$40 million in additional federal funding for a Strategic Investments Program that would allow the Commission to target funding to high priority

needs on the state highway system. The Commission also directed that any additional federal funding available after funding this Strategic Investments Program would go to Fix-It projects.

Congress recently passed a one-year extension of the FAST Act through federal fiscal year 2021 and provided additional funding for the Highway Trust Fund to ensure solvency for that period. This extension provided funding at a level below what Oregon received for FY 2020 but approximately \$20 million above the level assumed in the STIP. However, this action still leaves ODOT with significant uncertainty about federal funding levels in 2022 through 2024, particularly given that the Highway Trust Fund will exhaust its balances again in about a year.

ODOT's October 2020 revenue forecast also provides a clearer picture of State Highway Fund dollars available to the 2021-2024 STIP. While COVID-19 and the recession have significantly reduced overall State Highway Fund resources, debt service over the next several years for repaying HB 2017 project bonds came in well below initial estimates developed in 2017, providing some additional resources for the STIP.

### ***Additional Available Funding***

Given all of this, ODOT proposes the following updates to funding levels built into the 2021-2024 STIP.

- Assume that current federal funding continues at the federal FY 2021 level through 2024. This will provide approximately \$80 million in additional federal funding to allocate over the four years of the STIP.
- Given consistently high levels of annual federal highway redistribution funding that has come in over and above ODOT's assumptions, build an additional \$20 million in annual redistribution funding into the STIP. This will allow ODOT to address critical needs now in a more comprehensive and strategic manner rather than programming funds each year with limited lead time. Over the four years of the STIP, this will provide an additional \$80 million in funding to allocate.
- Add \$7 million in special one-time federal highway funding that Congress appropriated in FY 2021 above the authorized FAST Act funding level.
- Add \$47 million in HB 2017 funds to the STIP to reflect lower debt service costs than estimated in 2017.

All told, these changes lead to \$214 million in additional funding to program in the 2021-2024 STIP. Of this additional available funding, the Commission approved \$147 million in January for ADA ramps, leaving \$67 million in additional available resources to allocate in March.

Taking this action would amount to fully allocating all reasonably anticipated federal funds for the next four years. This would leave no unallocated resources to meet any additional needs; the primary means of meeting additional needs would be through canceling or delaying projects and reallocating funds. Canceling or delaying projects might be necessary if federal funding falls below current levels, which remains a risk.

***Critical Needs***

ODOT has identified the following critical needs to be addressed during the course of this STIP. All of these projects are required based on direction from the Legislature, Governor, or a legal requirement, or are critical to wildfire recovery or implementation of the Strategic Action Plan.

<b>Project/Program</b>	<b>Description</b>	<b>Amount</b>
Tolling Development and Implementation	Fund NEPA and system development through 2022	\$60,000,000
Interstate Bridge Replacement Program	Fund program development through 2024	\$30,000,000
ADA 2023-2024 Projects	Construct ADA projects through remainder of 2021-2024 STIP	\$57,810,687
OR 99 Coleman Creek – Glenwood	Add shoulders/bike lanes, safe crossings, transit stops, and sidewalks for a mile along OR99	\$8,000,000
I-5 Boone Bridge	Fund portion of project development through 2023	\$3,700,000
Multimodal Corridor Network	Funds SAP multimodal network definition and funding prioritization work through 2023	\$650,000
<b>Total</b>		<b>\$160,160,687</b>

As noted above, in January the OTC allocated \$147 million to ADA curb ramps for projects in 2021-2022. In addition, ODOT proposes to program \$32,189,314 for ADA ramps from COVID-19 relief funding. The amount listed above for ADA is the additional amount needed for projects in 2023-2024 beyond the amount already allocated in January and proposed from the COVID-19 relief funding.

The critical needs listed above exceed the additional available resources by \$93,160,687. In order to balance the STIP, ODOT proposes borrowing against Fix-It funding in the 2024-2027 STIP. To mitigate this impact, ODOT proposes that any additional federal funding that comes in over and above the projected level during the 2021-2024 STIP go first to reducing this shortfall to reduce the amount borrowed from the Fix-It program in the 2024-2027 STIP. As any additional unallocated funding comes in, ODOT would automatically reduce the amount borrowed from the STIP in 2024-2027 and increase the amount available for Fix-It projects.

***Tolling Development and Implementation: \$60,000,000***

With direction from the Legislature in HB 2017, ODOT is developing plans for congestion priced tolling on I-5 and I-205 to pay for congestion relief projects and help manage demand. Ongoing tolling development and implementation—including NEPA and developing tolling systems—requires additional funding. An infusion of \$60 million should cover program costs through 2022, though additional funds may be necessary depending on the scope and pace of tolling implementation. Additional funds will be needed to implement tolling; ODOT plans to secure these resources by borrowing against future toll revenues.



***Interstate Bridge Replacement Program: \$30,000,000***

The Interstate 5 Bridge over the Columbia River is a major bottleneck for all modes of transportation traveling across the river, as well as a significant seismic vulnerability. As directed by Governor Kate Brown and Governor Jay Inslee, ODOT and the Washington State Department of Transportation (WSDOT) have re-established replacing the bridge as a priority. The two states have hired a program administrator, developed a collaboration process with local partner agencies and selected a general engineering consultant. The Washington Legislature has dedicated \$35 million to the project, and the Commission has dedicated \$15 million in Oregon funding to date. ODOT will need to contribute an additional \$30 million through this STIP cycle, which should get the project close to completing program development work.

***ADA Curb Ramps: \$57,810,687***

ODOT reached a settlement agreement with the Association of Centers for Independent Living in March of 2017 in which ODOT agreed to change practices related to compliance with the Americans with Disabilities Act (ADA). ODOT needs to provide funding to build a substantial number of curb ramps over a fifteen year duration, with three milestone requirements. With all of the current ADA Program funds allocated, additional funding is required through 2024 to continue curb ramp construction projects, scope pedestrian activated signals, and support various program-related activities to meet the settlement agreement. While ODOT estimates the additional funds for projects in 2023 through 2024 will cost more than the amount requested, the agency is implementing measures to reduce these costs, which has been applied to the request. If these savings cannot be achieved, additional funding may be necessary.

***OR99: Coleman Creek – Glenwood: \$8,000,000***

This project is north of Phoenix in unincorporated Jackson County on OR99, central to the area that experienced massive destruction from the Almeda fire in September 2020. The project was under design approximately two years ago when it was cancelled due to insufficient funding to take it to construction. The project will upgrade OR99 from the north terminus of Coleman Creek culvert to Glenwood Road by widening for sidewalks and bike lanes, building three improved pedestrian crossings, and rebuilding six bus stops. Region 3 has allocated \$2.5 million to the project, and Safe Routes to School (SRTS) Infrastructure and Sidewalk Improvement Program funds have already brought \$2.67 million to the corridor. Rogue Valley Transportation District is a strong partner and has applied for \$1 million of Statewide Transportation Improvement Funds (STIF) Discretionary grant funds to support bus stops and sidewalk infill, and an additional SRTS Rapid Response grant is likely to bring an additional \$833,000 to the table. Including this STIP amendment, the total funding currently allocated to the project is \$13,170,000. STIF and SRTS funding currently being requested would bring the total cost to \$15 million; if this STIF and SRTS funding is not secured, the project's scope will be reduced. The project is in design now and expected to go to bid in 2023.

***I-5 Boone Bridge: \$3,700,000***

The Interstate 5 Boone Bridge over the Willamette River is a crucial link on one of Oregon's critical seismic lifeline routes that connects the Portland metro area to the Mid-Willamette Valley and areas to the south. The Boone Bridge, which is over 60 years old and has been widened and modified over time, will require replacement to withstand a Cascadia Subduction Zone quake and enable I-5 to continue to serve as a primary West Coast route for passenger and freight movement. As directed by House Bill 5050, ODOT completed a study of the best approach to widen and accomplish seismic

resiliency of the bridge. In winter 2020 ODOT delivered a report and recommendation to the State Legislature recommending bridge replacement and operational and safety improvements on I-5. To advance the planning and design of this project ODOT will need to contribute \$3.7 million through this STIP cycle, which should get the project close to completing program development and NEPA work.

***Multimodal Corridor Network: \$650,000***

The identified Strategic Action Plan outcome of improved access to active and public transportation requires implementing actions to be carried out during the 2021-23 biennium. These actions include developing a baseline understanding of funding currently dedicated to walking, biking and transit; developing and implementing a funding prioritization process of existing pedestrian, bike and transit investments to improve access for marginalized communities; and defining a priority multimodal network to enable more strategic and equitable selection of future projects and programs. Both consultant and project management resources at an estimated cost of \$650,000 are needed to move these actions forward while continuing core division work to fund active and public transportation services and provide technical assistance to external agencies implementing and delivering projects.

*Attachments:*

- Attachment 1 – *Integrated COVID-19 Relief and 21-24 STIP Funding*

***Presentation:***

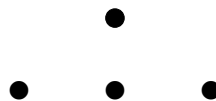
Travis Brouwer introduced the [PowerPoint](#) on the 2021-2024 STIP amendment request. Cooper Brown reviewed the six proposed items that are being brought forward. The proposed investments are \$60 million for Tolling Development and Implementation, \$30 million Interstate Bridge Replacement Program (Washington has contributed \$35 million) to get the program through completion of program development, \$57.8 million for ADA Curb Ramps, \$8 million for OR 99 in Phoenix, \$3.7 million for I-5 Boone Bridge and \$650,000 for Multimodal Corridor Network.

***Discussion:***

No questions were asked by the Commission. Chair Van Brocklin noted that these areas will be money well spent.

***Action:***

Commission Vice Chair Simpson moved and Commissioner Brown seconded to approve the proposed 21-24 STIP update in the presentation. Commission members Smith, Brown, Vice Chair Simpson, and Chair Van Brocklin unanimously approved the motion.



***2024-2027 Statewide Transportation Improvement Program Program-Level Funding Allocations  
Agenda Item J***

The Commission reviewed ODOT’s proposal for the 2024-2027 STIP.

**Background:**

Over the last several months, ODOT has worked with the Commission on the allocation of funding for the 2024-2027 STIP. In December, the OTC allocated funding among broad categories as shown below.

<b>Category</b>	<b>Amount</b>
Fix-it*	\$800,000,000
Enhance Highway	\$175,000,000
Safety	\$147,000,000
Public & Active Transportation	\$255,000,000
Local Program	\$404,500,000
ADA Curb Ramps	\$170,000,000
Other Functions	\$161,410,568
<b>Total</b>	<b>\$2,112,910,568</b>

\*After factoring in borrowing \$120 million to cover ADA projects in 2021-2024 STIP.

***Enhance Highway Discretionary Program***

The Enhance Highway funding included \$110 million for projects named by the Legislature in HB 2017 with the remaining \$65 million available for an Enhance Highway discretionary program. Because no funding is available in other categories to specifically address congestion and freight mobility needs on state highways, ODOT recommends that this limited funding focus on filling this gap in order to address road limitations that can impact ODOT's economy.

Based on feedback from the Commission in January, ODOT has developed a proposal for how to allocate this funding. As described in the attached document, ODOT would use a competitive statewide process to fund projects including auxiliary lanes, truck climbing lanes, passing lanes, freight improvements, interchange improvements, intelligent transportation systems and other technology improvements, among others.

ODOT would factor in project benefits in terms of safety, equity, climate, and multimodal accessibility to ensure alignment with priorities in the Strategic Action Plan. ODOT would engage Area Commissions on Transportation on priority projects and ask ACTs for feedback on a proposed project list before bringing the final list before the Commission. ODOT recommends funding the best projects across the state while setting aside a minimum of 30% for projects in rural areas outside metropolitan planning organization boundaries and also setting a goal of distributing projects across the state.

ODOT is seeking Commission input and feedback on the general direction of the Enhance Program strategy as shown in the attachment. ODOT will share the final program details with the Commission before launching the project solicitation. The final project selection will be part of the 24-27 STIP that is approved by the Commission.

**Attachments:**

- Attachment 1 – *Enhance Highway Discretionary Program*

***Presentation:***

Travis Brouwer started the conversation with a summary of what was discussed previously with the Commission. Karen Rowe presented the [PowerPoint](#) to go over the Enhance Highway Program

proposal. The project types are at a conceptual level because it takes about two years to identify projects. In addition to geographical balance, they need to check with their MPOs and ACTs, it is currently a framework and will create the process once the Commission agrees with the proposal.

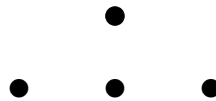
***Discussion:***

Vice Chair Simpson asked Karen to explain truck parking for the public. Karen then answered the question mentioning it could be part of ITS. Truck parking is meant to be near the interstate for when we close the interstate due to storms or accidents. Travis Brouwer added that with new hours service regulations there is need for truckers to have places to park when they've reached the end of their day. Currently when there's no places for them to park they park along side of the freeway which isn't always safe for the public. They are currently working with Western States on partnering with information systems, such as phone applications, in hopes to share those locations electronically with truck drivers.

Chair Van Brocklin agreed with the splits and it seems to be thought through. There was no objections to this approach. The final program guidance will be shared with the Commission before it goes out.

***Action:***

None taken.



***Refocus of Area Commissions on Transportation (ACTs) and discussion with ACT Members  
Agenda Item K***

The Commission reviewed the updated refocusing of the Area Commissions on Transportation activities in support of the Commission and ODOT and was asked for feedback.

**Background:**

The Commission heard a presentation on ACT engagement and were provided a report at their December meeting summarizing both the current role of the ACTs, as well as some initial recommendations on how to move forward (Attachment 1). The Commission directed staff to meet with each of the ACTs to share these draft recommendations and get ACT feedback.

Jerri Bohard, former Division Administrator for Policy, Data and Analysis, provided a presentation to the majority of the ACTs in collaboration with region staff who represent the agency and provide support with each ACT. All ACT members were provided the report given to the Commission as well as the Strategic Action Plan overview materials. While the conversations with the ACTs varied, they were framed around three key areas: (1) diversity of membership on the ACTs and what might need to change to meet the needs of their area from an Equity standpoint; (2) what areas of the Strategic Action Plan did they believe most benefitted from ACT engagement, and (3) how can Commission/ACT communications be improved. The following is a list of the key themes heard during those discussions, though generalized and not specific to any one ACT.

A. Equity

- a. Most ACT members believe they have a good understanding of the diversity/demographics of communities, and those that see a need to augment their membership are not sure how. They want a clear and relatable definition of equity;
- b. Many ACT members also identified specific membership areas such as freight, the elderly, and the disabled;
- c. They recognize Equity is a challenge, as an area can go from urban to agriculture and everything in between. This includes for any given ACT, perspectives of both social and economic equity;
- d. They expressed concerns over the ability to ensure newly invited individual members would have enough incentive or capacity to continue attending meetings; and
- e. Many see the work of completing *Area Strategies* as a way to address Equity needs – such as addressing needs to make the system accessible to all.

#### B. Agency Initiatives

- a. ACT members recognized that one of the key roles of their efforts was the importance of collaboration, not only among ACT members, but agency (region) representatives. This includes local initiatives, transportation projects undertaken by the region, and any other transportation related or operational initiatives or efforts that benefitted from a discussion and awareness at the ACT table;
- b. They do believe that many of the initiatives in the SAP could benefit from ACT input and participation, including any efforts that had a statewide impact;
- c. They expressed that awareness of any and all funding programs that support transportation would be important for the ACTs to understand;
- d. They are interested in having a better understanding of needs across the system, the impact of those needs, and how they differ, whether within parts of the ACT, across ACTs, or across the state.
- e. They wish to continue to engage in STIP development, throughout the process, and to gain a better understanding of final directions envisioned, and opportunities for coordination and collaboration; and
- f. They wish to continue or expand on weighing in on all transportation programs, plan updates, and major/mega projects (e.g., Rose Quarter, I-5 Bridge Replacement) around the state, for all modes of transportation, supported by the OTC and ODOT.

#### C. Communication

- a. ACT members are recognizing the benefits of technology and how it could help with engagement, not only with the public they represent, and membership, but sharing of information on efforts that the agency is engaging in; as well as a way that they hope the OTC or OTC members could engage on a more regular basis with the ACTs and ACT members.
- b. They would like to see regularly scheduled engagement with the OTC or Agency leadership; and would like to see a regular statewide gathering of ACT Chairs;
- c. They suggest that more ACT members should be represented in statewide committees and task forces; and
- d. They are interested in seeing a clear and consistent feedback loop established as decisions are made or being considered, helping them to understand the impact of their recommendations.

**Next Steps and Recommendations:**

Based on this ACT input, see Attachment 2 for revised recommendations. Pending OTC direction, the agency anticipates bringing back a finalized work plan in May.

**Attachments:**

- Attachment 1 – *ODOT's ACT Reset Recommendations Report (from December 01, 2020 meeting)*
- Attachment 2 – *ODOT's ACT Refocus Recommendations*

**Presentation:**

Cooper Brown gave a brief summary of what had been discussed with the Commission previously and that they want concurrence from the Commission that they are moving in the right direction. Jerri Bohard presented the [PowerPoint](#) with the ACT refocus discussions. Equity, ACT engagement, and communication were themes that Jerri heard. They recognized they need younger members on the ACT. There is a lot of interest in statewide initiatives. There was a lot of discussion on the benefit of technology to help with communications and want to see regular communication from the Director's office. They want a better understanding of why decisions are made by having feedback and including ACT members on advisory committees. Recommendations are ACT engagement Areas, Coordination and Communication with the ACTs, and Internal ODOT Improvements. They want to engage in equity, SAP, STIP, and area strategies. Coordination and Communication include: Commission liaison, annual virtual meeting, biannual in-person meeting, statewide gathering of ACT chairs, and collaboration of Region staff. They see a lot of value in meeting with their peers. Gary Farnsworth continued the conversation and noted his involvement with ACTs when he was an area manager and there was no hesitation to tie the area managers to the area commissions because the relationships that occur and the importance of it. It is being reinforced as a recommendation because he believes we can expand how we connect with the region and areas managers to other key people in the agency. Jerri continued the presentation. They are recommending a statewide coordinator to bring everything together. There would be beneficial for a communications liaison with a calendar of when the meetings are. Jerry believes there's a need to go back to the public and remind them about the ACTs since they've been around since 1995. Lindsay Baker is supportive of going back to the public and sharing information about the ACTs. Gary also added that, as a previous ACT member, he sees the benefit of keeping things organized by having a coordinator by helping keep things enforced and on track.

**Discussion:**

They will review feedback from the Commission and bring back a work plan as a consent item at the May OTC meeting. Chair Van Brocklin confirmed that ODOT is looking for feedback from the Commission at this time. He sees the ACTs as being very valuable in a critical communications mechanism. Communication has a local government overlay to it that you can see across the state. The pandemic and natural disasters have not been good for this program or communication broadly, due to reduced in-person communication. He believes we need to connect partners across the state; it is about getting information out, how we see the world today, and moving forward with the changing environment. Chair Van Brocklin wants to make sure it is useful to the people we are asking to be involved, since they are volunteers. It should be mutually beneficial and embrace where we are going while moving the agenda forward. Commissioner Brown believed the recommendations that are being made is what is being heard on the ground. To be successful as a state, even earmarking,

their needs to buy-in with the ACTs across the state. If the constituents understand how it impacts them and they can see the big picture, you will see embracement and letters of support. She mentioned that she told the ACTs the importance of prioritizing a list of shovel ready projects; with that we could move competitively in a grant situation across the state, not just the Portland area. Commissioner Brown agreed with the need to have a coordinator, but does not have the capacity to do it, but can attend the meetings and participate. Chair Van Brocklin agreed with Commissioner Brown's statement about buy-in. He noted that prioritizations will probably shift, but it would be great to have a list and know what is important to the different ACTs. Commissioner Smith thanked Jerri for lending her expertise and Gary for helping with the efforts because of his long history with the ACTs. She agreed with the approach/plan and agreed that communication is integral to making this work. We have learned that we can communicate in-person and reach more people with no travel time. She believes that it is critical that someone at the agency executive level oversees this project so that it doesn't get lost and it needs to have an agency level of importance as well as a high level of importance at the Commission. The Commission needs to commit to the ACT chairs and ACTs because they are volunteers and we need them to understand their importance. Vice Chair Simpson agreed with Commissioner Smith's point of keeping OTC engaged with the ACTs and Jerri's work with the ACTs. He knows the importance of going on the "road show" and seeing the ACTs and being face to face. Interactions will still be important and it needs to be continued, not just using technological devices, once it is safe to do so. Chair Van Brocklin echoed everyone's comments about Jerri's work with the ACTs and noted the importance of having the Commission meetings across the state and the valuable connections that are built with having the meetings in person. The Commission needs to make sure that the same message is being said across the state and that they are cohesive. He thinks it is really important to understand the regionalization, localization, and statewide priorities while keeping a common approach. There are a lot of changes happening within the agency, state, and world and he is excited to see what this looks like and working on it together. Cooper appreciated the feedback, it is very helpful. He proposed that they come back in May with tangible actions based off of the comments. He is thinking about ACTs in a broader way than initially, there is a real benefit to have connections at a staff level and between the ACTs. Cooper also noted, to Commissioner Brown's point, the importance of keeping the ACTs across the state connected and aware of priorities. He noted that it has become evident that there needs to be structure to make sure everything gets done, but not just by one person within ODOT. Jerri agreed that the Commissioner's comments align with what the ACTs are saying and that it will be fun to work on this during its next stage. Gary agreed that this process is mutually beneficial and it is important for us to communicate well, that communication is multi-way, and continuing to build trust is the foundation.

***Action:***

None taken.

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***Continuous Improvement Advisory Committee (CIAC) Update  
Agenda Item L***

The Commission was asked to review and approve revisions to the CIAC Charter and membership list and provide recommendations on how to leverage the CIAC moving forward post Oregon Department of Transportation (ODOT) Strategic Action Plan (SAP) adoption.

**Background:**

Created by the Oregon Legislature as part of Keep Oregon Moving (HB 2017), the CIAC advises the Oregon Transportation Commission on ways to improve ODOT. CIAC recommendations inform required Commission reporting to the Oregon Legislature. The committee was established in March of 2018 and the OTC approved the group's original charter.

CIAC members serve two-year terms and are eligible for two consecutive terms. Term renewal was due March 2020 and postponed to March 2021 due to COVID-19.

In order to focus on ODOT's SAP priority and goals for social equity, climate, and funding, it is recommended that the CIAC change its membership to increase its expertise in these areas and fill vacant positions. (Attachment 1). These committee focal areas will be in addition to the charges put forth in HB 2017, namely helping develop agency Key Performance Measures, reviewing projects of greater than \$50 million dollars, and assisting the agency to make operational efficiencies. Based on these focal areas, staff have developed a draft 2021 CIAC agenda (Attachment 2).

**Next Steps:**

Upon OTC approval of proposed member changes, ODOT CIAC staff will schedule meetings and CIAC members will revise the committee's work plan, which will be brought back to the OTC for approval.

**Attachments:**

- Attachment 1 – *Proposed CIAC Members*
- Attachment 2 – *CIAC Draft 2021 Meeting Calendar*

**Presentation:**

Cooper Brown presented the [PowerPoint](#) on the CIAC updates. We are at a moment of changes to our organization and with the development of the Strategic Action Plan, the Agency needs to look at how CIAC is used, which was established from HB2017. Commissioner Smith is the Chair of the committee. They want the committee to have a great impact with the Commission and the Agency. Cooper went over the history of CIAC and the proposed focus areas. While following HB2017, they want to be a resource for ODOT and the Commission with the aggressive goals of the SAP. They proposed to shrink core membership and instead bring subject matter experts as needed. They also want to increase the meeting frequency to monthly with a narrowed focus. Commissioner Smith added that there were conversations with external CIAC members and incorporated their feedback to the restructure of more frequent meetings. They are trying to build on the work that was done earlier and accomplish the tasks from HB2017. Not all members are continuing, but they have been asked to be subject matter experts that they can call on when needed.

**Discussion:**

Commissioner Smith noted that earlier in the meeting it was suggested that CIAC have ADA on the agenda, but at this time they have a lot of items to review and will look to adding it to the agenda in



2022 or 2023. Chair Van Brocklin thanked Cooper and Commissioner Smith on all of their work and evolving the advisory group as things change. There were no comments on the timeline changes. Cooper summarized the membership changes. Chair Van Brocklin thanked the members for their work as they cycle off and he believes the proposed new members are great choices and he supports the slate. Vice Chair Simpson also supports the slate. Commissioner Brown thanked Commissioner Smith for her work on the committee. Chair Van Brocklin added that the work plan for CIAC will be coordinated with the OTC's schedule and topics. Commissioner Smith thanked Cooper for his hard work and great ideas that added to the conversation. Chair Van Brocklin thanked Cooper and Commissioner Smith for their hard work

***Action:***

Commission Vice Chair Simpson moved and Commissioner Brown seconded to approved the new CIAC roster, to take effect immediately. Commission members Vice Chair Simpson, Brown, Smith and Chair Van Brocklin unanimously approved the motion.

The Commission recessed for break at 2:05pm and convened at 2:15pm.

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***Delegation Order***  
***Agenda Item M***

The Commission was requested to approve the revised delegation order to add new delegations of authority from the OTC to the Oregon Department of Transportation (ODOT) that better align with OTC expectations of roles and responsibilities.

**Background:**

At the May 2020 OTC meeting, Commissioners made clear their desire to review the roles and responsibilities of both the Commission and the department to ensure that the Commission has the ability to provide strategic vision and direction to the department and not be bogged down in programmatic decisions more appropriate for ODOT leaders and staff.

Since May, ODOT staff have identified additional delegations that reduce redundancy and align with this Commission direction of placing programmatic and project management decisions with the department. The agency proposes two additions to the existing delegation order (Attachment 1, proposed delegations bolded), as described below.

ODOT anticipates bringing back additional recommended delegations for Commission consideration on a somewhat regular cycle, as they come to light through the agency's many ongoing work efforts.

**Recommended Delegations:**

**State Highway All-Terrain Vehicle Accessibility**

In 2017, the Oregon Legislature passed Senate Bill 344, creating a process to designate sections of state highway to be open to ATV use. The process involves Oregon Parks and Recreation Department (OPRD) and Oregon Department of Transportation (ODOT) working with the ATV

Highway Access Advisory Committee to receive applications for sections of highway, review the proposal, and make a recommendation to Oregon Transportation Commission (OTC). Currently, the OTC makes the final decision to designate a section of state highway as open to ATV use. This delegation would allow the ODOT Director (or his delegate) to approve designation of these portions of state highway for ATV use, consistent with the remainder of the process described above.

State Agency Coordination and Approval of Land-Use Compatibility

OAR 731-015-0075(7), commonly referred to as the State Agency Coordination or SAC rule, requires that the OTC or its designee adopt findings of compatibility with the acknowledged comprehensive plans of affected cities and counties when it grants design approval for a project. The rule requires that the Department obtain all other land use approvals and planning permits prior to construction in addition to requiring that notice of the decision be mailed out to all interested parties.

The Department proposes that the OTC delegate adoption of findings of compatibility with acknowledged comprehensive plans of affected cities and counties to the Director, as described in OAR 731-015-0075(7), when the project is consistent with a previous OTC-adopted facility plan.

Per OAR 731-015-0065, which defines the process for approving facility plans, ODOT must involve stakeholders and work with affected local jurisdictions to ensure any facility plan is consistent with both statewide planning goals and applicable acknowledged local comprehensive plans. If conflicts are identified, the department must meet with the local jurisdiction to resolve the conflicts during the facility planning process through options provided in the administrative rule. As part of facility plan adoption, the department evaluates, writes and presents findings of compatibility with both statewide planning goals and local comprehensive plans. These include descriptions of all conflicts that were identified through the process and how they were resolved. Per rule, these facility plans must be reviewed and adopted by the OTC.

Since the OTC will have provided findings of compatibility on any project with an approved facility plan, it is redundant for the Commission to again provide findings of compatibility as part of the State Agency Coordination process. As such, the department recommends the Director be delegated the authority to ensure all SAC requirements are met. Projects with findings that cannot demonstrate prior compliance with an OTC-adopted facility plan would still come to the OTC for review in order to ensure all SAC agreement requirements are met.

Attachments:

Attachment 1 – *Delegation Policy*

***Presentation:***

Cooper Brown gave a brief summary of delegations that were made in May of 2020. They believe that the new delegation requests reduce redundancy and align with the Commission’s direction to place programmatic and project management decisions with the department. The agency proposed two delegation changes. Cooper noted that they anticipate bringing back additional delegation recommendations for Commission consideration on a somewhat regular cycle, but will bundle them so that they aren’t brought to every meeting. The two proposed delegations are all-terrain vehicle designations and land-use compliance. Cooper went over in 2017 SB344 was passed that designated parts of the State’s highway to be designated for ATV use. Cooper went over the process and noted

that OTC currently makes final determination but believes it makes sense for this approval to be delegated to the Director. Cooper went over the land-use compliance OAR731-015-0075, commonly known as SAC rule. The department proposed that the OTC delegate adoption of finding the compatibility with acknowledged comprehensive plans of affected cities and counties to the Director of ODOT as described in the OAR. When the project is consistent with a previous OTC facility plan, the process for approving them involved ODOT turning to stakeholders and working with affected local jurisdictions to ensure any/all facility plans are consistent with statewide planning goals and applicable local comprehensive plans. If conflicts are identified the agency must meet with local jurisdictions to resolve the conflict during the facility planning process through processes outlined in the OAR. Since the OTC will have provided finding of compatibility with projects that have an approved facility plan, the agency finds it redundant for the Commission to provide findings of compatibility again as part of the SAC process. The department recommends that the Director be delegated authority to ensure all SAC requirements are met. Projects with findings that cannot demonstrate prior compliance with OTC adoption facility plan would still come to the Commission for review to ensure all SAC requirements are met.

***Discussion:***

Commission Chair Van Brocklin wanted additional information and asked if there's a centralized place that this occurs within the Agency, what is their experience level, and is their capacity to involve a guest from the DOJ so that the findings are good from a legal perspective? Cooper answered that the project teams typically do the work but the legal counterparts are involved to ensure there is compliance. There's a comprehensive internal process to ensure all requirements are met and include DOJ to make sure the agency is in accordance with the law. DOJ was involved in the proposal.

***Action:***

Commissioner Smith moved and Commissioner Brown seconded the motion to adopt the two delegation order changes. Commission members Smith, Brown, Vice Chair Simpson and Chair Van Brocklin unanimously approved the motion.

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***Consent Items***  
***Agenda Item N***

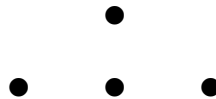
1. Approve the minutes of the January 21, 2021 Commission meeting.
2. Confirm the next two Commission meetings:
  - Thursday, May 13 virtual Commission meeting.
  - Thursday, July 15 virtual Commission meeting.
3. Approve the following Oregon Administrative Rules:
  - a. Adoption of 734-060-0110, 734-060-0120 and the amendment of 734-059-0015, 734-059-0100, 734-059-0200, 734-059-0220, 734-060-0000, 734-060-0105, 734-060-0175, 734-060-0180 relating to the Outdoor Advertising Sign Program. Attachment; rule text

changed after notice was filed.

- b. Temporary adoption of 735-018-0170 and amendment of 735-062-0060, 735-062-0125 relating to online driver license, driver permit and identification card renewals.
  - c. Temporary amendment of 735-046-0010, 735-046-0030 relating to surrender of custom registration plates.
  - d. [Amendment](#) of 734-082-0040 relating to the extension of allowed load length for motor carriers.
  - e. [Amendment](#) of 740-015-0040 relating to online PIN numbers for Oregon Trucking Online.
  - f. [Amendment](#) of 740-100-0010, 740-100-0065, 740-100-0070, 740-100-0080, 740-100-0085, 740-100-0090, 740-100-0100, 740-110-0010 relating to the annual readoption of Federal Motor Carrier Safety Regulations.
4. Approve the summary of financial charges incurred by the Director for the fiscal year ended June 30, 2020.
  5. Accept the ODOT internal audit report 21-01 on the architectural and engineering (A&E) procurement process.
  6. Accept the ODOT internal audit management letter 21-01 on the change in composition of ODOT's liquidated debt between fiscal years 2019 and 2020.
  7. Approve the 2020 Oregon Transportation Safety Performance Plan – Annual Evaluation.
  8. Request approval to amend the 2021-2024 Statewide Transportation Improvement Program to add a new project, Interstate 84: Cascade Locks-Pendleton and Interstate 82 sign upgrades. The project is in Hood, Wasco, Sherman, Gilliam, Morrow, and Umatilla Counties and is being administered by Region 5. The total estimated cost for this project is \$9,500,000.

**Action:**

Commissioner Brown moved and Commission Vice Chair Simpson seconded to approve, en bloc, consent items 1-8 as listed. Commission members Brown, Smith, Vice Chair Simpson, and Chair Van Brocklin unanimously approved the motion.



Chair Van Brocklin adjourned the meeting at 2:40 p.m.



## **Form B. Public engagement and non-discrimination certification for projects submitted to the 10-year regional transportation investment strategy (2018-27 implementation)**

### **2018 Regional Transportation Plan call for projects**

#### **Background and purpose**

Use of this checklist is intended to ensure sponsors of projects seeking inclusion in the 2018 RTP 10-year investment strategy (implementation in the 2018-27 timeframe):

- *if project development completed*, have performed project level public engagement, including identifying and engaging historically marginalized populations, and analyzed potential inequitable impacts for people of color, people with limited English proficiency and people with low incomes compared to those for other residents
- *if project development not completed*, attest to the intent to perform project level public engagement, including identifying and engaging historically marginalized populations, and analyze potential inequitable impacts for people of color, people with limited English proficiency and people with low income compared to those for other residents.

*Use this form (Form B) to certify each project submitted for the 10-year investment strategy (2018-27 implementation).*

See also **Form A, Public engagement and non-discrimination certification checklist for transportation system, subarea, topical, modal, and transit service plan or strategy development** for certification of projects not anticipated to be included in the 2018 RTP 10-year investment strategy (implementation in the 2018-27 timeframe) and to seek state or federal funding may be done through a certification of the related local transportation system, subarea, topical, modal or transit service plan or strategy.

Metro is required to comply with federal (USDOT, FTA and FHWA) and state (ODOT) guidance on public engagement and on Title VI of the Civil Rights Act and other civil rights requirements. Documentation of the local actions described below may be requested by regulators; if such a request is unable to be met, the Regional Transportation Plan itself may be found to be out of compliance, requiring regional corrective action.

The completed checklist will aid Metro in its review and evaluation of projects.

**Instructions** For projects submitted to Metro for consideration for the 2018 RTP 10-year investment strategy, applicants must complete this certification, comprising the project development checklist (section A), summary of non-discriminatory engagement (section B) and certification statement (section C).

Project sponsors should keep referenced records on file in case of a request for information. Records should be retained until the submitted projects have been completed or removed from the Regional Transportation Plan, plus six years. Retained records do not have to be submitted unless requested by Metro, state regulators or federal regulators.

Forward questions regarding this checklist to the Civil Rights program manager, Clifford Higgins at [clifford.higgins@oregonmetro.gov](mailto:clifford.higgins@oregonmetro.gov) or 503-797-1932.

## A. Checklist

*This part of the checklist is provided in past tense for projects that have completed project development. Parenthetical notes in future tense are provided for applicants that have not completed project development to attest to ongoing and future activities.*

- At the beginning of project development, a public engagement plan was (shall be) developed to encourage broad-based, early and continuing opportunity for public involvement.  
***Retained records:*** *public engagement plan and/or procedures*  
**Yes, we have public engagement plan (attached).**
- During project development, a demographic analysis was (shall be) completed for the area potentially affected by the project to understand the locations of communities of color, people with limited English proficiency, people with low income and, to the extent reasonably practicable, people with disabilities, older adults and youth in order to include them in engagement opportunities.  
***Retained records:*** *summary of or maps illustrating demographic analysis*  
**Yes, we have demographic assessment for PI, analysis for EA (attached).**
- Throughout project development, public notices were (shall be) published and requests for input were (shall be) sent in advance of the project start, engagement activity or input opportunity.  
***Retained records:*** *dated copies of notices (may be included in retained public engagement reports)*  
**Yes. Examples are included in Appendix B of engagement report**
- Throughout project development, public documents included (shall include) a statement of non-discrimination (Metro can provide a sample).  
***Retained records:*** *public documents, including meeting agendas and reports*  
**All public documents include Title VI/ADA statement and are 508 compliant and we will continue to do this.**
- Throughout project development, timely and accessible forums for public input were (shall be) provided.  
***Retained records:*** *descriptions of opportunities for ongoing engagement, descriptions of opportunities for input at key milestones, public meeting records, online or community survey results (may be included in retained public engagement reports)*  
**Yes. Final engagement summary contains this for July 2020-Oct 2020. Website includes EMAC meetings results, newsletters describe ongoing opportunities.**
- Throughout project development, appropriate interested and affected groups were (shall be) identified and contact information maintained in order to share project information, updates were (shall be) provided for key decision points, and opportunities to engage and comment were (shall be) provided.  
***Retained records:*** *list of interested and affected parties, dated copies of communications and notices sent, descriptions of efforts to engage the public, including strategies used to attract interest and obtain initial input, summary of key findings; for announcements sent by mail or email, documented number of persons/groups on mailing list (may be included in retained public engagement reports)*  
**Yes, mailing lists for partner and committee distributions and GovDelivery mailing list is retained. Communications are saved to project SharePoint, database or engagement summary report.**

- ☑ Throughout project development, focused efforts were made to engage historically marginalized populations, including people of color, people with limited English proficiency and people with low income, as well as people with disabilities, older adults and youth. Meetings or events were held in accessible locations with access to transit. Language assistance was provided, as needed, such as translation of key materials, use of a telephone language line service to respond to questions or take input in different languages, and interpretation at meetings or events.

**Retained records:** *description of focused engagement efforts, list of community organizations and/or community members representing diverse populations with whom coordination or consultation occurred, description of language assistance resources and how they were used, dated copies of communications and notices, copies of translated materials, summaries of key findings (may be included in retained public engagement reports)*

Yes, Equitable engagement plan describes activities; engagement summary and engagement evaluation describe effectiveness of these efforts. CBO mailing list is maintained for communications.

- ☑ Throughout – and with an analysis at the end of – project development, consideration was (shall be) given to potential inequitable impacts of the project for people of color, people with limited English proficiency and people with low income compared to those for other residents, as identified through engagement activities.

**Retained records:** *description of identified populations and information about and analysis of potential inequitable impacts of the project for them in relation to other residents (may be included in retained public engagement reports)*

Yes, comments from marginalized groups are sought and elevated for consideration; impacts analysis is ongoing.

- ☑ There was a finding of inequitable impact for people of color, people with limited English proficiency or people with low income compared to those for other residents. ***Submitted records: for a finding of inequitable impact\*, attach analysis, finding and documentation justifying the project and showing there is no less discriminatory alternative.***

\*This form uses the term “inequitable impact” to encompass FHWA guidance on disproportionately high and adverse human health or environmental effects and a “benefits and burdens” analysis (see [FHWA Order 6640.23A](#) and the [FHWA Environmental Justice Resource Guide](#)) as well as FTA guidance on disparate impacts on minority populations and disproportionate burdens on low-income populations (see [FTA Circular 4702.1B](#)).

- ☑ Public comments were (shall be) considered throughout project development, and comments received on the staff recommendation were (shall be) compiled, summarized and responded to, as appropriate. **Retained records:** *summary of comments, key findings and changes made to final staff recommendation or adopted plan to reflect public comments (may be included in retained public engagement reports or legislative staff reports)*

Comments to early engagement in summer 2020 were included in final engagement report. There are additional opportunities in Fall 2021 and after the Environmental Assessment is released in spring 2022.

- Adequate notification was (shall be) provided regarding final adoption of the plan, including how to obtain additional detailed information, at least 15 days in advance of adoption. Notice included (shall include) information on providing public testimony.

**Retained records:** dated copies of the notices; for announcements sent by mail or email, documentation of number of persons/groups on mailing list (may be included in retained public engagement reports or legislative staff reports)

## B. Summary of non-discriminatory engagement

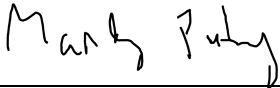
Attach a summary (1-2 pages) of the key elements of:

- if project development completed, the public engagement process for this project, including outreach to communities of color, people with limited English proficiency and people with low income
- if project development not completed, the public engagement plan for this project or agency public engagement practice, including outreach to communities of color, people with limited English proficiency and people with low income.

## C. Certification statement

ODOT \_\_\_\_\_ (agency) certifies the information provided on this checklist is accurate.

As attested by:



\_\_\_\_\_  
(agency manager signature)

Mandy Putney, Urban Mobility Office Strategic Initiatives Director

\_\_\_\_\_  
(name and title)

10/27/2021

\_\_\_\_\_  
(date)



# I-205 Toll Project

## RTP Amendment Public Comment Report

November 23, 2021



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## Attachments

<b>ATTACHMENT A</b>	<b>NOTIFICATION METHODS</b>
<b>ATTACHMENT B</b>	<b>SUBMITTED AND VERBAL COMMENTS</b>
<b>ATTACHMENT C</b>	<b>SURVEY QUESTIONS</b>
<b>ATTACHMENT D</b>	<b>ONLINE SURVEY RESPONSES</b>

## Acronyms and Abbreviations

Acronym	Phrase
JPACT	Joint Policy Advisory Committee on Transportation
MTIP	Metropolitan Transportation Improvement Program
NEPA	National Environmental Protection Act
ODOT	Oregon Department of Transportation
RTP	2018 Regional Transportation Plan
SDCs	System Development Changes

# 1 Public Comment Period Outcomes

The Oregon Department of Transportation is pursuing an amendment to the 2018 Regional Transportation Plan (RTP). This amendment would add the preliminary engineering phase for the I-205 Toll Project to the RTP list of financially constrained projects, and also would clarify how the I-205 Toll Project and the I-205 Improvements Project are financially connected. Metro's Public Engagement Guide requires public review and comment opportunities on proposed amendments before consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

From October 1 to November 15, 2021, Metro solicited public feedback through an online comment form, email, mail, and phone. During the 45-day public comment period, 348 people responded to calls for comment. Of those 348 respondents, 265 submitted written comments via email and the online survey. This report summarizes the public comment process as well as the comments received, with a focus on comments that responded to the RTP Amendment specifically (seven comments in total).

A detailed Comment Log can be found in Attachments B (email responses) and D (online survey responses).

## 1.1 Key Takeaways and Themes

Between October 1 and November 15, 2021, a total of 348 public responses were received. Of those, 12 written comments were submitted via email and 336 were submitted via the online survey with 252 providing a written comment. The vast majority (97%) of the comments received did not mention the proposed RTP amendment for the I-205 Toll Project. Only seven of the comments mentioned the RTP amendment explicitly. Of those comments, one supported the RTP amendment, three expressed conditional support, two opposed, and one indicated neither support nor opposition.

The vast majority (97% or 341) of the comments received did not respond to the proposed RTP amendment for the I-205 Toll Project. Many commenters expressed opposition to the I-205 Toll Project in general. Usually, those who opposed the I-205 Toll Project opposed tolling in general. However, three responses supported tolling or congestion management in general but did not support the I-205 Toll Project because the tolling area was not large enough (i.e., ODOT should toll all of I-205 or more highways beyond I-205 and I-5) and/or because the respondent thought the Toll Project should not be used to fund highway expansion. Some of the comments expressed support (5% or 13) or conditional support (7% or 18) for the I-205 Toll Project in general. Six percent (15) comments indicated neither support nor opposition.

Public comments touched on the following topics, mostly to explain why they did not support the I-205 Toll Project:

- Personal Financial Impacts,

RTP Public Comment Report

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- Equity and Fairness
- Revenues and Taxes
- Diversion
- Lack of Alternatives
- Environmental Impacts
- Public Engagement Process
- Capacity Expansion

Out of the seven comments that responded to the RTP Amendment specifically:

- Four stressed the importance of addressing environmental impacts of the transportation system and were concerned that ODOT's attention on highway-related projects will not significantly contribute to the region's greenhouse gas emissions goals
- Four urged ODOT to invest in public transit and multimodal transportation in addition to or in place of roadway and highway projects, which would provide realistic alternatives to driving alone so as to decrease demand on the interstate system
- Three highlighted the equity implications of tolling on low-income and marginalized populations
- Three were concerned about diversion impacts and the consequences for congestion and safety issues on local streets
- One recommended to clarify language about funding in the RTP Amendment
- One mentioned personal financial impacts of tolling

## 2 Background

### 2.1 Report Purpose

The I-205 Toll Project is currently in the National Environmental Protection Act (NEPA) review process. In order to move forward with NEPA, the Oregon Department of Transportation (ODOT) is proposing an amendment to the 2018 Regional Transportation Plan (RTP). The proposed amendment would allow for the preliminary engineering phase of the I-205 Toll Project to be added to a list of financially constrained projects in Chapter 8 of the RTP, and would also clarify how revenue from the I-205 Toll Project is associated with the I-205 Improvements Project. Should the proposed amendment be approved, it would also allow for a separate amendment to the 2021-2024 Metropolitan Transportation Improvement Program (MTIP) to move forward for consideration to program funding for the preliminary engineering phase.

Amendments to the RTP require adoption by the Joint Policy Advisory Committee on Transportation and the Metro Council once consistency is demonstrated with respect to state and regional goals and policies, federal fiscal constraint requirements, and Metro's adopted Public Engagement Guide and RTP amendment procedures. To remain consistent with Metro's Public Engagement Guide, a 45-day public review and input process took place between October 1 and November 15, 2021. Metro and ODOT used various notification methods to inform the public of the RTP amendment and to invite feedback through an online survey, email, phone, or in-person submission.

## 3 Description of the Comment Period

### 3.1 Dates

The formal public comment period ran from October 1 to November 15, 2021. Public notice began at the start of the comment period. In Fall 2021, Metro staff documented all substantive public comments. The public review process and reporting must be finalized before JPACT and the Metro Council request final recommendations in early 2022.

### 3.2 Project Description

The I-205 Toll Project will use variable-rate tolls to raise revenue to complete the I-205 Improvements Project, as well as manage congestion between Stafford Road and Oregon Route 213. The project is currently in the NEPA review process; in order to move forward with the NEPA review, ODOT is requesting an amendment to the RTP that will:

- 1) Add the preliminary engineering phase for the I-205 Toll Project to the RTP financially constrained project list. This includes activities needed to reach 30% design for the toll zone and gantry.
- 2) Clarify the financial connection of the I-205 Toll Project to the I-205 Improvements Project, which includes seismic bridge upgrades, interchange improvements, and adding a missing third lane. HB 3055 is financing the first phase (Phase 1A) of the I-205 Improvements Project. Toll revenue is needed to continue construction after the conclusion of Phase 1A, which is to begin in 2022.

If approved, this amendment would also allow for a separate amendment to the 2021-2024 Metropolitan Transportation Improvement Program (MTIP) to be considered by JPACT and the Metro Council. The MTIP monitors and records state and locally-funded projects that may significantly affect the region's air quality. Amendments to the MTIP must be consistent with the RTP and the I-205 Toll Project Environmental Assessment draft documents.

Metro's Public Engagement Guide requires the opportunity for public review and comment before to the proposed amendment's consideration by JPACT and the Metro Council.

### 3.3 Notification Methods

The public was notified of the opportunity to comment via email, callout boxes on ODOT's RTP webpage, and public notice on Metro's online news feed. Each method of notification included links to the online survey, as well as information on alternative methods to submit comment (via email, mail, phone, or submission at the 11/4 Metro Council meeting). Each method also included a [link to the 2018 RTP amendment](#) and background information on the I-205 Toll Project. Examples of each notification method can be found in Attachment A.

### **3.4 Survey Questions**

At the outset of the public comment period, Metro distributed a brief online survey that included 1) a link to the RTP amendment for review, 2) an open-ended question inviting comment on the amendment, and 3) a set of seven demographic questions (Attachment C). All questions were optional with the exception of one requesting each participants' county of residence; therefore, participants could choose to share demographic information without comment, and vice versa.

### **3.5 Public Response**

Before the formal public comment period, Metro distributed a brief online survey. Members of the public could share their thoughts on the I-205 Toll Project or the proposed amendment using the survey.. During the 45-day public comment period, 348 people responded. The majority of respondents self-reported residence in Clackamas County, and identified as white (66%) and/or over 35 years of age (86%). About 31% of respondents reported household incomes of over \$100,000 annually. Of the 348 responses received, 265 included a written comment, and the ODOT Toll Team deemed 70 to be substantive, actionable comments. The following report aims to summarize the public comment process, its purpose, and the demographics of those who participated. The substantive public commentary also has been summarized and organized into themes and actionable requests.

#### **3.5.1 Personal Financial Impacts**

Comments expressed concern about the secondary effects of tolling if local businesses are negatively impacted, including the potential for increased costs of goods and services. It was also noted that people are already financially strained, especially considering the ongoing pandemic's effect on job security. Actionable comments within this topic include a suggestion to only toll road users during peak hours.

#### **3.5.2 Revenues and Taxes**

Some commenters said that ODOT already has enough revenue from existing taxes, and must not be using those funds wisely. Commenters expressed a desire for ODOT to be transparent about how revenue from the I-205 Toll Project is being used. Actionable comments included recommendations for the tolling timeline to be finite and project-specific (i.e. tolling stops once a particular project is funded). Additionally, there was a comment suggesting that ODOT impose System Development Charges (SDCs) instead of tolls. Comments also mentioned that electric vehicles should be expected to pay the same road usage fees that gas and diesel vehicles will.

#### **3.5.3 Diversion**

Commenters expressed concern about diverted traffic increasing congestion on local roads and bridges. Commenters also said they were concerned about the potential for increased car crashes, increased noise pollution, and reduced property values on local roads. Respondents expressed a desire to know about mitigation plans for potential diversion.



### **3.5.4 Equity and Fairness**

Commenters said that tolling exacerbates existing inequities by placing an undue burden on underserved populations. Respondents wanted to see mitigation plans for tolling's potential effect on populations experiencing low incomes. Some comments mentioned that the focus on highway projects does not address mobility inequities in the region.

Additionally, commenters said tolling is unfair to those who live adjacent to I-205 and use the highway to run errands, as well as to those who need to use I-205 for multiple trips a day. Commenters requested exemptions for local residents and commuters, with "local" being defined by a radius around the tolled area.

### **3.5.5 Lack of Alternatives**

For some commenters, I-205 is the only route that does not add significant time to a trip. Current transit options in the region do not adequately serve travel needs, they wrote. Actionable comments suggested investing in convenient alternatives, including toll-free highways and mass transit in the region.

### **3.5.6 Environmental Impacts**

Actionable comments included recommendations for ODOT not to focus on highway projects, such as tolling and highway expansion. For these respondents, efforts to expand or otherwise improve highways only exacerbate emissions. In this topic, comments expressed a desire for toll revenue to be directed toward transit, bike, and pedestrian projects instead of highway expansion.

### **3.5.7 Public Engagement Process**

Comments questioned the purpose of the public engagement process if the project is going to continue despite objections. Actionable comments include the request for any toll project to be put to a public vote. A few comments suggested holding a region-wide or state-wide vote (e.g., a referendum).

### **3.5.8 Capacity Expansion**

Actionable comments include suggestions for ODOT to build more lanes on I-205 to mitigate congestion. Some of the comments within this topic expressed a desire for tolling revenue to be directed toward road improvements instead of bike or light rail projects.

### **3.5.9 Additional Recommendations and Requests: Amendment Language**

Other recommendations were made regarding language in the RTP. One commenter suggested to clarify that "Phase 1A includes more than just the Abernethy Bridge." Another commenter suggested strengthening the RTP connection to HB 3055 by better explaining the I-205 Toll Project.

## 4 Participant Demographics

### 4.1 Survey Respondents by Race, Age, Income, and County

#### 4.1.1 Survey Respondents by Race

Respondents were asked to self-identify their race or ethnicity from a list of pre-set categories (Table 3-1). Respondents were able to choose more than one option in response. Of 348 respondents to Metro's online survey, 66% (229) identified as white, followed by 24% (84) who preferred not to disclose.

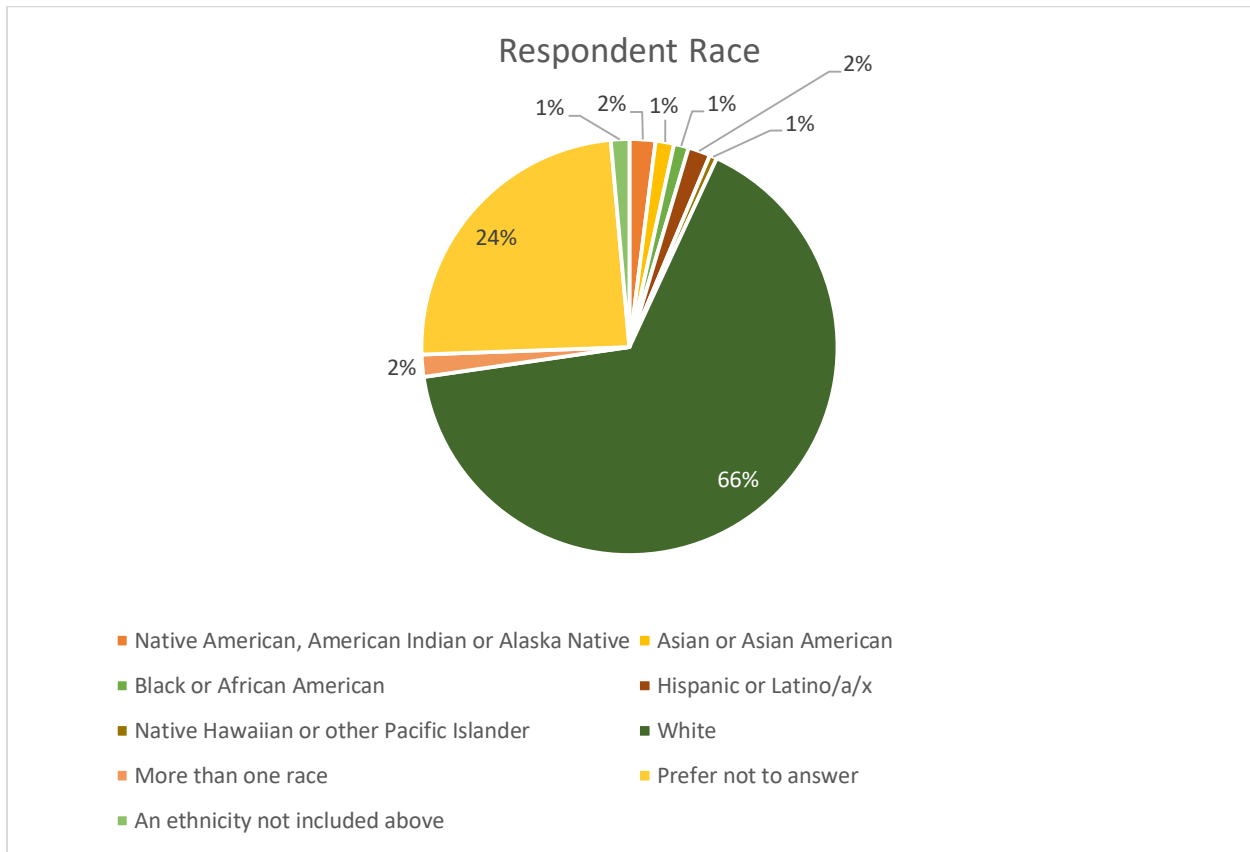
**Table 4-1 Survey respondents' self-identified race**

Race	Count	Percentage	Oregon Percentage*
Native American, American Indian or Alaska Native	7	2%	1.8%
Asian or Asian American	5	1%	4.9%
Black or African American	4	1%	2.2%
Hispanic or Latino/a/x	6	2%	13.4%
Native Hawaiian or other Pacific Islander	2	1%	0.5%
White	229	66%	86.7%
More than one race	6	2%	4.0%
Prefer not to answer	84	24%	-
An ethnicity not included above	5	1%	-
<b>TOTAL</b>	<b>348</b>	<b>101%<sup>†</sup></b>	<b>110.5%<sup>†</sup></b>

\* Source: United State Census Bureau, 2019

† Note that percentages do not add up to 100 percent because some respondents selected multiple options.

**Figure 4-1 Survey respondents' self-identified race**

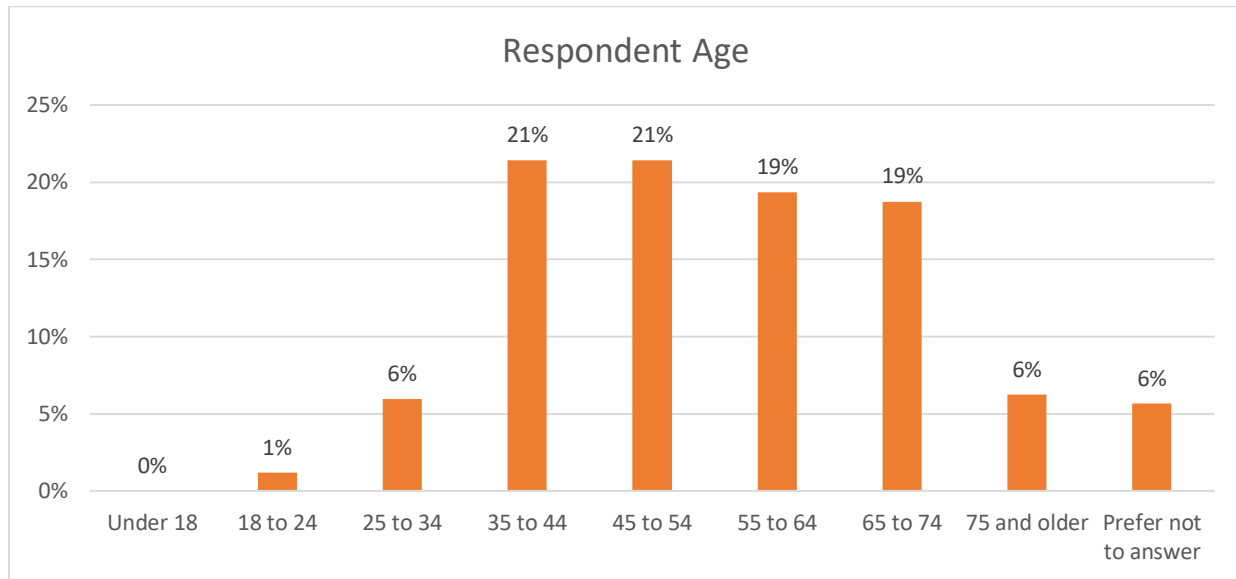


**4.1.2 Survey Respondents by Age**

The majority of respondents to the survey (80%) identified as being between 35 and 74 years of age.

**Table 4-2 Survey respondents' self-identified age range**

Age Range	Count	Percentage
Under 18	0	0%
18 to 24	4	1%
25 to 34	20	6%
35 to 44	72	21%
45 to 54	72	21%
55 to 64	65	19%
65 to 74	63	19%
75 and older	21	6%
Prefer not to answer	19	6%
<b>TOTAL</b>	<b>336</b>	<b>100%</b>

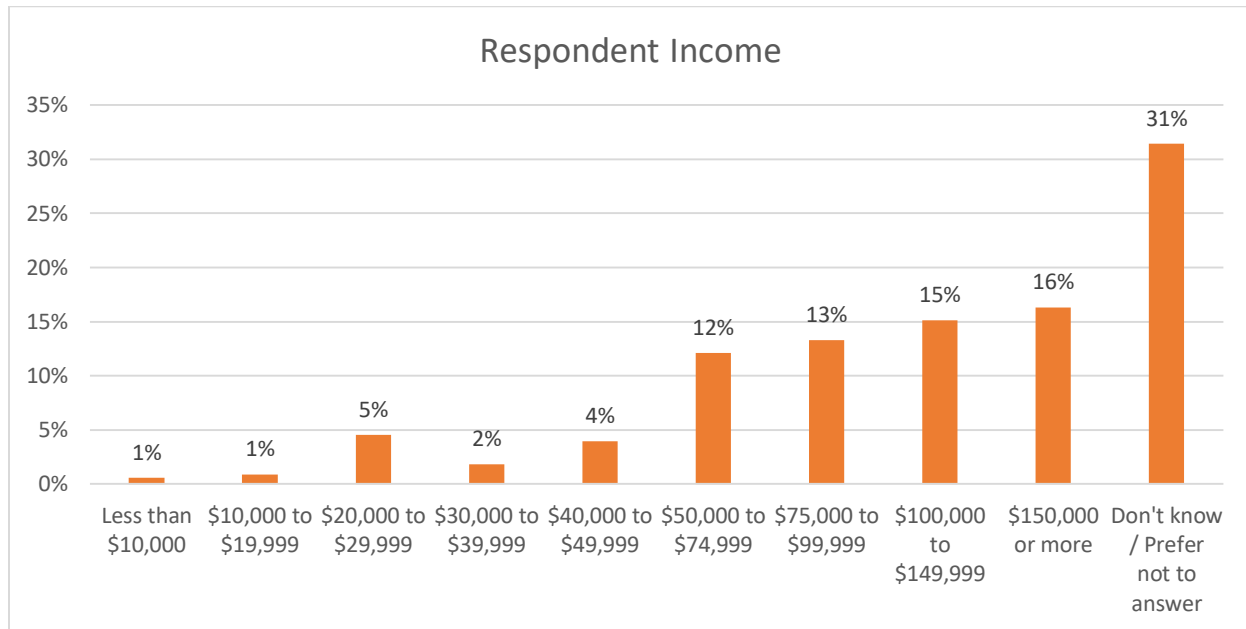
**Figure 4-2 Survey respondents' self-identified age range**

#### 4.1.3 Survey Respondents by Income

About one-third of survey respondents either didn't know or preferred not to disclose their annual income range. Another third of respondents self-reported a household income of \$100,000 or more per year, before taxes. About 13% of respondents disclosed making less than \$50,000 per year.

**Table 4-3 Survey respondents' self-identified income range**

Income Range	Count	Percentage
Less than \$10,000	2	1%
\$10,000 to \$19,999	3	1%
\$20,000 to \$29,999	15	5%
\$30,000 to \$39,999	6	2%
\$40,000 to \$49,999	13	4%
\$50,000 to \$74,999	40	12%
\$75,000 to \$99,999	44	13%
\$100,000 to \$149,999	50	15%
\$150,000 or more	54	16%
Don't know / Prefer not to answer	104	31%
<b>TOTAL</b>	<b>331</b>	<b>100%</b>

**Figure 4-3 Survey respondents' self-identified household income range**

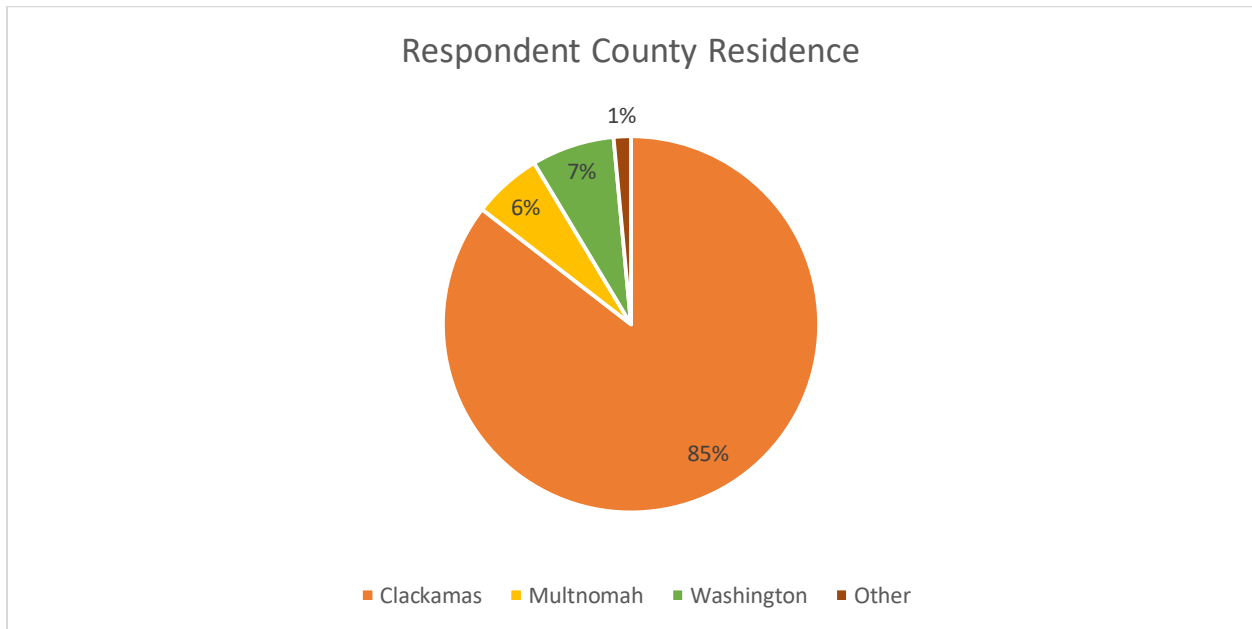
#### 4.1.4 Survey Respondents by County

85% of respondents to the online survey reported residence in Clackamas County, which is the location of the project.

**Table 4-4 Survey respondents' self-identified county of residence**

County	Count	Percentage
Clackamas	288	85%
Multnomah	20	6%
Washington	24	7%
Other	5	1%
<b>TOTAL</b>	<b>337</b>	<b>100%</b>

**Figure 4-4 Survey respondents' self-identified county of residence**





## 5 Comment Log

### 5.1 Descriptive Statistics

**Table 5-1 Survey respondents' opinion on the RTP Amendment**

	Opinion on RTP Amendment	
		<i>Count</i>
Support		1
Conditional Support		3
Oppose		2
No Indication		1
<b>TOTAL</b>		<b>7</b>

### 5.2 Abridged Comments

Between October 1 and November 15, 2021, a total of 348 public responses were received. Of those, 12 written comments were submitted via email and 336 were submitted via the online survey with 252 providing a written comment. The vast majority (97% or 341) of the comments received did not respond to the proposed RTP amendment for the I-205 Toll Project. Many commenters expressed opposition to the I-205 Toll Project in general. Only seven of the comments mentioned the RTP amendment explicitly. Of those comments, one supported the RTP amendment, three expressed conditional support, two opposed, and one indicated neither support nor opposition. Table 5-2 displays a summary of these seven comments. As with all other written comments, these comments in their entirety can be found in the attachments to this report.



**Table 5-2 Comments on the RTP Amendment specifically**

#	Respondent Affiliation	Opinion	Comment Summary
1	Resident	Oppose	<p>“I am opposed to this proposed RTP amendment. While I support congestion pricing as a tool to reduce VMT and to improve the environment, ... Expanding freeways is not a smart investment. It leads to more driving, people living and working further away, and exacerbates existing inequities by limiting the options of poor and other underserved populations. It is time to put the brakes on the plans to expand I-205. Implement congestion pricing first. Invest in high quality transit. Encourage people to drive less. In other words, please do all you can to help save our planet.”</p> <p>(See the table of online survey responses in Appendix D for complete comments.)</p>
2	Resident	Oppose	<p>“I have read the document. This is not an amendment that serves the public. This was not passed by the public. The ballot measure was passed to improve roads, and the funding the measure generated was intended by the voters to be put directly into the road improvements. ... It is fiscally irresponsible to kick the payment of this toll project (which drivers don’t even want) to drivers of the future, and dishonest to say that the toll is for this project alone. Once a toll is in place, it will not go away. If Metro needs more money, it should propose a tax to increase revenue directly to voters. ... If the project is begun as described, I will not use 205 during the construction work. Instead I will use the back roads I use currently when there is some issue on 205. ... There will be many drivers who join me, and we will see our neighborhood roads such as Borland, 10th St, 65th, 99W, the Sellwood bridge and Tacoma St, etc suddenly have much higher use and wear. ... Please consider abandoning this tolling project. With integrity, please consider bringing such a project before voters with transparency and honesty.”</p> <p>(See the table of online survey responses in Appendix D for complete comments.)</p>

#	Respondent Affiliation	Opinion	Comment Summary
3	The Street Trust	Conditional Support	<p>“The Street Trust does NOT support roadway tolling as an instrument for funding infrastructure that increases drive-alone trips. ... We encourage Metro leadership to only support an amendment to the RTP once you have established, with certainty that the tolling revenue will be used to increase seismic resilience; increase access to walking, biking, and transit; and will reduce vehicle miles traveled and greenhouse gas emissions. ... Only once this regional, system-wide traffic demand management system has been implemented should we consider the right (and right-sized) infrastructure investments to increase mobility for our state and region. In many cases, expensive road widening projects may not be necessary.”</p> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from André Lightsey-Walker in Appendix B for complete comments.)</p>

#	Respondent Affiliation	Opinion	Comment Summary
4	Resident	Conditional Support	<p>“ODOT plans to add 14 lane-miles of freeway to this region and planet, in addition to seismic strengthening of the Abernethy Bridge and other related work. ... Metro needs to direct ODOT to properly analyze the project, and consider alternatives that take into account the VMT suppression from tolling and provide a robust transit alternative. Not because NEPA requires this, but because this is the only way to move toward compliance with regional and statewide greenhouse gas reduction goals. Metro should not move forward with an RTP amendment, and should withhold subsequent MTIP approval until ODOT agrees to do the needed analysis of alternatives. ... One alternative to consider is a frequent express bus connecting various points between Clackamas Town Center and Beaverton Transit Center along I-205, I-5, and Hwy 217, funded by ODOT. ... A less satisfactory alternative would be to modify the freeway in the non-tolled stretches to allow Bus on Shoulder operation to bypass congestion. When frequent express bus service is time-competitive with auto travel, and is well-integrated with an improved regional transit system, the need for expanding freeways might be reduced.”</p> <p>(See entry in the Comment Log below for more detailed comments and the attached testimony from Doug Allen in Appendix B for complete comments.)</p>

#	Respondent Affiliation	Opinion	Comment Summary
5	Multnomah County	Conditional Support	<p>“Multnomah County supports ODOT’s efforts to build a seismically resilient transportation system. ... At the same time, [there are] additional steps that we think should be taken to ensure the project can meet the needs of the region. [We] strongly encourage ODOT to consider the impact of the tolling project on low income households and individuals to ensure that the tolling system does not have a disproportionate impact on those users of the transportation system.”</p> <p>“In addition, the County offers two clarifications on the language in the amendment proposal:</p> <ol style="list-style-type: none"> <li>1. ODOT asserts that tolling will improve air quality by decreasing congestion. We support the use of traffic and air quality modeling to confirm this, including high resolution dispersion modeling to determine impacts adjacent to the project.</li> <li>2. The project description in the proposed amendment narrowly defines the purpose of the tolling as only funding the I-205 Improvements Project and managing congestion. However, according to House Bill 3055, the project will also include mitigation measures on adjacent, connected, or parallel highways to address diversion and improve safety. The tolling projects will also result in ongoing revenue that will continue after the I-205 Improvements Project is completed. The project description should acknowledge the broader funding authority.”</li> </ol> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from Multnomah County in Appendix B for complete comments.)</p>

#	Respondent Affiliation	Opinion	Comment Summary
6	Clackamas County	No Indication	<p>“We offer these comments and questions purely to encourage transparency and to gain clarity of what specifically ODOT is proposing. These comments are <b>not</b> an indication of support for the proposed amendment. First, we would like to know if ODOT anticipates adding additional funds to the PE phase for this project. We also would like to know if ODOT would be required to bring forward future RTP and MTIP amendments for the construction phase of the I-205 Toll Project. Second, Clackamas County transportation staff offer the following technical edits to clarify the proposed RTP Amendment language. ...</p> <ul style="list-style-type: none"> <li>• Clarify that Phase 1A includes more than just the Abernethy Bridge and update funding language to match previous recommendation. Also make a stronger connection to HB 3055 language in amendments to 8.3.1.8 by adding a second paragraph that explains the I-205 Toll Project as outlined below.</li> <li>• Remove the draft description on the RTP Project List and replace it with a description that more narrowly identifies what specifically will be accomplished within the PE Phase of the I-205 tolling project.”</li> </ul> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from Clackamas County in Appendix B for complete comments.)</p>
7	Washington County Board of Commissioners	Support	<p>“I am writing to express support from the Washington County Board of Commissioners for Regional Transportation Plan amendments for the I-205 Improvement Project and I-205 Toll Project. ... On behalf of the Board, I must also add that we wish there were other ways to fund this important project without tolling. However, we accept that our support for HB 2017 included a commitment to initiate tolling in the region. We also recognize that a successful toll program can improve travel speed and reliability on our major throughways and must address equity, include mitigation for diversion and include attractive travel options to driving.</p> <p>(See entry in the Comment Log below for more detailed comments and the attached letter from Washington County in Appendix B for complete comments.)</p>

Conditional support is defined as support only if ODOT takes specified actions. These specified actions are documented in the Comment Log below, as well as summarized in section 2.1, Public Comment Period Outcomes.

The following Comment Log documents only comments with substantive and actionable suggestions related to the RTP Amendment or the I-205 Toll Project in general. The Comment Log includes five comments received via email and 65 comments from the online survey, a total of 70 actionable suggestions. The original comments have been abridged and summarized where appropriate, in an effort to keep the table useful and a reasonable length. All comments and letters in their entirety are included as attachments to the Comment Report.

The comments in the Comment Log are ordered as follows: comments by email, sorted chronologically from earliest to latest, then comments via the online survey, again sorted chronologically from earliest to latest.

**Table 5-3 Comment Log of abridged, substantive comments with actionable suggestions**

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
1	Elizabeth Lindsey	Resident	10/25/2021	Email	Suggests using System Development Charges (SDCs) rather than tolls to address the transportation funding gap and failure to reach GHG emission goals.  “SDCs for regional transportation <u>are</u> a congestion-reduction/demand management tool (despite Ask ODOT’s assertion to the contrary <sup>1</sup> ). ... System Development Charges for regional transportation could be quite complementary to enacting Vehicle Miles Travelled charges and Vehicle Miles Reduction programs, that are under consideration.” “While SDCs can’t be charged for congestion that predates new development, new development can pay for the congestion it generates as soon as you implement the SDCs. And, as soon as you implement the SDCs, the “funding gap” to correct congestion will stop growing.”

<sup>1</sup> The ODOT comment cited by Elizabeth Linsey is as follows:

Elizabeth Lindsey <eaglsing@gmail.com> Jun 11, 2018, 11:34 AM

Good morning Elizabeth –

Thanks for reaching out to Ask ODOT with your questions about system development charges (SDCs). As you probably know, the funding decisions and mechanisms involved with transportation projects are complex. ODOT is funded in large part by fuel taxes (both state and federal) and often works in partnership with local jurisdictions to complete projects.

You specifically asked whether ODOT has considered funding projects through System Development Charges. The short answer is yes. However, SDCs can only be assessed on new development and the revenues from those charges are only invested in related projects. As SDCs cannot be assessed at a high enough rate to cover 100% of project costs, this leaves a funding gap. Often, if these projects are not included in investment plans (either by the state or another jurisdiction) then these projects (and the SDC funds already generated/committed) sit awaiting additional funding. For myriad reasons, ODOT does not currently assess SDCs or rely on revenues generated therein to maintain our transportation system. In the past, some state facilities have been included in local government SDCs revenues.

You also asked about value pricing as a revenue generation mechanism. As you may know, the Oregon Legislature passed [HB 2017, Keep Oregon Moving](#), during the 2017 legislative session. In that funding package, the Legislature directed ODOT to evaluate different value pricing options both as a congestion-reduction/demand management tool and a revenue generation tool. Consistent with the legislative direction, ODOT is in the process of [evaluating all available options](#), with input from the Policy Advisory Committee and members of the public. If tolls are ever placed on Oregon roadways, it will be after engagement with the public, the [legislature](#), and the [Oregon Transportation Commission](#).

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As a final note, value pricing focuses on demand management *and* revenue generation, whereas SDCs aren't an effective roadway management tool.

If you're interested in specific projects in your area or specific details about the value pricing options I'd be happy to talk in more detail, or direct you to the right person. Hope this helps. Please let me know if you have additional questions. Thanks.

Lindsay

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2	Chris Smith	No More Freeways	11/3/2021	Email	<p>“The purpose of a pricing system needs to be the management of congestion and the reduction of Vehicle Miles Travelled (VMT) and the associated impacts of over-reliance on single-occupancy automobile trips - NOT the expansion of freeway facilities.”</p> <p>“pricing should be considered as an alternative to freeway expansion, rather than being applied after construction of new facilities.”</p> <p>“The document is devoid of any mention of induced demand.”</p> <p>“Revenue from congestion pricing should be focused on giving disadvantaged communities alternatives to buying and maintaining an expensive vehicle to be able to access our transportation system. These include solutions that expand transit, biking and walking options.”</p> <p>“ODOT should be required to analyze a transit alternative to the construction project.”</p> <p>“The document fundamentally mis-identifies the sources of emissions from our road network. While traffic congestion may result in concentrating emissions in some areas, the source of greenhouse gases and other emissions is traffic, not traffic congestion. A larger amount of free flowing traffic produces more emissions than a lesser amount of congested traffic<sup>2</sup>.”</p> <p>“VMT reduction is a footnote in this document. It must become a major theme.”</p> <p>“This proposal is freeway-centric and does not look at the whole transportation system.”</p> <p>“The region deserves a robust conversation about pricing on a regional basis. If Metro has established that this policy development should occur in the 2023 RTP process, then ODOT’s pricing projects should also be processed as part of the RTP, and NOT BEFORE.”</p> <p>“Pricing motor vehicle travel is a critical tool for addressing our climate emergency, but using the revenue from that pricing to expand freeways is counter productive and wastes the opportunity to shift travel to transit, biking and walking and to serve the region’s equity, climate and safety goals.”</p>
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## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
					<p>“ODOT is creating a pattern of doing NEPA analysis on construction projects, then later doing a separate NEPA process for pricing which would fund the project. This is a faulty process that avoids analyzing pricing as an alternative to construction.”</p> <p>“ODOT should be required to analyze a transit alternative to the construction project.”</p>

<sup>2</sup> Alexander Y. Bigazzi, Miguel A. Figliozzi (2012). Congestion and emissions mitigation: A comparison of capacity, demand, and vehicle based strategies, Transportation Research Part D: Transport and Environment, Volume 17, Issue 7, Pages 538-547. [https://pdxscholar.library.pdx.edu/cgi/viewcontent.cgi?article=1130&context=open\\_access\\_etds](https://pdxscholar.library.pdx.edu/cgi/viewcontent.cgi?article=1130&context=open_access_etds)

3	Doug Allen	Resident	11/4/2021	Email	<p>“ODOT plans to add 14 lane-miles of freeway to this region and planet, in addition to seismic strengthening of the Abernethy Bridge and other related work. The VMT that will be induced by the additional miles of freeway lanes, and the VMT that will be suppressed by tolling, are currently unknown. Why? Because the project was excluded from a full environmental analysis. Not only were reasonable alternatives not considered, but an important component of the actual project, tolling, was not analyzed.”</p> <p>“Metro needs to direct ODOT to properly analyze the project, and consider alternatives that take into account the VMT suppression from tolling and provide a robust transit alternative. Not because NEPA requires this, but because this is the only way to move toward compliance with regional and statewide greenhouse gas reduction goals.</p> <p>Metro should not move forward with an RTP amendment, and should withhold subsequent MTIP approval until ODOT agrees to do the needed analysis of alternatives.</p> <p>By “robust transit alternative” I don’t mean a fake commitment to some form of additional transit service, without any funding for actual transit service. Robbing resources from existing TriMet riders is unacceptable.</p> <p>One alternative to consider is a frequent express bus connecting various points between Clackamas Town Center and Beaverton Transit Center along I-205, I-5, and Hwy 217, funded by ODOT.”</p> <p>“I have attached an Express Bus concept proposal created by retired transit planner Jim Howell. With suitable use of congestion pricing, much of this route could be managed to keep the freeway free-flowing. This could involve a single managed lane, or all lanes subject to variable pricing. A less satisfactory alternative would be to modify the freeway in the non-tolled stretches to allow Bus on Shoulder operation to bypass congestion. When frequent express bus service is time-competitive with auto travel, and is well-integrated with an improved regional transit system, the need for expanding freeways might be reduced.”</p>
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#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
4	Karen Buehrig	Clackamas County	11/15/2021	Email	<p>“Revise language in Table 8.3 as follows –</p> <p><u>As identified in HB 3055 (and ORS 383), Toll revenue <del>will</del> <u>is expected to</u> be needed to complete construction of this project. A separate Environmental Assessment for the I-205 Toll Project began in August 2020; expected completion in December 2022.”</u></p> <p>“Clarify that Phase 1A includes more than just the Abernethy Bridge and update funding language to match previous recommendation. Also make a stronger connection to HB 3055 language in amendments to 8.3.1.8 by adding a second paragraph that explains the I-205 Toll Project as outlined below.</p> <p>Construction financing for Phase 1A (<u>including</u> Abernethy Bridge) is identified in HB 3055 (2021 Session). Variable Rate Tolls priced to manage travel demand as well as provide revenue <del>will</del> <u>are expected to</u> be used to fund the rest of the project (Phase 1B, 1C, 1D and Phase 2).</p> <p><u>The proposed I-205 Toll Project would toll I-205 near the Abernethy and Tualatin River Bridges (see figure 8.13b) to raise revenue for construction of the planned I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 to give travelers a better and more reliable trip. Potential diversion onto local roads caused by tolling will need to be addressed as part of this project. More information about the I-205 Toll Project can be found at <a href="https://www.oregon.gov/odot/tolling/Pages/I-205-Tolling.aspx">https://www.oregon.gov/odot/tolling/Pages/I-205-Tolling.aspx</a>.”</u></p> <p>“Remove the draft description on the RTP Project List and replace it with a description that more narrowly identifies what specifically will be accomplished within the PE Phase of the I-205 tolling project. One concept could look something like:</p> <p><u>Conduct preliminary engineering and NEPA review for the I-205 Toll Project. The NEPA process for the I-205 Toll Project will analyze the impacts of tolling on I-205 between Stafford Road and Oregon Route 213 (OR 213).”</u></p>

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
5	Jon Henrichsen	Multnomah County	11/15/2021	Email	<p>The County “strongly encourage[s] ODOT to consider the impact of the tolling project on low income households and individuals to ensure that the tolling system does not have a disproportionate impact on those users of the transportation system.”</p> <p>“In addition, the County offers two clarifications on the language in the amendment proposal:</p> <ol style="list-style-type: none"> <li>1. ODOT asserts that tolling will improve air quality by decreasing congestion. We support the use of traffic and air quality modeling to confirm this, including high resolution dispersion modeling to determine impacts adjacent to the project.</li> <li>2. The project description in the proposed amendment narrowly defines the purpose of the tolling as only funding the I-205 Improvements Project and managing congestion. However, according to House Bill 3055, the project will also include mitigation measures on adjacent, connected, or parallel highways to address diversion and improve safety. The tolling projects will also result in ongoing revenue that will continue after the I-205 Improvements Project is completed. The project description should acknowledge the broader funding authority.”</li> </ol>

6	André Lightsey-Walker	The Street Trust	?	Email	<p>“The Street Trust does NOT support roadway tolling as an instrument for funding infrastructure that increases drive-alone trips.”</p> <p>“we encourage Metro leadership to get clarity on the following from ODOT’s I-205 project team:</p> <ol style="list-style-type: none"> <li>1. The extent to which the proposed tolling will generate revenue for infrastructure that supports drive-alone trips versus the revenue generated for transit, walking, biking and other low-carbon modes and in what percentages;</li> <li>2. Whether the proposed freeway expansion in conjunction with road pricing will lead to an increase or decrease in overall vehicle miles traveled and to what extend; and</li> <li>3. Whether the proposed freeway expansion in conjunction with road pricing will lead to an increase or decrease in overall greenhouse gas emissions and to what extent.</li> </ol> <p>We encourage Metro leadership to only support an amendment to the RTP once you have established, with certainty that the tolling revenue will be used to increase seismic resilience; increase access to walking, biking, and transit; and will reduce vehicle miles traveled and greenhouse gas emissions.</p> <p>We also ask that you please hold ODOT accountable by pushing back on the simplistic framing of idled vehicles as the primary source of environmental concern. We encourage you to instead ask that idling be framed more holistically, as a by-product of the larger issue, a history of disproportionate investment in autocentric infrastructure.</p> <p>Only once this regional, system-wide traffic demand management system has been implemented should we consider the right (and right-sized) infrastructure investments to increase mobility for our state and region. In many cases, expensive road widening projects may not be necessary.</p> <p>As leaders in the discussion of congestion pricing, it is important that Metro embraces its responsibility for guiding an essential cultural shift towards the</p>
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## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
					elevation and prioritization alternatives to the carbon-intensive, drive-alone trip. Innovative pricing policy has the potential to play a key role in this cultural shift -- only if the funds generated are used responsibly."
7	Anonymous	Resident	10/4/2021	Online survey	Suggests a bus system or other mass transit for the I-205 corridor as a part of the plan.
8	Anonymous	Resident	10/4/2021	Online survey	Expresses opposition to the RTP amendment. Supports congestion pricing to reduce VMT and emissions, but not to fund freeway expansion. Suggests to invest in transit instead.
9	Anonymous	Resident	10/4/2021	Online survey	Suggests establishing a finite period for tolling and defining how toll revenue will be used.
10	Anonymous	Resident	10/4/2021	Online survey	Suggests not expanding the highway due to climate change concerns. Supports tolling as disincentive for driving, but not merely for "profit."
11	Anonymous	Resident	10/4/2021	Online survey	Suggests "aggressively planting trees (Douglas Fir if possible) in the more barren areas of ODOT's Right-of-way. ... The Gateway Transit Center area is particularly barren and a massive planting there could help restart the vision of the Gateway Regional Center while dovetailing beautifully with the momentum building at Gateway Green bike park. This strategy would be highly visible, environmentally and equitably sound, help soften the blow of new tolls and be a huge PR win for ODOT."
12	Anonymous	Resident	10/5/2021	Online survey	Suggests a "full EIR process" for the project to evaluate emissions impacts and to justify a highway expansion project instead of investing in alternatives to driving.
13	Anonymous	Resident	10/10/2021	Online survey	Suggests that tolling would be more politically acceptable if it were project-specific and limited to a definite period of time.
14	Anonymous	Resident	10/13/2021	Online survey	Objects using congestion pricing revenue to fund freeway expansions. Use it to maintain roadways and invest in multi-modal transit instead.
15	Anonymous	Resident	10/15/2021	Online survey	Use corporate taxes and taxes on luxury goods to maintain infrastructure. "Direct a greater portion of corporate taxes toward expanding and maintaining and upgrading infrastructure. Create a development tax, especially on luxury development, to fund infrastructure. Create a luxury tax on luxury vehicles and direct it toward these infrastructure goals."

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
16	Zsolt Bacskai	Resident	10/18/2021	Online survey	"the problem that is causing traffic jams are the entry and exit points , when the entry is before the exit you create cross traffic with low speed , it makes no difference how many lanes you got 3, 2, or 6 like in Texas, the traffic will slow down at those points , also as someone who lives at that area going south toward I-5 was never a problem , coming up north on the afternoon is the problem , which is the opposite of the bottle neck , 2 lane becomes 3, so the traffic should flow like a dream , but it does not thanks to the Lake Oswego entry and the 99 exist that are crossing each other within 500 feet, so unless you can stop the behavior of the drivers who like to stay in the left lane until the very last second to exit the freeway your project is a waste of our money"
17	Anonymous	Resident	10/21/2021	Online survey	"I would like to see Metro actually address automobile traffic issues by increasing road capacity and design roads with throughput increasing ideas. For example, having on-ramp meters tied to freeway traffic flow, adding diverging diamond interchanges (DDI)."
18	Lisa Scribner	Resident	10/21/2021	Online survey	"Bidens infrastructure bill would assumably reach Oregon. Use THAT money for I 205 improvements. "Reallocate lottery money for I 205 improvements"
19	Anonymous	Resident	10/21/2021	Online survey	"Build good public transportation infrastructure with tax dollars"
20	Anonymous	Resident	10/21/2021	Online survey	"local residents should have an exemption"
21	Anonymous	Resident	10/21/2021	Online survey	"Having worked in the industry for a number of years and also many years in lean manufacturing, I can tell you it wouldnt take very long at all to make a few minimal cuts and be able to fund the project without any issues. I highly recommend actually talking to real working class people and taking their comments seriously."
22	Anonymous	Resident	10/21/2021	Online survey	"Make the electric vehicles pay there fair share of road taxes like gas and diesel do."
23	Anonymous	Resident	10/21/2021	Online survey	"If tolls are used they should be placed farther out so that local traffic staying within the local area doesn't just clog up the old Oregon City bridge."
24	Anonymous	Resident	10/21/2021	Online survey	"Is there a max line from Oregon City to St. Vincent hospital that is easily accessible and won't add a substantial amount of time to our commute? Or to Tualatin?"



## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
25	Anonymous	Resident	10/21/2021	Online survey	"Exempt those in adjacent communities from the toll and much of your pushback will go away."
26	Anonymous	Resident	10/21/2021	Online survey	"I don't think locals should be tolled as long as they live in a certain radius from the tolls."
27	Anonymous	Resident	10/21/2021	Online survey	"I do not see anywhere in this document how ODOT will address diversion traffic. In the West Linn, Oregon City area. Diversion, will cause substantially greater air pollution caused by vehicles cuing up for miles, as drivers cross the river."
28	Anonymous	Resident	10/22/2021	Online survey	"At least add a local discount for surrounding families or free times to drive through the area. Or an alternate freeway at no cost to allow a choice."
29	Anonymous	Resident	10/22/2021	Online survey	"This should be illegal without a vote."
30	Anonymous	Resident	10/22/2021	Online survey	"There needs to be a review of the impact this action will have on local street traffic."
31	Anonymous	Resident	10/22/2021	Online survey	"I would be interested in seeing sketches of the multipurpose lanes. Any plans to expand/include light rail?"
32	Anonymous	Resident	10/22/2021	Online survey	"Please make it rush hour only 3 ish hours in the morning and 3 more in the evening."
33	Anonymous	Resident	10/22/2021	Online survey	"Any plan to place toll roads anyplace in oregon should be put to a state wide vote."
34	Anonymous	Resident	10/22/2021	Online survey	"Nowhere within the document could I find what the toll cost would be per drive and there is nothing that states that costs will not exceedingly rise over time."
35	Anonymous	Resident	10/22/2021	Online survey	"Maybe you should actually start listening to the public instead of creating pointless surveys you're not even going to take into consideration, since you haven't listened yet."
36	Anonymous	Resident	10/22/2021	Online survey	"please genuinely aim to hear folks telling you that this will be absolutely terrible for the communities most impacted. They may not be planning and transportation experts like you (and me, for what it is worth), but they are experts about their own communities and are not (all) just coming from a place of NIMBYism."
37	Anonymous	Resident	10/22/2021	Online survey	Suggests "special relief" for "city residents unfairly impacted by the tolls"

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
38	Anonymous	Resident	10/24/2021	Online survey	<p>"If you want to toll roads, toll those that allow Washington drivers to enter the state. They come here to shop without paying taxes and they do not help to pay for roads in Oregon."</p> <p>"This idea needs to go to the voters within the metro area, we deserve the right to have our say."</p>
39	Anonymous	Resident	10/25/2021	Online survey	<p>"After looking through the plan, there is a disappointing lack of investment into better cycling, walking, and transit infrastructure. ... I was hoping to see plans for many more multi-use paths, dedicated bus lanes, and MAX light rail improvements, but there just doesn't seem to be enough in this current plan."</p> <p>"The commitment to equity and accessibility in the project so far is great, and I hope to see it continue."</p>
40	Anonymous	Resident	10/25/2021	Online survey	"There doesn't seem to be any additional plan for public transit within the project scope. Has there been any study to determine if an extension of the Max along the I-205 corridor would benefit from <u>parallel construction with the I-205 toll project?</u> "
41	Anonymous	Resident	10/31/2021	Online survey	"Proceed with tolls but also make improvements, change (reduce) speed limits and add enforcement on surface streets that could see additional traffic associated with toll avoidance."
42	Anonymous	Resident	11/1/2021	Online survey	"While tolling is a fair way to raise a portion of funds for maintenance and seismic upgrades from those who use the highway most, expanding the highway infrastructure to more traffic lanes would need to be a deeper discussion which includes topics such as climate change. Otherwise, unfortunately all aspects of this project may be disagreeable."
43	Anonymous	Resident	11/2/2021	Online survey	"You need to provide a toll exclusion for west linn residents who must use the roads to get to their home."
44	Anonymous	Resident	11/3/2021	Online survey	"If the toll is pursued, it should be considered to have a set income amount below which Oregonians are exempt; some type of subsidized polling pass if you will."

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
45	Anonymous	Resident	11/3/2021	Online survey	<p>"I hope the Committee will pay attention to the issue of connectivity of our neighborhoods."</p> <p>"Has there been any consideration to creating a traffic lane on the Abernathy Bridge that would allow entrance and exit at both ends so West Linn residents (and Gladstone/Oregon City) could stay connected to nearby neighborhoods without having to pay a fee? If that is not possible, could there be a "reader sticker" provided to local residents that would allow travel across the Abernathy Bridge only? I think <u>Connectivity to nearby neighborhoods is very important.</u>"</p>
46	Anonymous	Resident	11/3/2021	Online survey	<p>"If a toll is put in place it should not be indefinite. The toll should stop when the project is funded. ... I feel if you can guarantee this you would get more buy in from the community as long as you are fourth coming monthly as how to much money has been raised for the project."</p>
47	Anonymous	Resident	11/3/2021	Online survey	<p>"Tolling will result in diverting motor vehicle traffic to local roads. It will not reduce greenhouse gas emissions unless the tolling revenue can be used to make alternative transportation more feasible for people throughout the region. I do not support tolling I-205 or any other roadway unless the Oregon constitution is changed to allow tolling revenue to be used to encourage people to walk, bike and most importantly, improve transit to meet our daily needs."</p>

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underline</u> )
48	Anonymous	Resident	11/3/2021	Online survey	<p>"I am in full support of making the bridge seismically safe, but I don't understand why we're still looking to adding lanes as being the answer to congestion when we know that through induced demand there'll come a day when 3 lanes isn't enough, and then 4, and so on. And so far I haven't heard any substantial promises about toll revenue going towards transit, bike, ped infrastructure. If we really want to mitigate congestion and greenhouse gas emissions, we need to prioritize getting people out of single occupancy vehicles. I understand that this project does include some of that which I appreciate, but it's not enough."</p> <p>"I'd want to see congestion pricing go towards deep investments in transit, bike, and ped infrastructure - not just including those things as an afterthought or requirement in order to add more lanes."</p> <p>"We need intercity transit. We need rural public transit. We need sidewalks and protected bike lanes. We don't need more room for cars on the road."</p>
49	Anonymous	Resident	11/3/2021	Online survey	<p>"I really don't want to deal with the hassle of paying tolls. The only way to fix that would be if it were fully automated, no stopping, no cards, no gates, no lanes, no nothing - traffic cams keep track of license plates, and billing happens automatically, a letter shows up in your mailbox with a QR code you can scan to pay immediately online. Of course the toll would have to avoid being regressive as well ... Ultimately, if we need more money to maintain public roads, I'd prefer to see the funds raised by something more like a bracketed levy tax. ... let that burden fall on residents who are more financially secure."</p>
50	Anonymous	Resident	11/3/2021	Online survey	<p>"Have you ever considered just tolling every entrance to I-205, so you (1) aren't just screwing over the people who use one section of the freeway, and (2) allow those who wish to jump ahead of other traffic pay for the convenience? By tolling every entrance to I-205, you spread the pain equally across all users of the freeway."</p>
51	Anonymous	Resident	11/3/2021	Online survey	<p>"(1) Tolling should be on all of I-205, not just the West Linn area. (2) The toll should start before the Stafford Exit so that people cannot get off on that exit to cut through the neighborhoods. (3) West Linn residents should have pass"</p>

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
52	Anonymous	Resident	11/3/2021	Online survey	"Only that the increases in traffic side-roads by persons avoiding the tolls is a reality that ODOT needs to effectively deal with. This may mean tolling side-roads (good luck on that one) to bring this probable situation under control if undue congestion occurs on the side-roads. One possibility is "penalty tolling" which might cause toll-avoiders to have second thoughts. If drivers have a readable bar-code or some such on their vehicles, then sensors on the side-roads could pick them up and when they do use the tolled road (I-205) they pay more as a result of their side-road use. Of course, there are other approaches, but this is just one idea."
53	Anonymous	Resident	11/3/2021	Online survey	"Quite frankly there should be no tolls. funding should come from other sources that would further spread the costs as local residents will pay an unfair higher burden. Even residents that personally do not use the 205 corridor would benefit from the changes and seismic upgrades but would not pay any of the cost. A better option would be to build a new road just south of the Boon bridge and have it join 205 past Oregon City. This would result in upgraded structures that would withstand the "big one" and at the same time substantially reduce current congestion issues. Any toll that is applied should be used only for 205 and not for other projects. Any toll that is applied should have a SUNSET clause that would eliminate the toll once the project is paid for and not be used as a general funding source. This method has been applied to the I-5 bridge and Astoria bridge and others."
54	Anonymous	Resident	11/3/2021	Online survey	"If you are going to toll a freeway, do it the entire length of 205 so more people than us can be unhappy. I5 and 217 traffic is much worse and they've never been rolled to satisfy the state."
55	Anonymous	Resident	11/3/2021	Online survey	"this is too targeted - should this be a larger thought-out toll policy for the entire metro area. Perhaps start with the WA border bridges?"
56	Anonymous	Resident	11/3/2021	Online survey	"I support the project goals. But not these means. ... The impact of this must be spread out across the metro area to be equitable. I believe Metro and the State should add to or redirect Vehicle and Gas tax fees from the whole region to cover this rather than trapping Us Locals with this "Pay if you want to leave home or get back home" idea you seem stuck on."
57	Anonymous	Resident	11/3/2021	Online survey	"If you must put in place a toll, please consider a toll lane instead of all of the lanes being charged. This way the ones who can afford to pay for a easier commute will."

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
58	Anonymous	Resident	11/3/2021	Online survey	<p>"How does ODOT plan to mitigate for local road diversion?"</p> <p>"Modeling data to date shows limited to no overall effect for congestion mitigation by tolling just this one small section of I-205. In addition, data to date suggests tolling all of I-5 and I-205 in the Portland Metro area is required to generate the revenue needed to pay for improvements identified in the tolling study. Why not move ahead now with tolling the entire Portland metro area instead of a small section of I-205?"</p> <p>"Why not pursue other options for revenue generation like a regional or statewide diesel fuel tax and HOV/HOT lane designation for the outside passing lanes of both I-205 and I-5 for significant regional congestion mitigation?"</p>
59	Anonymous	Resident	11/3/2021	Online survey	"Why don't you supply a synopsis, do you really expect everyone to read 121 pages?"
60	Anonymous	Resident	11/3/2021	Online survey	"Residents of the area should be exempt from tolls."
61	Anonymous	Resident	11/3/2021	Online survey	"I'd much rather just add onto our local taxes instead of wasting revenue on a temporary toll program."
62	Anonymous	Resident	11/3/2021	Online survey	"There should be a reasonable limit for those living in West Linn"
63	Anonymous	Resident	11/4/2021	Online survey	"The proposed toll site at the 43 - 205 interchange will impact us, and many people in the area, numerous times a day. This will mean the local community pays heavily for the regional transportation rather than spreading out the cost. It would be much better if financing was found elsewhere even if it was an increase in taxes, vehicle fee, or anything else!"
64	Anonymous	Resident	11/4/2021	Online survey	Consider the "undue financial and mobility burden on seniors in the West Linn area. The certain increased traffic on already over stressed local roads will limit access to medical care facilities and food sources and the increased local traffic poses greater danger to pedestrians and bicycle traffic and will force many seniors to limit their mobility."

## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
65	Anonymous	Resident	11/4/2021	Online survey	"No one has explained why this location is a better option for revenue generation and emissions mitigation than say, the Glenn Jackson Bridge or I205 between Damascus and Killingworth. Please share your reasoning. I also have concerns about the honesty of the communications around this project. Some sources say tolling is a done deal while others are saying it's not. Please be consistent and honest with your messaging."
66	Anonymous	Resident	11/4/2021	Online survey	"If there are tolls, they should be reduced or eliminated for those who are low-income."
67	Anonymous	Resident	11/4/2021	Online survey	"There should not be a targeted segment that have to unduly bear the burden of this cost just because their livelihood takes them through the wrong area. Provide more commuter options but stop looking for more ways to slice us up when we are already dying by a thousand cuts. Make no truck zones or dedicated truck only lanes to ease their routes while mitigating their presence in some areas. Already there are trucks getting stuck on roads they should not be on in order to get around congestion, I imagine a toll road would not make that situation better."
68	Anonymous	Resident	11/4/2021	Online survey	"Toll the whole length of I-205. This short length will cause local traffic issues with people avoiding the tolls."

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
69	Anonymous	Resident	11/15/2021	Online survey	<p>“Although the I-205 Project (the Project) to widen and toll between Abernathy Bridge and Stafford Road predates Oregon Executive Order 20-4 (the EO), the imperatives of Climate Change dictate that the Project at least meet the spirit of the EO. The Project must facilitate reduction of Greenhouse Gas (GHG) emissions per EO. The Project documents I have found to review do not make it clear that it does. I have a few starter questions. 1. How does the Project - with its expansion of freeway lanes - fit with the goals and plans of the Oregon Statewide Transportation Strategy - A 2050 Vision for Greenhouse Gas Emissions Reduction and the Every Mile Counts program, which (in part) implements the STS through reducing vehicle miles traveled? 2. Has ODOT worked with the Department of Land Conservation and Development as required by the EO to examine land use changes that might reduce the congestion currently experienced in the corridor? Such examination could start with analysis of current origin-destination data from which transport, commute, and other transportation needs can be pretty accurately derived and then used to recast congestion-reducing strategies for evaluation. I have not yet discovered records of such origin-destination data or analysis on it.”</p> <p>“3. ... How are the toll rates to be set? Is there some guarantee the tolls will cover highway expansion? ... the literature suggests that a project is considered “fair” only if the perceived values of giveaways (less congestion) are more than twice the takeaways (tolls)”</p> <p>“4. ... It seems that the Project could lead to increased vehicle miles traveled. For congruence with the EO, it appears that GHG reduction must be derived from conversion to electric vehicles. If this is so, providing energy (and perhaps electrified vehicles) seems to be a requirement for the Project, and therefore that the cost for providing the energy (and vehicles) must be part of the Project. This would be similar to providing rolling stock for transit service. I have found no evidence of that in the Project documents.”</p>



## RTP Public Comment Report

#	Name	Affiliation	Date	Method	Proposed change identified in comment (changes shown in <del>strikeout</del> and <u>underscore</u> )
70	Anonymous	Resident	11/15/2021	Online survey	"I understand the intent of the tolls, but there should be more consideration for residents of West Linn, Lake Oswego, and Oregon City who live within the tolled area. I would suggest eliminating tolls on the weekends and/or outside of the most congested times."



# Attachment A Notification Methods

10/29/21, 11:05 AM

Public notice: Opportunity to comment on the I-205 Toll Project amendment to the Regional Transportation Plan | Metro



Metro News



**Public notice: Opportunity to comment on the I-205 Toll Project amendment to the Regional Transportation Plan**

Oct. 1, 2021 5:14 p.m.

## Review and comment

The public comment period starts on Friday, Oct. 1, 2021, and concludes 5 p.m. Monday, Nov. 15, 2021.

Online survey

Email

You can also submit comments by email or mail to:

- by mail to Metro Planning – I-205 Toll Project | 600 NE Grand Ave., Portland, OR 97232
- by phone at 503-797-1750 or 503-797-1804
- submission at the [Nov. 4, 2021 Metro Council meeting](#) from 10:30 a.m. to 1 p.m.

This information will be provided to Metro's Transportation Policy Advisory Committee (TPAC), the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), the region's Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council for discussion and consideration prior to requesting final recommendations and action in early 2022.

The Oregon Department of Transportation (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

<https://www.oregonmetro.gov/news/public-notice-opportunity-comment-i-205-toll-project-amendment-regional-transportation-plan>

1/4

Email to Metro community partners noticing open public comment periods for the I-205 Toll Project and 2021 TSMO Strategy  
Sent 10/5/2021

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Hello,  
I hope this email finds you well.

I want to let you know that there are public comment periods open for two transportation projects: the **Draft Regional Transportation System Management and Operations Strategy** and the **I-205 Toll Project amendment to the Regional Transportation Plan**. This email includes brief descriptions of these projects with links to more information and ways to comment on each project.

This announcement was also sent to Metro's policy advisory committee interested parties lists. I want to make sure all of our partners at community organizations who may not be on those lists receive this information. If you're getting it twice (or more)—I am sorry for the duplication.

If there are other people in your organizations who are also interested in receiving transportation related emails from Metro, please let me know. If you no longer want to receive transportation related emails from Metro, also please let me know. Thanks so much!

Best,  
Molly

Molly Cooney-Mesker  
Senior community engagement specialist  
Planning and Development | Metro | [oregonmetro.gov](http://oregonmetro.gov)

*My gender pronouns: she, her, hers.*  
[Why include this?](#)

**Draft 2021 Regional Transportation System Management and Operations (2021 Draft TSMO Strategy)**

The [2021 Draft TSMO Strategy](#) provides actionable steps toward collaboratively managing and operating a connected and accessible transportation system in greater Portland. The draft strategy focuses on implementing the [2018 Regional Transportation Plan](#) priorities of improving safety, advancing equity, reducing the impacts of climate change and managing congestion. The 2021 Draft TSMO Strategy sets goals for eliminating disparities in transportation and providing reliable travel

10/4

## Regional Transportation Plan

As the metropolitan planning organization for the Portland metropolitan area, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for Clackamas, Multnomah and Washington counties. This is done through periodic updates to the Regional Transportation Plan – now every 5 years.



2018 Regional  
Transportation Plan

Clackamas, Multnomah, Washington  
Counties

2018 Regional Transportation Plan

Last published  
Dec. 5, 2018

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2018  
**update**

2018  
RTP

equity

analysis

2014

update

2010

update

2004

update

Transportation shapes our communities and our everyday lives. Access to reliable transit, safe biking and walking connections, and streets and highways where traffic flows allows us to reach our jobs, schools and families. It connects us to the goods and services we depend on and helps keep nature and recreation opportunities within reach.

The Regional Transportation Plan is a blueprint to guide investments for all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout the Portland metropolitan region. The plan identifies current and future transportation needs, investments needed to meet those needs and what funds the region expects to have available to cover the next 25 years to make those investments a reality.

From June 2015 to Dec. 2018, Metro worked with local, regional and state partners and the public to update the region's shared vision and strategy for investing in the transportation system for the next 25 years.

### Comment now

The Oregon Department of Transportation (ODOT) is studying options for a variable mile 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.

More information

The public comment period starts on Friday, Oct. 1, 2021, and concludes 5 p.m. Monday, Nov. 15, 2021.

### Maps available online

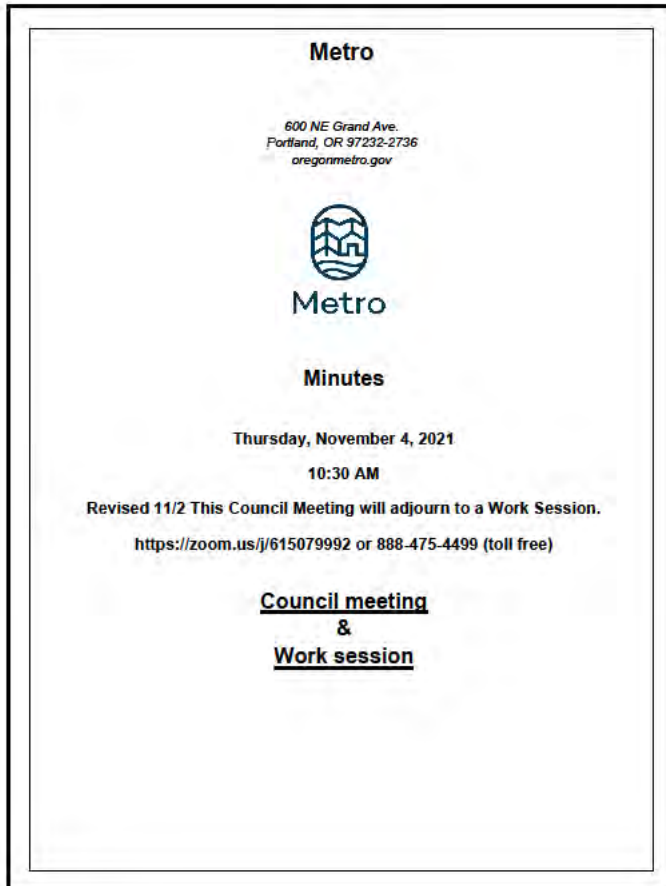
Explore the adopted 2018 RTP regional transportation network and project maps.

View network maps

View project map

# Attachment B Submitted and Verbal Comments

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Dear Metro President Peterson & Members of the Council

Thank you for your attention to detail on this matter and your recurring emphasis on how all of the projects in ODOT's Urban Mobility Office portfolio need to be assessed in tandem as part of a single regional system.

The Street Trust is focused on advancing a region-wide system that manages demand and prioritizes multimodal infrastructure. We recognize pricing as an effective tool to help manage traffic demand, address urgent climate concerns, and improve equitable access to other modes in our transportation system; however, The Street Trust does NOT support roadway tolling as an instrument for funding infrastructure that increases drive-alone trips.

A wide range of contemporary literature and research shows that as vehicle miles traveled (VMT) increases, so do greenhouse gas emissions (GHG), highway collisions, and death. As such, we encourage Metro leadership to get clarity on the following from ODOT's I-205 project team:

1. The extent to which the proposed tolling will generate revenue for infrastructure that supports drive-alone trips versus the revenue generated for transit, walking, biking and other low-carbon modes and in what percentages;
2. Whether the proposed freeway expansion in conjunction with road pricing will lead to an increase or decrease in overall vehicle miles traveled and to what extent; and
3. Whether the proposed freeway expansion in conjunction with road pricing will lead to an increase or decrease in overall greenhouse gas emissions and to what extent.

We encourage Metro leadership to only support an amendment to the RTP once you have established, with certainty that the tolling revenue will be used to increase seismic resilience; increase access to walking, biking, and transit; and will reduce vehicle miles traveled and greenhouse gas emissions.

We also ask that you please hold ODOT accountable by pushing back on the simplistic framing of idled vehicles as the primary source of environmental concern. We encourage you to instead ask that idling be framed more holistically, as a by-product of the larger issue, a history of disproportionate investment in aut-centric infrastructure.

618 NW Glisan St #203 • Portland, OR 97209  
(503) 226-0676 • [www.thestreettrust.org](http://www.thestreettrust.org)

Chris Smith Testimony for 11.4.21 Council meeting  
Attachments- RMPP Purpose and Need Comments.pdf

Comments on I-205 Toll Project submitted on behalf of No More Freeways for the Metro Council hearing on Nov 4. I also plan to testify by zoom at the hearing.

No More Freeways and several partner organizations recently submitted comments to ODOT on the Regional Mobility Pricing Project that are quite pertinent to this project as well, and I am attaching those comments.

JPACT and Metro Council have directed that regional congestion pricing policy be developed in the 2023 RTP. A key point of Metro's research on the topic is that how revenue from pricing is spent is critical to the equity outcomes of pricing. But ODOT seeks to pre-empt Metro's process and dedicate the majority of pricing revenue to widening freeways via three separate projects with siloed policy analysis: I-205 Tolling Project, Regional Mobility Pricing Project and IBR tolling.

**The region deserves a robust conversation about pricing on a regional basis. If Metro has established that this policy development should occur in the 2023 RTP process, then ODOT's pricing projects should also be processed as part of the RTP, and NOT BEFORE.**

Several other points I would emphasize:

- Pricing motor vehicle travel is a critical tool for addressing our climate emergency, but using the revenue from that pricing to expand freeways is counter productive and wastes the opportunity to shift travel to transit, biking and walking and to serve the region's equity, climate and safety goals.
- ODOT is creating a pattern of doing NEPA analysis on construction projects, then later doing a separate NEPA process for pricing which would fund the project. This is a faulty process that avoids analyzing pricing as an alternative to construction.
- During discussion of the I-205 Toll Project, leaders in Clackamas County have fairly called out the lack of a robust transit alternative to the highway. ODOT should be required to analyze a transit alternative to the construction project.

Submitted by Chris Smith on behalf of No More Freeways.

## RTP Public Comment Report

From: Dave Farmer <davefarmer15362@gmail.com>  
 Sent: Saturday, October 23, 2021 8:12 AM  
 To: Trans System Accounts  
 Subject: [External sender]

**CAUTION:** This email originated from an External source. Do not open links or attachments unless you know the content is safe.

Tolls are unfair.  
 I can't afford tolls.  
 In my area there are no other practical ways to travel.  
 I live on a steep hill, so I can't ride a bike physically or walk.  
 I used to ride a bike in Happy Valley by Sunnyside road. Not hilly.  
 My bike was stolen , it was locked to a work bench inside a typical locked garage, never recovered. I can't afford another good bike, and would have a difficult time storing it . I physically can't hang it.  
 I don't feel safe on bus or train.  
 I have carried a gun in the past (I sold it because I needed the 125 dollars I got for it.) But carrying a gun and using it on a train or bus with other people in the line of fire is not safe for other passengers.  
 Tolls are inefficient, about 30% or more to out of state toll collection company. This hurts our local economy. Money I spend on tolls I won't be able to spend on other things. I spend almost all of my money every month or year. Usually I save about 200 or 300 per year.  
 Thanks for your time

From: Trans System Accounts  
 Sent: Wednesday, October 27, 2021 1:25 PM  
 To: Dave Farmer <davefarmer15362@gmail.com>  
 Subject: RE: [External sender]Tolls

Thank you for your comment on the I-205 Toll Project amendment to the 2018 Regional Transportation Plan (RTP).

Substantive comments with responses and a public comment summary report will be provided to Metro's advisory committees (TPAC, MTAC, and MPAC) and the region's Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council for discussion and consideration prior to requesting final recommendations and action in early 2022.

Laura Dawson Bodner  
 Program Assistant  
 Land Use, TOD, Regional Transportation Planning, 2040 Grants  
 Metro  
 Monday Thursday 7:30 a.m. 4:00 p.m.

From: Dave Farmer [mailto:davefarmer15362@gmail.com]  
 Sent: Tuesday, October 26, 2021 10:01 PM  
 To: Trans System Accounts <transportation@oregonmetro.gov>  
 Subject: [External sender]Tolls

**CAUTION:** This email originated from an External source. Do not open links or attachments unless you know the content is safe.

Please don't implement tolling on our freeways. I can't afford more Bill's. And other transportation methods are not available in West Linn. I am very concerned about diversion traffic and the safety of our side streets and schools



## RTP Public Comment Report

Doug Allen Testimony for 11/4/2021  
Attachments- Express Bus 2.pdf

Please forward the following testimony to the Metro Council, including the attached "Express Bus 2.pdf" presentation, relating to Nov. 4 Agenda Item 5.1.1 Public Hearing for Ordinance No. 21-1467, a proposed RTP amendment for I-205 tolling.

Council President Peterson and Councilors:

1) ODOT plans to add 14 lane-miles of freeway to this region and planet, in addition to seismic strengthening of the Abernethy Bridge and other related work. The VMT that will be induced by the additional miles of freeway lanes, and the VMT that will be suppressed by tolling, are currently unknown. Why? Because the project was excluded from a full environmental analysis. Not only were reasonable alternatives not considered, but an important component of the actual project, tolling, was not analyzed.

2) In July of 2017, the Oregon Legislature passed HB 5045, which included the following budget note:

"The Oregon Department of Transportation is directed to ensure an ongoing commitment to fully fund congestion relief on I-205, including but not limited to the Stafford Rd to Abernethy Bridge bottleneck. Pursuant to HB 2017, any value pricing revenue shall be dedicated to I-205. In the event that value pricing revenue is not sufficient, or should value pricing prove not to be a viable funding source, the agency shall report immediately to the Legislative Assembly on the funding issues along with specifics on funding needs and options available to the Legislative Assembly to quickly remedy such funding gaps. An initial report shall be provided to the Joint Transportation Committee no later than the last legislative days in calendar year 2018."

3) At the May 23, 2018 meeting of the Joint Committee on Transportation, ODOT presented their I-205 "Cost to Complete" report. Co-chair Senator Lee Beyer asked when ODOT was going to ask for permission from the Feds to do value pricing: "My question would be: At what point do we have the information necessary to submit to the Federal Government, the right to do the value pricing on this?"

ODOT Region 1 Manager Rian Windsheimer gave the following answer:

"This report does not assume, um, tolling as a, as a revenue source. This cost to complete report assumes that we are moving forward with what's known as a Categorical Exclusion in terms of our environmental process. We've been running to complete that, and that's what these, all these assumptions assume.

If you were to move forward with uh, uh, asking to move forward with a tolling scenario, we would need to back up, and begin an environmental process around that tolling effort. And so that would be up to two, three, or more years of environmental work associated with

From: [Trans System Accounts](#)  
To: [Molly Cooney-Mesker](#); [Kim Ellis](#)  
Subject: FW: [External sender]Tolls on 205  
Date: Monday, November 8, 2021 8:42:28 AM

-----Original Message-----

From: Elaine Grose [<mailto:mgroose@teleport.com>]  
Sent: Thursday, November 4, 2021 12:17 PM  
To: Trans System Accounts <[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)>  
Subject: [External sender]Tolls on 205

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With tolls on the area of Rt 205 from Stafford Rd to Rt 213, even more vehicles will leave Rt 205 and use alternative side roads through the West Linn area. Borland Rd/Willamette Falls Dr. already is packed at high traffic times. Johnson Rd would become busier than it currently is, as would Stafford to Rosemount Rd.

There are other sources already for funding the road improvements. Tolls just makes things worse than they currently are.

I am a resident of West Linn.

Elaine Grose

## RTP Public Comment Report

**From:** Elizabeth Lindsey <eaglsing@gmail.com>  
**Sent:** Monday, October 25, 2021 1:15 PM  
**To:** Trans System Accounts  
**Subject:** [External sender]Fwd: Public Feedback on I205 Tolling Project  
**Attachments:** climate – tolls 10-25-21.docx

**CAUTION:** This email originated from an External source. Do not open links or attachments unless you know the content is safe.

My feedback to ODOT on the I-205 Tolling Project is relevant to Metro's Regional Transportation System Management and Operations Strategy draft. Please consider it in that regard. My comment is attached.

**From:** Trans System Accounts <transportation@oregonmetro.gov>  
**Sent:** Thursday, November 4, 2021 7:45 AM  
**To:** Molly Cooney-Mesker; Kim Ellis  
**Subject:** FW: [External sender]Public notice: Opportunity to comment on the I-205 Toll Project amendment to the Regional Transportation Plan

**From:** Gene Schwartz [[mailto:gene\\_schwartz@gmail.com](mailto:gene_schwartz@gmail.com)]  
**Sent:** Wednesday, November 3, 2021 4:16 PM  
**To:** Trans System Accounts <[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)>  
**Subject:** [External sender]Public notice: Opportunity to comment on the I-205 Toll Project amendment to the Regional Transportation Plan

**CAUTION:** This email originated from an External source. Do not open links or attachments unless you know the content is safe.

One simple question?

I live in West Linn near the 10th St. exit.

Will I have to pay a toll to use the I205 freeway?

Or will I have to use side streets to get to Tualatin, Oregon City, or anywhere East of the G.A. Bridge?

Increasing side street traffic which is, at times, already overly used and congested?

Thank you in advance,  
Gene Schwartz

Department of Community Services



Transportation Division

November 15, 2021

Metro Planning  
600 NE Grand Ave  
Portland, OR 97232

SUBJECT: I-205 Toll Project - Regional Transportation Plan amendments

Thank you for providing the opportunity to comment on the I-205 Toll Project amendment to the Regional Transportation Plan.

Multnomah County's values include social justice, health, safety, and sustainability, among others. Adding the tolling project preliminary engineering phase to the RTP is consistent with the RTP goals and the County's values. With the addition of the tolling project, ODOT can proceed with the NEPA phase analyses and public comment processes which will provide more information for the region to assess the benefits and impacts of tolling in this location.

Multnomah County supports ODOT's efforts to build a seismically resilient transportation system. The I-205 Abernethy Bridge project, along with other seismic upgrades that Multnomah County and other agencies are committed to, will ensure that the region can respond and recover after a Cascadia Subduction Zone earthquake.

At the same time, the County wants to emphasize the comments below as additional steps that we think should be taken to ensure that the project can meet the needs of the region.

As our region grows we continue to see people priced out of their homes and neighborhoods. Multnomah County wants to strongly encourage ODOT to consider the impact of the tolling project on low income households and individuals to ensure that the tolling system does not have a disproportionate impact on those users of the transportation system.

1620 SE 190th Ave • Portland, Oregon 97233 • Phone: 503.988.5050



DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT  
DEVELOPMENT SERVICES BUILDING  
150 BEAVERCREEK ROAD • OREGON CITY, OR 97045

November 15, 2021

Public Comment  
c/o Metro Planning  
600 NE Grand Ave  
Portland, OR 97232

RE: I-205 Toll Project Regional Transportation Plan Amendment – Staff Comments

Thank you for the opportunity to comment on the proposed I-205 Toll Project Regional Transportation Plan (RTP) Amendment.

We offer these comments and questions purely to encourage transparency and to gain clarity of what specifically ODOT is proposing. These comments are not an indication of support for the proposed amendment.

First, we would like to know if ODOT anticipates adding additional funds to the PE phase for this project. We also would like to know if ODOT would be required to bring forward future RTP and MTIP amendments for the construction phase of the I-205 Toll Project.

Second, Clackamas County transportation staff offer the following technical edits to clarify the proposed RTP Amendment language.

- Revise language in Table 8.3 as follows –

*As identified in HB 3055 (and ORS 383), toll revenue ~~will~~ **is expected to** be needed to complete construction of this project. A separate Environmental Assessment for the I-205 Toll Project began in August 2020; expected completion in December 2022.*

- Clarify that Phase 1A includes more than just the Abernethy Bridge and update funding language to match previous recommendation. Also make a stronger connection to HB 3055 language in amendments to 8.3.1.8 by adding a second paragraph that explains the I-205 Toll Project as outlined below.

*Construction financing for Phase 1A (including Abernethy Bridge) is identified in HB 3055 (2021 Session). Variable Rate Tolls priced to manage travel demand as well as provide revenue ~~will~~ **are expected to** be used to fund the rest of the project (Phase 1B, 1C, 1D and Phase 2).*

P. 503.742.4400 F. 503.742.4272 WWW.CLACKAMAS.US

## RTP Public Comment Report

From: Trans System Accounts <transportation@oregonmetro.gov>  
 Sent: Thursday, November 4, 2021 7:45 AM  
 To: Molly Cooney-Mesker; Kim Ellis  
 Subject: FW: Washington County Letter of Support - RTP Amendments  
 Attachments: BCC - Letter of Support - RTP Amendment.pdf

From: Miranda Butler <mrpturtles16@hotmail.com>  
 Sent: Friday, October 22, 2021 7:07 AM  
 To: Trans System Accounts  
 Subject: [External sender]I-205 tolls

From: Sarah Lundin [<mailto:Sarah.Lundin@co.washington.or.us>]  
 Sent: Wednesday, November 3, 2021 2:49 PM  
 To: Lynn Peterson <[Lynn.Peterson@oregonmetro.gov](mailto:Lynn.Peterson@oregonmetro.gov)>  
 Cc: Trans System Accounts <[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)>; Legislative Coordinator <[LegislativeCoordinator@oregonmetro.gov](mailto:LegislativeCoordinator@oregonmetro.gov)>; Kathryn Harrington <[Kathryn.Harrington@co.washington.or.us](mailto:Kathryn.Harrington@co.washington.or.us)>; Pam Treece <[Pam.Treece@co.washington.or.us](mailto:Pam.Treece@co.washington.or.us)>; Jerry Willey <[Jerry.Willey@co.washington.or.us](mailto:Jerry.Willey@co.washington.or.us)>; Roy Rogers <[Roy.Rogers@co.washington.or.us](mailto:Roy.Rogers@co.washington.or.us)>; Nafisa Fai (Commissioner) <[N.Fai-Commissioner@co.washington.or.us](mailto:N.Fai-Commissioner@co.washington.or.us)>; Brendan C.FINN@odot.state.or.us; Stephen Roberts <[Stephen.Roberts@co.washington.or.us](mailto:Stephen.Roberts@co.washington.or.us)>; Christina Deffebach <[Christina.Deffebach@co.washington.or.us](mailto:Christina.Deffebach@co.washington.or.us)>  
 Subject: [External sender]Washington County Letter of Support - RTP Amendments

CAUTION: This email originated from an External source. Do not open links or attachments unless you know the content is safe.

Dear Council President Peterson,

Please find attached the Washington County Board of Commissioner's letter of support for Regional Transportation Plan amendments for the I-205 Improvement and Toll projects.

We look forward to continued engagement as we all work together in support of a successful Toll Program.

Warm wishes,

Washington County Board of Commissioners

CAUTION: This email originated from an External source. Do not open links or attachments unless you know the content is safe.

First, I want to say that having grown up in Colorado where there are a few toll roads, I can understand the role they can play in assisting with funding road maintenance.

However, I strongly feel that placing tolls on just one stretch of 205 would be catastrophically damaging to the residents that live off of that stretch of the highway. There are only two ways to cross the river in that area: the I-205 bridge and the old Oregon City bridge. Residents who live in Oregon City and West Linn very often have to cross the river to reach any of our routine destinations for standard errands like vet visits, WinCo grocery shopping, etc. Additionally, if the toll is put in place on I-205, many commuters are going to avoid the toll zone and that is going to significantly increase traffic through West Linn and over the Oregon City bridge. Those areas are setup to safely support the increased amount of vehicle volume which would incur additional road maintenance needs. Will the tolls pay for those as well? Or will those routes through West Linn and Oregon City need funding from other sources such as tolls? Either way, residents who live in the area will be triple punished for living here: first being our standard taxes already paid, second being the toll on 205 to run daily errands, and finally on the increased traffic and the risk that comes with that on the smaller local roads that are not prepared to manage that volume.

Tolls are not the answer here!

## Attachment C Survey Questions

Share your feedback on the I-205 Toll Project amendment to the Regional Transportation Plan

The Oregon Department of Transportation (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.

Learn more about the I-205 Improvements Project on [ODOT's webpage](#).

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 Regional Transportation Plan (RTP) to add planning and preliminary engineering phases for the I-205 Toll Project. The requested amendment will:

- add the preliminary engineering phase for the I-205 Toll Project to the RTP financially constrained project list, and
- clarify the financial connection of the I-205 Toll Project to the I-205 Improvement Project in Chapter 8 of the RTP.

Review the [RTP amendment](#).

All substantive comments provided during the 45-day public comment period received will be documented and responded to. This information will be provided to Metro's Transportation Policy Advisory Committee (TPAC), the Metro Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC), the region's Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council for discussion and consideration prior to requesting final recommendations and action in early 2022.

The public comment period starts on Friday, Oct. 1, 2021 and concludes Nov. 15, 2021 at 5 p.m.

Thank you for your thoughts and time!

After reviewing [I-205 Toll Project Regional Transportation Plan amendment](#), do you have any comments to share?

The following questions help decision-makers at Metro know if we are hearing from people across races/ethnicities, ages and income levels. These questions are optional.

Please provide your zip code. (Required)

Which of the following ranges includes your age

RTP Public Comment Report

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- Under 18
- 18 to 24
- 25 to 34
- 35 to 44
- 45 to 54
- 55 to 64
- 65 to 74
- 75 and older
- Prefer not to answer

Within the broad categories below, where would you place your racial or ethnic identity? (Select all that apply)

- Native American, American Indian or Alaska Native
- Asian or Asian American
- Black or African American
- Hispanic or Latino/a/x
- Native Hawaiian or other Pacific Islander

RTP Public Comment Report

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- White
- Prefer not to answer
- An ethnicity not included above (please specify)

What is your gender? (Comment box)

How many children under the age of 18 live in your household? (Check one)

- No children
- 1
- 2
- 3
- 4
- 5
- 6 or more
- Prefer not to answer

RTP Public Comment Report

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Which of the following best represents the annual income of your household before taxes?

- Less than \$10,000
- \$10,000 to \$19,999
- \$20,000 to \$29,999
- \$30,000 to \$39,999
- \$40,000 to \$49,999
- \$50,000 to \$74,999
- \$75,000 to \$99,999
- \$100,000 to \$149,999
- \$150,000 or more
- Don't know / Prefer not to answer

Do you live with a disability? (Select all that apply)

- Hearing difficulty (deaf or have serious difficulty hearing)
- Vision difficulty (blind or have serious difficulty seeing, even when wearing glasses)
- Cognitive difficulty (because of a physical, mental or emotional problem, have difficulty remembering, concentrating or making decisions)



RTP Public Comment Report

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- Ambulatory difficulty (unable to walk or having serious difficulty walking or climbing stairs)
- Self-care difficulty (unable to bathe or dress or having difficulty doing so)
- Independent living difficulty (because of a physical, mental or emotional problem, unable to do errands alone or have difficulty doing so)
- No disability

A disability not listed above (please describe)

In which County do you live?

- Clackamas
- Multnomah
- Washington
- Other

## Attachment D Online Survey Responses

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
Adding this toll will hurt soccer moms, commuters, working people who have to take 205 and now have MORE money taken from them.	97026
No tolls!	97027
	97068
Glad you're addressing this areas traffic congestion. It's a big issue. I would be interested in seeing sketches of the multipurpose lanes. Any plans to expand/include light rail?	97042
Tolls will divert traffic to the already crumbling and increasingly congested 99e corridor through Canby and OR city.	97013
I would rather sit in traffic than pay for a toll on one bridge let alone two on the 205. If the existing bridges need to be updated then that funding needs to come from elsewhere or not happen at all. People who drive the 205 have no other transportation option because public transit is not feasible or at best not widely available in this part of town. Absolutely no one wants tolls and it creates more financial hardship to people who need the money most.	97045
Tolls are a regressive tax. Those that can least afford them also have the least ability to alter their schedule to avoid them. To Tolls in Oregon!	97229
No tolls!!	97042
	97219
	97068
No tolls!! It's unfair to local citizens who drive it every day for work or to take kids to school or to run errands.	97015
Oregon is amongst the highest taxed states in the country, to add a toll to roadways in Oregon is another layering of the ongoing acceleration of tax collection in this state. If taxes collected were allocated properly, the roadways of this state could be well maintained and opened for all to use. With the recent passage of the infrastructure bill by Congress, there has been documentation that indicates a 38% increase in overall federal support for Oregon roadways and transportation routes. To add a toll at this point in time reeks of greed, and not roadway improvement.	97229
Completely opposed to any tolling of our roads or freeways	97023
	97055

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
<p>- Oregon ranks the 11th highest gas tax in the nation. - Our registration fees have been higher than the average state. - Oregon has the nation's only bike tax. We just increased the truck tax 25% - In 2017, politicians created a payroll tax dedicated to transportation. Despite all the new and high transportation taxes above, very little new roads or vehicle bridges were being built. So now you plan to toll roads, by the tens of millions, and most of that will pay for road maintenance. So very little of the new toll upon new taxes will go towards extensive new roads or bridges to reduce traffic bottlenecks. This will not reduce any traffic but only adding a new lane. Tolling will flood side roads and increase traffic meaning if someone only takes 20 minutes now to get to work with traffic, they might be looking at 45 to 50 minutes just getting to work. It would be a nightmare for all who live in Oregon City and outskirts towns to head back home at the end of the day.</p>	97023
	97045
<p>In my humble opinion I think you would have a much easier time getting the public onboard with the idea of tolling if you would make it job specific...sell the idea that the toll is for this particular project but afterward the tolling would go away just like when the I-5 bridge was tolled in the 60s and then went away after it was paid for. I think most residents feel as if this is just a tax being levied on them without their ability to vote on it and a forever funding source for ODOT which will then have their current funding reduced and that money going to pet projects elsewhere. I myself would be OK with the tolling ONLY if it was Job specific and went away after the project completed</p>	97013
<p>We already pay too much taxes to the government. If you enact this road tax I will simply drive on other roads to get to the same destinations thereby creating more congestion and traffic problems elsewhere. The questions following this comment box on the feedback survey are ridiculous and have no bearing on why the road tax should or should not be enacted. My race, ethnicity, age, gender family status and income have no purpose or relevance to this matter. The only question needed is whether or not I am a licensed driver and drive on the affected roads. I am sick of government demanding more and more taxes to pay for their wasteful management.</p>	97361
<p>(1) Tolling should be on all of I-205, not just the West Linn area. (2) The toll should start before the Stafford Exit so that people cannot get off on that exit to cut through the neighborhoods. (3) West Linn residents should have pass</p>	97068
<p>Abandon it. This is going to create horrible traffic on all of the side roads in the West Linn area. Those roads are already congested. Do you really think that people are going to change their work hours, or stop going to doctor's appointments, to avoid the higher toll rates during certain hours. No, they will just divert to side roads. This is assinine. You are going to drive people to move away from this area.</p>	97068
	97068
<p>DON'T TOLL! I don't have additional income for this added daily cost. Even if the toll is on an extra/carpool-esque lane it will open a can of worms you can't put back. Tolling should not have a place in the state.</p>	97068
<p>No tolls the people of Pregon are already asked to give too much of their income. Ask Jeff Bezos &amp; Elon Musk.</p>	

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I don't think there should be a toll. The funds should be gathered some other way. What it is going to do is create bottlenecks on other roads. The old Oregon City - West Linn Bridge certainly cannot handle that traffic. Big mistake.	97045
I still can't afford tolls.	97068
Sorry, I do not need to read 121 pages of bureaucrat speak to have a strong opinion: 1. ODOT has thousands of employees, but can't seem to find money to actually build roads. 2. We already pay a high gas tax 3. Tolls work by forcing low income people off the freeway, leaving them stuck on secondary roads which will become more crowded and dangerous. Since minorities tend to be lower income, TOLLS ARE RACIST. 4. A word search on the word 'climate' produced solid evidence that ODOT is full of people who are too lazy to look at the facts behind the climate crisis. Most actual scientists agree that there is no climate crisis, just an expectation of moderate warming. If you disagree, you have not bothered to check what the IPCC actually said: 1. The IPCC says the earth warmed less than 0.8 degree from 1850 up 2012. See Pg. 209 of the IPCC WG1AR5_all_final.pdf 2. Man only emits 6% of total annual CO2 emissions (Nature emits 94%). Add the numbers on the NASA diagram of the carbon cycle. 3. CO2 only causes 26-32% of the greenhouse effect. (H2O is 60-75%) see wikipedia greenhouse_effect page and Table 3 of: Bulletin of the American Meteorological Society Vol. 78, No. 2, February 1997 4. We do not have enough data to say that hurricanes have increased. pg 178 of WG1AR5_all_final.pdf 5. We do not have enough data to say that storms have increased. pg 178 of WG1AR5_all_final.pdf 6. Sea level has been rising for centuries, it HAS NOT RISEN FASTER recently. Page 306 WG1AR5_all_final.pdf 7. There is little, if any, global scale changes in the magnitude or frequency of floods. pg 230 of WG1AR5_all_final.pdf 8. Confidence is low for a global-scale observed trend in drought or dryness pg 178 of WG1AR5_all_final.pdf 9. Long-term prediction of future climate states is not possible. Page 774 of IPCC third Assessment Report (2001) Section 14.2.2.2 In view of this, why does anyone think we have a climate problem? Also: DebunkingClimate.com/arguments.html	97212
No tolls! There should be plenty of money, the state has a surplus and the counties are getting more property taxes than ever.	At the bare minimum, local residents should have an exemption
I live in West Linn and work as an ICU RN in Clackamas and my husband is a small business owner off 205 and Foster. This toll will seriously impact us and financially make sure feel like moving away from West Linn or having to change our work situations. This is beyond wrong and inappropriate and a way to tax people who do not deserve to have to pay to be able to function in our towns.	97068
Will there be more neighborhood traffic because of this Toll Project?	97068

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
<p>It probably sounds cynical, but through all the input sessions about the tolling, was not tolling ever a consideration, or has it been a done deal all along? Also, I've noted over the years that a number of people exit on I-205 northbound in heavy traffic and then get back onto the freeway, to jump ahead of other traffic. Have you ever considered just tolling every entrance to I-205, so you (1) aren't just screwing over the people who use one section of the freeway, and (2) allow those who wish to jump ahead of other traffic pay for the convenience? By tolling every entrance to I-205, you spread the pain equally across all users of the freeway. Also, now you appear to have plans to toll I-5 as well? What about I-84? Are you playing favorites with the people who travel that freeway?</p>	97045
	97045
<p>No tolls. There is plenty of money available already. Gas tax. Cannabis tax. Dmv fees. Already purposed taxes and other fees on top of the others. Maybe all the money that has been wasted over many years for unnecessary improvements. Maybe the governor could quite wasting tax payers money with hedge funds. Also maybe consider what will happen to all the other side roads if tolls where allowed as there is other ways around that part of i205.</p>	97002
<p>After looking through the plan, there is a disappointing lack of investment into better cycling, walking, and transit infrastructure. It saddens me to see that with the growing impacts of climate change, we are still focusing primarily on cars and their development, rather than Mass-Transit solutions that would have a measurable impact on our regions carbon emissions. I was hoping to see plans for many more multi-use paths, dedicated bus lanes, and MAX light rail improvements, but there just doesn't seem to be enough in this current plan. The commitment to equity and accessibility in the project so far is great, and I hope to see it continue.</p>	97023

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
<p>I absolutely do not support Tolls in Oregon and specifically any tolls in the Portland Metro Area as they adversely affect people of lower income levels, and members of our BIPOC communities. There needs to be another funding source for this project. Tolls are not the answer and will not reduce traffic on I205 projections are bogus and based on assumptions. The projected growth of the Portland Metro Area should show you that this will not resolve the issue by widening I205 by one lane as it hasn't helped traffic much on the rest of I 205. When the Stafford Basin comes into the urban growth boundary one day the traffic projections in this area will be blown out of the water. Just focus on the Abernathy Bridge for now and slowly find funding for the remainder of the project as it is available. Figure out a Mass transit bus system for the I 205 corridor as I would take mass transit from a park and ride near HW224 to Tualatin. There currently is no mass transit in this area? Why? It is also not part of this plan, why? Why is not mass transit part of this plan? Focus on Abernathy and go back to the drawing board. Middle class, lower income levels, and BIPOC communities will be highly effected by this toll. Many jobs are in the Tualatin, Tigard areas. However, housing is not affordable in these areas. People have had to move to communities of Oregon City, Milwaukie and other areas in Clackamas County to find affordable housing and therefore have to make the commute through this proposed toll zone daily. This toll is just one more struggle for all these people including myself. Tolls make roads exclusive for those who can afford them and make them inaccessible to those of us who can't but have to pay just to get to work. It is not fare. Please do not approve this toll.</p>	97045
<p>We don't need a toll!! We pay a huge amount of money in taxes, DEQ, DMV, gas tax. STOP using all the money for vehicles on bicycle and walking bridges. Fund those a different way and then there will be money to improve our roads. Make the electric vehicles pay there fair share of road taxes like gas and diesel do.</p>	97009
<p>If there is a way to increase thru city I-5 traffic, this is it</p>	
<p>NO to the toll. ODOT receives funding through many other sources. Tolls, on in place, are never removed. Oregonians are struggling financially with increased taxes, inflation, and an over-inflated housing price epidemic. Do not add to the struggles. NO to the tolls.</p>	96045
	97068
<p>No tolls. You all just keep grabbing funds.</p>	97045
<p>As a house hold that lives in Oregon City and has to commute outside of Oregon City for work and 205 is the only main route / realistic rout to get to and from work without taxing on an extra 20 minutes to our commute the proposal of a toll on I-205 is devastating. This toll is aimed at the lower and middle class and will hit us hard financially. The argument is to use public transportation, well Is there a max line from Oregon City to St. Vincent hospital that is easily accessible and won't add a substantial amount of time to our commute? Or to Tualatin? These are just a couple concerns that our household has. And do not believe that a Toll on I-205 is the answer.</p>	97045

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
Very concerned about how again your mismanaging monies taken from Oregonians. Oregon does Not need a toll Oregon & your officials has mismanaged all monies taken from tax payers. Do your job & not make us elderly & disabled to navigate a toll. Tolls will only make traffic Worse A toll is not the answer. Tolls are not needed. A toll is never tge answer, we do not need to end up like California. Your STOP STEALIN STEALING OREGONIANS MONEY TO SATISFY YOUR BUCKET LIST.	97015
With all of the recent tax and fee increases earmarked for roads specifically, I fail to see how a toll is necessary to pay for this project. I am also very concerned this will put an undue strain on the historic Oregon City bridge, not to mention the surrounding side streets.	97045
	97068
	97267
I am absolutely opposed to any tolls on public roads and bridges. As taxpayers we are entitled to use public roads and right of ways without the added expense of tolls.	97006
No tolls, wisely you the gas tax and other taxes already in place. If we have only one way to get to work why are we going to be punished with extra costs? I live in Gladstone and work in Tualatin.	97027
No Toll!!! Period. As a West Linn resident who travels I-205 daily, this would cause a financial burden on our family. This is a bad idea that should be stopped. Find funding elsewhere.	97068
What about the water line that has to be moved in the river? You are pushing for West Linn to pay for this. It is an absolute ridiculous and irresponsible decision. If ODOT wants these tolls so badly (NOT local citizens), then include this in the budget. You are forcing tolls down our throats, don't force West Linn residents to foot the water pipe bill as well!!!	97068
	97070
We need to improve I 205 Users should shoulder the bulk of improvements and ongoing maintenance cost We need to charge a toll on I 205, Most other progressive states have toll roads, it is time for Oregon to do the same.	97045
	97089
	97045
I think if you toll I-205 in this area, folks will avoid paying the toll by taking back roads and cross the river using the old OC bridge. This will create a traffic nightmare! And to put in tolls under the "guise" that it's going to ease congestion is an absolute JOKE! I come from Florida where there are a lot of tolls and it just makes more congestion-not less. Tolls do not stop people from driving-they just take alternate routes. I realize that my input means nothing and this toll is going in regardless. You guys have already made up your minds to impose a new form of financial rape in this state, so why ask the citizens what they think. Our opinions mean nothing-otherwise you would have put it on a ballot so we could actually vote on it. But that didn't happen and tolls are coming no matter what we think. This actually gave me my laugh of the day. To think we (the local citizens) are so stupid we can't see right through your charade of caring about our thoughts/concerns.	97068
	97267

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
	97045
tolls are a great way to shove traffic into the neighborhoods . ODOT wastes tons of money on stupid stuff and you want more money that's a joke. their long range planning is so horrible that by the time 205 is improved it will already be undersized. NO TOLLS USE THE MONEY YOU HAVE BETTER , and get some engineers that can see past the end of their noises!!!!	97045
	97045
The only plan that I would support is the no toll option. As someone who lives in this area and has to use these roadways to get across the river, the only thing I see tolls doing is causing more cars onto the neighbor roads and the already over used Oregon City West Linn bridge. If you must put in place a toll, please consider a toll lane instead of all of the lanes being charged. This way the ones who can afford to pay for a easier commute will. For those of us who a daily toll will be a finical hardship, we will have to just wait it out in the more crowded lanes. Putting tolls into place crates a has vs has not situation.	97068
Stop the tolling.	97045
I strongly support the I-205 Tolling plan. Steve Hash	97203
NO TOLLS! Government needs to learn to spend only what the taxpayer votes to pay! Government waste needs to stop!	97267
This toll is more than just money for a road, this will essentially be a toll on my life. I live in the Redland part of Oregon City, for me to access my education at PSU, my teenager's education at MAA, my work, my social life, my cultural life, my life as an artist. I grew up in Redland and now I'm 38 - there is no way around this toll. If it must happen please make it affordable for people that are just trying to survive. We are not coming from California, I think about how hard it is for locals to just compete, when I was in my early 20's I could afford rent, my teenager has been priced out. Now we need to pay a toll just to do anything. This feels like you are targeting people like me to pay for the whole highway while others , in other areas don't have this burden.	97945
Please don't implement toll ways in Oregon City area. We are already struggling. Many of us have to use the highway to get to and from work every day. We can't afford additional fees!!! Our taxes should be enough to pay for your projects - you just need to be more responsible with our money.	97045
Why do you not use Lottery funds for roads? This is not the way to fund roads. It is not balanced. Lottery dollars are there. Use 80% to do improvement and 20% for all the other projects.	97045
We badly need the additional lanes, and the sooner the better.	97045
No to tolls. All this will do, if implemented, is to drive traffic onto surface streets already adding to that congestion.	
Put the toll in place. If it does not alleviate the traffic issues, it will at least bring in revenue for road improvements.	97119
	97116



After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I don't like toll roads. Charging a toll before the project is complete seem like paying for a service that doesn't exist. So while the road is under construction and causing more congestion people will be paying a toll.	97119
I hate toll roads, this will push traffic to find alternate routes and in my opinion negatively impact the free movement of people this country is known for. If you want more money add to the gas tax, the burden is shared uniformly at least a little more uniformly. There should not be a targeted segment that have to unduly bear the burden of this cost just because their livelihood takes them through the wrong area. Provide more commuter options but stop looking for more ways to slice us up when we are already dying by a thousand cuts. Make no truck zones or dedicated truck only lanes to ease their routes while mitigating their presence in some areas. Already there are trucks getting stuck on roads they should not be on in order to get around congestion, I imagine a toll road would not make that situation better.	97117
I am not a fan of tolls to act as a punitive measure in order to change behavior; I do not support them. I would support tolls to pay off the debt of specific new infrastructure construction.	97078
	97068
	97045
Instead of tolling the freeways paid by taxpayers and gas taxes, Metro should stop wasting our funds on feel good projects and focus on core transpiration. Stop wasting money on bike lane related efforts. Perhaps sell some of the land that has been hoarded by Metro to fund project which should be core & basic to their mission	97124
Seems like a good idea.	97078
	97068
No Tolls!!!!!!!!!!!!!!!!!!!!!!	97070
Using tolling to fund the car-oriented project will only seek more driving from users. Tolling should be used ONLY as a tool to accurately price driving for the damage it causes to the environment and the health of our neighbors who live next to the freeways. Use congestion pricing revenue to maintain our roadways and invest in multi-modal transit improvements as alternatives to driving. Do not use tolling to fund freeway expansions otherwise Metro and ODOT's leaders will go down in history as arsonists in the face of the climate emergency we are in. You need to stand up to the challenges of today and you CANNOT do that using the tools of the 1960s. Congestion price or nothing, period.	97212
Do NOT WANT TOLL.	97068

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
Quite frankly there should be no tolls. funding should come from other sources that would further spread the costs as local residents will pay an unfair higher burden. Even residents that personally do not use the 205 corridor would benefit from the changes and seismic upgrades but would not pay any of the cost. A better option would be to build a new road just south of the Boon bridge and have it join 205 past Oregon City. This would result in upgraded structures that would withstand the "big one" and at the same time substantially reduce current congestion issues. Any toll that is applied should be used only for 205 and not for other projects. Any toll that is applied should have a SUNSET clause that would eliminate the toll once the project is paid for and not be used as a general funding source. This method has been applied to the I-5 bridge and Astoria bridge and others.	97068
Yes I have a comment NO TOLLS ON 205!!!! Side roads are busy already and will get busier. Don't punish the citizens for the way odot and metro has spent our money. Tolls never work and will create more headache for the people that have to live near them.	97045
	97045
Do not do this. Stop wasting money elsewhere. This will cause most congestion elsewhere. This is a terrible idea. No one wants this.	97267
I would be willing to pay this toll.	97229
	97140
Tolling will result in diverting motor vehicle traffic to local roads. It will not reduce greenhouse gas emissions unless the tolling revenue can be used to make alternative transportation more feasible for people throughout the region. I do not support tolling I-205 or any other roadway unless the Oregon constitution is changed to allow tolling revenue to be used to encourage people to walk, bike and most importantly, improve transit to meet our daily needs.	97219
Yes. The community has continually given feedback strongly against tolling I205, and is ignored every time. These surveys ignore that, and instead ask HOW we would like to be tolled. We have many many transit and other taxes, but are now being told that that money is not sufficient for highway management. Furthermore, I205 is used primarily by commuters trying to support their families. A toll on the road will be an additional expense that they cannot bear. I strongly oppose all tolling on I205 in any form	97045
Concerned for the surrounding neighborhoods and the Oregon City arch bridge as the only other alternative to crossing the River. A terribly narrow 2 lane bridge that navigates onto main st with narrow alleys and one way streets. This is what everyone will do to avoid paying a toll. Clog up everywhere else that has limited access already. Also, do you expect locals to be tolled several times a day just for their everyday activities? This is a huge daily cost for people that live in these areas that are going to be tolled. I don't think locals should be tolled as long as they live in a certain radius from the tolls.	97045

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
NO TOLLS! This will impact those who live in Oregon City and West Linn unfairly. The only other option to cross the Willamette is the old Arch Bridge. How much will traffic increase on the Arch Bridge for those trying to avoid the tolls? It will be a traffic nightmare! It's already really bad and this will only make it worse. Residents of West Linn have to use a bridge because shopping in West Linn is very limited and they need to cross the bridge to get most anywhere. I understand this will also fund other projects beyond the I-205 bridge. Why must the citizens of West Linn and Oregon City foot this bill? NO TOLLS!	97045
	97070
Please make it rush hour only 3 ish hours in the morning and 3 more in the evening.	97086
Tolls are a regressive tax! No tolls! Tax th rich!	97015
I can't even begin to imagine the traffic on 99E through Canby to Oregon City or Oregon City to Canby to avoid the tolling. It is already over burdened with traffic. And we already pay enough in taxes to cover the roads if the money was managed properly. As a senior citizen on a fixed income I can't afford to pay anymore. How are working families commuting to work going to be able to afford this?	97013
Proceed with tolls but also make improvements, change (reduce) speed limits and add enforcement on surface streets that could see additional traffic associated with toll avoidance.	97123
	97017
"National" Environmental Policy Act....as in, federally fund this if it is necessary. Rural residents and low income residents-who MUST commute- will bear the brunt of this. Tolls do not make sense, and will only push more vehicles onto side streets and rural roads. It is a terrible idea. No tolls.	97017
	97068
This plan is a mess. It is a regressive tax on low wage workers. It pushes the burden of heavy through traffic onto the local neighborhoods, ruining tranquility, accessibility, quality of life, adding pollution and degrading local roads with increased traffic.	97068
My impression after looking at the plan is one of confusion. My impression has been regional investment in the transportation system has focused on light rail with huge sums invested with minimal returns. The terms used in the "plan" such as 'equity' and air quality make me think the focus is not on realistic improvements but on other agendas. Tolls based on 'equity' is another way to hide taxation. I am in favor of investing in transportation but not in alternative taxation hidden as a toll.	97068
I am very much against tolling on our roads. I am very concerned as a resident in the area that it will cause increased traffic in residential areas and local roads. I also think that tolls disproportionately affect people of lower income. And the whole system of running the tolls is a confusing and onerous process on everyone, not to mention an additional governmental system that has ongoing costs to run and maintain.	97062

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I am in favor of the toll approach to financing these improvements. The people who use this road most should pay most for the improvements, not people in Pendleton, Klamath Falls and Coos Bay. Years ago, I lived in Wilsonville and worked at Camp Withycombe. Every day I would see traffic backed up with people traveling in the opposite direction. The crux of the problem is that only one-third of the people who live in Clackams County work in the same county. If we insist on living so far from work, we should pay for the cost of the roads to get there. Either that or take mass transit.	97070
I think the tolling is a bad idea. Nowhere within the document could I find what the toll cost would be per drive and there is nothing that states that costs will not exceedingly rise over time. The project cost is \$27 million and just to break even will take a little time. Oregonians are already charged for everything and taxed for everything and this is just adding expense and burden to all residents and businesses, not just underserved groups. If nothing else it will force drivers off the main road or look for alternative routes. It will not solve the problem or combat climate change unless a massive swell of cars are reduced which I do not see happening. My other issue is that there is no guarantee that the money is actually going to get used for improvement projects despite that is what it says. Saying and doing are two different things and given that we already have gas taxes et al to pay for road projects and improvements and there never seems to be enough money I do not see this will be any different.	97007
This is nuts.. Projects like this, that impact so many people daily, should be voted on by all in the tri-county area. I fear this is the first of many more tolls/"user taxes" for funding metro area "improvements" that should be funded with current federal/state/local taxes and fuel taxes the public is already being accessed.	97281
This would push traffic off the highway and onto surface streets making getting around West Linn and Oregon City already harder than what it is. This project does not improve traffic , only makes it worse.	97038
	97305
I'm completely against tolls, this will impact my family drastically as we drive on 205 along Stafford and 213 everyday for work. Too much of an added financial impact especially with covid.	97070
I vehemently disagree with any tolling in the Portland metro area. There are only two large thoroughfares in Portland, I-5 and I-205. There is already significant traffic on both of these thoroughfares and a Toll would cause even great traffic constraints. Not only that, but to Toll for an existing road is ludicrous.. sure add a toll lane that takes you straight though, but to toll for a road that is been in existence for longer than I have been alive is ludicrous. ODOT has consistently and without failed bungled some of the biggest projects in the Portland area and this will add to the list. They are marred by mismanagement and terrible decisions making. Not only that, but of course when dollar signs start flashing, Metro of course needs to get their sticky fingers involved as well. A ludicrous plan by a ludicrous organization.. that's what this should be called. Also, what a farce it is to ask about my race or ethnicity.. or age, or gender, or income status.. what, am I going to pay more because I can afford it? But if your houseless you'll just be able to use the highway with no repercussions. Right? This issues transcends that and it shows just how out of touch you all are when it comes to what the people want.	97070

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
NO TOLLS! Not Now, Not ever! Spend tax payers money wisely and work with the budget like the rest of us have to.	97086
I am against the I-205 Toll project for the following reasons: 1. The pandemic has caused so much hardship for small businesses. Adding a toll to these businesses whom rely on drivers for their business would add an additional hardship. 2. Local people will use alternate routes to avoid tolls, thus increasing traffic, accidents, potential deaths to neighborhoods. 3. Bidens infrastructure bill would assumably reach Oregon. Use THAT money for I 205 improvements. 4. Reallocate lottery money for I 205 improvements 5. Inflation is happening. Gas prices, food prices, and taxes as increasing. As consumers and Oregonians, we can't continue to afford an extra dollar for this, extra money for that. It adds up. Thank you for your time, Lisa Scribner	97089
What happens to all of the monies allocated to ODOT? Very little new road construction goes on to help alleviate traffic. Why can't that be used to maintain the very little roads that we have? This is another ill defined tax. There is no finite period to the toll, nor boundaries to where the monies go. Statement like "Revenue generated by tolls could help pay for" and "sustainable funding" should worry the report's readers. Once these projects are done, then what? Sadly, I expect that some other cause unrelated to roads and congestion ("Investments to Advance Equity") will be identified and unlike the Astoria-Megler Bridge, the tolls will continue until no one can afford to commute to work or travel through our beautiful state. Like most of new sources of revenue a large portion will be absorbed/lost to administration. We have a system in place with vehicle registration and fuel tax in place, why create something new?	97008
No tolls! Department of transportation, as well as other state agencies, waste enough money on other things that are not necessary. I'm gonna give you one example, all the money that was wasted on repeated environmental impact studies and other studies for the interstate bridge replacement, that never happened never gonna happen, because they just keep spending money and it's not building a bridge. I see the same thing on 205, look at all the money that was spent on a Westside bypass equivalent, that never happened. money got used on other things, but never what it was supposed to. So why would this be any different. So again no tolls! they don't work in others places, why would they work here? just another source of income for the state to waste. I'm a native Oregonian born in Portland. the state is gone totally backwards since 1988.	97003
Do NOT toll I-205. Oregon already has excess tax revenues and simply mis-manages the money. Just manage the tax dollars you have now and do not raise taxes on us citizens. Life is already expensive enough with housing, gas and food prices climbing and now you want to charge us for a road our tax dollars built? No. You should be ashamed of yourselves for even suggesting this toll. You will hurt BIPOC people like me who barely can afford housing. You will create more homelessness with your toll.	97140
No toll please. Locals, seniors, low income, everyone who works and drives in this area will be adversely effected.	97034
I will be going around the tolls and clogging up neighborhood roads.	97070

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
A toll sounds terrible but the improvements (more lanes, sound walls and the roundabout) look like logical solutions. Will this toll every go away? Is it intended to fund over 5 years to get what the legislature passed (without plans for funding) in 2017? Very shortsighted if so. I have big concerns about traffic taken the back roads (through my neighborhood of Stafford Road/Mountain Road) to avoid the tolls. Too much congestion ALREADY. And speed has killed many on our windy roads in the last couple of years.	97068
Any toll imposed should be determined by a tri-county vote.	97140
	97015
	97086
This whole thing is ridiculous. I am so glad we will be leaving this state soon. The traffic on Borland and other back roads will increase. You should have build more lanes years ago instead of wasting all of that money on light rail that is not flexible and is not highly utilized. Utter disgust is what I feel about this project. It has been pushed through without proper input from the public and you keep asking ridiculous equity questions instead of anything of substance. I think this project is being run by a bunch of woke idiots. We the taxpayers are tired of funding your incompetence and waste. Traffic will likely not be an issue in the future due to the mass exodus of people from this state. Good riddance Oregon.	
I do not support the tolling project.	97015
There doesn't seem to be any additional plan for public transit within the project scope. Has there been any study to determine if an extension of the Max along the I-205 corridor would benefit from parallel construction with the I-205 toll project?	97027
I won't ever pay a toll. I'll be on the local streets, taking short-cuts through residential neighborhoods before I pay a toll.	97045
This would be a hardship to my single mom household. I have to use that route and I already live paycheck to paycheck. Taxes are already high in this state. This is one more challenge I do not need to face. In addition, I live in an area where people would be using to avoid the tolls. With more congestion, it doesn't make sense to the locals. I would assume none of you live in that area area or else you would vote against it.	97013
We pay some of the highest gas taxes in the nation and ODOT has not used our money wisely. If they can't figure out how to update our roads and highways with the money they get, it's time to clean house starting at the top and find people who can.	97013
I already pay too many taxes on my car, gas, income, home, and now the solution is to set up a tolling system? Seems like another mismanagement of tax payer dollars needing a bailout. \$57M for ADA ramps?	97013

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
<p>Although the I-205 Project (the Project) to widen and toll between Abernathy Bridge and Stafford Road predates Oregon Executive Order 20-4 (the EO), the imperatives of Climate Change dictate that the Project at least meet the spirit of the EO. The Project must facilitate reduction of Greenhouse Gas (GHG) emissions per EO. The Project documents I have found to review do not make it clear that it does. I have a few starter questions. 1. How does the Project - with its expansion of freeway lanes - fit with the goals and plans of the Oregon Statewide Transportation Strategy - A 2050 Vision for Greenhouse Gas Emissions Reduction and the Every Mile Counts program, which (in part) implements the STS through reducing vehicle miles traveled? 2. Has ODOT worked with the Department of Land Conservation and Development as required by the EO to examine land use changes that might reduce the congestion currently experienced in the corridor? Such examination could start with analysis of current origin-destination data from which transport, commute, and other transportation needs can be pretty accurately derived and then used to recast congestion-reducing strategies for evaluation. I have not yet discovered records of such origin-destination data or analysis on it.. 3. I understand from the FAQ page for the Project, toll rates have not been set. How are the toll rates to be set? Is there some guarantee the tolls will cover highway expansion? I look for further studies of the various factors and elasticities for tolling, and the rationales used to derive them. By the way, the literature suggests that a project is considered "fair" only if the perceived values of giveaways (less congestion) are more than twice the takeaways (tolls) 4. It appears that ODOT's strategy for making tolls acceptable is to link it with capacity expansion to guarantee that congestion could be reduced, but with no objective in reduction of vehicle miles traveled. It seems that the Project could lead to increased vehicle miles traveled. For congruence with the EO, it appears that GHG reduction must be derived from conversion to electric vehicles. If this is so, providing energy (and perhaps electrified vehicles) seems to be a requirement for the Project, and therefore that the cost for providing the energy (and vehicles) must be part of the Project. This would be similar to providing rolling stock for transit service. I have found no evidence of that in the Project documents.</p>	97035
<p>Don't inflict tolls at all. Property taxes are through the roof. Tolls are NEVER lifted once imposed. I cannot live with that extra burden. With both highways being tolled, all backroads will be clogged. Willamette Falls is already the 3rd lane to 205. All surface streets will grind to a halt. The construction will divert traffic enough. Tolls will exacerbate it to an extreme. NO TOLLS!!!!!!</p>	97068
<p>Hello, As a West Linn resident, I have major concerns: 1. Currently, the side roads are already busy off 205 are already busy during rush hour or when there is an accident. These two-lane roads are not equipped for additional spillover traffic, especially during the winter months when visibility is low. 2. As a West Linn resident, my options are either (1) drive side roads to avoid a toll or (2) be tolled every time I get on the freeway. I'm curious if city residents unfairly impacted by the tolls will see any special relief?</p>	97068
<p>Side streets and neighborhood roads will become over crowded</p>	97068

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<p>I'm 23, disabled and a resident of Clackamas County. I scanned through the RTP amendment (didn't have time to read everything in depth since there's so much) - I was wondering if there's a break down of what the toll revenue will be spent on? From my understanding so far from following this project, toll revenue will be spent on paying off the freeway expansion. I am in full support of making the bridge seismically safe, but I don't understand why we're still looking to adding lanes as being the answer to congestion when we know that through induced demand there'll come a day when 3 lanes isn't enough, and then 4, and so on. And so far I haven't heard any substantial promises about toll revenue going towards transit, bike, ped infrastructure. If we really want to mitigate congestion and greenhouse gas emissions, we need to prioritize getting people out of single occupancy vehicles. I understand that this project does include some of that which I appreciate, but it's not enough. Why would we spend millions on adding lanes before first trying congestion pricing to see how it impacts congestion? And I don't mean variable toll pricing - I mean not charging people at all when there's not traffic and only charging them during peak hours. And I'd want to see congestion pricing go towards deep investments in transit, bike, and ped infrastructure - not just including those things as an afterthought or requirement in order to add more lanes. And why would we spend millions on adding lanes before first actually investing in transit, bike, ped infrastructure that make those things a feasible option for Clackamas County commuters? Clackamas County is a transit desert. Right now most people, including me, have no choice but to drive wherever they need to go. As a disabled person it's incredibly frustrating to be told there isn't money for rural public transit but then be told that adding lanes to the freeway is somehow transportation justice. Reducing congestion incentivizes driving. I'm not at all opposed to reducing congestion, but adding lanes is the old way of doing things and it has been shown time and time again that it doesn't fix any of the problems we're trying to solve in the long run, therefore being a complete waste of money. I know this project is going to happen whether I like it or not. I just can't stop thinking about how the Iowa DOT had issues with freeway congestion on one of their main corridors so they decided to implement a commuter bus instead of adding lanes and they ended up exceeding ridership projections, reducing congestion, and operating underbudget. We need intercity transit. We need rural public transit. We need sidewalks and protected bike lanes. We don't need more room for cars on the road. If anyone with decision-making power truly cared about reducing congestion and supporting climate and transportation justice they wouldn't support adding lanes to freeways - especially in a county severely lacking public transit, and especially in a county that is continually hard hit by climate disasters. I'm happy to talk more to anyone about this project and my experience with the transportation system.</p>	97009
<p>I have post this plan. This puts an extreme burden on those living in the local community who need to commute to some of the regional areas of commerce semi-regularly. Major secondary routes, like Highway 43, already suffering from congestion and additional people taking those routes to avoid a toll only make it worse. It will disproportionately burden those living in the Oregon City and West Linn area specifically, as well as the broader region.</p>	97045



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<p>First of all, the 121 pages is too much for any lay person to read, full of jargon and convoluted ideas that a citizen can't understand it all. Is there a summary of what's really going on? Second, an indie burden is placed on the citizens of West Linn who have to use the he 205 just to get across the river. We would have to pay the toll every time we want to drive almost anywhere. Thirdly, tolls do not mitigate or lessen traffic in any way. If it doesn't cause slowing, it will increase the traffic on the side and city streets in West Linn and Oregon City which are already at capacity. Have you tried crossing Arch Bridge during high traffic? Now it will be worse with a toll. No one who proposed this toll lives on this area. The toll should be in an area where it will not affect so many residents. Or better, no toll at all.</p>	97068
<p>A toll will simply increase the traffic through West Linn and Oregon City to avoid it. Bad idea.</p>	97068
	97068
<p>I feel this will 1) put significant amounts of traffic on local West Linn streets by non-residents attempting to avoid the tolls and 2) feel this is too targeted - should this be a larger thought-out toll policy for the entire metro area. Perhaps start with the WA border bridges?</p>	97068
<p>I am wondering if the newly passed infrastructure bill and hopefully the Build Back Better plan (if passed) will provided more funding for this project. I am concerned and discouraged by the short-sightedness of past construction that this "bottle neck" occurred in the first place! I believe minimal tolling with a very distinct end point should be considered. We don't need endless tolling for organizations that created this mess in the first place. Robin Smith West Linn</p>	97068
<p>It's a terrible idea. All traffic will reroute through the cities to avoid the tolls. You will destroy the cities and cause a traffic nightmare.</p>	97044
<p>This toll project is simply another tax on Oregonians. It will adversely impact the poor and disadvantaged and result in diversion traffic to alternate routes, causing congestion on other roads.</p>	97007
<p>I do not agree that this should be done.</p>	97045
<p>A toll is not the answer. The side streets are going to be a nightmare. This is unfair to those of us that use this road regularly. We have a right to the same quality of roads as all the other tax payers in Oregon without being charged extra. I'm very unhappy this is happening. There are already so very many road taxes, fuel taxes, DMV fees, property taxes! Surely all of these already gathered monies can be better managed to fund this. I know for a fact city workers are told "Now don't go being a hero and making us all look bad by working harder. We do things slow around here."</p>	97004
<p>The tolls as planned out an unfair and extra burden on the very local community, even though the burden comes from travel outside the immediate Oregon City/ West Linn area. If tolls are used they should be placed farther out so that local traffic staying within the local area doesn't just clog up the old Oregon City bridge.</p>	97004
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	97004

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I think it's really lousy that your supporting HDR and ODOT to bully tenants that rent slips at Sportcraft Marina! They are tossing us out regardless of pre paid leases offering pennies on the dollar for us to get out, or not except and get out anyway. They still have not settled with me. It's very unamerican to squash legal leases and bully residents! I am against this project especially regarding the way they treat residents. I vote against it!	97045
If the abundance of taxes and fees already allocated to the department and the state were properly managed, you wouldn't have to add yet another expense in an already crippling economy. Having worked in the industry for a number of years and also many years in lean manufacturing, I can tell you it wouldnt take very long at all to make a few minimal cuts and be able to fund the project without any issues. I highly recommend actually talking to real working class people and taking their comments seriously. You are taxing more and more people out of the area and pretty soon itll just be another detroit.	97004
	97004
No Toll 😞 My husband at the age of 71 is still working in Tigard. He travels 205 twice a day. In past articles we have read the suggested toll would be \$7.50 😞. You do the math: \$7.50 X 5 = \$37.50 a week \$37.50 X 4 = \$150.00 a month That's just his work month. Ad in all the other trips I make on various days !!!!!!! Ridiculous!!!!!! All it will do is cause more congestion on Hwy 43 and downtown OC, which is horrible as it is. Just another money grab from people struggling to provide for their families.	97045
No Tolls	97038
Honestly, can you explain where the money goes that you already extract from us?	97042
We are on a Social Security fixed income. All our pension goes to medical insurance.	97045
This toll is unnecessary and punitive to people who live in the area.	97068
Please tell me who thinks this is a good idea besides our legislators? Find a way to cut budgets, stop putting in light rail& spend the dollars where they were appropriated.	97068
I do not see anywhere in this document how ODOT will address diversion traffic. In the West Linn, Oregon City area. This diversion will cause even longer ques ques than we are experiencing now. Diversion, will cause substantially greater air pollution caused by vehicles cuing up for miles, as drivers cross the river. What is your plan? Wait and see is not an answer.	97068
I am concerned that setting up a toll adversely affects those that are low income. Given that it would be required of all drivers crossing through that area, it is indiscriminate in who it charges. Low income folks in this area should not be punished because of poor state infrastructure. If the toll is pursued, it should be considered to have a set income amount below which Oregonians are exempt; some type of subsidized polling pass if you will. Businesses and those with higher incomes can afford to shoulder this burden, if indeed it is the only option for funding this project.	97045
As a 69 year old on SSN that lives in Oregon City I must say NO- unless toll only applies during the rush hours (6-9am & 3-7pm) this is unfair to surrounding city residents.	97045
No Tolls. I pay enough for roads, gas tax, license and tittle. Stop using highway funds for mass transit and fix the roads.	97224

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Tolling on Oregon roads should NEVER be allowed. This idea obviously came from someone new to Oregon and should never have been chosen as a funding source. I will NEVER use a toll road in Oregon and I promise to detour through city streets no matter how bad that makes their traffic or delays my trip.	97224
Tolls are but a zero sum game. They don't generate any value, just selectively take from motorists. Even worse, they are negative-sum game, as in: we are worse off than if you just created another tax. You already tax a lot on gas. You also levy huge fees on registration. Where do those funds go? I would like to see accountability. As a matter of fact I would like Oregon DOT to undergo full audit before raising any more funds. The more people pay, the more gets squandered. First audit, then we discuss what to do	97068
	97068
We don't have tolls on any other roads in Oregon. It is another tax on the people that live in the area. It's a terrible idea!	97068
I am very concerned about traffic diversion into the surrounding neighborhood streets. I'm perplexed as to why this stretch of I205 was selected rather than a more built up, urban area with just as much, if not more traffic. No one has explained why this location is a better option for revenue generation and emissions mitigation than say, the Glenn Jackson Bridge or I205 between Damascus and Killingworth. Please share your reasoning. I also have concerns about the honesty of the communications around this project. Some sources say tolling is a done deal while others are saying it's not. Please be consistent and honest with your messaging.	97045
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	97089
This project sounds long and arduous and way too expensive for the people who will have to pay for it. Yes, the traffic is bad along the corridor, but if my taxes go much higher, it will seriously impact my life and I don't want to pay for it.	97045
I am totally against any toll for those areas. I live In West Linn near downtown Willamette. These tolls will largely affect the backroads and neighborhoods such as Borland and Willamette. I am hoping there are other options to address the cost of improving I 205 before a toll is out in place.	97068
I absolutely disagree with this plan - the congestion on Borland Rd/willamette Falls drive is really bad in the late afternoon, and there is only one road - no other alternatives. People will get off 205 in order to avoid the toll, which means they will get off at Stafford and clog up Willamette Falls even more than it already is. With a new school/sports fields going in near the bridge on Willamette Falls the congestion will only increase. This is so unfair to people living in the Willamette area. Rather than alleviate congestion, it will only increase it.	97068
This is unfair to the locals. If this tilling takes place, all of the backroads to Canby, Wilsonville, molalla, will all grow congestion. This is not what the community wants. This is disheartening that you are not seeking public opinion.	97045
As in California it will not relieve congestion, but send some traffic around to local areas	97068

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Toll the whole length of I-205. This short length will cause local traffic issues with people avoiding the tolls.	97068
I think it's pretty obvious none of the people want this toll to begin with. Every discussion, post, or comment I see about it is nothing but people saying how against it they are. Maybe you should actually start listening to the public instead of creating pointless surveys you're not even going to take into consideration, since you haven't listened yet. We already pay enough for road stuff through our taxes and vehicle related fees, stop taking our hard earned money from us, most of us can barely survive as it is already. Just stop. You're not even creating a solution, people will find alternate routes to avoid the tolls and it will just wildly drive up congestion everywhere else. Can you imagine how fast those toll fees are going to add up for people who have to travel that stretch every day for work or for regular life because they live in that area? Can you imagine what kind of strain that is going to put on already struggling households?	97045
	97045
	97045
I hope the Committee will pay attention to the issue of connectivity of our neighborhoods. I live in West Linn and often cross the bridge to get to Oregon City where I have appointments, mechanics, health care, dentist and shopping. I know that I can access Oregon City by crossing the one lane each way Oregon City Bridge that funnels through Downtown Oregon City that does not have the capacity to handle increased traffic. Drive the route and see that there are two streets in the downtown area - each one way. The northern route that is basically an old alley way that is definitely not set up for increased traffic. Has there been any consideration to creating a traffic lane on the Abernathy Bridge that would allow entrance and exit at both ends so West Linn residents (and Gladstone/Oregon City) could stay connected to nearby neighborhoods without having to pay a fee? If that is not possible, could there be a "reader sticker" provided to local residents that would allow travel across the Abernathy Bridge only? I think Connectivity to nearby neighborhoods is very important. We do not have a choice of taking "side roads" to get to our nearby neighborhoods because we have to cross the river. If we don't cross the river at Abernathy, our next closest access to a bridge is to drive 12 miles to the Sellwood Bridge; which seems a ridiculous waste of time and gasoline.	97068
	97068
Dont do it...we are taxed out	97267
These tolls will adversely affect adjacent neighborhoods, affecting our safe access to moving thoroughfares, unfairly impacting local families, and causing home prices to drop. Please don't fund any infrastructure improvements by these means. Oregonians have never wanted tolling, and we don't want it now.	97068
	97045
How are people supposed to deal with all the rapidly rising costs?	97045
I am against any plan to add toll lanes on I205 or I5. Any plan to place toll roads anyplace in oregon should be put to a state wide vote.	97042

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I support lane specific and time based tolling.	97229
Residents of the area should be exempt from tolls.	97068
Please don't do this. I suspect that this began with very good intentions. I truly understand the issues and goals of the toll plan, but please genuinely aim to hear folks telling you that this will be absolutely terrible for the communities most impacted. They may not be planning and transportation experts like you (and me, for what it is worth), but they are experts about their own communities and are not (all) just coming from a place of NIMBYism.	97045
I would like to say two things with respect to the I-205 tolling project: (1) voters never got the opportunity to vote on this historic change in raising revenue through tolls - this was unfair, unjust, and speaks volumes to the incompetence and greed by our elected officials who are supposed to work FOR the people - not AGAINST the people; (2) there has been no ZERO discussion on the length of time that a toll would be needed before obviously being removed from the roadway after the improvement project has been completed. I am ashamed of ODOT, Metro, and our elected politicians for pushing this project through without a fair vote on tolls. You claim to continually solicit feedback from the public but after seeing the widespread results of that tolling survey that was conducted in late 2020/early 2021, in which the public clearly stated "we don't want tolls in Oregon" you somehow think it still makes sense to pursue a tolling program on the major highways in this region. Why do you simply not listen to your voter base? The opinion on this revenue raising mechanism was strongly negative. You have mismanaged our roads for decades, all the while collecting millions in income tax revenue, higher DMV fees, emissions fees, gas taxes, and now, we are all being asked to shell out even more money to fund basic road improvements. This is not right. ODOT needs to look in the mirror and ask themselves why they do not listen to the voters, the very constituents they claim to represent. This whole process of going against the public is eye opening to many of my peers in Oregon. We are starting to catch on to your ways of avoiding the hard questions and discussions and your manipulative ways of pushing through significant revenue mechanisms without a vote for the people, by the people. And we all know why you won't put tolls on the ballot - because they wouldn't pass. And so shame on your department for being cowards. Put tolls on the general ballot - that is the most fair, just, and equitable way of determining whether this decision should be made.	97068
This will unfairly put the burden of cost on local families. Variable tolls will only hurt working class while wealthy wont feel the effects of high cost toll times. At a time where our dollar is worth less, taxes are coming at us from all directions its tone deaf to implement a toll on our community. At least add a local discount for surrounding families or free times to drive through the area. Or an alternate freeway at no cost to allow a choice.	97045
DO NOT TOLL the interstate. Tolls are revenue solutions with TOO MANY CONTINUING COSTS.	97062
	97045

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We live in WL and use that section of 205 occasionally. We are motorcyclists too. The folks that use this stretch daily are from Washington State. What are we talking about for costs per vehicle? We already pay close to \$8000.00 in our property taxes! And we are on a fixed income.	97068
Are you crazy. We haven't recovered from our shutdown. Not to mention the toll we all are taking from bad Biden and brown leadership Give me a break	97045
	97068
	97068
I see nothing that addresses the fact that certain communities are trapped by the tolling. In Oregon City, not only will the surface streets be overwhelmed with traffic, in order to leave our own town it will cost money. We will be stuck and there will be commuter traffic using our streets to circumvent the tolling.	97045
I DO NOT WANT THIS!!!!	97045
This is pathetic. Yet another example of taxing and spending without representation. Oregon has some of the highest taxes in the West, yet all you do is spend, spend, spend and then tell us we are paying more. Here's an idea for you, you might try it sometime. 1. Determine if there is a real need for funds generated by a toll. If you didn't have enough funds to finish a project, do what the rest of us do... SAVE YOUR FREAKING MONEY UNTIL YOU HAVE ENOUGH TO FINISH THE PROJECT!!! 2. QUIT with the out of control spending and do what the rest of us do... DON'T SPEND MORE THAN YOU MAKE!!! 3. If you are giving back huge money in kicker checks, YOU DO NOT HAVE CONTROL OF YOUR TAX STRUCTURE!!! 4. If you are so obsessed with a toll, do like your socialist tax monster friends up in Seattle do- Just do a TOLL LANE, not go after every single driver that happens to need to get to work... HOW DARE YOU toll someone who is working nights or part time when traffic is not at peak levels... 5. By the way, for how long is this stupid toll going to go on? What are you going to try go get for a toll? If memory serves, once you get your paws on our money you damn sure won't let go. What you are doing is rash and irresponsible. It is absolutely WRONG to keep saddling Oregonians with more and more, in addition to the grossly excessive fuel taxes (which is where these funds should be coming from), and just remember this... If you have been watching the news lately, people EVERYWHERE are getting sick and tired of this uncontrolled spending and additional taxation (yes folks, a TOLL is a TAX). Actions have consequences, especially with a midterm coming up. Remember what happened in Virginia last week... and quit pushing more asinine taxes and tolls on Oregonians. We are at the point where enough is way too freaking enough. QUIT TAKING OUR MONEY!!!	97027

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I believe these tolls unfairly impact the community of West Linn. We have no alternative ways to commute from here. There is basically one way in and one way out. Trimet bus service here is a joke. The bus rarely runs here and a very limited access area. Side roads will be used to avoid the tolls impacting our local neighborhoods. This can already be experienced when there is backup on the freeway now. The upcoming improvements to the freeway, already funded in my understanding, in the Stafford Road area should improve the traffic flow. These tolls are one more way the government wants to reach into our already stretched budgets. They need to learn how to live with in their own budget. I can't afford an extra \$100 or more a week toll to get to work and run errands.	97068
I do not support a toll! The citizens using these bridges are already having a hard time with inflation and gas prices. This will drive people and their taxes out of the city.	97023
Toll the i5 corridor through Portland, hwy 26 near the zoo or 217 at mall 205. This is going to make alternative routes even busier. The old Oregon city bridge already has enough traffic on it.	97045
I think this is a terrible idea. There are ample revenue sources already available to pay for improvements and maintenance. The problem is the management of those funds - presumably you guys. I will not pay a toll. I will alter my behavior to avoid any tolls, which means moving my traffic patterns off of that section of I-205 and into the surrounding communities.	97045
Yes the bridge needs to be updated to be ready for the Cascadia earthquake. NO there does not need to be an extra lane (more cars, more emissions, more congestion). Yes, there needs to be tolling to disincentive people from driving and encouraging another method of transportation or carpooling instead. It should not be merely for the purpose of profit.	97089 97232
We do not need more ways to bleed the Oregon people of their hard earned money! No tolls!	97045
NO TOLLS!	97045
Residents of Oregon City are unfairly disadvantaged by this. Many residents would be tolled daily just to get the few miles to work. Its nearly impossible to get around Oregon City without using 205. People should not have to pay to come and go from their homes. Why should the citizens be the ones to suffer here?	97045
	97068
	97068
In terms of equity and environment, I would suggest a strategy of aggressively planting trees (Douglas Fir if possible) in the more barren areas of ODOT's Right-of-way. When I-205 was built, it physically severed outer East Portland from the rest of the city. This area is now the most diverse area in the entire state... with the highest poverty, least tree canopy, worst air quality and the highest potential to do something profound. The Gateway Transit Center area is particularly barren and a massive planting there could help restart the vision of the Gateway Regional Center while dovetailing beautifully with the momentum building at Gateway Green bike park. This strategy would be highly visible, environmentally and equitably sound, help soften the blow of new tolls and be a huge PR win for ODOT.	97220

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I do not want this and it will cause me to find another route to avoid the toll. This will mean more congestion on surface streets and through neighborhoods.	97267
I strongly object to tolling. I don't like it in the states where I've traveled, and I don't want to see it happen here. With all of your surveys and information campaigns, why aren't the citizens who use the area the most called to vote on this huge change? This is just like when the citizens of Clackamas county voted down light rail with concerns about increasing crime and yet had it crammed down our throats by METRO with no ability to stop it. This will significantly impact the people who live near I 205 and the roads that people will use to bypass the toll roads. No one I know wants to see toll roads here. Why are you this far into the project with an already projected date to start requiring tolls and you haven't put it on the ballot to be voted on by the people who will be affected by it the most? Once again the politicians think they know what's good for the people and make their deals without a majority of the people supporting it. We live in the suburbs and use our cars, but we've paid for a pedestrian bridge, and lots of street changes to accommodate bikes, but the gas tax is supposed to cover road needs. It's just not being used correctly.	97267
good plan	97267
This is going to be a nightmare for the surrounding communities who are going to be bombarded with traffic trying to avoid the tolls. Also there is a huge low income housing development off holcomb with hundreds of low income families that simply can't afford extra fees. They will have to go out of their way to avoid the tolls further clogging up the side streets. This is a terrible idea for an already stressed community	97045-1249
There needs to be a better way to get funds. NO ONE wants a toll road which means avoiding it, leading to neighborhoods being heavily trafficked. I travel this road nearly every single day and the thought of having a toll just to get to work and back home is ridiculous. West Linn has been a great place to live, however, building new housing which invites more travel to West Linn, and then charging to get here? No thank you. Our elected officials should be able to come up with a better idea than this.	97068
We already pay taxes for roads. I don't see how this can be legal? All this is going to do is impact all roads and neighborhoods around the toll.	97045
I live in Bolton area near the I 205 intersection with Hwy 43 and the newly refurbished Arch bridge. I am against tolling 205. The Abernathy bridge is the main way to cross the Willamette River South of Portland. I don't want to have to pay a toll to cross the Willamette River. I am especially against removing vehicle traffic from the Arch bridge. It is the main access to downtown Oregon City and it would further destroy the businesses there. Please do not destroy the lives of those who live in West Linn and depend on the ability to cross the Willamette River.	97068



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Only that the increases in traffic side-roads by persons avoiding the tolls is a reality that ODOT needs to effectively deal with. This may mean tolling side-roads (good luck on that one) to bring this probable situation under control if undue congestion occurs on the side-roads. One possibility is "penalty tolling" which might cause toll-avoiders to have second thoughts. If drivers have a readable bar-code or some such on their vehicles, then sensors on the side-roads could pick them up and when they do use the tolled road (I-205) they pay more as a result of their side-road use. Of course, there are other approaches, but this is just one idea.	97068
Tolling is not an acceptable option.	97223
PLEASE- I am on a fixed income and Oregon is taxing me into poverty. NO tolls. My gas tax and expensive vehicle registrations pay for road maintenance-YOU must learn to live within these budgets, just as I must. notollnotollnotollnotoll	97267
No TOLLS! I use the route often and will drive around through the neighborhoods to avoid it every day moving forward if this this put in.	97045
Setting up tolls is a bad idea and I am strongly opposed.	97068
I think this is a terrible idea. The strain of congestion will just be diverted elsewhere in neighborhoods that can't handle the capacity. I'd much rather just add onto our local taxes instead of wasting revenue on a temporary toll program.	97068
	97068
Especially with more people working at home, I do not think the road widening element of this project makes sense and is an unsustainable use of limited public funds. I do support the quake resiliency element of the project.	97069
	97229
Why don't you supply a synopsis, do you really expect everyone to read 121 pages? Looks to me like this program was made to ensure that it penalized West Linn residents the most followed closely by Lake Oswego and Tualatin. Have you tried to drive on Borland Rd or Eck, Stafford or other bypass streets Now? Once this is implemented it will easily double to triple as people try to avoid not only the congestion but now the tolls as well. Too much bad, with nothing positive for the people that are going to be affected the most.	97068
Bad idea. Surface streets are already clogged badly. Find another way to raise the funds.	97068
No toll on I-205 as proposed. (1) Local residents who use the Abernathy Bridge to cross from West to East and vice versa daily will have an unfair share of the burden of the toll. (2) By tolling I-205 from Stafford to Abernathy, it means arterial streets will be overloaded by people trying to avoid the toll. This tolling idea is just BAD all the way around unless ODOT can find a way to only toll transient traffic on I-205 and not local residents.	97068
	97068
NO on the tolling idea. Quit wasting money on light rail and bike projects. Improve our freeways. No more light rail projects that are sucking our valuable transportation dollars away from practical, useful projects.	

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
Some of us have to travel on 205 daily for work. It's adding an additional financial burden for many that are already stretched thin. Some of us would take side streets or Hwy 43 to avoid this toll, adding additional back ups, pressure and wear on already clogged up roads. I do not support a toll.	97068
No one that lives anywhere near this project is in favor of tolls. It is no where near the most congested site in the Portland metro area. We get tired of hearing you want our opinion or that we just don't understand. It will hurt the people that live within this area more than anyone else. And the people that live near the 205 are bearing more of the physical costs of this than anyone else. We cannot go anywhere without crossing a bridge and more traffic will be diverted into our side roads. There is no way of stopping that. This isn't even a project anyone wants, but it is being forced upon us because it is what you want. If you are going to toll a freeway, do it the entire length of 205 so more people than us can be unhappy. I5 and 217 traffic is much worse and they've never been rolled to satisfy the state. All in all there is no upside for us.	97068
	97045
This plan is not fair or equitable. I wonder if it passes legal muster with the State. The corridor in question is a very important regional asset. It is used by most all of the Metro area as well as anyone traveling through Oregon or from south state to the airport. Making the residents of West Linn, Oregon City and Gladstone who need to cross this bridge frequently the ones to encounter this extra tax so frequently is wrong. It feels like blackmail! No grocery shopping unless you pay the tax! I am a West Linn resident. I support the project goals. But not these means. Will it lead to people overusing the Arch Bridge or overworking side roads to avoid yet another toll today? The impact of this must be spread out across the metro area to be equitable. I believe Metro and the State should add to or redirect Vehicle and Gas tax fees from the whole region to cover this rather than trapping Us Locals with this "Pay if you want to leave home or get back home" idea you seem stuck on.	97068
	97068
	97068
	97068
Tolling in this area with extremely limited side road alternatives is one of the worst ideas I've seen in the 30 years I've lived in the area. Tolling will, without doubt, push traffic onto already-congested side streets. Citizens of West Linn will bear the brunt of this ill-conceived plan and there is no way around it. It is beyond disappointing that this decision was (de facto) made before any public input was solicited. By the time public feedback was requested, the plan options were already decided - and neither of them included zero tolling in this area of I-205. Granting West Linn residents exemptions from the tolling would be one improvement to the plan. Large, multi-axle trucks cause the majority of road damage yet the citizens who rely on this portion of I-205 will bear the brunt of the tax burden if and when tolling is implemented. This is unacceptable.	98068
	97068
	97049
	97301

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I see no benefit to spending this money on adding tolls to I-205. This will only create more traffic in and around the city, and shifts the costs of maintaining this project onto the citizens of Portland. Why not create infrastructure that serves the citizens of Portland rather than regressively taxing them. For example, installing solar panels instead of tolls could provide the revenue sought by the tolls.	97233
We think this a bad idea. You want to put a toll road in when we already pay extra in gas tax and in vehicle registration. How do you expect people to be able to drive? Or is that the point, you make it so expensive that everyone starts taking mass transit? Oregon is becoming crazier all the time. We are very opposed to this. One is bad enough, but two on the same stretch of highway? This is a very bad plan.	97009
No tolls! This is going to ruin our city as everyone will re-route to side roads for travel. Neither West Linn nor Oregon City's streets can handle the capacity. I live right above one of those streets and the traffic noise below me will be horrendous. The traffic on my street will be horrible. Property values will plummet. We did not get to vote on this project. I live about 4 miles from my work and will have to pay tolls twice a day. This should be illegal without a vote.	97068
Just a couple of thoughts..... 1). Joe Biden's physical Infrastructure Legislation just passed in Congress. Shouldn't Oregon be receiving funds for improvements to bridges and highways and other infrastructure? 2). How will you collect tolls while the highway is being widened and the bridge is being retrofitted? Won't there be lane closures during construction? That will cause traffic back-ups on their own. That will limit the amount collected since fewer vehicles will be going through that area. 3). Also, people will be choosing to drive on the side streets through town to avoid paying tolls in the first place, therefore reducing the tolls collected. How will you know that you will collect enough to ever cover the cost of the project? 4). Taking into account questions 1, 2, and 3, this tolling system is uncalled for and should be halted. When this bill was passed in 2017, without the vote of the people, there was no idea that an Infrastructure Bill would be passed by Congress. That should again, put this tolling nightmare to rest.	97068
Please do not do this. Having grown up in the Chicago area and living with multiple toll roads in the region, this will not have the desired affect. This will not improve congestion. We live near the West Linn High school and I work in Clackamas. I work long and unpredictable hours and biking, walking or public transportation is not an option. The proposed toll site at the 43 - 205 interchange will impact us, and many people in the area, numerous times a day. This will mean the local community pays heavily for the regional transportation rather than spreading out the cost. It would be much better if financing was found elsewhere even if it was an increase in taxes, vehicle fee, or anything else!	97068
Putting a toll on I-205 is a huge mistake, do not do this. Do not turn a deaf ear to those with valid reasons as to why this should not be done.	97068

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
It appears that the project, particularly the tolls, will put an undue financial and mobility burden on seniors in the West Linn area. The certain increased traffic on already over stressed local roads will limit access to medical care facilities and food sources and the increased local traffic poses greater danger to pedestrians and bicycle traffic and will force many seniors to limit their mobility.	97068
The I-205 tolling project will place an unreasonable financial burden on the people who live in West Linn. They will have to pay a toll on every day transactions - going to the market, visiting a doctor, going to the gym. It is discriminatory and unfair.	97068
DO NOT TOLL ANY EXISTING OREGON HIGHWAY/ROADWAY.	97267
Not at this time.	97068
	97015
	97222
all freeways should be toll roads as well as interstate bridges.	97222
	97045
No tolls. We pay enough in taxes. Tolls is another form of taxation (instead of by income, it's by usage), which probably impacts the people that can't afford these additional taxes, the most.	97068
	97267
This will negatively local residents and is a poor tax. Congestion will increase heavily on side roads. Why don't you use the tax funds you already have instead of nickel and diming people who have already had a rough past couple years due to the pandemic, historical weather events, and economic issues?	97045
The state already collects enough money to pay for road maintenance and improvements with taxes already in place but spends these funds on non road issues and wasteful projects	97068
Just another outrageous fee imposed on already tax paying citizens for an unnecessary project. Work should have been done during all the prior years the construction had been going on. Quit wasting our money. Live within your budget.	97222
This is a terrible idea that will only push traffic into neighborhoods and backroads (even more than they already do)	97045
	97068
While tolling is a fair way to raise a portion of funds for maintenance and seismic upgrades from those who use the highway most, expanding the highway infrastructure to more traffic lanes would need to be a deeper discussion which includes topics such as climate change. Otherwise, unfortunately all aspects of this project may be disagreeable.	97218
	97218
Yes, we the people would like a detailed spending of the money Portland spends that comes in from our gas tax.	97267
No tolls!	97222

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
This is a horrible idea. It will not reduce congestion as is so often stated, nor is it equitable. People who don't want to /can't afford to pay the toll will be diverted to side streets that go through neighborhoods or will completely clog arterial streets used by neighbors. The congestion will just move to other locations. As far as equity is concerned, how is it equitable to toll one area of I205 that will impact citizens of one part of Oregon far more than any other? Why should people be asked to pay for something they already paid for? Why did the improvement plan get shoved under the rug and get replaced with tolling? This smells of something rotten in the state of Oregon...with ODOT and Metro so in the red with their transportation projects that didn't work, that they need a revenue source and fast! We'll see whether you are really listening to anything...or whether you just continue to push an agenda you KNOW the citizens don't want.	97027
This project was forced on this areas residents and was not put up to vote as it should have.	97045
Direct a greater portion of corporate taxes toward expanding and maintaining and upgrading infrastructure. Create a development tax, especially on luxury development, to fund infrastructure. Create a luxury tax on luxury vehicles and direct it toward these infrastructure goals.	97206
Our local roads will become more congested with people trying to bypass 205 in this area. I really think you are putting the toll here is because commuter are boxed in! I believe you have disregarded the people's will. I will gladly sign any petition to try and stop this.	97045
As a resident of the Willamette neighborhood, I am concerned with the increased traffic as people attempt to go around the toll areas. As a family of five, the tolls are an added expense to our family that is also concerning. We are beginning the conversation of whether can can continue to live here should the toll be put in place. This would be four times on the tolled road for our home each day when we are just making things work.	97068
I don't have confidence in ODOT to bring projects to Budget with input from citizens. I do think Tolls are a good way to finance our Roads.	97233
	97068
	97267
No tolls	97267

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
<p>I have read the document. This is not an amendment that serves the public. This was not passed by the public. The ballot measure was passed to improve roads, and the funding the measure generated was intended by the voters to be put directly into the road improvements. Instead, there was a sneaky mention of “exploring value pricing,” and the money is being spent on this very expensive proposal which has merely determined that there’s not enough money and the people must be “taxed” again, through a toll. It’s been four years, and our roads are unchanged! I teach my children daily that if something costs more than the money we have, we don’t buy it. It’s very simple. If something costs too much, should we do it? No. We need to save up and pay for our improvements up front, not retroactively. We need to work within our means. It is fiscally irresponsible to kick the payment of this toll project (which drivers don’t even want) to drivers of the future, and dishonest to say that the toll is for this project alone. Once a toll is in place, it will not go away. If Metro needs more money, it should propose a tax to increase revenue directly to voters. Time and time again, Oregon voters have turned down toll proposals. This is not a problem of “uneducated” people. We know what tolls are, how they work, and we know that Oregonians do not want toll roads. This initiative has been snuck in a back door, which is wrong and dishonest. We already pay plenty to Metro for road maintenance and instead of having our roads get better, we are told it’s not enough. I read in the document that many entities have declined this proposal. There seemed to be no brakes on the project as a result. I also saw in the document that the area is a great percent white and only about double the poverty line, and so they are moving forward. This is effectively saying, “they’re white, they can handle it.” This conclusion is racist. Families are families, no matter what their demographics. For families who use this portion of the freeway regularly for school, groceries, work, and worship, this is going to have huge financial implications. These families are already paying their taxes. They do not need to be doubly taxed. If the project is begun as described, I will not use 205 during the construction work. Instead I will use the back roads I use currently when there is some issue on 205. These roads already back up terribly when this happens. If the toll is put in place, I will by that time have 2-3 years of habitually using the back roads, even though they back up. What will stop me from continuing to use them, thus avoiding the toll? There will be many drivers who join me, and we will see our neighborhood roads such as Borland, 10th St, 65th, 99W, the Sellwood bridge and Tacoma St, etc suddenly have much higher use and wear. They will need repairs and improvements too! Meanwhile, there will be “reduced” traffic on the 205, at which lawmakers and politicians will puff with pride, “See? We reduced traffic!” In reality, Clackamas County roads will be still more clogged and miserable and needing more expensive repairs! Finally, if you are convinced increased revenue is really your only option, why not put solar panels along these portions of prime sunny real estate? Harness the sun, don’t shake down your drivers. Please consider abandoning this tolling project. With integrity, please consider bringing such a project before voters with transparency and honesty. Thank you, Concerned Mother in Clackamas County</p>	97267

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I am opposed to this proposed RTP amendment. While I support congestion pricing as a tool to reduce VMT and to improve the environment, I am disappointed that the gains from such pricing would be used to expand a freeway. In the year 2021 with so much we know about climate and the role that transportation plays in a warming world, we need to be smarter about how we are investing our resources. Expanding freeways is not a smart investment. It leads to more driving, people living and working further away, and exacerbates existing inequities by limiting the options of poor and other underserved populations. It is time to put the brakes on the plans to expand I-205. Implement congestion pricing first. Invest in high quality transit. Encourage people to drive less. In other words, please do all you can to help save our planet.	97214
	97222
Tolling is just trading one problem (overcrowded highway) with another problem (creating more overcrowded residential neighborhoods). As a result, residential neighborhoods will be less safe.	97027
	97045
Are you people crazy? Tax is to death much?	97045
	97045
It will not do anything to help the congestion. People are not going to get out of their cars. It is just another money grab.	97045
This is quite possibly the stupidest possible use of tolls I've seen proposed on the West Coast in this century: to fund freeway widening. This project needs to be subjected to a full EIR process, and the carbon emissions that will result from widening need to be fully mitigated. Also, there needs to be a justification in the EIR for using the funds raised from tolling for freeway expansion during a climate crisis, rather than to help pay for alternatives to driving.	
	97045
Tolling I-205 will only increase congestion on secondary and tertiary roadways as drivers avoid having to pay tolls. It will hurt self-employed business owners who utilize our major roadways to conduct business and already pay higher gas taxes. Our state cannot balance or budget it's current infrastructure and maintenance of roads, railways and bridges. Tolling citizens will only exacerbate current congestion and increase accidents.	97045
This is a horrible idea all around. What a crappy way to make a buck. Make struggling people pay to go to work!	97045
There needs to be a review of the impact this action will have on local street traffic. Local routes that bypass this section of freeway are limited, and added traffic from cars avoiding the toll will add to an already congested area.	97068
You need to provide a toll exclusion for west linn residents who must use the roads to get to their home.	97068
I am concerned this project will disproportionately burden low-income people and people of color, who often live/work in areas without transportation alternatives. If there are tolls, they should be reduced or eliminated for those who are low-income.	97232

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I think a toll in the area is the worst idea ever. There are very few ways through this area, and you are forcing people to pay to use a road we already pay taxes for with our property tax and gas tax. This toll was not approved of by the citizens who this will impact the most.	97045
	97068
My name is Zsolt Bacskai , I would love to know how this new plan will fix the real issue with almost every freeway in Portland which is not a bottleneck or any other issue with the roads or the number of lanes , the problem that is causing traffic jams are the entry and exit points , when the entry is before the exit you create cross traffic with low speed , it makes no difference how many lanes you got 3, 2, or 6 like in Texas, the traffic will slow down at those points , also as someone who lives at that area going south toward I-5 was never a problem , coming up north on the afternoon is the problem , which is the opposite of the bottle neck , 2 lane becomes 3, so the traffic should flow like a dream , but it does not thanks to the Lake Oswego entry and the 99 exist that are crossing each other within 500 feet, so unless you can stop the behavior of the drivers who like to stay in the left lane until the very last second to exit the freeway your project is a waste of our money , and as far as tolls go , we already paid for that bridge , after all you are building out of the printed Biden money , the trillions that WE have to pay back, so no tolls , and no new lanes either , fix the entry and exit lanes and you fix the traffic problem	97045
Given the lack of alternative routes placing a toll through oregon city will force drivers to take surface streets to avoid the toll thus clogging up the service streets. Also how does this toll affect low income families that would not be able to afford the toll. Also there is concern to how much of the tolling money goes into projects that help the tax payers vs how much money goes into the pockets of the toll company and that money is lost to the tax payer for ever. We do not want to open the door to other toll roads in our region. If a toll is put in place it should not be indefinite. The toll should stop when the project is funded. This is similar to how they handle tolls in New Zealand. I feel if you can guarantee this you would get more buy in from the community as long as you are fourth coming monthly as how to much money has been raised for the project.	97089
Tolling the only non-one lane bridge over the willamette river for over 10 miles in incredibly inequitable and not what I expect from this state given the quantity of taxes given to them.	97267
With as much in taxes as we pay, you'd assume that we could afford this already. I could understand a toll if it were for a limited time only not a permanent fixture as is typically done around the country. Our interstates here are not tolled and should remain so. Find other ways to pay for the necessary upgrades. This will cut off half the city from being able to cross the Willamette River unless they can afford to use the crossing. This does not provide the equity expected of the people in the Portland metro area.	97267
Tolls are bullshit and should fuck off, they disproportionately effect lower income workers who have to commute. Build good public transportation infrastructure with tax dollars and stop doing stupid shit like this.	97086



After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
<p>1) Diversion to local roads is already a big problem along I-205 resulting in a financial burden to the adjacent communities (West Linn). Modeling data to date shows tolling would increase diversion to local roads not reduce it. How does ODOT plan to mitigate for local road diversion? 2) Modeling data to date shows limited to no overall effect for congestion mitigation by tolling just this one small section of I-205. In addition, data to date suggests tolling all of I-5 and I-205 in the Portland Metro area is required to generate the revenue needed to pay for improvements identified in the tolling study. Why not move ahead now with tolling the entire Portland metro area instead of a small section of I-205? 3) Modeling data to date shows limited if not insignificant congestion mitigation by this proposed tolling project. Peak hour travel times on the overall I-205 corridor do not appear to significantly improve by the proposed tolling. Why not pursue other options for revenue generation like a regional or statewide diesel fuel tax and HOV/HOT lane designation for the outside passing lanes of both I-205 and I-5 for significant regional congestion mitigation? 4) How long will the public have to review/consider tolling impact mitigation suggestions and will mitigation be in place prior to tolling?</p>	97068
<p>11/5/21 The House just passed the \$1.2 trillion infrastructure bill. Please throw out your tolling plan and find a way to get the Feds to pay for the I-205 improvements! Anyone who doesn't think that these tolls will ruin the traffic on local surface streets doesn't understand that we now have a huge local population of nere-do-wells who don't want to pay for anything and will go to great lengths to avoid the tolls.</p>	97068
	97045
<p>I am not in favor of tolling</p>	97124
	97045
<p>This is just a TAX disguised as a fee! Tolling does not ease congestion. It simply pushes traffic to side streets causing more congestion. If you want money for seismic updates, then ask for that money specifically! This tolling charge will NEVER go away...no matter what you say! You will find something else to use the pile of money for and you will end up expanding this ridiculous project. Soon, you will have all of Oregon tolling roads...everywhere. How many times do you need to hear the will of the people....NO TOLLS. You don't listen!! You already have money from gas taxes and increased car registration fees. If that's not enough, you SHOULD be asking WHY? Where is that money going? You are simply not financially responsible with other people's money. And now you want more!! Shame on all of you! Shame!!!</p>	97045
<p>I believe this is a terrible idea and will not in any way reduce traffic congestion. It is clearly just a revenue generation device and will result in the overflow of traffic onto local roads to avoid the toll. It will disproportionately impact lower income residents and increase business costs and price of goods and services for any business that has to pay tolls - so citizens will be double taxed by the road toll and the increase in the cost of goods and services. I would like to see Metro actually address automobile traffic issues by increasing road capacity and design roads with throughput increasing ideas. For example, having on-ramp meters tied to freeway traffic flow, adding diverging diamond interchanges (DDI).</p>	97045

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
I am absolutely against the I-205 Tolling project. This project will force traffic off 205 onto the surrounding rural roads that were not constructed for such use. The homeowners will be trapped in their neighborhoods as bypassing traffic floods the roadways along Stafford, Borland, Nyberg, Hwy 43, Childs, Willamette Falls Drive, and into Oregon City. If a non-voted on toll system is going to be inevitable, tolling at a location where bypassing ability is limited would be a better strategy, like just before the Clackamas River on 205N.	97068
Tolling this part of I205 is a bad idea. People who live around here will just end up flooding the back roads to go around the tolls. The back roads around here cannot take that much traffic. I am not opposed to the toll itself but I am opposed to the location selected. This is not going to help the situation as much as you think it will. It will just cause road erosion and congestion in other areas as people go around the tolls.	97045
NO TOLLS!	97045
	97062
I oppose tolls on I-205 and any highways in Oregon	97124
	97068
	97222
	97202
We live here, we use these roads. You are going to put a substantial burden on those of us that live local. How are we to afford paying multiple tolls every single day?? This so affect real, local people financially! We pay gas tax, road maintenance fees on our water bills, county tax through vehicle licensing, now this! Where does it end? I suppose we can look to move to an area that doesn't tax people endlessly just to get to work each day.	97045
Tolls will only increase traffic on the side streets. Tolls will hurt the low-middle class. Tolls do not help with traffic. ODOT didn't do tolls for the Sellwood Bridge nor construction along Hwy 26 - why then would tolls be put in place for this bridge. Make it all equal.	97045
	97068
the tolling alternative seems more equitable	97239
I really don't want to deal with the hassle of paying tolls. The only way to fix that would be if it were fully automated, no stopping, no cards, no gates, no lanes, no nothing - traffic cams keep track of license plates, and billing happens automatically, a letter shows up in your mailbox with a QR code you can scan to pay immediately online. Of course the toll would have to avoid being regressive as well - \$1 to drive down a public road means one thing to someone who makes minimum wage, and another thing altogether to someone making six figures. Ultimately, if we need more money to maintain public roads, I'd prefer to see the funds raised by something more like a bracketed levy tax. If my brother needs to drive that way to get to his minimum wage job, I don't think he should have to pay a dime to do so - let that burden fall on residents who are more financially secure.	97266

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
	97046
I live off the 10th Street exit and entrance. I have to cross the bridge everyday to get onto McLoughlin Blvd and come back. I will have to pay everyday. I have a limited income. This may be a hardship on me. Will there be exceptions for people like myself? A pass of some sort?	97068
Plan is RUBBISH!	87068
	97068
	97068
Tolls in general are regressive taxes that unfairly impact lower income people to a greater degree. This toll is also unfair geographically to people living near the tolls. In addition, this toll will worsen already bad traffic on surface roads. It is inconceivable how anyone can think it is a good idea.	97068
This tolling will not only make neighborhood road traffic horrific as people avoid the tolled roads, it will effect low income families that are barely making it by now, by making them pay to drive to work. With more cars on side roads, those roads will break down faster than expected and need repair, causing more costly projects. If you want to toll roads, toll those that allow Washington drivers to enter the state. They come here to shop without paying taxes and they do not help to pay for roads in Oregon. Oregonians in the metro area already spend a great amount in taxes and fees that are supposed to pay for projects like this. Not to mention that there is a massive infrastructure bill in the works at the federal level to improve these exact things. This idea needs to go to the voters within the metro area, we deserve the right to have our say.	97045
Why is tolling not on the ballot? Why is this issue in the hands of a few unelected folks? It looks to me like tolling is going to happen regardless of any opposition to tolls.	97045
Tolling an old freeway is absurd. This will harm the nearby communities and truly punish those who live locally and utilize the freeway for essential activities of daily living. Exempt those in adjacent communities from the toll and much of your pushback will go away. Although you'll still be backing up West Linn and Oregon City surface streets to make those cities competitive non-functional.	97078
No not implement tolls.	97045
My wife and I have lived in the Willamette area of West Linn for 44 years. By no approved decision of ours it appears we will now be penalized to pay more heavily than others because of where we live. Why must we pay more than others to get to and from our house. There should be a reasonable limit for those living in West Linn, While we are elderly seniors on limited income, we are only asking for fairness. Especially if we are being tolled for using I-205 and non-I-205 streets to get to our house.	
Please do not go thought with fee tolling bridges in my area (Oregon City) or in Oregon at all. It will limit travel for folks who are already struggling with work, a pandemic, and shut downs. Please stop, as are already high taxes are misused, abused, and if used for what they are intended for would be enough. It will only HURT, us local folks who work and live in Oregon.	97045

After reviewing I-205 Toll Project Regional Transportation Plan amendment, do you have any comments to share?	Zip Code
Don't add a toll. Most people will just go back roads to avoid paying and will cause congestion on the back roads.	97070
No tolls, use the tax money that is already collected regularly for our roads. Also, this has been in the works for more than 10 yrs. Why would the money not be saved up for this by now?	97070
I just registered my vehicle, yet again, \$200 (\$175 DMV fee and \$25 DEQ) for two year. I pay a gas tax every time I fill up. When is it I need to pay even more?	97045
I am not in favor of tolling 205 or i5.	
YES. I have been following this closely, including the public forum meetings and you have yet to address how the City of West Linn is going to be able to handle the toll avoiders that will certainly clog our streets and make getting around our town a living hell. Willamette Falls Drive is currently a mess, Exit 10 takes several lights to get through and Hwy 43 is terrible RIGHT NOW. In the afternoon, traffic can back up from 205-all the way to Walmart/Mary S. Young Park. It is a quagmire and you are NOT ANSWERING OUR QUESTIONS. But you know all of this and you have the data. You are ignoring it. It is bad enough that we will have to pay just to go across the bridge to the Oregon City Shopping Center where my beauty shop is etc. But the impact of traffic on our lives will be intolerable and again—you department knows this. I want to know the plans for mitigating this impact. What are you going to do?	97068
I understand the intent of the tolls, but there should be more consideration for residents of West Linn, Lake Oswego, and Oregon City who live within the tolled area. I would suggest eliminating tolls on the weekends and/or outside of the most congested times. It seems unreasonable to tax those folks for basic trips, like shopping, eating out, or traveling to the airport, that do not contribute to the weekday commutes. Some of those trips are only going one or two exits within the tolled area. It's especially unfair when there isn't a proper alternative to cross the river that doesn't add significant travel time and gas use. Please consider toll-free times so locals aren't burdened with unnecessary costs.	97068

## **Metro Staff Summary of 2/17/22 JPACT Comments on I-205 Toll Project**

February 18, 2022

At the February 17, 2022 JPACT meeting, ODOT staff presented an update to the I-205 toll project's RTP and MTIP amendments. This was followed by a discussion between JPACT members on what issues they want to see TPAC address regarding the amendment of the 2018 Regional Transportation Plan (RTP) to include the preliminary engineering phase of the I-205 Toll Project, and to clarify the financial connection of the I-205 Toll Project to the I-205 Improvement Project. Below is a bulleted summary of the questions, requests, and comments raised by JPACT members.

- ODOT commitments are currently too broad; commitments need to be specific, and also need to describe how JPACT can hold ODOT to the commitments made.
- Establish a formal structure for the impacted local jurisdictions to identify and prioritize mitigation projects, monitor performance, and make ongoing investment decisions.
  - Commitment in writing for how ODOT will work with local communities to address impacts and prioritize safety and livability.
  - Need to engage local impacted communities in monitoring and oversight process.
  - Local and regional input on key program decisions (rate setting, revenue allocation, etc).
  - Where are decision points in relation to the implementation of tolling; when do these return to JPACT and what are our approval points? Important to understand what future actions will be necessary at the JPACT table.
- Develop a plan to ensure consistency between I-205 and the RMPP, and do not begin tolling on I-205 until FHWA has approved the RMPP.
  - Coordinate toll policy and rate setting decisions
- Ensure that Phase 1A of the I-205 Capital Project remains on the current construction schedule.
- Reduce the scope of the MTIP Amendment to include only the NEPA process (\$20 million dollars) and not preliminary engineering of the gantries (\$7 million dollars). ODOT should return to JPACT with a request for the PE amendment.
- Provide Financial Transparency
  - What is the intent behind the RMPP and how I-205 fits into the long-term plan for congestion pricing in the region? What are the financial connections between I-205 improvements, I-205 toll rates, and RMPP?
  - What is the financial path to funding diversion solutions and improvements to local roads? Clarify the allowed uses of tolling dollars on I-205; what elements of mitigation, transit, and equity can be funded with current tolling model and what cannot? If toll revenue cannot fund these elements, how will they be funded?
  - Demonstrate support in the program for equity and diversion, such as regional transit investment to provide travel options
  - If tolling funds don't move forward right now, what are the implications of IJA dollars, and what are the pricing implications for the overall project (including impacts to potential tolling rates)?
- Commitment from ODOT to analyze 2027 data on impacts in local communities from activating tolling, both for rerouting and the need to respond to rerouting.
- A specific plan to mitigate diversion that appears after tolling begins, both short term and long term; diversion mitigations need to be in place on day one.

- Implement the recommendations from EMAC
- Address appropriate income levels for waivers to tolling. Consider lower-income workers who will not be able to adjust their schedule
- What is the plan for how to address cost-burdened low income drivers from day one? How will the equity program and mitigations be implemented up-front

# Oregon Toll Program

## I-205 Toll Project: RTP Amendment



### ACTIONS TO ADDRESS TOP PORTLAND REGIONAL CONCERNS

#### 1. Elevating the role of local policymakers by creating a Regional Toll Policy Committee and clarifying the role for local decision-making.

A Regional Toll Policy Committee (RTPC) will provide recommendations on key policies and project-level decisions. In addition, Metro Council and JPACT will be involved in a decision-making role in future toll program development. *Read Appendix A for detail on the RTPC and Metro/JPACT engagement timelines.*

#### 2. With partners, develop diversion impacts and mitigation plan.

The RTPC and existing network of regional partners will develop and prioritize mitigation projects that address the impacts of rerouting through the I-205 Toll Project and Regional Mobility Pricing Project (RMPP), which includes the development of monitoring programs to begin with tolling implementation. *Read Appendix B for detail on the timing of diversion analysis and existing network of regional engagement.*

#### 3. Enhancing the connection between the RMPP and I-205 Toll Project.

We need regional commitment and partnership to both accelerate the schedule and fully develop the RMPP system. I-205 Toll Project and RMPP policy decisions are linked to regional and state congestion pricing/toll policy decisions. Policy decisions made on I-205 Toll Project will apply to RMPP. *Read Appendix C for the Oregon Transportation Commission Roadmap, which details key policy milestones.*

#### 4. Centering equity in our process and outcomes.

We are working closely with the Equity and Mobility Advisory Committee (EMAC) to center equity considerations in our engagement and project development processes. They will help us develop congestion pricing policies and inform the toll rate setting process. Our plan for how to address impacts to people experiencing low incomes will be developed with feedback from EMAC, Metro Council, JPACT, and a recommendation from RTPC. *Read Appendix D for information on EMAC, OTC/EMAC Foundational Statements, and the Equity Framework.*

#### 5. Increasing regional transit and multimodal transportation options

We are committed to developing equitable tolling that supports transit and multimodal transportation options. We will continue to enhance our partnerships with TriMet and service providers to conduct regional-scale planning and funding strategy. *Read Appendix E for detail on our efforts to coordinate with transit agencies to identify needed investments.*

#### 6. Providing the fiscal transparency needed to build trust and understanding.

The I-205 Toll Project will have revenue analysis by summer 2022 and investment grade analysis will be available in 2024. We include information on what we know today and when we will know more about the financing plans and other revenue assumptions for the I-205 Toll Project, RMPP, and how they fit into the ODOT Urban Mobility Strategy. *Read Appendix E for information on the timing for financial information, past policy decisions about net toll revenue, and communication from the OTC.*

## APPENDIX A.1. JPACT REQUESTS AND RESPONSES

<b>What we heard (JPACT)</b>	<b>What we're doing about it</b>
<p><b>Establish a formal structure for the impacted local jurisdictions to identify and prioritize mitigation projects, monitor performance, and make ongoing investment decisions. We need a commitment in writing for how ODOT will work with local communities to address impacts and prioritize safety and livability.</b></p>	<p>Decision-making power for investments decisions with toll revenue will reside with the Oregon Transportation Commission. To address the concern about what is identified and prioritized for mitigation, as well as future monitoring of performance, ODOT is committing to the following:</p> <ul style="list-style-type: none"> <li>• Region 1 ACT Toll Work group will be revised to provide a space for Portland metropolitan area policy makers and stakeholders to provide formal recommendations to the Oregon Transportation Commission (OTC) on key policy and project decisions.</li> <li>• Metro and JPACT will have opportunities to weigh-in at key milestones and make decisions on the RTP congestion pricing/toll policies and MTIP for construction and PE on both the I-205 Toll Project and Regional Mobility Pricing Project.</li> <li>• Clackamas County Coordinating Committee (C4) Diversion Subcommittee and Clackamas Transportation Advisory Committee (CTAC) will serve as a space for local governments to provide feedback as we identify and prioritizing mitigation in the I-205 Toll Project.</li> <li>• ODOT will support a working group of regional partner agency staff that meets regularly and could report back to R1 ACT, JPACT, and Metro Council.</li> </ul>
<p><b>There's a need for greater local and regional input on key program decisions (rate setting, revenue allocation, etc.). Clarify the decision points in relation to the</b></p>	<p>ODOT is continuing to evaluate the potential for diversion as our planning work continues, and our consultant teams are actively working with Metro modelers and other experts from across the region to ensure we both identify potential impacts and propose and adopt appropriate mitigation measures and timelines in our Final</p>



<p><b>implementation of tolling for when JPACT will have decision-making power at future points.</b></p>	<p>Environmental Assessment (EA).</p> <p>As the federally mandated metropolitan planning organization, JPACT and Metro Council have decision-making power over the Regional Transportation Plan (RTP) and programming of federal funds within the region through the Metropolitan Transportation Improvement Plan (MTIP), in alignment with state policies and plans. The Region 1 Area Commission on Transportation (R1 ACT) is an advisory body established to provide a forum for stakeholders to collaborate on transportation and advise the Oregon Transportation Commission (OTC) on state and regional policies affecting ODOT Region 1’s transportation system.</p> <p>To clarify toll project milestones, identify when future decisions from JPACT and Metro Council will be needed, and identify specific times to solicit recommendations from Portland metropolitan policy makers and stakeholders, we revised our “JPACT/Metro/R1ACT Engagement Timeline.”</p> <p>To support a space where recommendations can be developed, ODOT is proposing to transition the existing R1 ACT Toll Work Group (TWG) meetings.</p>
<p><b>Develop a plan to ensure consistency between I-205 and the RMPP, and do not begin tolling on I-205 until Federal Highway Administration (FHWA) has approved the RMPP.</b></p>	<p>The schedule for implementing tolls on I-205 is directly linked to the construction schedule for the improvements. Separately, and in close coordination, we are moving the RMMP forward as expeditiously as possible. We are committed to fully developing a regional system and will need a great deal of partner involvement and support to make it happen by the end of 2025, if not sooner. While the current focus is on the Regional Transportation Plan (RTP) amendment for the I-205 Toll Project, each decision about I-205 has implications for RMPP. We need regional commitment and partnership to both accelerate the schedule and fully develop the system for RMPP. Regional tolling policy is vetted through the RTP update and the R1 Act Toll Work Group.</p>

	<p>To address this concern, through the environmental review and toll rate setting process ODOT would work in coordination with local partners to review the costs, opportunities and impacts associated with tolling on I-205 and RMPP in 2023 (also see Coordinate toll policy and rate setting below). This information would be used to inform the R1ACT Toll Work Group’s recommendations to the Oregon Transportation Commission prior to their final rate setting decision for tolling on I-205.</p>
<p><b>Coordinate toll policy and rate setting decisions.</b></p>	<p>Our high-level plan to coordinate toll policy, projects, rate setting, and recommendations from the Equity and Mobility Advisory Committee (EMAC) and R1 ACT Toll Work Group as detailed in the “Tolling Timeline.” Additionally, we are committed to setting up the Oregon Toll Program to manage operations on I-205 Toll Project, Regional Mobility Pricing Project, Interstate Bridge Replacement Project and potentially the Boone Bridge Replacement Project as one comprehensive, congestion pricing system. We will use a consistent approach to setting variable toll rates across the region, including a program for low-income users.</p>
<p><b>Ensure that Phase 1A of the I-205 Improvements Project remains on the current construction schedule.</b></p>	<p>We have successfully delivered the Abernethy/1A contract to bid and will be able to begin work during the 2022 in-water work window if related MPO approvals are in place. As detailed in the February 16, 2022 letter from the Oregon Transportation Commission to JPACT, approval on the I-205 Toll Project RTP and MTIP amendments is needed by March 30, 2022 to keep Phase 1A on schedule.</p>
<p><b>Reduce the scope of the MTIP Amendment to include only the NEPA process (\$20 million dollars) and not preliminary engineering of the gantries (\$7 million dollars). ODOT should return to JPACT with a request for the PE amendment.</b></p>	<p>The late 2024 tolling implementation schedule requires NEPA analysis and early design of the gantries to occur in 2022. This schedule is detailed in the February 16, 2022 letter from the Oregon Transportation Commission to JPACT. As identified in the “JPACT/Metro/R1ACT Engagement Timeline” there will be a future JPACT and Metro Council decision through the MTIP process for construction funding of the I-205 Toll Project.</p>
<p><b>Provide financial transparency on how I-205 tolling and improvements fits into ODOT’s long-term plan for congestion pricing in the</b></p>	<p>We have developed an Urban Mobility Strategy for the Portland metropolitan area. Additional toll revenue and financial data will be provided from ODOT to JPACT and Metro Council as a part of the 2023 RTP update process when the I-205 Toll</p>

<p><b>region. Clarify the financial path to funding diversion solutions, improvements to local roads, transit, and actions needed to address equity.</b></p>	<p>Project and Regional Mobility Pricing Projects are submitted for review and acceptance. As information comes online, it will explain the interconnection between toll revenue, financing, and the assumptions for the Rose Quarter Improvement Project, Boone Bridge Improvements, Interstate Bridge Replacement Program, and I-205 Improvements Project.</p> <p>ODOT is committed to evaluating and addressing impacts from rerouting. These investments to address diversion solutions, improvements to local roads, transit, and actions needed to address equity will be identified in the toll project environmental review documents. The TWG will provide input on the development of monitoring programs and mitigation project prioritization. Timing for review of the draft document for the I-205 Toll Project is expected in June 2022 and summer-fall of 2023 for the Regional Mobility Pricing Project.</p>
<p><b>If tolling funds don't move forward right now, clarify the implication for IIJA dollars and pricing impacts for the overall project (including impacts to potential tolling rates).</b></p>	<p>As detailed in the February 16, 2022 letter from the Oregon Transportation Commission to JPACT, given the size and scope of the I-205 project, there is no reasonable alternate path in lieu of tolling to complete the bridge and other elements of the I-205 project, including from the Federal Infrastructure Investments and Jobs Act of 2021.</p> <p>There's limited remaining budget for the I-205 Toll Project and additional funds need to be programmed to continue environmental and revenue analysis and to answer questions around diversion, transit and multimodal investments, equity – including low income toll rate, and to engage partners and the public.</p> <p>ODOT will pursue competitive discretionary grant funds if criteria match project objectives. Delaying tolling on I-205 not only affects Abernethy Bridge construction, it also delays implementation of our congestion pricing program as well. A delay in the I-205 Toll Project may result in higher future tolls for I-205 to cover additional project costs, such as escalation due to inflation, incurred for missing the in-water work schedule.</p>

<p><b>We need a commitment from ODOT to analyze 2027 data on impacts in local communities from activating tolling, both for rerouting and the need to respond to rerouting.</b></p>	<p>Yes, we will be analyzing impacts in 2027 through the I-205 Toll Project and RMPP environmental analysis. Timing for review of the draft document for the I-205 Toll Project is expected in June 2022 and summer-fall of 2023 for the Regional Mobility Pricing Project.</p>
<p><b>A specific plan to mitigate diversion that appears after tolling begins, both short term and long term. Diversion mitigations need to be in place on day one.</b></p>	<p>Short- and long-term plans for mitigation of impacts will be identified through the I-205 Toll project and RMPP environmental review documents. As identified in ODOT response/commitment #1, we are enhancing our approach to engagement with local partners (the R1 ACT Toll Work Group). This Group will provide input on the development of monitoring programs and mitigation project prioritization. Timing for review of the draft document for the I-205 Toll Project is expected in June 2022 and summer-fall of 2023 for the Regional Mobility Pricing Project.</p>
<p><b>Demonstrate support in the program for equity and diversion, such as regional transit investment to provide travel options.</b></p>	<p>We understand that climate and equity needs are connected and solutions must be developed to address both at the same time.</p> <p>Through the Urban Mobility Strategy, we will identify how the I-205 Toll Project and Regional Mobility Pricing Project provide a role in managing congestion and addressing VMT, Greenhouse Gas Emissions (GHG), and air quality goals. In following the Oregon Toll Program’s Equity Framework, the toll projects will conduct modeling, data analysis, and mapping to understand where impacts and benefits are concentrated and use that information to inform where mitigations should be targeted. Timing for review of the draft document for the I-205 Toll Project is expected in June 2022 and summer-fall of 2023 for the Regional Mobility Pricing Project.</p> <p>To address concerns about transit and multimodal transportation options, we have been supporting a Transit Multimodal Work Group (TMWG), composed of transit and multimodal transportation service providers such as TriMet, SMART, and C-TRAN, to ensure that reliable, emissions-reducing, and a competitive range of transportation options are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework communities.</p>

	<p>We are committed to enhancing the role of the TMWG to include:</p> <ul style="list-style-type: none"> <li>• Co-create a Transit and Multimodal Transportation I-5 and I-205 Corridor Strategic Plan for the “impact areas” of the tolling projects. This plan will be a guiding regional transit document</li> <li>• TMWG will provide a recommendation to ODOT on the I-205 Toll Project and Regional Mobility Pricing Project for the mitigation and specific investments to support transit and multimodal transportation options during environmental review for both projects. Timing for review of the draft document for the I-205 Toll Project is expected in June 2022 and summer-fall of 2023 for the Regional Mobility Pricing Project.</li> </ul>
<p><b>Implement the recommendations from the Equity and Mobility Advisory Committee (EMAC).</b></p>	<p>Today we cannot commit to implementing all recommendations that would come from EMAC, as ODOT does not have decision-making power over all of the options or proposed recommendations that EMAC has mentioned to-date. We are committed to supporting an EMAC through 2024 to continue their role in informing ODOT and the OTC on the I-205 Toll Project and RMPP environmental analysis, toll rate setting process, and policies. To date, the OTC has concurred with the EMAC framework and foundational statements in principle. ODOT will continue to center equity in alignment with our Strategic Plan.</p>
<p><b>Address appropriate income levels for waivers to tolling. Consider lower-income workers who will not be able to adjust their schedule. Clarify how this will be addressed on day one.</b></p>	<p>Before September 2022, when the Low Income Toll Report is due to the Legislature, ODOT will come to JPACT and Metro Council for feedback, as well as seeking a recommendation from the R1ACT Toll Work Group. The following factors will be considered:</p> <ul style="list-style-type: none"> <li>• There must be non-tolled travel options available to avoid further burdening people experiencing low incomes who are struggling to meet basic needs (food, shelter, clothing, health care).</li> <li>• The definition of low-income.</li> <li>• Identify the income level(s) for exemptions, credits, or discounts on tolling.</li> </ul>

	<ul style="list-style-type: none"><li>• Analyze how to address impacts to low-income workers who may not be able to adjust their schedules.</li></ul> <p>ODOT is developing strategies with EMAC for the OTC to review prior to submission to the Legislature and will identify potential disproportional effects of the tolls in the environmental justice and socioeconomic analyses being prepared as part of the I-205 Toll Project and RMPP NEPA documents. Mitigation measures for any identified impacts, as well as a future low-income toll program would address potential impacts.</p>
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## APPENDIX A.2. PORTLAND METRO AREA POLICY MAKER AND STAKEHOLDER INVOLVEMENT

### Role of Regional Policy Makers and Stakeholders in Establishing Equitable Toll Projects in the Portland Metropolitan Area

ODOT will establish an advisory group to provide input prior to tolling decisions. This group will enable policy makers and stakeholders in the Portland metropolitan area to have a clear and meaningful role in providing input to the Oregon Department of Transportation (ODOT) on key policy and project decisions for the I-205 Toll Project and Regional Mobility Pricing Project.

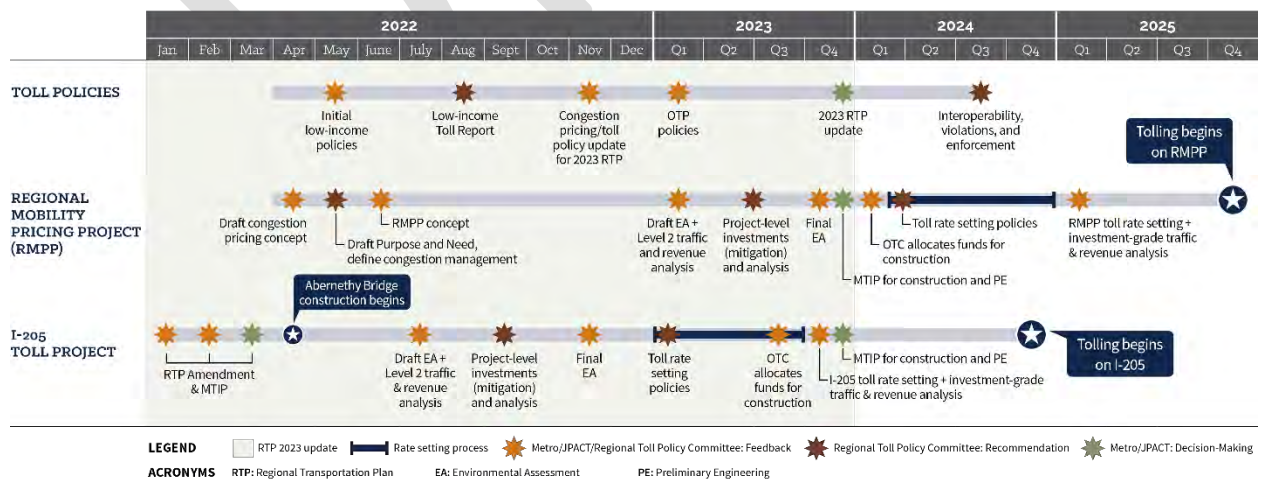
#### Process of Improvement: Responding to Feedback

ODOT has identified project milestones and timelines to solicit recommendations from Portland area policy makers and stakeholders. To support a space where recommendations can be developed, ODOT is proposing to reconfigure the existing R1 ACT Toll Work Group (TWG) meetings to accommodate this request. The new group will be referred to as the Regional Toll Policy Committee (RTPC).

The current TWG jurisdictions will be invited to participate in the new group, but the representatives may change and additional perspectives may be added based on discussions with Portland metropolitan area regional policy makers and stakeholders. The current TWG will sunset on March 2 and the new committee will meet in April following discussions.

As seen in the engagement timeline below, there are multiple transportation policymaking forums in the Portland metropolitan area: Metro Council, Joint Policy Committee on Transportation (JPACT), and the Region 1 Area Commission on Transportation (R1 ACT). Establishment of the RTPC would augment and not replace these forums.

### Metro/JPACT/Regional Toll Policy Committee: Engagement Timeline



**JPACT and Metro Council**

As the federally mandated metropolitan planning organization, these groups have decision-making power over the Regional Transportation Plan (RTP) and programming of federal funds within the region through the Metropolitan Transportation Improvement Plan (MTIP), in coordination with the Oregon Highway Plan, Transportation Plan and STIP.

**R1 ACT**

An advisory body established to provide a forum for stakeholders to collaborate on transportation and advise the Oregon Transportation Commission (OTC) on state and regional policies affecting ODOT Region 1's transportation system.

**Purpose of the RTPC**

The RTPC would provide feedback and recommendations on policies and key decisions associated with two projects currently in development:

- The **Regional Mobility Pricing Project (RMPP)** would apply congestion pricing (using variable-rate tolls) on all lanes of I-5 and I-205 in the Portland metro area to manage traffic congestion and raise revenue for priority transportation projects.
- The **I-205 Toll Project** will apply congestion pricing (using variable-rate tolls) near the Abernethy and Tualatin River bridges to raise revenue to complete construction of the I-205 Improvements Project and manage congestion. Once RMPP is implemented, the I-205 Toll Project will become part of the system-wide approach.

The new RTPC would be asked to provide feedback and formal recommendations to ODOT. Regional toll policy for the I-205 Toll Project and RMPP will be in tandem. Formal feedback and recommendations will be provided on the following:

- **Expediting RMPP.** Strategies to develop regional support and consensus for RMPP. Regional consensus will accelerate the RMPP schedule.
- **Equity.** ODOT will submit a low-income toll report to legislature in September 2022. The low-income policy will be applied regionally.
- **Diversion impacts and mitigation.** ODOT is committed to evaluating and addressing impacts from rerouting, including the development of monitoring programs and prioritizing mitigation projects.
- **Multimodal.** ODOT will develop an equitable toll program that supports the development and planning of robust multimodal options delivered by partners.
- **Revenue.** ODOT needs a definition for the corridor where net toll revenues can be spent in the Portland Metropolitan Area.



## **RTPC**

### **Role and ODOT Support**

The group will discuss and provide recommendations to ODOT. There will be a charter to clarify membership, role, and ground rules for participation. The group would meet 7-10 times per year through completion of the environmental review process for both projects in 2024. Meetings are expected to last 2-3 hours and will be staffed by the project team. Agendas and materials will be provided one week prior to the meeting with a meeting summary afterwards.

### **Development of recommendations**

In developing recommendations, the group will be asked to consider the Oregon Toll Program's Equity Framework, technical analysis, public input and previous OTC decisions and direction related to implementation of HB 2017. Consensus will be sought, when possible, while recognizing that consensus may not be achievable. At key milestones, straw polls or votes may be taken. Majority and minority opinions may be included in written recommendation to ODOT staff to describe the range of committee perspectives.

### **Public access**

Materials will be posted online one week in advance of each meeting, and meetings will be accessible via live stream and video recording. In-person meetings will be held in an accessible location. Time will be reserved for public comment. Meeting summaries will be prepared for each meeting.

### **Facilitation**

A facilitator will support the deliberations of the committee and ensure that all committee members have an equal opportunity to participate.

### **Chairs**

The group will decide on two members to serve as co-chairs for the Committee. In this role, they will provide input to meeting agendas and act as active liaisons to ODOT leadership staff for Region 1 and the Urban Mobility Office.

### **Membership**

All jurisdictions and stakeholder groups who have been active in the previous Toll Work Group will be invited to attend, although representatives. Additional members may be invited if it is determined that key interests are not represented.

### **2022 Timeline for the RTPC**

The Toll Work Group will meet in March to get suggestions for membership and to transition the group to the RTPC. Subsequent monthly meetings will focus on key project milestones. ODOT will develop timelines of meetings and topics and share with stakeholders to ensure they are aware of key milestones and decisions.

## APPENDIX B. REGIONAL MODELING GROUP

### Regional Modeling Group (RMG) Overview

The purpose of the RMG is to share information and provide ideas and considerations to the project team related to technical approach, analysis tools, assumptions and limitations.

#### Meeting Series Objectives:

- Present findings and assumptions and discuss ideas and considerations
- Identify, discuss and aim to resolve partner concerns
- Obtain high-level buy-in on technical approach, analysis tools, assumptions, and limitations
- Gain regional understanding of what will be measured in the analysis

#### Roles and Responsibilities:

- The structure is intended to build upon common knowledge gained at prior workshops over the course of approximately two years.
- The group is expected to meet up to 6 to 10 times over the next 18-24 months.
- We are asking that individual participants commit to attending the workshop series in person (i.e. not send different staff to each meeting).
- The purpose of the group is to create an ongoing dialog with the project team related to the technical approach, including:
  - Analytical tools and models
  - Assumptions and limitations
  - Performance measures and analytical framework
  - Solutions and workaround options.
- Participants will be asked to be a link to their agencies and report back information that will be helpful.

### REGIONAL MODELING GROUP ROSTER

Organization	Representative
TriMet	Tom Mills
Washington County	Steve Kelley
Clackamas County	Stephen Williams
City of Portland	Eric Hesse
	Ning Zhou
City of Hillsboro	Joseph Auth
City of West Linn	Lance Calvert
City of Oregon City	Dayna Webb
City of Tualatin	Mike McCarthy
City of Lake Oswego	Will Farley
City of Wilsonville	Zach Weigel

Metro	Alex Oreschak
RTC	Mark Harrington
WSDOT	Jason Gibbens
IBR Program	Casey Liles
Federal Highway Administration	Nathaniel Price
WSP	Mat Dolata (Facilitator)
	Josh Channell
ODOT	Alex Bettinardi
	Carol Snead
	Michael Holthoff
	Alyssa Cameron
Metro	Peter Bosa
	Chris Johnson
	Kyle Hauger
City of Portland	Shoshana Cohen
	Emma Sagor
	Mauricio Leclerc
Metro	Matt Bihn
City of Canby	Don Hardy

### MEETING DATES AND TOPICS DISCUSSED

Meeting Date	Topics Discussed
July 18, 2019, Regional Modeling Group Kick Off Meeting	<ul style="list-style-type: none"> <li>• Project History</li> <li>• Feasibility Analysis – Technical Review</li> <li>• Project Schedule</li> <li>• Technical Approach</li> </ul>
April 16, 2020, Regional Modeling Group Workshop II	<ul style="list-style-type: none"> <li>• General Project Updates</li> <li>• I-205 Travel Preference Survey and Schedule Update</li> <li>• Key Questions Identified in Workshop I</li> <li>• Overview of I-205 Technical Approach</li> <li>• Overview of I-205 Performance Measures</li> </ul>
July 2, 2020, Regional Modeling Group Workshop III	<ul style="list-style-type: none"> <li>• General Program Updates</li> <li>• Recap Major Topics from Workshop II</li> </ul>

	<ul style="list-style-type: none"> <li>• I-205 Toll Project Screening Alternatives Analysis</li> <li>• Regional Model Overview</li> <li>• I-205 Toll Project Model Data Examples</li> </ul>
October 8, 2020, Regional Modeling Group Workshop IV	<ul style="list-style-type: none"> <li>• General Program Updates</li> <li>• COVID Traffic Volume Changes</li> <li>• Recap Major Topics from Workshop III</li> <li>• National Environmental Policy Act Public and Stakeholder Comments</li> <li>• Preview I-205 Corridor User Analysis</li> <li>• Metroscope Results for Land Use Effects on Tolling</li> </ul>
March 18, 2021, Regional Modeling Group Workshop V	<ul style="list-style-type: none"> <li>• I-205 Toll Project Comment Response</li> <li>• I-5 and I-205 Regional Toll Project</li> <li>• Latest COVID Traffic Volume Update</li> <li>• I-205 Subarea Dynamic Traffic Assignment Model Development Update</li> <li>• I-205 Transportation Technical Report Methodology Overview</li> </ul>
September 23, 2021, Regional Modeling Group Workshop VI	<ul style="list-style-type: none"> <li>• Oregon Toll Program Updates</li> <li>• I-205 Toll Project – Regional Model Results Sharing</li> <li>• Time of Day Model Overview</li> <li>• Transportation Impacts Analysis Update</li> </ul>
December 9, 2021, Regional Modeling Group Workshop VII	<ul style="list-style-type: none"> <li>• Oregon Toll Program Updates</li> <li>• RMPP Analysis Approach Overview</li> <li>• I-205 Toll Project – Transportation Impacts Analysis Update</li> <li>• I-205 Subarea DTA Model Overview</li> <li>• Volume Comparison of DTA Model to Regional Model</li> <li>• I-205 Subarea DTA Model Results</li> </ul>
January 27, 2022, Regional Modeling Group Workshop VIII	<ul style="list-style-type: none"> <li>• RMPP Overview</li> <li>• PEL Evaluation Criteria</li> <li>• Sensitivity Test Scenarios</li> </ul>

**MODELING TEAM MEETINGS**

Meeting Date	Attendees	Topics Discussed
05-23-2019	ODOT: Judith Gray, Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Consultant Team: Heather Wills (WSP), Sine Madden (WSP), Mat Dolata (WSP), David Ungemah (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Al Racciatti (Louis Berger), Rosella Picado (WSP), Andrew Natzel (WSP), Auden Kaehler (WSP), Matthew Kitchen (ECONorthwest), Ben Stabler (RSG) Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington	<ul style="list-style-type: none"> <li>• Project History</li> <li>• Feasibility Analysis – Technical Review</li> <li>• Project Schedule</li> <li>• Proposed Technical Approach</li> </ul>
05-30-2019	ODOT: Judith Gray, Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Heather Wills (WSP), Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), David Ungemah (WSP), Brent Baker (WSP), Andrew Natzel (WSP), Ken Zatarain (WSP), Matthew Kitchen (ECONorthwest), Ben Stabler (RSG), Al Racciatti (LB)	<ul style="list-style-type: none"> <li>• Modeling understanding of work</li> <li>• Policies that impact tolling</li> </ul>
06-06-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Heather Wills (WSP), Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), David Ungemah (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Matthew Kitchen (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• Regional Modeling Group Schedule</li> <li>• TRB Conference Follow-Up on Congestion Pricing</li> <li>• Status Updates on Model Assumptions &amp; Approach Development</li> <li>• Round O Modeling</li> </ul>
06-13-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), David Ungemah (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Matthew Kitchen (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• Transit Modeling Overview</li> <li>• MCE Tool Update</li> <li>• Project Updates</li> </ul>
06-27-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), David Ungemah (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Matthew Kitchen (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• DTA Modeling Applications in Seattle</li> <li>• DTA Approach</li> <li>• Modeling/Technical Approach Update</li> <li>• Regional Modeling Group Update</li> </ul>
07-11-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Andrew Natzel (WSP), Brent Baker (WSP), Ken Zatarain	<ul style="list-style-type: none"> <li>• Value of Time &amp; Stated Preference Survey</li> <li>• Metro DTA Model Status Update</li> </ul>

	(WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG), Mark Fowler (RSG)	
07-18-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Andrew Natzel (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• DTA Subarea Definition</li> <li>• Alternative development</li> </ul>
08-01-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Bhanu Yerra (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• Alternatives Development</li> <li>• Stated Preference Survey Follow-Up</li> </ul>
08-08-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Bhanu Yerra (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• Volume Difference Plot Comparisons for VPFA Concept E</li> <li>• Preliminary Draft Performance Measures</li> </ul>
08-22-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Bhanu Yerra (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• Updated rerouting analysis for alternative baseline model run</li> </ul>
09-12-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Bhanu Yerra (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>• Enhanced relationship between MCA and Kate</li> </ul>
09-19-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington	<ul style="list-style-type: none"> <li>• Technical Updates</li> <li>• Early Modeling Efforts</li> </ul>

	Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>Regional Modeling Group</li> </ul>
10-10-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>Regional Modeling Group</li> <li>Vehicle Segmentation</li> <li>DTA Model Discussion</li> </ul>
10-31-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Dora Wu (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>Initial Model Run Findings</li> <li>Next Steps for Modeling</li> </ul>
11-07-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Brian Dunn Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Dora Wu (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG)	<ul style="list-style-type: none"> <li>Model Results – Findings</li> <li>Models Segmentation</li> <li>Alternatives Analysis – Next Steps</li> <li>Stated Preference Survey – Next Steps</li> <li>DTA – Next Steps</li> </ul>
11-14-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi, Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Sine Madden (WSP), Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Ken Zatarain (WSP), Dora Wu (WSP), Matt Gray (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Ben Stabler (RSG), Anne Presentin (EI), Mark Fowler (RSG)	<ul style="list-style-type: none"> <li>Model Results – Findings Continues</li> <li>Stated Preference Survey Update</li> </ul>
11-21-2019	ODOT: Mike Mason, Chi Mai, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Jim Hicks (WSP), Chris Swenson (WSP), Josh Channel (WSP)	<ul style="list-style-type: none"> <li>Why DTA?</li> <li>Review Previous DTA Discussions</li> <li>Application for Tolling Project</li> </ul>

12-12-2019	<p>ODOT: Mike Mason, Chi Mai, Alex Bettinardi  Oregon Metro: Peter Bosa, Chris Johnson  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channel (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest), Aly Elsalmi (WSP), Ken Zatarain (WSP), David Ungemah (WSP)</p>	<ul style="list-style-type: none"> <li>• Summary of DTA Model Team Meeting</li> <li>• Discussion of Latest Model Results</li> </ul>
12-19-2019	<p>ODOT: Mike Mason, Chi Mai, Alex Bettinardi  Oregon Metro: Peter Bosa, Chris Johnson  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channel (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest), Aly Elsalmi (WSP), Ken Zatarain (WSP), David Ungemah (WSP)</p>	<ul style="list-style-type: none"> <li>• Schedule Update</li> <li>• Revenue Forecast Overview</li> <li>• Model Travel Pattern Changes</li> </ul>
01-09-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson  INRO: Michael Mahut  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Jim Hicks (WSP), Chris Swenson (WSP), Josh Channell (WSP)</p>	<ul style="list-style-type: none"> <li>• Review Previous DTA Discussions</li> <li>• Rerouting for I-205 Concept E</li> <li>• Count Data Near I-205</li> <li>• Application for Tolling Project</li> </ul>
01-23-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson  RTC: Mark Hariington  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), Aly Elsalmi (WSP), Ken Zatarain (WSP), David Ungemah (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest)</p>	<ul style="list-style-type: none"> <li>• Modeling Updates</li> <li>• Regional Modeling Group Kickoff Meeting</li> <li>• Review Alternatives Analysis Framework</li> <li>• Modeling Work Plan</li> </ul>
01-30-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson  RTC: Mark Harrington  INRO: Michael Mahut  FHWA: Emily Cline  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Jim Hicks (WSP), Chris Swenson (WSP), Josh Channell (WSP), Ken Zatarain (WSP), David Ungemah (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest), Ben Stabler (RSG)</p>	<ul style="list-style-type: none"> <li>• Regional Modeling Group Meeting Schedule</li> <li>• Performance Measures For initial I-205 Tolling Alternatives</li> <li>• Update of DTA Development</li> </ul>
02-06-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson</p>	<ul style="list-style-type: none"> <li>• Regional Modeling Group Prep</li> </ul>



	<p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), Aly Elsalmi (WSP), Ken Zatarain (WSP), David Ungemah (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest)</p>	<ul style="list-style-type: none"> <li>• Evaluation Criteria / Performance Measure Follow Up</li> <li>• I-205 Modeling – Alternatives Evaluation Schedule and Data Needs</li> </ul>
02-20-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), Aly Elsalmi (WSP), Ken Zatarain (WSP), David Ungemah (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest)</p>	<ul style="list-style-type: none"> <li>• Recap Regional Modeling Group Meeting</li> <li>• Initial locations for AADT Review</li> <li>• OD Analysis Findings</li> <li>• DTA Subarea Data Needs</li> </ul>
02-27-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson</p> <p>INRO: Michael Mahut</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Jim Hicks (WSP), Chris Swenson (WSP), Josh Channell (WSP)</p>	<ul style="list-style-type: none"> <li>• Project Schedule &amp; TDA</li> <li>• Model Development Progress Update</li> <li>• Methodology Discussion</li> <li>• Data Needs</li> </ul>
03-05-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), Ken Zatarain (WSP), David Ungemah (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest)</p>	<ul style="list-style-type: none"> <li>• DTA Model Development Update &amp; 2/27 NTN Recap</li> <li>• Project Lookahead &amp; Technical Deliverables</li> <li>• Initial Model Results Summary for I-205 Screening Alternatives</li> <li>• Proposed Approach for Land Use Impacts in Metroscope</li> <li>• Safety Methodology in MCE</li> </ul>
03-12-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), David Ungemah</p>	<ul style="list-style-type: none"> <li>• Project Updates</li> <li>• Model Results Summary for I-205 Screening Alternatives</li> </ul>

	(WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest)	
03-19-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger  INRO: Michael Mahut  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Auden Kaehler (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), David Ungemah (WSP), Jim Hicks (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest)</p>	<p>DTA</p> <ul style="list-style-type: none"> <li>• Model Development Status Updates</li> <li>• DTA Development Workplan</li> <li>• Traffic Count Locations Regular Meeting</li> <li>• Follow-up on Modeling for Safety and Land-use</li> <li>• Additional Model Results for I-205 Screening</li> <li>• Data Vendor Rerouting Examples</li> </ul>
03-26-2020	<p>ODOT: Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Ido Juran (INRO)</p>	<ul style="list-style-type: none"> <li>• I-205 Model Update</li> <li>• I-205 Scenario Comparison</li> <li>• DTA Workplan &amp; Next Steps</li> </ul>
04-02-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Auden Kaehler (WSP), Matt Gray (WSP), Chris Swenson (WSP), Josh Channell (WSP), David Ungemah (WSP), Jim Hicks (WSP), Randy Pozdena (EcoNorthwest), Matthew Kitchen (EcoNorthwest), Michael Mahut (INRO), Ido Juran (INRO)</p>	<p>General Meeting</p> <ul style="list-style-type: none"> <li>• General Project Update</li> <li>• Update on MetroScope and MCE Application</li> <li>• Rerouting Results Summary</li> <li>• RMG Meeting Discussion</li> </ul> <p>DTA</p> <ul style="list-style-type: none"> <li>• 2015 Network Results</li> <li>• Subarea Cut Discussion</li> <li>• Traffic Count Data Update</li> </ul>
04-09-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn  Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger  RTC: Mark Harrington  Consultant Team for Part 1 (DTA-Focused Meeting): Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Ido Juran (INRO)  Consultant Team for Part 2 (General Meeting): Mat Dolata (WSP), Josh Channell (WSP), Trey Baker (WSP), Brent Baker</p>	<p>DTA</p> <ul style="list-style-type: none"> <li>• Traffic Count Data Update</li> <li>• 2015 AM Model Network Validation</li> <li>• Subarea Cut Discussion General Meeting</li> </ul>

	(WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), David Ungemah (WSP)	<ul style="list-style-type: none"> <li>• Trip Diversion Summary</li> <li>• Safety Analysis Summary</li> <li>• RMG Meeting Discussion</li> </ul>
04-16-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Ido Juran (INRO)</p>	<ul style="list-style-type: none"> <li>• DTA Development Schedule Update</li> <li>• Advancing 2015 Model Validation</li> <li>• Validation Targets &amp; Subarea Cut Discussion</li> </ul>
04-23-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>WSP Consultant Team for Part 1 (General Meeting): Mat Dolata (WSP), Josh Channell (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), David Ungemah (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Jennifer Rabby</p>	<p>General Meeting</p> <ul style="list-style-type: none"> <li>• RMG Meeting Recap</li> <li>• Draft Goals and Objectives for I-205</li> <li>• I-205 Alternatives Screening Evaluation</li> </ul> <p>DTA</p> <ul style="list-style-type: none"> <li>• Initial Validation Targets</li> <li>• Travel Time Data Cleaning</li> </ul>
04-30-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Ido Juran (INRO), Dora Wu (WSP)</p>	<ul style="list-style-type: none"> <li>• Study Area Traffic Count Validation for Regional Model</li> <li>• First-cut DTA Validation Targets</li> <li>• Travel Time Data Review</li> </ul>
05-07-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Josh Channell (WSP), Trey Baker (WSP), Brent Baker (WSP), Dora Wu (WSP), Matt Gray (WSP), Chris Swenson (WSP), David Ungemah (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest), Jennifer Rabby (WSP), Chris Wellander (WSP)</p>	<ul style="list-style-type: none"> <li>• District Origin &amp; Destination Analysis</li> <li>• Potential Recommendations for I-205 Alternatives Screening</li> <li>• Schedule &amp; Next Steps for Modeling</li> </ul>

05-14-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO)</p>	<ul style="list-style-type: none"> <li>• Travel Time Data Update</li> <li>• Count Data Update</li> <li>• Validation Next Steps</li> <li>• Coordination with Local Jurisdictions</li> </ul>
05-21-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Josh Channell (WSP), Brent Baker (WSP), Matt Gray (WSP), Chris Swenson (WSP), David Ungemah (WSP), Chris Wellander (WSP), Matthew Kitchen (ECONorthwest), Randy Pozdena (ECONorthwest)</p>	<p>General Meeting</p> <ul style="list-style-type: none"> <li>• RMG Workshop #3 Coordination</li> <li>• Income Segmentation Next Steps</li> <li>• Brief Update on DTA Model Development</li> </ul> <p>DTA</p> <ul style="list-style-type: none"> <li>• Validation Targets</li> <li>• Travel Time Date</li> <li>• Count Data</li> </ul>
05-28-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Chris Wellander (WSP)</p>	<ul style="list-style-type: none"> <li>• Comparison of INRIX and HERE Travel Time Data</li> <li>• Count Database Update</li> <li>• DTA Subarea</li> <li>• Workplan Next Steps</li> </ul>
06-04-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Josh Channell (WSP), Brent Baker (WSP), Matt Gray (WSP), Chris Swenson (WSP), David Ungemah (WSP), Chris Wellander (WSP), Dora Wu (WSP)</p>	<ul style="list-style-type: none"> <li>• Upcoming RMG Workshop Agenda &amp; roles</li> <li>• Model Data-Sharing Approach</li> <li>• Regional Model Reginement Update</li> <li>• 2040 Regional Model Results Comparison</li> </ul>
06-11-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Chris Wellander (WSP)</p>	<ul style="list-style-type: none"> <li>• Model Travel Time Comparison between Freeway Interchanges</li> <li>• Dubarea DTA Model Review</li> <li>• I-205 Speed/Flow Analysis Count Data Update</li> </ul>
06-18-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p>	<ul style="list-style-type: none"> <li>• RMG Agenda &amp; Local Agency Feedback</li> <li>• Data-Sharing Approach</li> <li>• MCE Workplan</li> </ul>

	Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Chris Wellander (WSP), Josh Channel (WSP), Dora Wu (WSP), David Ungemah (WSP)	
06-25-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Chris Wellander (WSP)</p>	<ul style="list-style-type: none"> <li>Traffic Count Data for Calibration</li> <li>Model Calibration Update</li> <li>DTA Workplan – Next Steps</li> </ul>
07-02-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Jim Hicks (WSP), Ido Juran (INRO)</p>	<ul style="list-style-type: none"> <li>Model Calibration Update</li> <li>DTA Workplan</li> </ul>
07-09-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Chris Wellander (WSP), Josh Channel (WSP), Dora Wu (WSP), David Ungemah (WSP)</p>	<ul style="list-style-type: none"> <li>Schedule for Model-related Activities</li> </ul>
07-16-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Chris Wellander (WSP), Josh Channel (WSP), Qingyang Xie (WSP)</p>	<p>General Meeting</p> <ul style="list-style-type: none"> <li>RMG Workshop &amp; Diversion Committee Meeting Recaps</li> <li>Schedule for Upcoming Modeling Activities</li> <li>Streetlight Data Analysis Update</li> <li>Discuss Existing Diversion</li> </ul> <p>DTA</p> <ul style="list-style-type: none"> <li>DTA Workplan</li> <li>Model Calibration Update</li> </ul>
07-23-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p>	<ul style="list-style-type: none"> <li>Calibration Data</li> <li>Approach to Calibration</li> <li>VOT Distribution in DTA</li> </ul>

	Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Ido Juran (INRO)	
7-30-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Matt Gray (WSP), Chris Swenson (WSP), Chris Wellander (WSP), Josh Channel (WSP), Matthew Kitchen (ECONorthwest), Dora Wu (WSP)</p>	<ul style="list-style-type: none"> <li>• Metroscope results Summary</li> <li>• Time of Day Choice Model Update</li> <li>• MCE Model Refinement Update</li> </ul>
08-06-2020	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Mike Mason</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Matt Gray (WSP), Chris Swenson (WSP), Jim Hicks (WSP), Michael Mahut (INRO), Ido Juran (INRO)</p>	<ul style="list-style-type: none"> <li>• Travel Time Data Update</li> <li>• Advancing Calibration</li> </ul>
01-07-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn, Mike Mason, Tony Lee, Gareth Prior</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Emily Benoit (WSP), Brent Baker (WSP), Virginie Amerlynk (WSP), Matthew Kitchen (ECONorthwest)</p>	<ul style="list-style-type: none"> <li>• Time-of-Day Model Testing Update</li> <li>• Quick DTA Update</li> <li>• VOT Recommendations &amp; Memo Overview</li> <li>• Model Implementation Next Steps</li> </ul>
01-14-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn, Mike Mason, Gareth Prior</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Emily Benoit (WSP), Ido Juran (INRO), Jim Hicks (WSP)</p>	<ul style="list-style-type: none"> <li>• DTA Progress Update</li> <li>• Next Steps for DTA</li> </ul>
01-28-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Alex Bettinardi, Brian Dunn, Mike Mason, Gareth Prior</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Emily Benoit (WSP), Ido Juran (INRO), Jim Hicks (WSP)</p>	<ul style="list-style-type: none"> <li>• DTA Progress Update</li> <li>• DTAS Model Documentation</li> <li>• Next Steps for DTA</li> </ul>
02-11-2021	<p>ODOT: Lucinda Broussard, Alex Bettinardi, Brian Dunn, Mike Mason, Gareth Prior</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p>	<ul style="list-style-type: none"> <li>• DTA Scenario Comparison for Alts 1, 3, and 4</li> </ul>

	Consultant Team: Mat Dolata (WSP), Emily Benoit (WSP), Ido Juran (INRO), Jim Hicks (WSP), Dora Wu (WSP)	<ul style="list-style-type: none"> <li>• DTA Summary for 2040 Demand</li> <li>• Time of Day Model (RTDM) Testing</li> <li>• Income-Segmented RTDM Discussion</li> </ul>
02-18-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Jim Hicks (WSP), Dora Wu (WSP), Sine Madden (WSP)</p>	<ul style="list-style-type: none"> <li>• I-205 Toll Project Schedule Update</li> <li>• RMG Workshop Overview</li> <li>• DTA Scenario Comparison for Alts 1, 3, and 4</li> </ul>
02-25-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Dora Wu (WSP), Brent Baker (WSP)</p>	<ul style="list-style-type: none"> <li>• Update on Toll Segmentation in RTDM</li> <li>• Update on DTA 2040 Demand Test</li> <li>• Model Sensitivity Testing Results</li> </ul>
03-04-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Jim Hicks (WSP), Ido Juran (INRO)</p>	<ul style="list-style-type: none"> <li>• I-205 Subarea Model Development Update</li> <li>• Alt 3 and 4 Testing Results Continued</li> <li>• DTA Documentation Discussion</li> </ul>
03-11-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Jim Hicks (WSP), Ido Juran (INRO)</p>	<ul style="list-style-type: none"> <li>• DTA Documentation Discussion</li> <li>• I-205 Subarea Model Development Update</li> <li>• Alt 3 and 4 Testing Results Continued</li> </ul>
04-01-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Matt Bihn, Alex Oreschak</p> <p>RTC: Mark Harrington</p> <p>Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Dora Wu (WSP), Chris Wellander (WSP)</p>	<ul style="list-style-type: none"> <li>• Regional Pricing Options Project Presentation</li> <li>• I-205 Toll Project Modeling Schedule &amp; Status Update</li> <li>• Findings from Previous I-205 Model Scenarios</li> </ul>
04-15-2021	<p>ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi</p> <p>Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger</p> <p>RTC: Mark Harrington</p>	<ul style="list-style-type: none"> <li>• Modeling Schedule Update</li> <li>• RTDM Results on I-205</li> <li>• RTDM Regional Results</li> </ul>

	Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Dora Wu (WSP), Brent Baker (WSP)	
04-22-2021	ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Dora Wu (WSP), Brent Baker (WSP), Mingyang Li (WSP)	<ul style="list-style-type: none"> <li>• TOD Model Updates</li> <li>• RTDM Results on I-205 Continued</li> <li>• Additional Model Run Needs</li> </ul>
04-29-2021	ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Brent Baker (WSP), Mingyang Li (WSP), Jim Hicks (WSP)	<ul style="list-style-type: none"> <li>• TOD Model Updates</li> <li>• Toll Schedule Refinement for AM Peak</li> <li>• DTA Sensitivity Test Overview</li> </ul>
05-20-2021	ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Mingyang Li (WSP), Chris Wellander (WSP)	<ul style="list-style-type: none"> <li>• TOD Model Updates</li> <li>• Ramp-Meter Sensitivity Test Discussion</li> <li>• Model Performance Measures Update Discussion</li> </ul>
06-03-2021	ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Chris Wellander (WSP), Jim Hicks (WSP)	<ul style="list-style-type: none"> <li>• TOD Model Update</li> <li>• I-205 Subarea DTA Model Overview</li> <li>• DTA Graphics Updates</li> <li>• DTA Next Steps</li> </ul>
06-17-2021	ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Chris Wellander (WSP), Mingyang Li (WSP)	<ul style="list-style-type: none"> <li>• Updated Toll Rate Schedule Assumptions</li> <li>• TOD Model update</li> <li>• Modeling Timeline and Next Steps</li> </ul>
06-24-2021	ODOT: Lucinda Broussard, Chi Mai, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger Clackamas County: Stephen Williams RTC: Mark Harrington	<ul style="list-style-type: none"> <li>• RTDM Results Summary – Congestion &amp; Volume Changes for Alternative 3</li> </ul>



	Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Brent Baker (WSP), Mingyang Li (WSP)	
07-08-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi Oregon Metro: Chris Johnson, Kyle Hauger Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Chris Wellander (WSP), Mingyang Li (WSP)	<ul style="list-style-type: none"> <li>Modeling Schedule and Next Steps</li> <li>RTDM Results – Further Analysis of traffic Rerouting</li> </ul>
07-22-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Chris Wellander (WSP), Mingyang Li (WSP), Brent Baker (WSP)	<ul style="list-style-type: none"> <li>DTA Model Update</li> <li>RTDM Results – Through Trip Travel Patterns</li> <li>RTDM Results – Demand Changes</li> </ul>
08-12-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Mingyang Li (WSP), Jim Hicks (WSP), Ido Juran (INRO)	<ul style="list-style-type: none"> <li>DTA Model Issues</li> <li>Status Update &amp; Next Steps</li> </ul>
08-19-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Kara Todd (WSP), Jim Hicks (WSP), Ido Juran (INRO)	<ul style="list-style-type: none"> <li>DTA Model Results Update</li> <li>DTA Next Steps</li> </ul>
09-02-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Clackamas County: Stephen Williams RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Kara Todd (WSP), Brent Baker (WSP), Mingyang Li (WSP)	<ul style="list-style-type: none"> <li>DTA Model Update</li> <li>RTDM Results – Demand Changes</li> <li>RTDM Results – Accessibility Measures</li> <li>Preliminary MCE Model Results</li> </ul>
09-09-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi, Alyssa Cameron, Chi Mai Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa	<ul style="list-style-type: none"> <li>Subarea DTA Model Demand Evaluation</li> </ul>

	Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Kara Todd (WSP), Abby Caringula (WSP), Jim Hicks (WSP), Ido Juran (INRO)	<ul style="list-style-type: none"> <li>DTA Model Performances Changes</li> <li>Discussion on Advancing DTA Model Results</li> <li>RMG Meeting Agenda Overview</li> </ul>
10-07-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi, Alyssa Cameron, Chi Mai Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa RTC: Mark Harrington Clackamas County: Stephen Williams Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Kara Todd (WSP), Abby Caringula (WSP), Jim Hicks (WSP)	<ul style="list-style-type: none"> <li>DTA Model Update</li> <li>DTA Model Results</li> </ul>
11-04-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa RTC: Mark Harrington Clackamas County: Stephen Williams Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Kara Todd (WSP), Mingyang Li (WSP), Dora Wu (WSP)	<ul style="list-style-type: none"> <li>2045 DTA vs RTDM Volume Comparison</li> <li>RMG Preview – 2045 DTA Results Summary</li> <li>2027 DTA Model Status Update</li> </ul>
12-02-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Garet Prior, Alex Bettinardi, Alyssa Cameron, Mandy Putney Oregon Metro: Peter Bosa Consultant Team: Mat Dolata (WSP), Chris Wellander (WSP), Kara Todd (WSP)	<ul style="list-style-type: none"> <li>RMG Presentation Walk-Through</li> </ul>
12-16-2021	ODOT: Alex Bettinardi, Alyssa Cameron, Mandy Putney, Brian Dunn, Mike Mason Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger RTC: Mark Harrington Clackamas County: Stephen Williams Consultant Team: Chris Wellander (WSP), Kara Todd (WSP), Abby Caringula (WSP), Dora Wu (WSP), Jim Hicks (WSP)	<ul style="list-style-type: none"> <li>RMG Recap</li> <li>2045 DTA vs RTDM Arterial Volume Comparison</li> <li>2045 Select Link Travel Pattern Analysis</li> <li>2027 RTDM Results Summary</li> <li>2027 DTA Results Summary</li> </ul>
01-13-2022	ODOT: Alex Bettinardi, Alyssa Cameron, Mandy Putney, Brian Dunn, Mike Mason Oregon Metro: Peter Bosa, Chris Johnson, Kyle Hauger RTC: Mark Harrington Clackamas County: Stephen Williams Consultant Team: Chris Wellander (WSP), Kara Todd (WSP), Abby Caringula (WSP), Dora Wu (WSP), Jim Hicks (WSP)	<ul style="list-style-type: none"> <li>2027 DTA results Summary</li> <li>2045 RTDM Volume Change Recap</li> </ul>

**MODELING TEAM MEETINGS -RMPP**

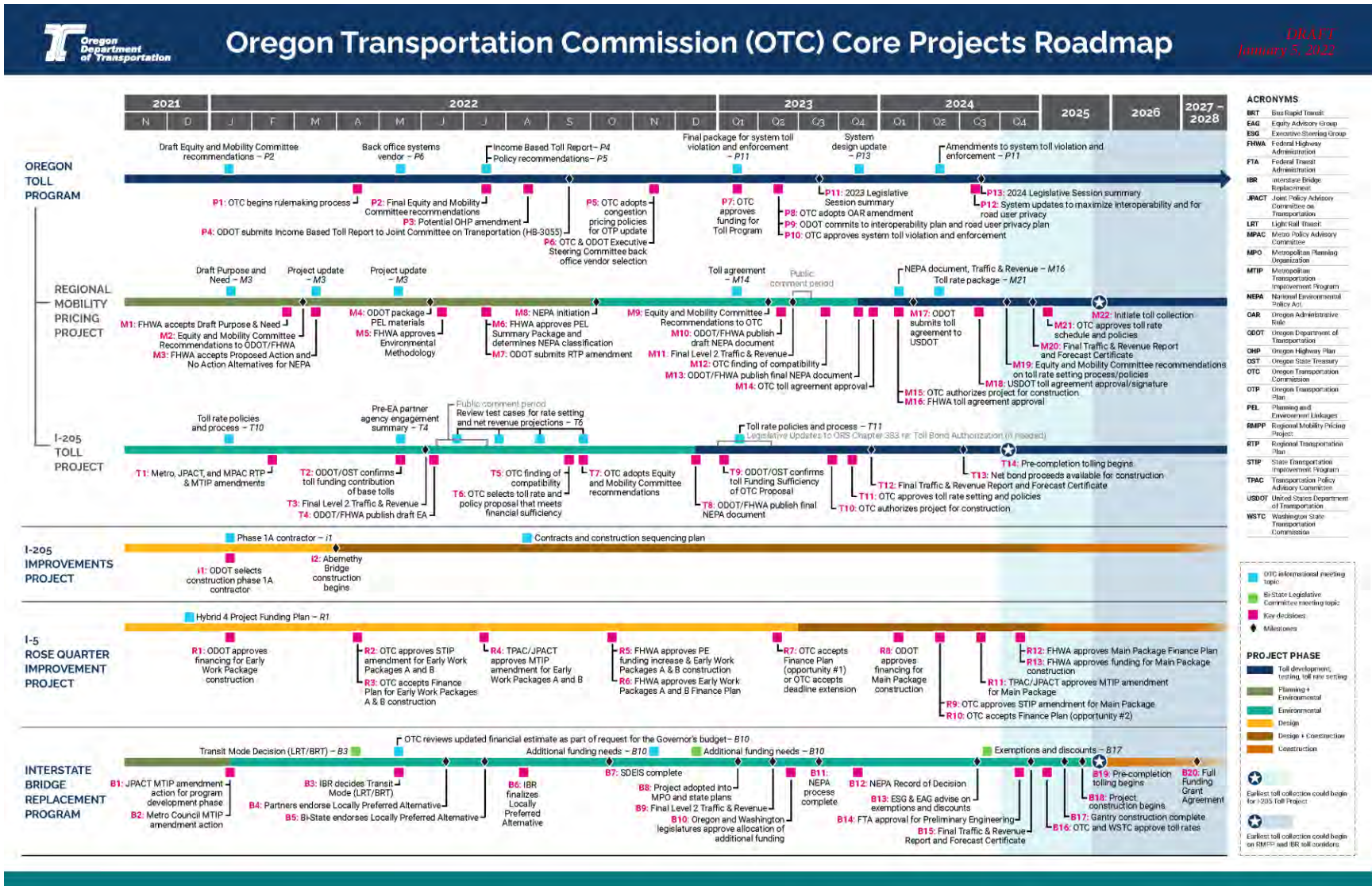
Meeting Date	Attendees	Topics Discussed
09-30-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Consultant Team: Mat Dolata (WSP), Brent Baker (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Trey Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP)	<ul style="list-style-type: none"> <li>• RMPP Overview Modeling Approach and Initial Assumptions</li> <li>• RMPP Corridor User Analysis Outline</li> <li>• I-205 Data Share Request</li> </ul>
10-14-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Consultant Team: Mat Dolata (WSP), Brent Baker (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP)	<ul style="list-style-type: none"> <li>• No Build Initial Assumptions &amp; Documentation</li> <li>• Draft Modeling Timeline</li> <li>• Model Run Status</li> </ul>
10-28-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP)	<ul style="list-style-type: none"> <li>• Model Run Status</li> <li>• Technical Process &amp; Next Steps</li> <li>• Evaluation Criteria Brainstorm</li> </ul>
11-18-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP)	<ul style="list-style-type: none"> <li>• Modeling Schedule Overview</li> <li>• 2045 Bookend Scenario Outcomes</li> <li>• Potential RTDM Refinements</li> </ul>
12-02-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa RTC: Mark Harrington IBR Program: Jennifer John Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP), Mingyang Li (WSP)	<ul style="list-style-type: none"> <li>• Project Schedule Update &amp; key Decisions</li> <li>• RMPP Application of VOT Assumptions</li> <li>• Time of Day Model Calibration</li> </ul>
12-23-2021	ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa RTC: Mark Harrington Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP), Mingyang Li (WSP)	<ul style="list-style-type: none"> <li>• Modeling Schedule Update</li> <li>• Balanced Concept Results</li> <li>• Discuss Next Steps for Baseline Concept</li> <li>• Time of Day Model Findings</li> <li>• RMG Meeting Discussion (RMPP Focus)</li> </ul>

01-06-2022	<p>ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron  Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Josh Channel (WSP), Mingyang Li (WSP)</p>	<ul style="list-style-type: none"> <li>• Next Steps for Baseline Pricing Concept Development</li> <li>• RMG Outreach Options</li> <li>• Sensitivity Test Assumptions</li> <li>• Potential Modeling Approaches for NEPA</li> </ul>
01-20-2022	<p>ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron  Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Mingyang Li (WSP), Dora Wu (WSP)</p>	<ul style="list-style-type: none"> <li>• Sensitivity Test Discussion with RMG</li> <li>• Volume &amp; Congestions Changes on I-5/I-205</li> <li>• Volume Changes on Alternative Routes</li> <li>• Initial baseline Scenario Development Update</li> <li>• Time of Day Model Update</li> <li>• Potential Modeling Approaches for NEPA</li> </ul>
02-03-2022	<p>ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron  Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Mingyang Li (WSP), Dora Wu (WSP)</p>	<ul style="list-style-type: none"> <li>• RMG Discussion Recap</li> <li>• Time of Day Model Refinement</li> <li>• Initial Congestion Pricing Concept Development</li> </ul>
02-17-2022	<p>ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron  Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Mingyang Li (WSP), Dora Wu (WSP)</p>	<ul style="list-style-type: none"> <li>• Initial Congestion Pricing Concept Results</li> </ul>
02-24-2022	<p>ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron, Zachary Horowitz, Ben Chaney  Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa  RTC: Mark Harrington  Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Mingyang Li (WSP)</p>	<ul style="list-style-type: none"> <li>• Update on Evaluation Criteria &amp; Sensitivity Test</li> <li>• Additional Initial Congestion Pricing Concept Results</li> <li>• Time of Day Model Testing</li> </ul>
03-03-2022	<p>ODOT: Lucinda Broussard, Brian Dunn, Mike Mason, Gareth Prior, Alex Bettinardi, Alyssa Cameron, Zachary Horowitz, Ben Chaney  Oregon Metro: Chris Johnson, Kyle Hauger, Peter Bosa  RTC: Mark Harrington</p>	<ul style="list-style-type: none"> <li>• Update on Evaluation Criteria &amp; Sensitivity test</li> <li>• Time of Day Model Testing</li> </ul>

	Consultant Team: Mat Dolata (WSP), Kara Todd (WSP), Matthew Kitchen (ECO), Brent Baker (WSP), Chris Swenson (WSP), Mingyang Li (WSP)	
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# APPENDIX C. OTC CORE PROJECTS ROADMAP





# Key Decisions and Milestones

**DRAFT**  
January 5, 2022

## OREGON TOLL PROGRAM

- P1:** OTC initiates rulemaking process to amend OARs (Apr. 2022)
- P2:** EMAC meets with OTC to present final recommendations for equity and mobility (Jul. 2022)
- P3:** Vetting of policy options for updates to the OHP and RTP will be completed in the summer of 2022. ODOT will have policy options to address low-income impacts being prepared during this time as a part of the report to the Legislature in September (P2). The possible OHP amendment would borrow from each of these processes to bring an OHP amendment to the OTC for adoption to inform the completion of the RTP and OTP updates, as well as the Oregon Toll Program (Aug. 2022).
- P4:** As required by House Bill 3055 (Sep. 2022).
- P5:** ODOT to prepare a package of congestion pricing (tolling) policies for the OTC to consider for adoption, as a part of the OTP update. OTC to receive a presentation from ODOT about the OHP update and receives congestion pricing (tolling) policies (Nov. 2022).
- P6:** No additional information.
- P7:** No additional information.
- P8:** No additional information.
- P9:** No additional information.
- P10:** No additional information.
- P11:** ODOT receives a summary of the legislation related to tolling that was passed during the 2023 Legislative Session (Q3, 2023).
- P12:** No additional information.
- P13:** ODOT receives a summary of the legislation related to tolling that was passed during the 2024 Legislative Session (Q3, 2024).

## REGIONAL MOBILITY PRICING PROJECT

- M1:** No additional information.
- M2:** No additional information.
- M3:** No additional information.
- M4:** No additional information.
- M5:** FHWA approves Environmental Methodology for Partner review (Jun. 2022).
- M6:** No additional information.
- M7:** No additional information.
- M8:** No additional information.
- M9:** No additional information.
- M10:** No additional information.

- M11:** Develop Level 2 Traffic & Revenue from February – June 2023 (Q2, 2023)
- M12:** In compliance with OAR 731-015-0075, OTC to make finding of compatibility between the project and the comprehensive plans of affected jurisdictions between draft NEPA Document and final NEPA Document (Q3, 2023).
- M13:** No additional information.
- M14:** No additional information.
- M15:** In compliance with OAR 731-040-0050, OTC shall evaluate the project tolling proposal prior to the authorization of construction using the criteria provided in the OAR (Q1, 2024).
- M16:** No additional information.
- M17:** No additional information.
- M18:** No additional information.
- M19:** No additional information.
- M20:** Level 3 Investment Grade Traffic and Revenue Study leads up to the Final Traffic & Revenue Report and occurs from February 2024 – January 2025 (Dec. 2024).
- M21:** OTC initiates toll rate schedule process Q1 2024, and concludes process in one year (Q1, 2025).
- M22:** No additional information.

## I-205 TOLL PROJECT

- T1:** Metro RTP & MTIP amendment action (Feb. 2022).
- T2:** No additional information.
- T3:** Develop Level 2 Traffic & Revenue from February – June 2022 (Jun. 2022).
- T4:** No additional information.
- T5:** In compliance with OAR 731-015-0075, OTC to make finding of compatibility between the project and the comprehensive plans of affected jurisdictions between draft NEPA Document and final NEPA Document (Sep. 2022).
- T6:** No additional information.
- T7:** No additional information.
- T8:** No additional information.
- T9:** OTC approves, at the earliest, a package for the toll rate schedule, policies, future toll rate setting process for adjustments that includes a structure for future oversight and monitoring (Q2, 2023).
- T10:** In compliance with OAR 731-015-0075, OTC to make finding of compatibility between the project and the comprehensive plans of affected jurisdictions between draft NEPA Document and final NEPA Document (Q3, 2023).
- T11:** OTC approves, at the earliest, a package for the toll rate schedule, policies, future toll rate setting process for adjustments that includes a structure for future oversight and monitoring (Q4, 2024).

- T12:** Level 3 Investment Grade Traffic and Revenue Study from February 2023 – January 2024, leading up to the Final Traffic & Revenue Report (Q4, 2023).
- T13:** No additional information.
- T14:** No additional information.

## I-205 IMPROVEMENTS PROJECT

- I1:** OTC approved STIP amendment and MPD approved MTIP amended to program \$375m for construction phase (1A – Abernethy Bridge construction) (Jan. 2022)
- I2:** No additional information.

## I-5 ROSE QUARTER IMPROVEMENT PROJECT

- R1:** ODOT to confirm amendment process and prepare and begin to coordinate needed Metro documentation. ODOT to confirm and approve financing for Early Work Package construction funding need (Jan. 2022).
- R2:** OTC approves STIP amendment for increased PE funding and the addition of the construction phase for Early Work Packages A and B (Apr. 2022).
- R3:** OTC to accept Finance Plan for Early Work Package A and B construction, along with approving the STIP amendment to add the STIP construction phase for this work (Apr. 2022).
- R4:** Metro Council, through TPAC and JPACT, to approve MTIP amendment for increased PE funding and the addition of the construction phase for Early Work Packages A and B (Jul. 2022).
- R5:** FHWA to approve federal authorization of funding for PE funding increase and Early Work Package A and B construction (Oct. 2022).
- R6:** FHWA to approve Early Work Package A and B Finance Plan, coinciding with authorization of the addition of the STIP construction phase for this work (Oct. 2022).
- R7:** OTC either 1) accepts the Finance Plan that defines the dedicated funding to construct the Project inclusive of the Hybrid 3 highway cover design or 2) accepts the extension of the deadline to receive dedicated funding to construct the Project inclusive of the Hybrid 3 highway cover design to a date no later than July 1, 2024 (Q2, 2023).
- R8:** ODOT to confirm amendment process and prepare and begin to coordinate needed Metro documentation. ODOT to confirm and approve financing for Main Package construction funding need (Q1, 2024).
- R9:** OTC approves STIP amendment for the addition of the construction phase for Main Package (Q2, 2024).

- R10:** If ODOT accepts the extension of the deadline to receive dedicated funding to construct the Project inclusive of the Hybrid 3 highway cover design in Q3 2023, OTC accepts Finance Plan that defines the dedicated funding to construct the Project inclusive of the Hybrid 3 highway cover design in June 2025 (no later than July 1, 2024) (Q2, 2024).
- R11:** No additional information.
- R12:** No additional information.
- R13:** No additional information.

## INTERSTATE BRIDGE REPLACEMENT PROGRAM

- B1:** No additional information.
- B2:** No additional information.
- B3:** Transit Decision is made and kicks-off estimating and pursuit of funding for both states (May, 2022).
- B4:** Partners endorse Locally Preferred Alternative through boards and councils (Jun. 2022).
- B5:** Bi-State endorses Locally Preferred Alternative in late July or early August (Jul. 2022).
- B6:** IBR project team finalizes and approves Locally Preferred Alternative (Aug. 2022).
- B7:** No additional information.
- B8:** No additional information.
- B9:** Develop Level 2 Traffic & Revenue from February – June 2023 (Q2, 2023)
- B10:** No additional information.
- B11:** No additional information.
- B12:** No additional information.
- B13:** ESG, EAG, and other relevant stakeholders advise on exemptions and discounts before proposal goes to OTC and WSTC. (Q3, 2024).
- B14:** No additional information.
- B15:** Level 3 Investment Grade Traffic and Revenue Study leads up to the Final Traffic & Revenue Report and occurs from February 2024 – January 2025 (Dec. 2024).
- B16:** OTC and WSTC determine toll rate, informed by feedback from ESG, Bi-State Legislative Committee, and other relevant stakeholders (Q1, 2025).
- B17:** No additional information.
- B18:** No additional information.
- B19:** No additional information.
- B20:** No additional information.

Type of Decision



Policy



Finance/Funding



Design and Construction

## APPENDIX D.1. LOW-INCOME TOLL POLICY REPORT OVERVIEW

### Report on Low-income toll policy program

Legislation passed by Oregon in 2021 ([HB 3055](#)<sup>1</sup>) stipulates that at a minimum of 90 days before the Oregon Transportation Commission (OTC) requests permission from the Federal Highway Administration (FHWA) to toll or by September 15, 2022 (whichever comes first), ODOT is required to produce a Report on Equitable Income-Based Toll Rates to the Oregon and submit it to the Oregon Legislature Joint Committee on Legislature.

This report will provide a framework for ODOT to develop and initiate the implementation of toll policies and programs for low-income system users. These policies and programs must be in place before ODOT begins tolling on I-205, at the earliest in late 2024. Work on this report will need to begin immediately in 2022.

### Report Purpose and Objectives

The purpose of the Equitable Income-Based Toll Rate Report is to summarize potential income-based toll policies and best practices from other toll programs around the United States and provide recommended policy options to the OTC. The report will document key decisions regarding the establishment and administration of an income-based toll policy. Potential key decisions could include:

- Toll collection and administration approach considerations
- Screening of and selection of income-based toll program options for further study
- Policy recommendations, including program design and implementation options for further study and consideration

### The Approach

The central challenge will be to deliver on a short timeline a report on a topic that has aroused substantial public and partner agency interest and engagement. Due to the controversial nature of the topic, it will require strategic and thoughtful stakeholder engagement activities to support development of the Equitable Income-Based Toll Rate Report. In addition, ODOT will need to stand up the Income-Based Toll Policy Subcommittee (ITPS), a group of ODOT staff that will focus on topics related to income-based toll policy and programs and will report to the Toll Policy Committee (TPC).

### Roles and Responsibilities

Several internal and external stakeholders will be engaged during the development of the Equitable Income-Based Toll Rate Report. Each stakeholder or group is detailed below and

<sup>1</sup> SECTION 162. (1) As used in this section, "toll" and "tollway" have the meanings given those terms in ORS 383.003.

(2) Before the Department of Transportation assesses a toll, the department shall implement a method for establishing equitable income-based toll rates to be paid by users of tollways.

(3) At least 90 days before the date the Oregon Transportation Commission seeks approval from the Federal Highway Administration to use the income-based toll rates developed under subsection (1) of this section, the department shall prepare and submit a report on the method developed to the Joint Committee on Transportation and the Oregon Transportation Commission. The department may also submit to the Joint Committee on Transportation any recommended legislative changes. The report shall be provided to the Joint Committee on Transportation, in the manner provided under [ORS 192.245](#), on or before September 15, 2022.

SECTION 163. Section 162 of this 2021 Act is repealed on January 2, 2023.



includes a description of their respective role and general timing of engagement. A detailed excel sheet that identifies timing of involvement for each of these groups is attached.

#### **Oregon Legislature Joint Committee on Transportation (JCT)**

- *Role:* Receive and review Equitable Income-Based Toll Report and provide guidance on next steps.
- *Involvement:* Deliver report to JCT September 2022

#### **Oregon Transportation Commission (OTC)**

- *Role:* Review Equitable Income-Based Toll Report and provide guidance on next steps. The OTC is the toll rate setting authority and will have decision-making power for the equitable income-based toll rates.
- *Involvement:* Provide informational updates in January and May 2022. OTC will weigh in on draft report and recommendations in July and August 2022.

#### **ODOT Toll Executive Steering Committee (ESC)**

- *Role:* Final decision maker regarding the Equitable Income-Based Toll Report development approach, scope, and content.
- *Involvement:* Regular engagement on a monthly basis throughout 2022. The ESG will continue to be involved in the development and administration of income-based toll policy.

#### **ODOT Toll Policy Committee (TPC)**

- *Role:* Provide feedback to the ESG and project managers on the approach, scope, and content of the Equitable Income-Based Toll Report.
- *Involvement:* Every other week, twice monthly, throughout 2022.

#### **ODOT Income-Based Toll Policy Subcommittee (ITPS)**

- *Role:* Provide feedback to the TPC and project managers on the approach, scope, and content of the Equitable Income-Based Toll Report.
- *Involvement:* Meets every week

#### **Oregon Toll Program Equity and Mobility Advisory Committee (EMAC)**

- *Role:* Provide feedback on the report to the project managers, who will take that information to the TPC and ESG for consideration.
- *Involvement:* Per the [EMAC 2022 Game Plan](#), recommendations to ODOT are expected around June 2022, with monthly interactions beforehand as the report is being developed.

#### **Interstate Bridge Replacement Program – Project Team, Executive Steering Group, Equity Advisory Group, and Community Advisory Group**

- *Role:* Provide feedback on the report to the project managers, who will take that information to the TPC and ESG for consideration.

- *Involvement:* Periodic updates throughout 2022.

#### **External Stakeholders** – Focused equity outreach and public outreach

- *Role:* Provide feedback on the report to the project managers, who will take that information to the TPC and ESG for consideration.
- *Involvement:* Regular engagement throughout 2022. The team will leverage previously planned activities and existing project engagement staff to help meet the aggressive task schedule. This will include Regional Public Agency Staff (RPAS) monthly meetings and briefings with regional transportation boards and commissions (e.g., Region 1 Area Commission on Transportation Toll Work Group, JPACT, Metro Council, TPAC, etc.).

#### **Regional Toll Policy Committee**

- *Role:* Provide feedback and recommendations on policies and key decisions associated with the toll projects.
- *Involvement:* Regular engagement throughout 2022.

#### **The Report Developing Process**

The overall approach will include synthesizing information from prior income-based policy and program research, comments received from public and stakeholder engagement, development of evaluation metrics, and ongoing modeling work to assess potential income-based toll policy impacts. The task team will coordinate to ensure that this work is aligned with work to develop congestion management toll policy, including those focused on transit and multimodal investments, equity, diversion and traffic impacts, revenue, and project implementation. This work will include a high-level, preliminary estimate of potential policy impacts to program costs, revenue, and diversion and traffic patterns.

ODOT should consider conducting a more detailed analysis of policy impacts to program costs, revenue estimates, and traffic impacts after the Equitable Income-Based Toll Rate Report is completed.

A more robust public and stakeholder engagement process is also recommended to further develop income-based toll policy recommendations and identify program administration needs after the Equitable Income-Based Toll Rate Report is completed. These activities could include online user surveys and regional partner workshops to gain broad support for the program.

## APPENDIX D.2. EQUITY FRAMEWORK

# I-5 and I-205 Toll Projects

## Toll Projects' Equity Framework



Updated December 3, 2020

### INTRODUCTION

The Oregon Toll Program recognizes past land-use and transportation investments in the Portland metro area—including highway investments—have resulted in negative cultural, health, economic, and relational impacts to local communities and populations. These projects have resulted in *displacement and segregation*<sup>1</sup> and have disproportionately affected:

- people experiencing *low-income* or *economic disadvantage*;
- *Black, indigenous and people of color (BIPOC)*;
- older adults and children;
- persons who speak non-English languages, especially those with limited English proficiency;
- persons living with a disability; and
- other populations and communities historically excluded and underserved by transportation projects.

Discriminatory transportation patterns, urban planning decisions, and high housing costs have priced out many community members from centrally located neighborhoods, resulting in a mismatch between job locations and housing in areas with few transportation options. Collectively, these transportation and land use investments have resulted in a form of *trauma* for these historically excluded and underserved communities and individuals.

### WHY AN EQUITY FRAMEWORK FOR THE I-205 AND I-5 TOLL PROJECTS?

As part of previous community engagement efforts (including for the 2018 Value Pricing Feasibility Analysis), discussions with community members, regional stakeholders, and elected officials revealed three consistent themes:

#### State of Oregon Definition of Equity

*Equity acknowledges that not all people, or all communities, are starting from the same place due to historic and current systems of oppression. Equity is the effort to provide different levels of support based on an individual's or group's needs in order to achieve fairness in outcomes. Equity actionably empowers communities most impacted by systemic oppression and requires the redistribution of resources, power, and opportunity to those communities.*

Definition from June 2020  
State of Oregon Equity Framework in  
COVID-19 Response and Recovery

<sup>1</sup> Please see the glossary for the definition of italicized terms.

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- Concerns about tolling effects on communities experiencing low income
- Need for improved transit and other transportation choices
- Concerns with the potential for tolling to cause traffic to reroute to local streets

The Oregon Toll Program has developed this Equity Framework to identify the burdens and benefits of tolling and provide a process for determining how to equitably distribute those burdens and benefits from the I-205 and I-5 Toll Projects. The framework will guide the project to ensure tolling on I-205 and I-5 will lead to equitable outcomes. Additionally, the framework will ensure the Oregon Toll Program implements an intentional and equitable engagement process that makes historically excluded and underserved communities a priority.

To create this framework, the Oregon Toll Program worked with a team of equity specialists to create this, which will be updated over time as more individuals and organizations become involved in this work.

This I-205 and I-5 Toll Projects' Equity Framework includes:

- Goals for the proposed toll projects, and an explanation of why the Oregon Toll Program is prioritizing equity
- A definition of equity within the context of the toll projects, including key concepts and definitions related to equity
- The overall approach and organizing principles for addressing equity
- A set of actions for measuring benefits and burdens to historically excluded and underserved communities and populations

## GOALS OF THE TOLL PROJECTS

The I-205 and I-5 Toll Projects were assigned two goals by the Oregon State Legislature:<sup>2</sup>

1. To reduce traffic congestion in the Portland metropolitan region by encouraging people to travel at less congested times or to change travel mode, thereby providing more reliable travel time; and
2. To generate revenues which can then help fund congestion relief projects or other efforts through the state's Congestion Relief Fund.

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<sup>2</sup> In 2017, the Oregon Legislature approved House Bill 2017, known as Keep Oregon Moving. This bill committed hundreds of millions of dollars in projects that will address our congestion problem and improve the transportation system in the region and statewide. HB 2017 directed the Oregon Transportation Commission to pursue and implement congestion pricing on I-5 and I-205 in the Portland Metro region to provide additional traffic management tools to further manage congestion.

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At the same time, the Oregon Toll Program has made community mobility and equity<sup>3</sup> strategies key components of successful toll projects. The Oregon Toll Program is committed to minimizing burdens and maximizing benefits to communities that transportation projects have historically excluded and underserved. The Oregon Toll Program will engage these communities so that it can intentionally inform, listen to, learn from, and empower them throughout the toll projects' development, implementation, monitoring, and evaluation processes.

### UNDERSTANDING EQUITY FOR THE I-205 AND I-5 TOLL PROJECTS

The Oregon Toll Program will consider the different transportation needs of historically excluded and underserved communities and the barriers those communities face so that the design of the toll projects improve access to jobs, goods, services, and key destinations.

"Equity" for transportation projects is the just allocation of burdens and benefits within a transportation system. For the purposes of ODOT's toll projects, equity is described in two ways: process equity and outcome equity.

*Process equity* means that the planning process, from design through to post-implementation monitoring and evaluation, actively and successfully encourages the meaningful participation of individuals and groups from historically excluded and underserved communities.

*Outcome equity* means that the toll projects will acknowledge existing inequities and will strive to prevent historically excluded and underserved communities from bearing the burden of negative effects that directly or indirectly result from the toll projects, and will further seek to improve overall transportation affordability, accessible opportunity, and community health.

Together, process and outcome equity focus on four dimensions:

- **Full Participation.** Impacted populations and communities will play a major role throughout the Projects. Agency accountability and transparency will be a key component of the Toll Projects' activities.
- **Affordability.** The Projects will explore how to improve the affordability of the transportation system to affected populations and communities.
- **Access to Opportunity.** The Toll Projects will focus on improving multi-modal<sup>4</sup> access to the region's many opportunities for historically excluded and underserved communities.

<sup>3</sup> Community mobility and equity strategies could improve mobility for the broadest possible cross-section of the community and avoid, minimize, or mitigate negative impacts to historically excluded and underserved communities. Strategies could include improved transit and other transportation choices.

<sup>4</sup> For the purposes of this document, "multi-modal access" considers and accommodates the many different modes that people use for transportation, including (but not limited to) private and for-hire motor vehicles, public transit

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- **Community Health.** The Toll Projects will address air quality, noise, traffic safety, economic impacts and other potential effects on historically excluded and underserved communities.

## OUR APPROACH

Explicit goals for these Toll Projects include reduced congestion and the generation of new funds to help pay for improved transportation facilities or other efforts funded by the state's Congestion Relief Fund. *Equitable community and mobility strategies will need to produce benefits beyond revenue generation and direct congestion management improvements on the I-205 and I-5 freeways.* Other benefits could include better functioning transportation facilities and services for people not using the freeways, and strategies for managing and limiting potential vehicle rerouting from the freeway through neighborhoods with significant populations of historically excluded and underserved communities.

The I-205 and I-5 Toll Projects can maximize potential positive benefits and minimize negative effects by following organizing principles to ensure both process and outcome equity:

1. **Incorporate a trauma informed perspective in our current context** by recognizing the trauma associated with multiple historic and current events, including the ongoing killings of African Americans by police, the COVID-19 pandemic, the economic ramifications from these events, as well as the impacts of past transportation and land use investments. While the future is uncertain, there is opportunity to demonstrate how ODOT can shift power to impacted community members to improve outcomes for all. Embracing this trauma-informed perspective in policy making can begin to address past harms, minimize burdens, and maximize benefits for historically underserved community members.
2. **Begin with a racial analysis.** By being explicit about race and systemic racism, the I-205 and I-5 Toll Projects can develop solutions that maximize benefits to all historically excluded and underserved communities. By beginning with race, the Oregon Toll Program ensures that race will not be ignored or diminished as part of an overall analysis of equity in the system.
3. **Acknowledge historic context.** Communities which have been historically affected by the transportation system should be explicitly acknowledged and involved in a direct and meaningful way in project development and follow-up.
4. **Identify disparities.** The Oregon Toll Program has developed this Equity Framework for the I-205 and I-5 Toll Projects, consistent with Title VI of the Civil Rights Act, to analyze policy proposals as well as historical impacts, assess disparities in the distribution of project benefits and burdens/, and provide remediation solutions where warranted.

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and paratransit, walking, rolling a wheelchair or motorized assisted scooter, cycling, skateboarding, and the use of shared mobility devices such as bike share and scooter share programs. Multi-modal indicates that any one of these modes may be used and that multiple different modes may be used on a single trip.

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5. **Prioritize input from impacted historically excluded and underserved communities.** The Oregon Toll Program is committed to identifying communities that have historically been excluded in transportation planning and who have been underserved or negatively impacted by prior transportation investments and plans, as well as those at highest risk of being negatively affected by the I-205 and I-5 Toll Projects. ODOT commits to prioritizing the voices of impacted, excluded, and underserved communities and ensuring that their concerns, goals, and experiences shape the design of the toll projects. This focus will help produce greater overall benefits throughout the system.
6. **Attend to power dynamics among stakeholders.** The Oregon Toll Program aims to elevate the needs and priorities of historically marginalized communities through this process. To do this requires that each of the projects recognize, understand, and shift existing power dynamics within ODOT, other government agencies, groups, the community, and the projects' teams.
7. **Maintain a learning orientation.** A focus on equity and using tolls to manage congestion are innovative nationally and new for ODOT. The Oregon Toll Program commits to letting equity drive its approach to the planning process, including National Environmental Policy Act (NEPA)<sup>5</sup> studies and community participation. The Oregon Toll Program commits to striving for continuous improvement and to creating space conducive for growth and collective learning.

## EQUITY IMPLEMENTATION STEPS

This framework uses a five-step iterative process that can help reduce systemic inequities and support the desired outcomes of the toll projects. This process encourages decision-makers to critically address health, racial, social, and economic disparities and historic disinvestment and transportation decisions that have harmed communities. Figure 1 illustrates the five iterative steps of the framework adapted from TransForm, a transportation and land use policy organization. TransForm based its framework on a study of tolling equity practices worldwide, with special attention to guidance from the National Cooperative Highway Research Program's 2018 guidebook and toolbox, *Assessing the Environmental Justice Effects of Toll Implementation or Rate Changes*.<sup>6</sup>

<sup>5</sup> The National Environmental Policy Act of 1970 (as amended) ensures the federal agencies consider the potential environmental effects of their proposed actions and inform the public about their decision making. It is especially important for communications related to this project because public outreach and engagement activities will frequently be tied to milestones in the NEPA process.

<sup>6</sup> Pesesky, L., et. al., *Assessing the Environmental Justice Effects of Toll Implementation or Rate Changes: Guidebook and Toolbox*. National Cooperative Highway Research Program Research Report 860 (Washington, D.C.: Transportation Research Board, 2008).

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Figure 1. Five Step Process for Achieving Equitable Outcomes<sup>7</sup>



Oregon Toll Program actions for each step are delineated below.

**Step #1: Identify Who, What, and Where**

- Identify all historically excluded and underserved communities and small businesses the toll projects may disproportionately affect, including presenting the context of how and why these communities have been excluded and underserved by in the past through prior transportation and land use planning and investment.
- Document the travel patterns of historically excluded and underserved communities that may be affected by the toll projects, and anticipate potential changes to them.
- Develop a range of potential pricing strategies and related policy proposals that directly address community-identified mobility and equity priorities.

**Step #2: Define Equity Outcomes and Performance Measures**

Develop a set of performance measures that establish both *baseline conditions* for historically excluded and underserved communities, and the effects of different proposed pricing and equity strategies on these communities. Performance measures will address both process and outcome equity.

<sup>7</sup> Cohen, S., and Hoffman, A., *Pricing Roads, Advancing Equity*, Report and toolkit (Oakland, California: TransForm, 2019).



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**Process Equity**

*Process Equity* measures help determine how successful the projects are at achieving inclusive and accountable participation of historically excluded and underserved communities in the transportation planning and decision-making process.

**Inclusive and Accountable Participation**

**Measures of participation.** Representation on advisory committees:

- The number of workshops, virtual meetings, their locations, and the number of unique attendees from historically excluded and underserved communities
- The number of public comments and surveys received from historically excluded and underserved communities
- Measures of the distribution of print and web resources, including languages served

**Responsiveness.** The Oregon Toll Program will develop qualitative evaluation measures of its ability to be responsive in addressing comments, ideas and concerns voiced by historically excluded and underserved communities:

- Collect feedback from participants, the advisory committee, and equity sub-consultants on quality of facilitation and ability to incorporate the needs of historically excluded and underserved communities.
- Ensure continuous application and incorporation of the “Oregon Toll Program Approach” through the toll projects meetings and processes.
- Monitor regularly the following within decision-making processes and project management:
  - Projects’ adaptability to needs expressed by historically excluded and underserved communities
  - That historically excluded and underserved communities have a voice and the opportunity to directly impact design and outcomes
  - Transparent accountability: it is clear who the decision-makers are and how to influence decision-making
  - That the Oregon Toll Program is communicating directly and regularly with underserved and excluded communities and clearly describing the input, ideas and concerns that have been voiced, and how that feedback is being used in project development.

**Outcome Equity**

*Outcome Equity* measures will address three dimensions: affordability (user costs), access to opportunity, and community health to determine which pricing and equity strategies best advance equity.

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1. **Affordability**

- **Travel costs.** Change in travel costs for historically excluded and underserved communities
- **Financial barriers.** Potential financial barriers that may limit use of the tolled facilities by historically excluded and underserved communities, including for the unbanked and for those who may have trouble putting up deposits for transponders or other required technologies

2. **Access to Opportunity**

- **Travel patterns.** Potential changes to travel patterns and behavior
- **Transportation options.** Alternative transportation choices (roads, transit, etc.) in the study area available to those who choose to not pay tolls, with some measure of their relative costs (in time and/or money) and benefits
- **Time penalties or improvements.** Effects on un-tolled alternatives, including roadways affected by rerouting and potential benefits or impacts to transit services

3. **Community Health**

- **Community health.** Health indicators, including those identified by historically excluded and underserved communities
- **Environmental impacts.** Projected changes in air, water, and noise pollution, as well as visual impacts
- **Safety.** Potential implications for safety, particularly for the most vulnerable road users (bicyclists and pedestrians)
- **Community cohesion or isolation.** Potential implications of changes in travel behavior and infrastructure on community cohesion or isolation, including potential impacts on rents
- **Small business.** Potential effect of construction or tolls on small businesses within historically excluded and underserved communities

**Step #3: Determine Benefits and Burdens**

Determine impacts (both positive and negative) related to the outcome and performance indicators that will be identified in Step Two, with an eye to determining the effects listed in Table 1. Table 1 lists a range of possible effects that could be considered as part of each of the toll projects' equity and mobility analyses and do not represent a final set of outcomes to be considered.

**Table 1. Benefits and Burdens for Consideration**

**Potential Benefits and Burdens**

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**User costs** – both for the tolled facility as well as for any viable alternatives, including both monetary and non-monetary (such as time) costs

**Choices** – including travel options for those for whom a new toll might prove burdensome

**Travel time** – including delay or improvements to travel time

**Transit** – including changes to operating speed, reliability, and ridership from tolling as well as from potential improvements in transit as part of the projects

**Traffic patterns** – including potential rerouting impacts through neighborhoods with significant populations from historically excluded and underserved communities

**Businesses** – especially those at risk for impacts from changes in travel behavior, traffic rerouting, or construction

**Noise** – where it might be generated and whom might be exposed to it, including expected changes in noise on potential or existing diversion routes

**Social** – including improved access to opportunity

**Environmental** – including localized as well as regional changes to water and air quality for historically excluded and underserved communities

**Visual** – including any takings or impacts from the placement and construction of any physical infrastructure required as part of the Projects

**Step #4: Choose Options that Advance Equity**

- Determine which strategies are most promising to provide greater affordability, and potentially price certainty, as part of the tolling proposal.
- Involve historically excluded and underserved communities in meaningful review of these strategies.
- Determine which strategies will most benefit commuters from historically excluded and underserved communities.
- Determine which strategies will most benefit non-commuters in historically excluded and underserved communities.
- For those strategies that are not permissible in Oregon, due to constitutional restrictions or other legal considerations, find alternatives that similarly advance equity.
- Subject the final alternative(s) to detailed modeling to get a finer grain prediction of impacts.
- With the input of historically excluded and underserved communities, refine proposed pricing and equity strategies to optimize their performance.

**Step #5: Provide Accountable Feedback and Evaluation**

- Incorporate input from historically excluded and underserved communities and consider community priorities as part of the development of mobility and mitigation strategies.
- Prioritize funding commitments made to historically excluded and underserved communities as part of the toll projects and delineate responsibilities clearly, publicly, and transparently.

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- Develop a timeline, with public input, describing who is responsible for determining if the I-205 and I-5 Toll Projects meet the Oregon Toll Program's goals and commitments to historically excluded and underserved communities.
- Make explicit who is responsible for providing continuous oversight of equity issues following implementation of the toll projects, including periodic evaluation and adjustments in toll policies and prices.
- Identify any equity issues or concerns raised for which the toll projects are unable to provide resolution. Such unresolved issues will be addressed in communications with historically excluded and underserved communities.
- Continue to seek ongoing opportunities for representatives of historically excluded and underserved communities to participate in the entire transportation planning process.

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## **AUTHORS AND CONTRIBUTORS**

The following individuals contributed extensively to this Equity Framework

### **Primary Authors of the I-205 and I-5 Toll Projects' Equity Framework**

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## APPENDIX D.3. EMAC DRAFT FOUNDATIONAL PRINCIPLES

*Updated November 19, 2021*

### FOUNDATIONAL STATEMENTS

The Foundational Statements will serve as building blocks for the Equity and Mobility Advisory Committee's (EMAC) recommendations to inform commitments from ODOT and the Oregon Transportation Commission (OTC) to advance equity through the Oregon Toll Program. To provide high-level consensus, the following Foundational Statements were developed by EMAC, in partnership with ODOT staff. The statements were unanimously supported by the OTC at their November 18, 2021, meeting:

1. **Provide enough investment to ensure that reliable, emissions-reducing, and a competitive range of transportation options** (bike, walk, bus, carpool, vanpool, etc.) are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework communities.
2. **Climate and equity needs are connected and solutions must be developed to address both at the same time.** Further works needs to done to support both congestion management and vehicle miles traveled (VMT) reduction with an emphasis on increasing functional alternatives to driving, while not increasing diversion nor heavily impacting low-income car-dependent people.
3. **There must be toll-free travel options available** to avoid further burdening people experiencing low-income who are struggling to meet basic needs (food, shelter, clothing, healthcare).
4. **To the greatest degree possible, investments that are necessary to advance equity must be delivered at the same time as highway investments and be in place on day 1 of tolling or before.** Additional work needs to be completed to identify these investments.
5. **Tolling must be user-friendly system** that is clear and easy to use by people of all backgrounds and abilities, including linguistic diversity, and those without internet access.
6. **Equitable benefits that are offered in Oregon must extend into Southwest Washington.**
7. **Although the toll projects will have a statewide impact, they must be developed in coordination with regional partners** to build an equitable and successful transportation system, together.

**APPENDIX D.4. EMAC GAME PLAN.**

Equity and Mobility Advisory Committee 2022 Game Plan				EMAC Meeting	Sub-Team Meeting (EMAC)	Key Recommendation/ Deliverable (EMAC)						
	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov - Dec	
<b>I-205 Policy</b>	Propose selection of policy and strategy options to focus energy upon for I-205 Toll Project recommendations	Confirm selection of policy and strategy options to focus energy upon for I-205 Toll Project recommendations	Review equity fact sheets on policy and strategy options for I-205 Toll Project	Discuss community feedback and equity fact sheets on EMAC policy and strategy options for I-205 Toll Project	Prepare EMAC recommendations for I-205 Toll Project	<i>Prepare recommendations to OTC on I-205 Toll Project policies and strategies</i>	<i>EMAC to present on I-205 Toll Project policy and strategy recommendations</i>	Review Equity Framework, 2022 Game Plan, and future steps through 2025	Review regional and state congestion pricing and toll policy options being considered	Discuss next steps for policy and strategy recommendations	Begin preparing and strategy options to address toll program operations and rate setting	
<b>I-205 NEPA</b>	Review I-205 Toll Project representative travel scenarios for EFC		Review I-205 Toll Project impacts to local intersections and EFC		Discuss mitigation options for I-205 Toll Project		<b>Transition</b>	Discuss feedback from public comment period on I-205 Toll Project	Prepare recommendations to ODOT and FHWA on I-205 Toll Project NEPA document	<b>Recommendations to ODOT and FHWA on I-205 Toll Project NEPA document</b>		
<b>Community Engagement</b>	Discuss and create a plan for community engagement on EMAC recommendations	Confirm plan for EMAC recommendations community engagement	Check-in on EMAC recommendations community engagement					Discuss community engagement plan for RMPP NEPA process				
<b>RMPP</b>	Review ODOT process for applying the Equity Framework to PEL for RMPP	Discuss process and outcomes for the RMPP's PEL process	Review PEL outputs based on Equity Framework data for RMPP	<b>Recommendations to ODOT and FHWA on the PEL outputs for RMPP</b>				Review decision from ODOT and FHWA on PEL outputs for RMPP	Discuss performance measures for RMPP NEPA	Discuss performance measures and public engagement plan for RMPP NEPA process	Discuss performance measures for RMPP NEPA	Discuss performance measures for RMPP NEPA
<b>Low Income Report</b>	Discuss process for ODOT's low-income toll report	Discuss process and outcomes for the low-income toll report	Review research and draft of ODOT's low-income toll report	Discuss options to address low-income impacts	Prepare EMAC recommendations for ODOT's low-income toll report	<b>Recommendations to ODOT on low-income toll report</b>				Discuss ODOT's low-income toll report and feedback from OTC and Legislature		Review regional and state congestion pricing and toll policy options being considered

OTC | Oregon Transportation Commission  
 RMPP | Regional Mobility Pricing Project  
 NEPA | National Environmental Policy Act  
 PEL | Planning and Environmental Linkages  
 FHWA | Federal Highway Administration  
 EFC | Equity Framework Communities



## APPENDIX E. TRANSIT/MULTIMODAL WORKING GROUP (TMWG)

### Transit/Multimodal Working Group (TMWG) Overview

The purpose of the transit/multimodal working group is to consider options for transit, bicycle, pedestrian, ridesharing, and supporting programs. It provides technical information and recommendations to the project team.

### Meeting Series Objectives:

- Collect, summarize, and share information on existing conditions and planned improvements
- Recommend performance measures and evaluation criteria to the project team
- Assess opportunities and impacts arising from tolling in each corridor and potential mitigations
- Identify opportunities for regional and intermodal coordination in each corridor

### Roles and Responsibilities:

- The structure is intended to build upon common knowledge gained at prior workshops.
- We are asking that individual participants commit to attending the workshop series in person (i.e. not send different staff to each meeting).
- The purpose of the group is to create an ongoing dialog with the project team related to technical approaches and options.
- Coordinate with others in member's organization and ensure two-way information flow.
- Respond to requests for information, including those from Region 1 ACT, EMAC, or project leaders.

### Transit/Multimodal Working Group Roster

Organization	Representative
TriMet	Tom Mills, Service Planning Manager
	Jeff Owen, Strategic Planning Coordinator
	Kate Lyman
C-Tran	Scott Patterson, Chief External Affairs Officer
	Taylor Eidt, Senior Planner
SMART	Dwight Brashear, Transit Director
Metro	Elizabeth Mros-O'Hara, Principal Planner
	Matt Binh, Planner
	Alex Oreschak
	Grace Cho, Associate Transportation Planner
SW WA RTC	Bob Hart, Transportation Section Supervisor



WSDOT	Laurie Lebowsky, Region Planning Director
Multnomah County	Jessica Berry, Senior Transportation Planner
	Eve Nilenders
Washington County	Dyami Valentine, Senior Planner
	Chris Deffebach, Policy Analyst
Clackamas County	Karen Buehrig, Planning Manager
	Kristina Babcock, Transit Coordinator
City of Portland	Bob Kellett, Planner II, Policy Innovation + Regional Collaboration
	April Bertelsen, Transit Coordinator
City of Oregon City	Dayna Webb, Senior Engineer
City of Vancouver	Rebecca Kennedy, Planning Manager
	Katherine Kelly, Senior Policy Advisor
Canby Area Transit (CAT)	Todd Wood, Transit Director
South Clackamas Transportation District	Tom Strader, District Manager
Clackamas Community College	Ray Atkinson, Transportation Systems Analyst
City of Hillsboro	Gregg Snyder, Transportation Planning Supervisor
Lloyd TMA	Owen Ronchelli, Executive Director
Westside Transport Alliance	Jeff Pazdalski, Executive Director
City of Sandy	Andi Howell

### Meeting Dates and Topics Discussed

Meeting Date	Topics Discussed
July 18, 2019, Regional Modeling Group Kick Off Meeting	<ul style="list-style-type: none"> <li>• Project History</li> <li>• Feasibility Analysis – Technical Review</li> <li>• Project Schedule</li> <li>• Technical Approach</li> </ul>
May 14, 2020, TMWG Workshop #2	<ul style="list-style-type: none"> <li>• General Project Updates</li> <li>• Key Questions Identified in Workshop #1</li> <li>• Screening Alternatives and Modeling</li> <li>• Overview of I-205 Performance Measures</li> <li>• Existing Conditions Overview</li> <li>• Future Projects Introduction</li> </ul>
August 24, 2020, TMWG Workshop #3	<ul style="list-style-type: none"> <li>• Project Updates</li> <li>• Recap Major Topics from Workshop #2</li> <li>• Purpose and Need, Goals and Objectives (NEPA) &amp; Impact Analysis</li> <li>• I-205 Screening Results and Discussion</li> <li>• Discuss Transit/Multimodal Projects for Successful Tolling</li> </ul>
April 13, 2021, TMWG Workshop #4	<ul style="list-style-type: none"> <li>• Toll Project Updates</li> </ul>

	<ul style="list-style-type: none"> <li>• Response to Public Comments for I-205 Toll Project</li> <li>• TMWG Look Ahead to 2021-2022</li> <li>• Updates – STIF Discretionary Grant Application for I-205 bus service &amp; TriMet Express Bus Study</li> <li>• I-205 Transportation Technical Report Methodology Overview</li> </ul>
June 16, 2021, TMWG Workshop #5	<ul style="list-style-type: none"> <li>• Toll Project Updates</li> <li>• EMAC Policy and Strategy Recommendations Report</li> <li>• I-205 Toll Project Performance Measures</li> <li>• Regional Mobility Pricing Project</li> <li>• TMWG Look Ahead</li> </ul>
August 18, 2021, TMWG Workshop #6	<ul style="list-style-type: none"> <li>• Toll Project Updates</li> <li>• Emerging Mobility Technologies</li> <li>• EMAC Policy and Strategy Recommendations Highlights</li> <li>• Day One Needs for I-205</li> </ul>
October 20, 2021, TMWG Workshop #7	<ul style="list-style-type: none"> <li>• Review of TMWG Purpose</li> <li>• Toll Project Updates</li> <li>• Equity Factsheet – What We Heard</li> <li>• Transportation Impact Analysis Findings</li> <li>• RMPP Purpose and Need &amp; Conceptual Alternatives Status Update</li> </ul>
January 19, 2022, TMWG Workshop #8	<ul style="list-style-type: none"> <li>• I-205 Transportation Analysis Update</li> <li>• RMPP Update</li> </ul>

## APPENDIX F.1. OTC LETTER TO JPACT



Oregon

Kate Brown, Governor

Oregon Transportation Commission

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

February 16, 2022

Joint Policy Advisory Committee on Transportation  
c/o Chair Shirley Craddick  
METRO  
600 NE Grand Ave  
Portland, OR 97232-2736

Dear Chair Craddick and Members of the Committee:

In our capacity as the Oregon Transportation Commission, thank you for your commitment to a safer, more equitable, more environmentally focused transportation system in the Portland region. The Commission and ODOT recognize that a diverse set of investments is required to serve the broad range of needs that exist in the region and are committed to a robust multi-modal regional transportation network to build a stronger economy, improve the quality of our environment, and enhance livability in the metro region.

In 2017, the Legislature directed the Commission and ODOT to develop a variable rate regional toll program on I-5 and I-205. The Legislature designated this new tool as a means to manage congestion through pricing and finance key congestion relief and seismic resiliency projects in the Portland area, including modernizing the Abernethy Bridge and making related improvements on I-205.

A variable rate toll program functions as both a tool to raise revenue for system improvements and a tool to reduce congestion, especially during peak travel times. Variable rate tolling places a modest price to driving that encourages carpooling, transit use and mode shifts that help to reduce vehicle miles traveled and ultimately reduce carbon emissions from the transportation sector. The tolling program we are pursuing, beginning with tolls on I-205 and then on I-5, is a central component in helping the region achieve its collective climate goals.

This spring, we are poised to begin construction of the I-205 Improvements project (I-205 project). We intend to start with the Abernethy Bridge improvements at a total cost of approximately \$375 million. Your support of this project and the tolling necessary to finance its construction is critical. Your decision does not represent a deviation from our collective goals. To the contrary, it simply reflects our continued commitment to long-standing regional priorities.

We plan to toll the Abernethy Bridge beginning in 2024, and expand tolling on I-205 and begin tolling on I-5 shortly thereafter in 2025. By doing so, we can immediately begin to construct improvements to

the Abernethy Bridge which, when improved, will provide critical seismic and congestion relief benefits and make the Abernethy the only interstate bridge in the metro area built to current seismic standards.

The Metro Policy Advisory Committee (MPAC) and JPACT are uniquely positioned to enable, or impede, progress on the region's tolling and investment program with your upcoming decision on the I-205 tolling project. MPAC, JPACT and the Metro Council, as you know, must approve tolling on I-205 in order for the I-205 project to be financed and move forward. An unfortunate consequence of failure to approve the tolling proposal before March 30 is that it will preclude ODOT's ability to move forward with the Abernethy Bridge project as planned, including the in-water work scheduled to occur in the Willamette River this summer. Given the size and scope of the I-205 project, there is no reasonable alternate path in lieu of tolling to fund the bridge or other elements of the I-205 project, including from the Federal Infrastructure Investments and Jobs Act of 2021. Beginning tolling on I-205 is also the first step in the broader tolling program described above to implement congestion pricing and realize corresponding carbon emissions reductions. Delaying tolling on I-205 not only affects the I-205 Abernethy Bridge construction but delays that congestion pricing program as well.

Finally, approval of our tolling request before March 30 will still enable significant time before tolling begins on the Abernethy Bridge in 2024 to continue to discuss questions you may have about the tolling program. We hope you will approve our tolling request before March 30 and continue to engage with us while we further develop the congestion pricing program and I-205 project.

Thank you for your thoughtful consideration of our request.

Regards,

Robert D. Van Brocklin  
Chair, Oregon Transportation Commission

Alando Simpson  
Vice Chair, Oregon Transportation Commission

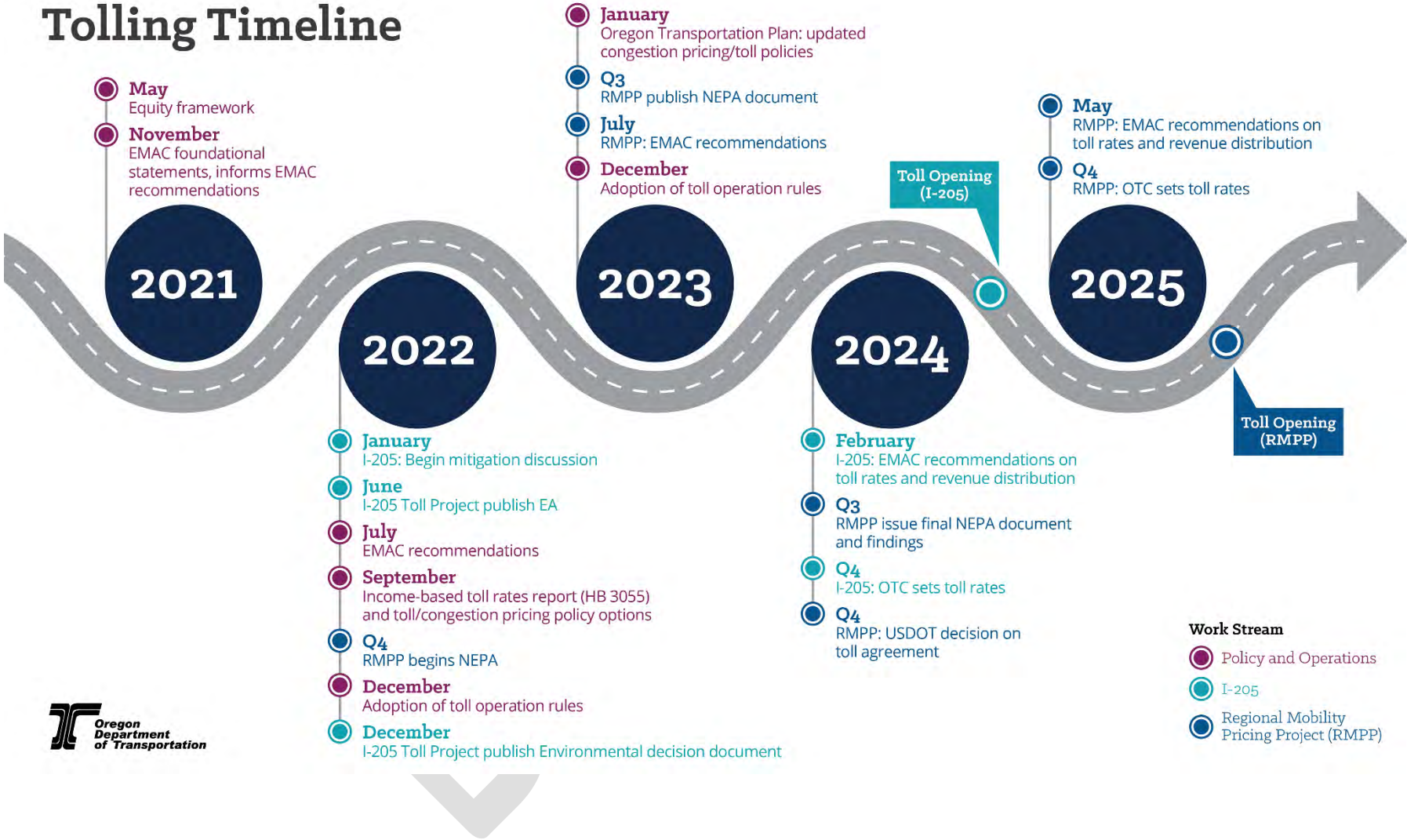
Julie Brown  
Commissioner

Sharon Smith  
Commissioner

Marcilynn Burke  
Commissioner

APPENDIX F.2. TOLLING TIMELINE

# Tolling Timeline



# APPENDIX F.3. ILLUSTRATIVE COMPARISON OF I-205 IMPROVEMENTS PHASE 1A COSTS TO EXISTING AND FUTURE FUNDING ALLOCATIONS

DISCUSSION DRAFT: 2/15/2022

## Illustrative Comparison of I-205 Improvements Phase 1A Costs to Existing and Future Funding Allocations

### I-205 Improvements Phase 1A Funding Schedule

The first construction contract for I-205 Improvements will begin summer 2022 and will be financed with short-term borrowing against future toll revenue. Ultimately tolling is needed to pay back the financed funds and to complete the rest of the seven mile project. The funding plan for the future phases of the I-205 Improvements Project will be developed as more detailed toll revenue analysis is completed in 2023 and 2024. If other funding sources are available for the first contract or any future contracts, toll rate adjustment can be made once the funding is secured. Funding plans for this project will be updated annually.

This document compares the programmed dollar value of the Phase 1A construction project to available funding sources in the state, including the 21-24 STIP, 24-27 STIP and IJA discretionary funds.

### Review of 2021-24 STIP Allocations

The 2021-2024 STIP contains approximately \$2.5 billion in projects and programs and approximately \$500 million are allocated in Region 1. These funds have been allocated and the comparison presented below is to demonstrate the magnitude and scale of impacts funding a project the scale of the I-205 Phase 1a would have on existing allocations. However, these funds have been programed to projects and some have been expended.

To illustrate the challenge of reallocating funds already programed for existing projects, the list of 2021-24 STIP Region 1 Enhance funded projects is below. Many of these projects are in progress so the funds have been spent and commitments to local agencies are in effect.

Cornelius Pass Hwy: US26 to US30 ITS improvements (Washington/Multnomah Counties)	OR281 at Orchard Rd (Hood River)
OR281 at Orchard Rd (Hood River)	US30 (Cascade Ave) at Rand Rd (Hood River)
Seventies neighborhood greenway (Portland)	I-205 Overcrossing at NE Halsey (Portland)
May Street elevated sidewalk replacement (Hood River)	Stark Street multimodal connections (Portland)
OR43: Marylhurst Dr - Hidden Springs Rd (West Linn)	OR8 corridor safety & access to transit II (Beaverton/Hillsboro)
OR217: OR10 - OR99W (Beaverton/Tigard)	NE Columbia Blvd: Cully Blvd & Alderwood Rd (Portland)
Willamette Greenway Trail: Columbia Blvd Bridge (Portland)	US26: Ten Eyck Rd/Wolf Dr - Vista Loop (Sandy)
OR8: SW 192nd Ave - SW 110th Ave (Hillsboro)	

## DISCUSSION DRAFT: 2/15/2022

STIP Funding Programs	2021-2024 STIP Allocation	I-205 Phase 1a Funding Impacts (\$375 million)	Additional Considerations
<b>Statewide Local Programs</b> <i>Local programs direct funding to local governments so they can fund priority projects. Some of these programs enable the pass-through of funds from FHWA or FTA through ODOT to a local partner.</i>	\$406 million Portland Metro received approximately \$71 million per year to address bridge rehabilitation and repair, culvert replacement and repair, highway pavement maintenance, and safety and operations.	92% of statewide allocation It would take 5 years to pay for Phase 1a considering a 100% distribution of all these funds designated to the Portland Metro region. If 10% of these funds could be set aside, thereby reducing all of the associated maintenance activities, it would take almost 53 years to pay for Phase 1a alone.	Would require regional consensus and OTC action to alter existing programmed projects.
<b>Statewide Enhance</b> <i>Most Enhance Highway funding in the 2021-2024 STIP (\$663 million) comes from allocations made by the Oregon Legislature to specific projects in House Bill 2017. In addition, ODOT established the State Highway Leverage Program (\$24 million) to distribute funding to ODOT Regions</i>	\$23.8 million	1537% of statewide allocation.	Some portion of project costs might be eligible for these funds in 24-27 STIP cycle. Statewide (all Regions) consensus and OTC action would be required to alter existing programmed projects.
<b>Statewide General Fix-it Funding</b> for Safety and Operation Funding for the State. Eligible Fix-It projects include restoration, rehabilitation and repair of Bicycle and pedestrian facilities on state highways; State-owned bridges; Culverts; and Highway Pavement	\$850 million	44% of the statewide allocation.	Some portion of project costs might be eligible for these funds in the 24-27 STIP Cycle. Statewide (all Regions) consensus and OTC action would be required to adjust programmed projects.
<b>Fix-it Specific Programs</b>			
Statewide Bridge Fix-It Funds These funds are dedicated to the	\$305 million	123% of the statewide allocation.	Some portion of project costs might be eligible for these funds.

## DISCUSSION DRAFT: 2/15/2022

repair and upkeep of Oregon's state owned bridges			Statewide (all Regions) consensus and OTC action would be required to adjust programmed projects.
Statewide Preservation Funds for These funds are dedicated to maintenance of the roads specifically the pavement across the state	\$321 million	117% of the statewide allocation. 10 times the amount of funding allocated in for preservation of Region 1's highways (\$35 million) would pay for I-205 Phase 1a.	Some portion of project costs might be eligible for these funds in the 24-27 STIP. Statewide (all Regions) consensus and OTC action would be required to adjust programmed projects outside of Region 1. Reallocating Region 1 funds would require regional consensus and OTC action.
Statewide Operations These funds are dedicated to addressing slides and rock falls, ITS, signs, signals and illumination statewide	\$81 million	463% of the statewide allocation. 4 times the amount allocated to the state to address operations on state highways to pay for I-205 Phase 1a	Some portion of project costs might be eligible for these funds in the 24-27 STIP. Statewide (all Regions) consensus and OTC action would be required to adjust programmed projects.
Region 1 Operations	\$22.9 million	Requires more than 16 times the amount of Operations money allocated to Region 1 to pay for I-205 Phase 1a	Some portion of project costs might be eligible for these funds. Regional consensus and OTC action would be required to adjust programmed projects.
<b>Safety Statewide ARTS</b> Safety programs reduce deaths and injuries on Oregon's roads.	\$147 million (includes \$30 million from HB2017)	255% of the statewide allocation. 13 times the amount allocated to pay for safety projects in Region 1 (\$27 million)	These funds are allocated based on a benefit cost methodology to address the worst safety hot spots. Funds could not be used unless program requirements were changed by OTC action.



**DISCUSSION DRAFT: 2/15/2022**

**2024-2027 STIP Allocation Process**

At this time, statewide program allocations have been established but the Region 1 allocations and projects are not yet known. It's reasonable to expect a range of funding generally in the amounts listed below. Not all of these program areas are relevant for the I-205 Improvements Project Phase 1A. A project with the scale of funding required for Phase 1A would have similar impacts on the 24-27 STIP projects and programs, if STIP funds were used to fund the project.

2024-2027 STIP Program Statewide Allocations	
Fix - It	\$827 million
Public/Active Transportation	\$255 million
Enhance Highway	\$65 million (discretionary) \$110 million (HB 2017 earmarks)
Safety	\$147 million
Local programs	\$404.5 million
ADA	170 million
Other	\$161.4 million

**Infrastructure Investment and Jobs Act (IIAA) Funding Constraints**

IIAA provides \$1.2 billion additional funding for Oregon and identifies \$412 million in flexible funding. However, if these funds were dedicated 100% to the I-205 Phase 1A project, the \$375 million needed for this project would represent 91% of the total flexible/discretionary funding. This would detract from identified investment areas distributed across the state. These priority investment areas include the following;

- Fix-it
- Enhance Highway
- ADA Accessibility
- Great Streets
- Safe Routes to School
- Local climate planning
- Operations and maintenance
- Match for discretionary grants

Agenda Item No. 4.1

**Resolution No. 22- 5234**, For the Purpose of Amending the 2021-2026 Metropolitan Improvement Program (MTIP) to Add the Preliminary Engineering Phase for ODOT's I-205 Tolling Project

*Resolutions*

Metro Council Meeting  
Tuesday , April 26, 2022

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2021-26 ) RESOLUTION NO. 22-5234  
METROPOLITAN TRANSPORTATION )  
IMPROVEMENT PROGRAM (MTIP) TO ADD THE ) Introduced by: Chief Operating Officer  
PRELIMINARY ENGINEERING PHASE FOR ODOT'S ) Marissa Madrigal in concurrence with  
I-205 TOLLING PROJECT ALLOWING NEPA AND ) Council President Lynn Peterson  
DESIGN ACTIVITIES TO BEGIN (FB22-06-FEB) )

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan (RTP) to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2021-24 MTIP via Resolution 20-5110 on July 23, 2020; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or substantially modify existing projects in the MTIP; and

WHEREAS, the U.S. Department of Transportation (USDOT) has issued clarified MTIP amendment submission rules and definitions for MTIP formal amendments and administrative modifications that both ODOT and all Oregon MPOs must adhere to which includes that all new projects added to the MTIP must complete the formal amendment process; and

WHEREAS, the Oregon Transportation Commission (OTC) established the Portland Metro Area Value Pricing Feasibility Analysis study which originated from the Oregon Legislature and HB21017 to explore the options available and determine how and where congestion pricing could help improve congestion on I-5 or I-205 during peak travel times; and

WHEREAS, OTC adopted the recommendations from their Public Advisory Committee during August 2018 that provided both short term initial implementation concepts and longer term phase implementation recommendations for tolling upon I-5 and I-205; and

WHEREAS, a component of the recommendations included I-205 all lane tolling from OR213 to Stafford Road as a pilot test project; and

WHEREAS, OTC approved a total of \$60 million during their March 2021 meeting in support of tolling implementation needs of which \$27,257,890 is being committed to the I-205 Variable Rate Tolling project; and

WHEREAS, ODOT has now requested Metro add the Preliminary Engineering phase for the I-205 Variable Rate Tolling pilot project to the constrain portion of the current 2018 Regional Transportation Plan; and

WHEREAS, ODOT also has submitted an MTIP formal amendment to Metro to add the PE phase for the I-205 Variable Rate Tolling Project; and

WHEREAS, approval of the formal MTIP amendment is contingent first upon approval of the RTP amendment; and

WHEREAS, the key PE phase objectives of the I-205 Variable Rate Tolling project in the MTIP are to complete design & NEPA activities for variable rate tolling implementation across all lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd.; and

WHEREAS, RTP consistency check areas included financial/fiscal constraint verification from OTC's approval actions, and eligibility and proper use of committed funds confirm that the MTIP's financial constraint finding is maintained a result of the approval of the I-205 Variable Rate Tolling Project MTIP Formal Amendment; and

WHEREAS, a performance assessment against the RTP's four priority investment goals of congestion relief, climate, equity, and safety also is being completed with follow assessments expected to occur; and

WHEREAS, RTP adjustments and conditions do not impact the MTIP amendment's programming of the PE which allows the PE programming for the I-205 Tolling project to move forward without changes to the original proposed project programming; and

WHEREAS, Metro's Transportation Policy and Alternatives Committee (TPAC) received their notification plus amendment summary overview, and recommended approval to Metro's Joint Policy Advisory Committee on Transportation (JPACT) on March 4, 2022; and

WHEREAS, JPACT approved Resolution 22-5234 consisting of the I-205 Variable Rate Tolling Project Formal MTIP Amendment on March 17, 2022 and provided their approval recommendation to Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on April 14, 2022 through Resolution 22-5234 to formally amend the 2021-26 MTIP to include the preliminary engineering phase of the new ODOT I-205 Variable Rate Tolling Project.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2022.

---

Lynn Peterson, Council President

Approved as to Form:

---

Carrie MacLaren, Metro Attorney



Proposed February 2022 Formal Transition Amendment Bundle  
 Amendment Type: **Formal/Full**  
 Amendment #: **FB22-06-FEB**  
 Total Number of Projects: 1

Key Number & MTIP ID	Lead Agency	Project Name	Project Description	Amendment Action
Project #1 Key <b>22507</b>	ODOT	<b>I-205: OR213 - Stafford Rd Variable Rate Tolling Project</b>	Complete design & NEPA activities for variable rate tolling implementation across all lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd.	<b><u>ADD NEW PROJECT:</u></b> The formal MTIP amendment adds only the PE phase for ODOT's I-205 Tolling Project the 2021-26 MTIP



**Metro**  
**20121-24 Metropolitan Transportation Improvement Program (MTIP)**  
**PROJECT AMENDMENT DETAIL WORKSHEET**

**Formal Amendment**  
**ADD NEW PROJECT**  
 Add the PE phase for the I-205  
 Tolling Project

<b>Lead Agency:</b> ODOT		Project Type:	Planning	<b>ODOT Key:</b> 22507	
<b>Project Name:</b> <b>I-205: OR213 - Stafford Rd Variable Rrate Tolling Project</b>  <b>Project Status:</b> 2 = Pre-design/project development activities (pre-NEPA) (ITS = ConOps.)  <b>Short Description:</b> Complete design & NEPA activities for variable rate tolling implementation across all lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd.	1	ODOT Type		<b>MTIP ID:</b> New - TBD	
		Performance Meas:	No	<b>Status:</b> 2	
		Capacity Enhancing:	No	<b>Comp Date:</b> 9/30/2025	
		Conformity Exempt:	Yes	RTP ID:	12099
		On State Hwy Sys:	I-205	RFFA ID:	N/A
		Mile Post Begin:	3.13	RFFA Cycle:	N/A
		Mile Post End:	9.50	UPWP:	No
		Length:	6.37	UPWP Cycle:	No
		Flex Transfer to FTA	No	Transfer Code	N/A
		1st Year Program'd:	2022	Past Amend:	0
		Years Active:	0	OTC Approval:	Yes
		STIP Amend #: 21-24-1432		MTIP Amnd#	JA22-06-JAN1
		<b>Detailed Description:</b> On I-205 in Clackamas County from approximately MP 9.50 to MP 3.13, complete required Preliminary Engineering (NEPA and design activities) for possible later tolling implementation across all through lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd			
<b>STIP Description:</b> Complete design & NEPA activities for variable rate tolling implementation across all lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd.					

Last Amendment of Modification: None. This amendment reflects the initial programming for the project.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
<b>ADVCON</b>	<b>ACPO</b>	<b>2022</b>		\$ 21,806,312				\$ 21,806,312
								\$ -
							<b>Federal Totals:</b>	\$ 21,806,312
<b>Federal Fund Obligations \$:</b>			\$ -					Federal Aid ID
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								
<b>EA End Date:</b>								
<b>Known Expenditures:</b>								
<b>State Funds</b>								
<b>State</b>	<b>Match</b>	<b>2022</b>		\$ 5,451,578				\$ 5,451,578
								\$ -
							<b>State Total:</b>	\$ 5,451,578
<b>Local Funds</b>								
								\$ -
								\$ -
								\$ -
							<b>Local Total</b>	\$ -
<b>Phase Totals Before Amend:</b>			\$ -	\$ -	\$ -	\$ -	\$ -	<del>\$ -</del>
<b>Phase Totals After Amend:</b>			\$ -	\$ 27,257,890	\$ -	\$ -	\$ -	\$ 27,257,890
Year of Expenditure Cost (PE Phase only):								PE Phase = \$23,534,759
Preliminary Full Project Cost Estimate:								Unknown currently
<b>Phase Change Amounts:</b>			\$ -	\$ 27,257,890	\$ -	\$ -	\$ -	\$ 27,257,890
<b>Phase Change Percent:</b>			0.00%	100.00%	0.00%	0.00%	0.00%	100.00%

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**Project Glossary Notes and Summary of Changes:**

- > Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.
- > The amendment adds the PE phase based on approved OTC funding
- > Main Support Materials: Submitted RTP Amendment materials
- > Status notes: Since only funding is being added for the project, the MTIP classifies the project as a planning project.

**Amendment Summary:**

The formal amendment to add the new PE phase project to the MTIP will start in January 2022 with the Metro Transportation Policy Alternatives Committee (TPAC). TPAC's January meeting is scheduled for January 7, 2022.

- > Will Performance Measurements Apply: No
- > Will a special RTP Goals Evaluation Assessment be completed? Yes, but limited.

**RTP References:**

- > RTP ID: 12099 (Draft ID)
- > RTP Description: (Draft) The Project would toll all lanes of I-205 on or near the Abernethy Bridge and Tualatin River Bridge. The Project's purpose is to raise revenue to fund construction of the I-205 Improvements Project and manage congestion between Stafford Road and Oregon Route 213 (OR213).
- > Exemption status: (PE phase only) Exempt project per 93 CFR 126, Table 2 - Other - .Planning and Technical Studies
- > UPWP amendment: No

**Fund Codes:**

- > ADVCON = Federal Advance Construction also referred to as "AC funds". AC funds are used by ODOT as a placeholder until the actual federal fund type code is known.
- > State = General state funds provided by the lead agency as part of the required match to the federal funds.

**Other**

- > On NHS: Yes. I-205 is identified as part of the Eisenhower Interstate System on the National Highway System
- > Is the project located on the Metro Modeling Network? - Yes, Motor Vehicle Modeling network
- > Model category and type: I-5 is identified as a "Throughway" in the Motor Vehicle Network
- > TCM project: No
- > Is the route located in the Congestion Management Program (CMP): Yes



**Figure 8.13b I-205 Toll Project Map**



**I-205 Toll Project Regional Transportation Plan Amendment**

The purpose of the I-205 Toll Project is to use variable-rate tolls on the I-205 Tualatin River Bridges and Abernethy Bridge to raise revenue to complete the I-205 Improvements Project and manage congestion. The full text of the Purpose and Need Statement can be found [here](#).

Table 1 is a schedule of the major milestones for the I-205 Toll Project.

**Table 1. I-205 Toll Project Major NEPA Milestones**

Major NEPA Milestone	2021				2022			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
NEPA Regional Transportation Modeling & DTA Subarea Modeling (2045 & 2027)								
Traffic Analysis (data collection, baseline, no-build and build)								
Environmental Assessment Tech Reports								
Draft Environmental Assessment								
Environmental Assessment Public Comment Period								
Environmental Assessment Comment Response Matrix								
Preferred Alternative Regional Modeling and Traffic Analysis (as								
Revised Transportation Tech Report								
Prepare Final Environmental Assessment/FONSI								
Final Environmental Assessment/FONSI								

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: March 22, 2022  
To: Metro Council and Interested Parties  
From: Ken Lobeck, Funding Programs Lead  
Subject: I-205 PE Phase Tolling Project Formal Amendment & Resolution 22-5234 Approval Request

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## **FORMAL AMENDMENT STAFF REPORT**

FOR THE PURPOSE OF AMENDING THE 2021-26 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE PRELIMINARY ENGINEERING PHASE FOR ODOT'S I-205 TOLLING PROJECT ALLOWING NEPA AND DESIGN ACTIVITIES TO BEGIN (FB22-06-FEB)

### **BACKGROUND**

#### **What This Is:**

The February 2022 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment is under Resolution 22-5234 containing ODOT's new I-205 PE phase project to be added to the MTIP. The MTIP Amendment number is FB22-06-FEB. At their February 2022 meeting, TPAC member requested the amendment be tabled until March along with the proposed Regional Transportation Plan (RTP) I-205 Tolling Project to add the PE phase to the constrained RTP. Since the RTP amendment was tabled until March, it was logical to also table the MTIP amendment.

The MTIP amendment consists of a single project to add Key 22507. The amendment proposes to add the Preliminary Engineering phase for ODOT's I-205 Tolling project to the 2021-26 MTIP. Final approval of this MTIP amendment is conditioned first by approval of the RTP amendment ODOT has submitted to add the PE phase to the current constrained portion to the 2018 RTP. The MTIP amendment is moving forward concurrently under the assumption the RTP amendment will be approved. Both amendments are being addressed as part of the March 2022 Metro approval process.

#### **What is the official requested action of TPAC?**

**JPACT approved the I-205 Tolling Project formal amendment on March 17, 2022, and is now recommends Metro Council approve of Resolution 22-5234 consisting of the I-205 Tolling PE phase project.**

Note: Final JPACT and Council approval for the MTIP amendment is contingent upon approval first of the I-205 Tolling PE phase RTP project amendment. TPAC also received their notification for the I-5 Tolling PE Phase RTP amendment. TPAC members modified the RTP amendment upon their approval. However, the changes do not impact the existing MTIP programming actions. The MTIP amendment can move forward and remains consistent with the RTP amendment. TPAC members approved MTIP amendment programming to move forward to JPACT without any programming modifications.

Proposed I-205 Tolling PE Phase Project Formal Amendment					
Amendment Type: <b>Formal/Full</b>					
Amendment #: <b>FB22-06-FEB</b>					
Total Number of Projects: <b>1</b>					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key <b>22507</b> New Project	TBD	ODOT	<b>I-205: OR213 - Stafford Rd Variable Rate Tolling Project</b>	Complete design & NEPA activities for variable rate tolling implementation across all lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd.	<b>ADD NEW PROJECT:</b> The formal amendment adds the Preliminary Engineering phase consisting of \$27.257,890 of federal and matching funds to the FY 2021-26 MTIP

Note: The project as submitted for the RTP inclusion resulted in a draft project name and description used as part of the required 30-day public-notification process. A minor update based on the MTIP and STIP naming convention rules was accomplished for added clarity. The name and description update based on the naming convention does not represent a scope or limits change.

#### **JPACT – March 17, 2022 Meeting Summary Notes:**

Comments: Two public members provided testimony against the project. The two individuals were Chris Smith and Paul Edger. Both provided very similar comment to their TPAC testimony. Chris Smith cited an illogical funding approach and discussed the potential issues with tolling, bonding and pricing. Paul Edgar comments focused on the potential impacts of tolling upon driving patterns and the consequences upon the arterial system. He stated that the I-205 Tolling project and overall tolling concept should not progress forward unless appropriate arterial improvements also occur.

JPACT Meeting Discussion: Most of the discussion focused upon the RTP amendment and requested changes plus conditions for adoption. Much of the discussion focused on expectations for ODOT and how ODOT will comply with the proposed updated RTP amendment ordinance. Some JPACT members expressed concerns about JPACT, Metro, and the public's involvement and how would the numerous "unknowns" be resolved. Some members felt too many unknowns about the immediate project and the larger system tolling exist and additional planning is needed. At the end of the RTP discussion, JPACT members voted 10-4-2 to approve the RTP amendment with the updated conditions and terms.

Since MTIP amendment is tied directly to the status of the RTP amendment, discussion was much shorter. However, several JPACT members again took the time to express their concerns that the approach ODOT was taking was not the proper and correct choice for the region. At the end, JPACT voted to approve the MTIP amendment programming action by a 10-4-2 margin. The MTIP amendment and RTP amendment can now progress to Metro Council for final approval.

Final note: The revised conditions for the RTP amendment do not impact the MTIP Programming for the I-205 Tolling project. The I-205 Tolling project can complete MTIP programming actions without any revisions in name or description based on the updates to the RTP amendment. As before future MTIP amendments for this project will be contingent upon a positive consistency validation against the conditions identified in the RTP for the I-205 Tolling project.

**TPAC - March 4, 2022 Meeting Summary Notes:**

Discussion concerning the RTP amendment consumed much of the meeting. TPAC members presented motions to adjust and change the RTP amendment for improved expectations, understanding, and provide clearer roles and responsibilities for ODOT and Metro concerning future RTP amendments to add the implementation phases when they are ready. After much discussion, TPAC members voted to provide their approval recommendation to a modified RTP amendment for the I-205 PE Phase Tolling project.

Discussion then turned to the MTIP amendment which remained as original submitted to add the I-205 PE Tolling Phase PE phase with \$27 million of approved ODOT funding to the MTIP in FFY 2022. Clackamas County requested amending the MTIP amendment's programming structure to remove the design funding and limit the programming only for NEPA activities. ODOT staff raised an objection to this amendment citing that NEPA could not be completed without the design scope element and funding to support it. Upon the vote, the modification to amend the existing MTIP amendment did not pass. The amendment motion on the table returned to the original motion of adding the full PE phase (NEPA and Design) to the MTIP.

While the MTIP programming aspect can move forward without modification as it occurred with the RTP, the RTP adjustments and conditions still apply and will trump the MTIP. For the MTIP amendment with only the PE phase being programmed to be approved, two key conditions must occur. First, the project must provide proof-of funding for fiscal constraint demonstration. This has occurred by OTC action to approve funding for the project. Second, the amendment must be consistent in name, scope, and description with the project as approved in the RTP. The MTIP does not need to be described to the detailed level as in the RTP since the project is only programming the PE phase and is considered a planning project. The conditions added as part of the RTP do not appear to produce modification to the MTIP. Therefore, the MTIP amendment to add the PE phase for the I-205: OR213 - Stafford Rd Variable Rate Tolling Project can move forward for final approval without modifications.

The adjusted requirement and condition called out in the RTP amendment will impact the MTIP's project programming when the next RTP and MTIP amendments. Consistency with the RTP will be reviewed at a much closer level when the ROW, UR, or construction phases are added. TPAC members voted to approve the MTIP amendment without change or adjustments.

**COMMENTS REVIEW:**

TPAC March 4, 2022 Public Comment Testimony: One public member provided testimony against moving forward with the project. Paul Edger, Oregon City provided testimony against the proposed toll lanes based on the position that the toll lanes will make the region less competitive and raise costs of doing business. He explained the toll lanes will have a negative impact to the region and provided a few examples as to how the region's economic competitiveness will negatively impacted as a result of constructing the toll lanes.

30 Day Notice/Opportunity to Comment: The proposed RTP amendment received a significant number of comments primarily against the project. Because the MTIP amendment is progressing at the same time as the RTP amendment, the number of submitted MTIP amendments were not expected to be high. The 30-day public notification/opportunity to comment period was November 30, 2021 through January 6, 2022. Four email comments were received. Two were in support of the project and two were against the project. The email submission only represents one avenue of the comment process. Submitted letters to committees or to the Metro Council, or personal testimony

provided at committees and Council are gathered separately from the public notification email submission.

**HOW WE GOT HERE**

The preview discussions at JPACT and Metro Council concerning the I-205 Tolling project RTP and MTIP amendments resulted in a wide range of discussion, topics, and questions As a result, a short summary overview is included with the key events that led up to the submission of this MTIP amendment.

First, it is important to remember there are two are two parallel tracks in motion related to the I-205 tolling project. This includes:

- **The I-205 Widening Project in Key 22467:**
  - Project Name: I-205: I-5 – OR213 Phase 1A
  - The MTIP project description: Abernethy Bridge segment to include bridge reconstruction/widening, lane widening, roundabout at I-205/OR43 IC construction, OR99 IC reconstruction, sound walls, stormwater improvements, and various paving, signage, and landscaping.
  - The approved environmental document is an NEPA Environmental Assessment (EA)
  - The original project that focused on project development was programmed in 2016 in the 2015-2018 MTIP and STIP in **Key 19786** as shown below:

phase	year	fund type	federal amount	minimum local match	other amount	total	hold from mtip
Planning	2016		\$2,305,500	\$194,500		\$2,500,000	<input type="checkbox"/>
	2016	NHFP (Z460) 92.22%	\$2,305,500	\$194,500		\$2,500,000	
<b>Totals &gt;&gt;</b>			<b>\$2,305,500</b>	<b>\$194,500</b>	<b>\$0</b>	<b>\$2,500,000</b>	

NHFP funds = Federal National Highway Freight Program funds

- Preliminary Engineering and the Right-of Way phase were added in the 2018-2021 MTIP and STIP as shown below:

phase	year	fund type	federal amount	minimum local match	other amount	total	hold from mtip
Planning	2016		\$11,527,500	\$972,500	\$2,500,000	\$15,000,000	<input type="checkbox"/>
	2016	NHFP (Z460) 92.22%	\$11,527,500	\$972,500	\$0	\$12,500,000	
	2018	OTHER - LOCAL		\$0	\$2,500,000	\$2,500,000	
Preliminary engineering	2018		\$15,769,620	\$1,330,380	\$12,900,000	\$30,000,000	<input type="checkbox"/>
	2018	ACRQ (92.22%)	\$15,769,620	\$1,330,380		\$17,100,000	
	2018	HB2001 (B4A0)		\$0	\$12,900,000	\$12,900,000	
Purchase right of way	2019			\$0	\$2,500,000	\$2,500,000	<input type="checkbox"/>
	2018	HB2001 (B4A0)		\$0	\$2,500,000	\$2,500,000	
<b>Totals &gt;&gt;</b>			<b>\$27,297,120</b>	<b>\$2,302,880</b>	<b>\$17,900,000</b>	<b>\$47,500,000</b>	

Federal fund type codes:

- NHFP = Federal National Highway Freight Program funds
  - ACP0 = Federal Advance Construction funds
  - HB2001 – State funds originating from HB2001
  - Other = General local funds considered overmatch or local contribution by another agency to the project
- The proposed project improvements were split among three phases to be delivered separately as funding was secured for the project:
    - Active Traffic Management System (ATM) improvements throughout the project limits
    - Abernethy Bridge replacement/reconstruction and lane widening
    - Construction of the new third through-lane in both directions from Abernethy Bridge area west to Stafford Rd
  - The original estimate for completing all phases ATMS, Abernethy Bridge portion, and 3<sup>rd</sup> lane widening) was approximately \$550 million
  - Two of the three projects have been programmed in the MTIP. They are show below:
    - **ATMS in Key 21400**
    - Project status: The federal funds for this project have been obligated and implementation is well underway (if not already completed).

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ODOT Key: 21400 | MTIP ID: 71065

I-205: I-5 - OR213, Phase 3 - Cycle 2018-21

Project(s) in this cycle are not editable

Current Programming

phase	year	fund type	federal amount	minimum local match	other amount	total	hold from mtip
Other (explain)	2019		\$0	\$0		\$0	<input type="checkbox"/>
Construction	2019		\$5,717,640	\$482,360		\$6,200,000	<input type="checkbox"/>
	2016	ACP0 (92.22%)	\$5,717,640	\$482,360		\$6,200,000	
Totals >>			\$5,717,640	\$482,360	\$0	\$6,200,000	

Fund Type codes: ACP0 = Federal Advance Construction funds

- The Abernethy Bridge replacement/reconstruction construction phase is programmed in **Key 22467** in the current active 2021-26 MTIP as shown below:

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ODOT Key: 22467 | MTIP ID: 71251

I-205: I-5 - OR 213, Phase 1A - Cycle 2021-26

Current Programming

phase	year	fund type	federal amount	minimum local match	other amount	total	hold from mtip
Construction	2022		\$359,200,000	\$0	\$15,800,000	\$375,000,000	<input type="checkbox"/>
	2016	ACP0 (100%)	\$359,200,000	\$0	\$15,800,000	\$375,000,000	
Other (explain)	2022		\$0	\$0	\$350,000	\$350,000	<input type="checkbox"/>
	2006	STATE-GEN	\$0	\$0	\$350,000	\$350,000	
Totals >>			\$359,200,000	\$0	\$16,150,000	\$375,350,000	

Fund Type Codes:

- ACP0 = Federal Advance Construction funds
- State – Gen = General state funds contributing to the project above the required matching funds.

**Figure 8.13a I-205 South Widening and Seismic Improvements Project Area Map**

Source: ODOT

- Per ODOT, the current status for Key 22467 is the construction phase is out to bid.
- I-205 Improvements Project Summary:
  - Work on the project has been occurring since 2015.
  - The project is divided into three phases for funding and delivery purposes
  - The ATMS phase has been obligated and implemented
  - The Abernethy Bridge construction phase is out to bid currently.
  - This leaves the I-205 3<sup>rd</sup> Lane Widening portion as the remaining un-programmed and unfunded phase for the project.
  - ODOT is now proposing that a combination of HB3055 and toll revenues be used to fund the final phase.
  - ODOT proposes now to convert all lanes on I-205 from OR213 to Stafford Rd to be a toll facility.
  - ODOT has submitted a Regional Transportation Plan (RTP) amendment to add the Preliminary Engineering to the constrained 2018 RTP. Approval of the RTP amendment is pending as of January 2022.
  - As of January 2022, ODOT has requested and MTIP amendment to add the PE phase for the I-205 Tolling project. The MTIP amendment is occurring concurrently with the RTP amendment
  - Adding the I-205 Tolling project PE phase to the MTIP is contingent upon approval of the RTP amendment.

**2. The second track is the I-205 Tolling Project emerging form the Congestion Value Pricing Initiative to evaluate I-5 and I-205 System Tolling Possibilities.**

- ODOT initiated a planning study in 2018 to evaluate the feasibility of converting I-5 and I-205 to be toll facilities.
- The project was programmed in the 2018-2021 MTIP in Key 2371 as shown below:



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ODOT Key: 21371 | MTIP ID: 71062

I 5 and I 205: Portland Metropolitan Value Pricing Program - Cycle 2018 21

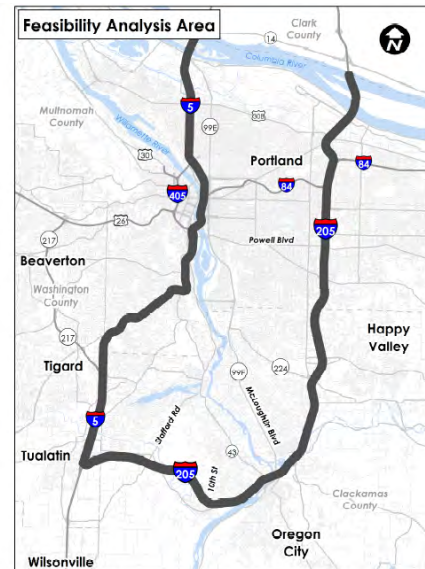
Project(s) in this cycle are not editable

Current Programming

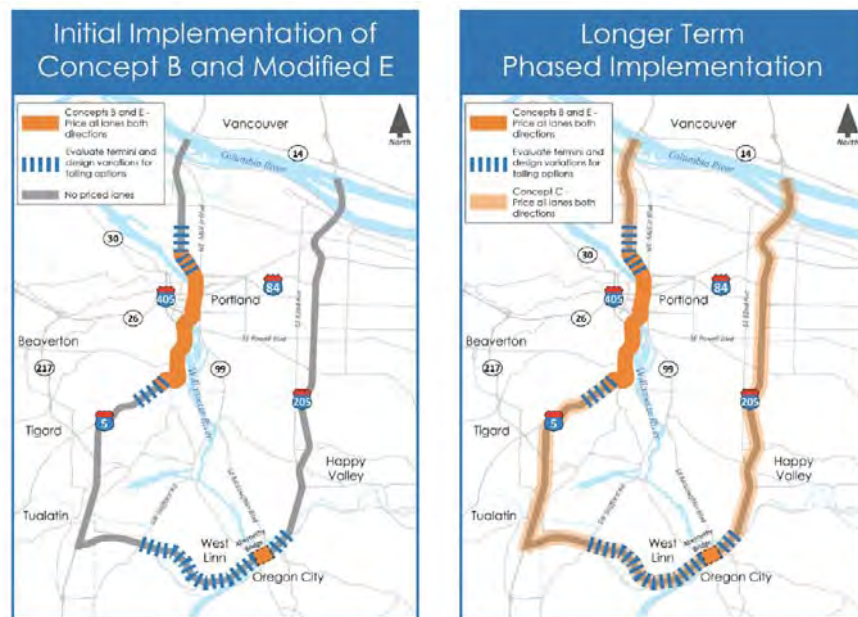
phase	year	fund type	federal amount	minimum local match	other amount	total	hold from mtip
Planning	2019		\$2,766,600	\$233,400	\$0	\$3,000,000	<input type="checkbox"/>
	2016	ACPO (92.22%)	\$2,766,600	\$233,400	\$0	\$3,000,000	
Totals >>			\$2,766,600	\$233,400	\$0	\$3,000,000	

Fund Type Codes: ACPO = Federal Advance Construction funds

- The summary description for the Oregon Transportation Commission (OTC) approved study includes the following: The Portland Metropolitan Value Pricing Program will support analysis of traffic, diversion and community benefits and impacts, concept refinement and stakeholder engagement in preparation for the National Environmental Policy Act process in support of the potential application of market pricing (through variable tolls, variable priced lanes, area wide charges or cordon charges) to the use of roadways at different times of day.
- Metro and the City of Portland also conducted similar studies related to the Congestion Value Pricing Study.
- The study area is shown below.
- The source for the study originated from the Oregon Legislature and HB21017. As part of this legislation, the Legislature also directed the OTC to seek approval from the FHWA to implement value pricing on I-5 and I-205 in the Portland metro area to address congestion
- The Oregon Department of Transportation (ODOT) initiated the Portland Metro Area Value Pricing Feasibility Analysis to explore the options available and determine how and where congestion pricing could help improve congestion on I-5 or I-205 during peak travel times.
- In 2017, the OTC directed ODOT to convene a Policy Advisory Committee (PAC) to make a recommendation to the OTC on the implementation of Section 120 of HB 2017. The PAC met a total of six times between November 2017 and June 2018. At the first meeting, the PAC reviewed and made some modifications to the Charter, which outlines the directive from HB 2017 and clarifies the purpose of the committee, their responsibilities as committee members, priority factors for consideration, and group processes and protocols.
- The PAC Charter stated the OTC intention to “evaluate pricing options that will address congestion through one or more of the following means:
  - **Managing congestion:** Value pricing used to manage demand and encourage more efficient use of the transportation system by shifting trips to less congested times or designated lanes through pricing and/or maximizing the use of other modes to improve freeway reliability.



- **Financing bottleneck relief projects:** Value pricing used as a means to finance the construction of roadway improvements that address identified bottleneck projects that will improve the efficient movement of goods and people.” To that end, the Charter requests that the Committee provide a recommendation that will, at a minimum, address the following questions:
  - What **location(s) on I-5 and/or I-205** are best suited to implement value pricing?
  - For the recommended location(s), what **type of value pricing** should be applied?
  - What **mitigation strategies** should be pursued based on their potential to reduce the impact of value pricing on environmental justice communities or adjacent communities?
- On July 5, 2018, the PAC issued their recommendations to OTC. *(Reference Attachment 1 to the Staff Report.)*
- The PAC’s recommendations included both short term initial implementation concepts and longer term phase implementation recommendations. Tolling exhibits are shown below



- The draft Purpose and Need Statement for the project was developed as of August 16, 2021. The Purpose and Need Statement is draft and will undergo some modification as the project progresses through the NEPA process. *(Reference Attachment 2.)*
- As part of the final recommendations present to OTC, the I-205 OR213 to Stafford project was identified a possible Section 129 eligible Pilot Tolling Project
- OTC adopted the final recommendations from the Public Advisory Committee on August 16, 2018. *(Reference Attachment 3.)*

- On December 10, 2018, ODOT submitted a tolling eligibility review request to FHWA under Section 129 of Title 23 U.S.C. for Interstates I-5 and I-205 in the Portland metro region.
- On January 8, 2019, FHWA provided their reply and direction which a key portion is shown below. Note: A copy of the full letter is attached as *Attachment 4*):



Oregon Division  
January 8, 2019

530 Center Street NE, Suite 420  
Salmon, Oregon 97301  
503-399-5749  
Oregon.FHWA@dot.gov

In Reply Refer To:  
HDA-OR

Question 1: Eligibility and other requirements under federal tolling programs.

The report transmitted with your December 10 letter, titled *Oregon Application to FHWA: Value Pricing Feasibility Analysis and Proposed Implementation*, presents an I-205 Project (page 1-4) and an I-5 Project (page 1-6). Additional project detail is needed for a final eligibility determination by the Federal Highway Administration (FHWA), however, the I-205 Project is likely eligible for tolling under both Section 129 of Title 23, U.S.C. (Section 129) and the Value Pricing Pilot Program (VPPP), while the I-5 Project is likely eligible for tolling under the VPPP.<sup>1</sup>

Section 129 provides authority for tolling Federal-aid highways in conjunction with construction, reconstruction, or other capital improvements to highways, bridges and tunnels. While revenue generation is commonly the driving reason for tolling under Section 129, a state may implement a time-of-day tolling (pricing) strategy under this mainstream tolling program.<sup>2</sup> Under Section 129, public agencies may impose tolls on Federal-aid highways in the following instances:

- Initial construction of a new highway, bridge, or tunnel
- Initial construction of new lanes on highways, bridges, and tunnels (including Interstates), as long as the number of toll-free lanes is not reduced
- Reconstruction or replacement of a bridge or tunnel
- Reconstruction of a highway (other than an Interstate)
- Reconstruction, restoration, or rehabilitation of an Interstate highway, as long as the number of toll-free lanes is not reduced

Therefore, under Section 129, the State of Oregon is permitted to toll all lanes of the Abernathy Bridge if the bridge is replaced or reconstructed. The state would also be permitted to toll all lanes of mainline Interstate bridges that are replaced or reconstructed as part of the project. Placing tolls on all lanes of Interstate 205 beyond the immediate approaches to replaced or reconstructed bridges, is permitted under Section 129 only if the conditions above are met, particularly, that the number of toll-free lanes is not reduced. As the OTC/ODOT develops a tolling strategy for the I-205 Project, eligibility under Section 129 will be more fully understood.

Federal law does not provide FHWA authority to approve the tolls, the specific toll rates, or exemptions, as the state owns, operates and controls these facilities. Additionally, tolling agreements are no longer required by Section 129, however, under existing implementing guidance, state departments of transportation and other public agencies responsible for toll facilities are encouraged to enter into a memorandum of understanding (MOU) with FHWA.<sup>3,4</sup> An MOU can be particularly meaningful in light of requirements for audits and the use of toll revenues, and the potential consequences of noncompliance (including the discontinuation of toll collection). Typically, under Section 129 a contract for physical construction must be awarded before tolls may be collected.

- In December 2019, the Oregon Transportation Commission (OTC) approved the creation of the Equity and Mobility Advisory Committee (EMAC). EMAC's purpose was to come to an agreement or clarify what is needed to align with EMAC's Key Statements, which will be the foundation of EMAC's recommendations for advancing equity through tolling, and provide direction on next steps for the development of EMAC's recommendations to address an equitable tolling approach and advise OTC of direction for the following tasks:

- Supporting ODOT in development and implementation of an equity framework to guide project development and public engagement.
- Providing input to ODOT at the start of the technical and environmental review process to ensure project development is grounded in the equity framework, including the development and refinement of performance measures to evaluate alternatives for I-205 and I-5 tolling.
- Developing an equitable engagement plan that will result in ongoing input and participation from communities that have been historically underrepresented in transportation planning.
- Supporting the implementation of the equitable engagement plan by hosting or cohosting meetings, events and/or other activities as determined by the engagement plan.
- Providing input on mobility and equity strategies that should be considered as tolling projects are develop
- Added note: Reference to the I-205 Tolling project is now included in the overall Regional Mobility Pricing Project (congestion management), which includes I-5 stretching from near the Interstate Bridge Project to the Boone Bridge and the remainder of I-205 from Stafford Road to I-5 and OR-213 to the Glen Jackson Bridge.
- During the OTC March, 2021 meeting, the OTC approved a total of \$60 million in support of tolling needs. An updated funding letter provided to FHWA provides additional funding details supporting the tolling program (*See Attachment 5*). Specific details concerning the I-205 Tolling project in Key 22507 is shown below

Proposed STIP Description	Project design and environmental review for tolling on I-205 between Stafford Rd and OR 213.		
Summary of requested changes	<ul style="list-style-type: none"> <li>● Add new project for I-205 Tolling</li> <li>● Allocate \$27,257,890 to Preliminary Engineering (PE) phase</li> <li>● Total project cost of \$27,257,890</li> </ul>		
Justification	This is part of programming \$60M in funds approved by the OTC March 11, 2021 for the ODOT Tolling Program. FHWA has asked ODOT to create distinct projects for the related work programs that are planned for this funding. Also, some of the work proposed has moved from planning to design activities. This project addition is specifically for design work for I-205 Tolling.		
RTP Requirements	<p>Two RTP updates are related to this project.</p> <ul style="list-style-type: none"> <li>● Add project (PE) to fiscally constrained list</li> <li>● Update narrative description of I-205 Improvements project to describe financial connection between the two projects</li> </ul> <p>RTP amendments require a 45-day public notice and also must go through TPAC, JPACT, Metro Council approval path. R1 Policy &amp; Development and the Urban Mobility Office (UMO) is the lead on this action and is working to start the process as soon as possible.</p>		
STIP/MTIP requirements	This requires a formal STIP/MTIP amendment, approval is contingent upon approval of the RTP amendment. Amendment submitted to Metro 9/7/21.		
Phase	Year		STIP Estimated Cost
	Current	Proposed	Proposed
Preliminary Engineering	N/A	2022	\$27,257,890
	Totals		\$27,257,890
<b>Summary of Expenditure Accounts (TBD)</b>			
Phase	Authorized	Expended	Remaining
Preliminary Engineering	TBD	TBD	TBD

- In late September 2021, ODOT notified Metro staff to their intent to request an RTP amendment to add the I-205 PE phase Tolling project to the current 2018 RTP. As of October 2021, the RTP amendment was underway with a proposed Metro approval process to begin during January 2022.
- As of November 2021, Metro and ODOT agreed to a concurrent processing and approval approach to complete the MTIP Amendment.

## **Summary I-205 Tolling Project Summary and relation to the I-205 Abernethy Bridge and 3<sup>rd</sup> Lane Widening project.**

The PE phase for the I-205 Tolling project from OR213 to Stafford Rd represents a tolling test pilot project for ODOT. The Abernethy Bridge replacement/reconstruction and construction of the 3<sup>rd</sup> lane west to Stafford Rd will be funded through the use revenues obtained through HB3055 and later toll revenues for pay back purposes. Construction of the 3<sup>rd</sup> through lane on I-205 has a cleared environmental NEPA EA Record of Decision (ROD). A separate NEPA ROD is expected for the I-205 Tolling project. The overall purpose of the I-205 Tolling project will be to toll all lanes from OR 213 to Stafford Rd and act as a pilot project for the later conversion to toll lanes of Interstate 5 and 205 in the Portland Metro region.

### **AMENDMENT BUNDLE SUMMARY:**

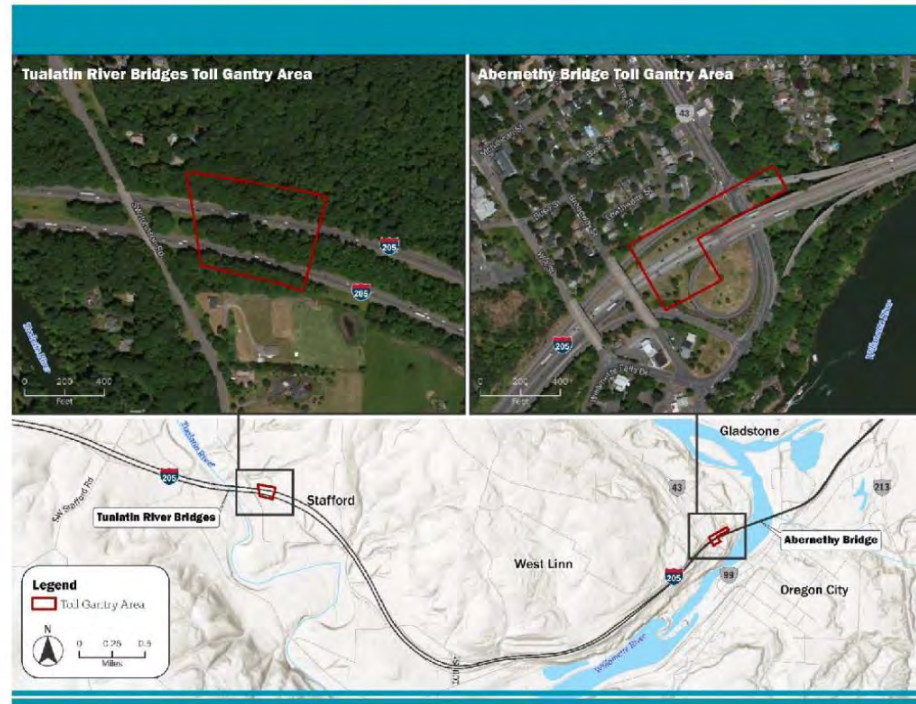
The I-205 Tolling Formal MTIP Amendment initiates project programming adjustments needed for federal fiscal Year (FFY) 2022 enabling obligation and expenditures to begin before the end of FFY 2022.

Below is a summary list of key acronyms used in the report:

- AC-STBG = "AC" = Federal Advance Construction programmatic fund type code used as placeholder. The "STBGS" tag represents the expected federal fund type code of State allocated Surface Transportation Block Grant funds that will become the final federal fund for the project.
- ACP0/ADVCON = Generic Advance Construction fund type code where the future federal fund code is not yet known.
- AC-NHPP = Federal Advance Construction fund type code used with the expectation that the final federal fund code will be National Highway Performance Program funds.
- ADA = Americans with Disabilities Act
- ATMS = Active Traffic Management System improvements
- Cons = Construction phase
- FFY = Federal Fiscal Year (e.g. October 1 through September 30)
- FHWA = Federal Highways Administration
- FMIS = FHWA's Financial Management Information System
- HB2001 = MTIP and STIP programming fund code type representing state funds from HB2001 which is the Oregon Legislature approved Housing Choices (House Bill 2001) Legislation
- HB2017 = Oregon Legislature approved Keep Oregon Moving (HB 2017) Legislation
- HB3055 = Oregon Legislature approved Relating to transportation; and prescribing an effective date (HB3055 Legislation) and passed on September 25, 2021 with a purpose that modifies, adds and repeals laws relating to transportation.
- ITS = Intelligent Transportation System
- LPA = Locally Preferred Alternative
- MP = Mile Post limit markers on the State Highway system
- NHFP = Federal National Highway Freight Program funds
- NHPP = Federal National Highway Performance Program funds appropriated to ODOT
- NEPA = National Environmental Policy Act
- ODOT = Oregon Department of Transportation
- OTC = Oregon Transportation Commission
- PE = Preliminary Engineering
- ROD = Record of Decision
- ROW/RW = Right of Way phase

A detailed programming overview of the I-205 Tolling project provided below.

Project 1	I-205: OR213 - Stafford Rd Variable Rate Tolling Project (New Project)		
Lead Agency:	ODOT		
ODOT Key Number:	22507	MTIP ID Number:	TBD
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• <b>Quick Amendment Summary:</b> The amendment (assuming the RTP amendment is approved) will add the new PE Phase supporting the I-205 Tolling project with \$27,257,890,</li> <li>• <u>Metro UPWP Project:</u> No</li> <li>• <u>Proposed improvements:</u> Key 22507 adds only the PE phase to the I-205 Tolling project. The phase scope of work will complete design &amp; NEPA activities for variable rate tolling implementation across all lanes to manage congestion and to raise revenue to fund construction of the I-205 improvements projects from approximately OR213 to Stafford Rd. AN overview of the scope of work as submitted b ODOT is included in <i>Attachment 6</i>.</li> <li>• <u>Source:</u> New project.</li> <li>• <u>Amendment Action:</u> Adds the new project and the PE phase to the 2021-26 MTIP.</li> <li>• <u>Additional Amendment Evaluation Required:</u> Yes The project is expected to complete an initial Amendment Performance Evaluation “light-version” with a later detailed version to follow.</li> <li>• <u>Funding:</u> The funding for the project consists of federal Advance Construction placeholder funds being programmed for obligation in FFY 2022. OTC has approved a total of \$60 million for tolling needs \$27,257,890 is being committed to this project out of the total \$60 million.</li> <li>• <u>FTA Conversion Code:</u> Not applicable. No transit funds are involved.</li> <li>• <u>Location, Limits and Mile Posts:</u> <ul style="list-style-type: none"> <li>○ Location: On I-205 near Oregon City</li> <li>○ Cross Street Limits: N/A</li> <li>○ Overall Mile Post Limits: MP 9.50 to MP 3.13</li> </ul> </li> </ul>		

**Figure 8.13b I-205 Toll Project Map**

- **Current Status Code:** 2 = Pre-design/project development activities (pre-NEPA) (ITS = ConOps.)
- **Air Conformity/Capacity Status:**  
Key 22507 with only the PE being programmed is consider a planning project for now is a non-capacity enhancing project. It is exempt from air quality conformity analysis per 40 CFR 93.126, Table 2 – Planning and Technical Studies. Once EOW and construction phase programming is proposed to be added, the project will be subject to transportation demand modeling and air conformity analysis requirements
- **Regional Significance Status:** The project is regionally significant as it contains federal funds and is located on the defined Throughway in the Metro Motor Vehicle Modeling Network. The project is part of the Eisenhower Interstate System on the National Highway System.
- **Amendment ID and Approval Estimates:**
  - STIP Amendment Number: 21-24-1432
  - MTIP Amendment Number: FB22-06-FEB
  - OTC approval required: Yes. Note OTC approval to proceed with tolling efforts occurred during their August 1, 2018 meeting
  - Metro approval date: Tentatively scheduled for April 14, 2022.

<p>What is changing?</p>	<p><b><u>AMENDMENT ACTION: ADD NEW PROJECT (PE PHASE ONLY):</u></b></p> <p>Because of the concurrent nature of the I-205 Tolling project RTP amendment and MTIP amendment, there is some confusion over the approval steps for both amendments. A concurrent approval process for an RTP amendment with the MTIP right on top of it is not the normal and usual format. As explained in prior MTIP amendments, a consistency check must occur verifying that the new MTIP project is already stated as a project in the constrained RTP. If not, the consistency check fails and the MTIP amendment can't occur.</p> <p>Presently, the I-205 Tolling project is not included in the constrained RTP. Until the RTP corrects this, no MTIP amendment can occur. To save time, the MTIP amendment is being processed concurrently with the RTP amendment for the I-205 Tolling project. The key point to remember is that the I-205 Tolling project MTIP amendment is dependent first upon approval of the RTP amendment.</p> <p>As written, the MTIP I-205 Tolling project in Key 22507 proposes an approval recommendation from TPAC members, but assumes JPACT and Metro Council first will approve the RTP amendment. As stated above, any delay to the RTP amendment will result in stopping the MTIP amendment until successful resolution of the RTP amendment issue occurs. If JPACT or Council deny the RTP amendment, the MTIP amendment automatically will stop.</p> <p>A second important point about the I-205 Tolling project and the RTP/MTIP is that the project's implementation phases (ROW, UR, and Construction) are not included in the constrained RTP. A future RTP amendment will need to occur before similar phases can be added to the project in the MTIP.</p>
<p>Additional Details:</p>	<p>None</p>
<p>Why a Formal amendment is required?</p>	<p>Adding a new project to the MTIP requires a formal amendment to be completed first.</p>
<p>Total Programmed Amount:</p>	<p>The PE phase programmed includes a total of \$27,257,890 in federal and matching funds.</p>
<p>Added Notes:</p>	<p>Six attachments are included with the Staff Report:</p> <ol style="list-style-type: none"> <li>1. OTC PAC Portland Metro Area Value Pricing Feasibility Analysis Final Recommendations</li> <li>2. Regional Mobility Pricing Project Draft Purpose and Need statement</li> <li>3. OTC August 16 2018 Tolling Action</li> <li>4. FHWA January 8 2019 FHWA Reply Letter</li> <li>5. ODOT Tolling Program Allocations for FHWA</li> <li>6. I-205 Tolling Scope Elements</li> </ol>

Note: The Amendment Matrix located on the next page is included as a reference for the rules and justifications governing Formal Amendments and Administrative Modifications to the MTIP that the MPOs and ODOT must follow.



**METRO REQUIRED PROJECT AMENDMENT REVIEWS**

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Each project and their requested changes are evaluated against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. However, since this project is still considered a planning project, the key consistency review items include proof-of funding/fiscal constraint verification plus consistency with the RTP. The programming factors include the below items:

- Passes fiscal constraint verification:
  - Project eligibility for the use of the funds
  - Proof and verification of funding commitment
  - Requires the MPO to establish a documented process proving MTIP programming does not exceed the allocated funding for each year of the four year MTIP and for all funds identified in the MTIP.
  - Passes the RTP consistency review: Identified in the current approved constrained RTP either as a stand- alone project or in an approved project grouping bucket
  - RTP project cost consistent with requested programming amount in the MTIP
- If a capacity enhancing project – is identified in the approved Metro modeling network Satisfies RTP goals and strategies consistency: Meets one or more goals or strategies identified in the current RTP.
- If federally funded and a regionally significant planning study that addresses RTP goals and strategies and/or will contribute or impact RTP performance measure targets.
- Determined the project is eligible to be added to the MTIP, or can be legally amended as required without violating provisions of 23 CFR450.300-338 either as a formal Amendment or administrative modification.
- MPO responsibilities completion:
  - Completion of the required 30 day Public Notification period:
  - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

ODOT-FTA-FHWA Amendment Matrix
<b>Type of Change</b>
<b>FULL AMENDMENTS</b>
1. Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized
2. Major change in project scope. Major scope change includes: <ul style="list-style-type: none"> <li>• Change in project termini - greater than .25 mile in any direction</li> <li>• Changes to the approved environmental footprint</li> <li>• Impacts to AQ conformity</li> <li>• Adding capacity per FHWA Standards</li> <li>• Adding or deleting worktype</li> </ul>
3. Changes in Fiscal Constraint by the following criteria: <ul style="list-style-type: none"> <li>• FHWA project cost increase/decrease:                             <ul style="list-style-type: none"> <li>• Projects under \$500K – increase/decrease over 50%</li> <li>• Projects \$500K to \$1M – increase/decrease over 30%</li> <li>• Projects \$1M and over – increase/decrease over 20%</li> </ul> </li> <li>• All FTA project changes – increase/decrease over 30%</li> </ul>
4. Adding an emergency relief permanent repair project that involves substantial change in function and location.
<b>ADMINISTRATIVE/TECHNICAL ADJUSTMENTS</b>
1. Advancing or Slipping an approved project/phase within the current STIP (If slipping outside current STIP, see Full Amendments #2)
2. Adding or deleting any phase (except CN) of an approved project below Full Amendment #3
3. Combining two or more approved projects into one or splitting an approved project into two or more, or splitting part of an approved project to a new one.
4. Splitting a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve if the project was selected through a specific process (i.e. ARTS, Local Bridge...)
5. Minor technical corrections to make the printed STIP consistent with prior approvals, such as typos or missing data.
6. Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention. (For major change in scope, see Full Amendments #2)
7. Adding a temporary emergency repair and relief project that does not involve substantial change in function and location.

**APPROVAL STEPS AND TIMING**

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the I-205 Tolling Project formal MTIP amendment will include the following:

- | <u>Action</u>   | <u>Target Date</u> |
|---|--------------------|
| • Initiate the required 30-day public notification process..... | November 30,2021   |
| • Completion of public notification process.....                | January 6, 2022    |

- TPAC notification and approval recommendation..... March 4, 2022
- JPACT approval and recommendation to Council..... March 17, 2022
- **Metro Council approval.....April 14, 2022**

Notes:

1. The above dates are estimates. JPACT and Council meeting dates could change.
2. If any notable comments are received during the public comment period requiring follow-on discussions, they will be addressed by JPACT.
3. Approval of this MTIP amendment is contingent upon approval of the I-205 Tolling Project RTP amendment which must occur first.

USDOT Approval Steps (The below time line is an estimation only and assumes that the RTP amendment is approved during January 2022 as well.):

- | <u>Action</u>   | <u>Target Date</u> |
|---|--------------------|
| • Final amendment package submission to ODOT & USDOT..... | April 21, 2022     |
| • USDOT clarification and final amendment approval.....   | Mid May, 2022      |

### ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:**
  - a. Amends the 2021-24 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 20-5110 on July 23, 2020 (FOR THE PURPOSE OF ADOPTING THE 2021-2024 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA).
  - b. Oregon Governor approval of the 2021-24 MTIP: July 23, 2020
  - c. 2021-2024 Statewide Transportation Improvement Program (STIP) Approval and 2021 Federal Planning Finding: September 30, 2020
3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds, or obtain the next required federal approval step as part of the federal transportation delivery process.
4. **Metro Budget Impacts:** None to Metro

### RECOMMENDED ACTION:

**JPACT approved the I-205 Tolling Project formal amendment on March 17, 2022, and is now recommends Metro Council approve of Resolution 22-5234 consisting of the I-205 Tolling PE phase project.**

6 Attachments:

1. OTC PAC Portland Metro Area Value Pricing Feasibility Analysis Final Recommendations
2. Regional Mobility Pricing Project Draft Purpose and Need statement
3. OTC August 16 2018 Tolling Action
4. FHWA January 8 2019 FHWA Reply Letter
5. ODOT Tolling Program Allocations for FHWA
6. I-205 Tolling Scope Elements



# Portland Metro Area Value Pricing Feasibility Analysis

FINAL

## Policy Advisory Committee Recommendation to the Oregon Transportation Commission







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# Portland Metro Area Value Pricing Feasibility Analysis

## FINAL Policy Advisory Committee Recommendation to the Oregon Transportation Commission

*Prepared by:*



### Oregon Department of Transportation

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### WSP USA, Inc.

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July 5, 2018

#### **ADA**

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## List of Attachments

**ATTACHMENT A: PAC Member Letters**

**ATTACHMENT B: PAC Charter**

**ATTACHMENT C: Mitigation Strategy Information**

- C1. Mitigation strategy examples and themes from PAC meeting 4
- C2. Summary of PAC discussions from PAC meeting 4

**ATTACHMENT D: Pricing Concept Information**

- D1. Pricing concept summary sheets and themes from PAC meeting 5
- D2. Summary of PAC discussion from PAC meeting 5

**ATTACHMENT E: Summary of PAC Discussion at PAC Meeting 6**



## Acknowledgements

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## Acronyms and Abbreviations

EJ	Environmental Justice
FHWA	Federal Highway Administration
HB 2017	Oregon House Bill 2017
HOT	High Occupancy Toll
HOV	High Occupancy Vehicle
LEP	Limited English Proficiency
MCE	Multi-Criteria Evaluation Tool
NEPA	National Environmental Policy Act
ODOT	Oregon Department of Transportation
OTC	Oregon Transportation Commission
PAC	Value Pricing Policy Advisory Committee
RTP	Regional Transportation Plan
SOV	Single Occupancy Vehicle



# 1 INTRODUCTION

This report presents the outcomes of the Policy Advisory Committee (PAC) for the Value Pricing Feasibility Analysis. This report is the result of a process that started in late 2017, shortly after passage of the transportation funding and policy package Oregon House Bill 2017 (HB 2017). The PAC recommendation is provided to support the Oregon Transportation Commission (OTC)'s efforts to implement Section 120 of HB 2017, which directs it to pursue approval from the Federal Highway Administration (FHWA) to implement congestion pricing on I-5 and I-205 in the Portland metro region.

This report includes the PAC recommendation with the following elements:

1. **Context of the recommendation** – this section clarifies the purpose and intent of the recommendation in the feasibility analysis.
2. **Priority mitigation strategies** – this section addresses ways to reduce the potential impact of value pricing on affected communities.
3. **Recommended pricing concepts** – this section addresses the location and type of value pricing.
4. **PAC input on other topics** – in addition to priority recommendations requested by the OTC (2 and 3), PAC members have expressed interest in providing input on other topics.
5. **Written comment from PAC members** – each PAC member was provided the opportunity to attach individual written comments to the OTC. *These are provided in Attachment A.*

## 1.1 Background

In 2017, the Oregon Legislature authorized funding to improve highways, public transportation, biking and walking facilities, and use technology to make the state's transportation system work better. As part of this legislation, known as HB 2017, the Legislature also directed the OTC to seek approval from the FHWA to implement value pricing on I-5 and I-205 in the Portland metro area to address congestion.

The Oregon Department of Transportation (ODOT) initiated the Portland Metro Area Value Pricing Feasibility Analysis to explore the options available and determine how and where congestion pricing could help improve congestion on I-5 or I-205 during peak travel times. Value pricing, also known as congestion pricing or peak-period pricing, is a type of tolling in which a higher price is set for driving on a road when demand is greater, usually in the morning and evening rush hours. The goal is to provide a more reliable travel time for paying users and reduce congestion by improving traffic flow or encouraging people to travel at less congested

Study Corridors: I-5 and I-205





times or by other modes. Transit improvements typically accompany pricing programs.

The OTC directed ODOT to convene a Policy Advisory Committee (PAC) to make a recommendation to the OTC on the implementation of Section 120 of HB 2017. The PAC met a total of six times between November 2017 and June 2018. At the first meeting, the PAC reviewed and made some modifications to the Charter, which outlines the directive from HB 2017 and clarifies the purpose of the committee, their responsibilities as committee members, priority factors for consideration, and group processes and protocols. *The PAC Charter is provided in Attachment B.*

In particular, the Charter states the OTC intention to “evaluate pricing options that will address congestion through one or more of the following means:

- § **Managing congestion:** Value pricing used to manage demand and encourage more efficient use of the transportation system by shifting trips to less congested times or designated lanes through pricing and/or maximizing the use of other modes to improve freeway reliability.
- § **Financing bottleneck relief projects:** Value pricing used as a means to finance the construction of roadway improvements that address identified bottleneck projects that will improve the efficient movement of goods and people.”

To that end, the Charter requests that the Committee provide a recommendation that will, at a minimum, address the following questions:

- § What **location(s) on I-5 and/or I-205** are best suited to implement value pricing?
- § For the recommended location(s), what **type of value pricing** should be applied?
- § What **mitigation strategies** should be pursued based on their potential to reduce the impact of value pricing on environmental justice communities or adjacent communities?

The following sections describe the process to support PAC discussions about the recommendation.

## 1.2 Information supporting PAC discussions

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Technical analysis and concept evaluation, as well as extensive public outreach conducted for the feasibility analysis, were presented to the PAC to help inform its understanding of the viability and effectiveness of congestion pricing in the Portland metro area. All technical memoranda, public outreach summaries, fact sheets and other information prepared for the PAC can be downloaded from the project website: <http://www.oregon.gov/ODOT/Pages/Value-Pricing.aspx>.

Work to support PAC discussion included technical analysis and extensive public outreach.

### 1.2.1 Technical analysis: concepts and mitigation strategies for potential impacts

The technical analysis was conducted at a high level in order to establish the viability of potential pricing applications throughout the study area. The results of the analysis point to concepts that warrant additional evaluation with more refined technical analysis. For example, some of the favorable findings would need to be confirmed with more



detailed analysis, while some problem areas might be resolved through project design or other adjustments. It should be understood that tolling rates and revenue estimates developed in this analysis are for comparison purposes only and should not be relied upon as representative of any future value pricing concept.

### 1.2.1.1 Screening Level Analysis

The feasibility analysis included two rounds of technical evaluation. The first round of evaluation assessed the primary types of highway congestion pricing applications at a high corridor level: eight priced lane and/or priced roadway applications.<sup>1</sup> The purpose of this round was to provide an opportunity for shared learning about broad impacts from specific pricing concepts and their viability in the study area. As described below, some key considerations about freeway pricing applications were revealed during this stage:

- § **Priced Lane Treatments:** Priced lane treatments operate parallel to unpriced (general purpose) lanes and are not operationally feasible in areas with only two lanes (e.g., I-5 at Rose Quarter). The priced lane is typically located in the left-most lane and, as a result, it was determined that under Oregon statute, vehicles over 10,000 pounds such as freight trucks would not be allowed to travel in the priced lane.<sup>2</sup> While priced lane treatments maintain one or more unpriced “free” travel lanes, the per trip price for single lane treatments would tend to be higher when compared to priced roadways. As such, travelers using the unpriced lanes would have limited benefit, if any, from the congestion pricing. Finally, as a general order of magnitude, the priced lane treatments generate limited revenue.
- § **Priced Roadway:** Priced roadway treatments would toll all lanes in a corridor. Priced roadway treatments were found to have the highest level of congestion relief and, as a general order of magnitude, would yield the highest revenue potential. There is no unpriced or “free” option on the corridor, however, the cost per trip to travel on the priced roadway would be lower than the price per trip to travel on a priced lane treatment.

These findings informed the development of a set of refined concepts for further analysis and were presented at the third PAC meeting on February 28, 2018. After the initial round of analysis, the project team developed Concepts A through E for refined analysis (a description of the concepts is found in Attachment D). These concepts reflect the findings of technical evaluation results, input from the PAC and the public on the initial concepts, and project team experience with congestion pricing systems throughout the U.S. These refined concepts allowed for a more detailed assessment of potential impacts and benefits for defined pricing strategies and locations.

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<sup>1</sup> Technical Memorandum 3 is available on ODOT’s Value (Congestion) Pricing website: <http://www.oregon.gov/ODOT/Pages/VP-Feasibility-Analysis.aspx>

<sup>2</sup> Oregon Revised Statute 2017 Edition. Chapter 811.325.



### 1.2.1.2 Background Assumptions

Throughout the feasibility analysis, several regional and statewide travel demand models were used to conduct the conceptual feasibility analysis. The models included assumptions for both future land use patterns and future transportation system conditions. The reason the concepts were analyzed under future conditions was to ensure the concepts address congestion problems into the future. For the feasibility analysis, the 700+ roadway, public transportation and active transportation projects identified through 2027 in the 2018 Regional Transportation Plan update were assumed to be constructed.

### 1.2.2 Public outreach

An extensive public outreach program was implemented as part of the feasibility analysis. In total, eight in-person community conversations were held throughout the Portland metro area which attracted over 440 in-person attendees. Winter and spring online open houses were held that attracted over 13,000 visitors. A successful effort was made to bring environmental justice and Title VI perspectives into the conversation through discussion and focus groups. A summary of the public outreach efforts, attendance and responses is provided in Table 1-1.

**Table 1-1. Congestion pricing feasibility analysis public outreach by the numbers**

	Total Reach
Online open house visitors	13,260
In-person open house attendees	446
Completed questionnaires	2,586 Including 286 Title VI/EJ
Video views	24,553
Email/voice mail comments	1,278
<b>Focused Outreach</b>	
Title VI/EJ discussion group attendees	114
DHM Research focus group attendees	37 Including 17 Title VI/EJ
Group presentations (events)	49

Public comment was summarized and provided to PAC members throughout the study process. To a considerable extent, input from the public was consistent with the main themes heard from the PAC.



## 2 PAC RECOMMENDATION TO THE OTC

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In forming the PAC, the OTC very deliberately sought to bring together stakeholders representing diverse interests. Throughout this process, the project team has sought to find common ground. At the same time, shared positions should not compromise the unique values and concerns of individual members. As such, all PAC members were invited to share written comments with the OTC. *These are provided without edit in Attachment A.*

The recommendation to the OTC responds to the OTC's priority request as described in the PAC Charter to identify the locations on I-5 and/or I-205 that are best suited for value pricing; the type of value pricing that should be applied; and, the mitigation strategies that should be pursued to reduce impacts on environmental justice and adjacent communities. These are identified in sections 2.2 and 2.3. In addition, Section 2.4 identifies other topics identified by the PAC that members believe should advance for consideration in the development of a pricing program on I-5 and I-205 in the Portland metro area.

At the fifth PAC meeting (May 14, 2018), committee members reviewed the consultant team recommendation, which included congestion pricing concepts, mitigation strategies for potential impacts and other topics for consideration.<sup>3</sup> Feedback on the consultant team recommendation was solicited and incorporated into the recommendation presented in this section. Three of the four components of the recommendation to the OTC are addressed below, including:

- § Priority mitigation strategies
- § Recommended pricing concepts
- § PAC input on other topics

### 2.1 Context of the recommendation

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The recommendation to the OTC identifies the pricing concepts that warrant further consideration under a formal National Environmental Protection Act (NEPA) process, along with mitigation strategies and other priority policy issues identified by the PAC. This recommendation is made based on an understanding of the purpose and nature of the recommendation in context of the legislative direction, federal regulatory environment, and request from the OTC:

- § The Legislature requires the OTC to submit a value pricing proposal to FHWA by Dec. 31, 2018. The PAC recommendation is advisory to the OTC.

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<sup>3</sup> For more information on the consultant team recommendations, please refer to *Technical Memorandum 4: Round 2 Concept Evaluation*, available on the ODOT Value Pricing website here:

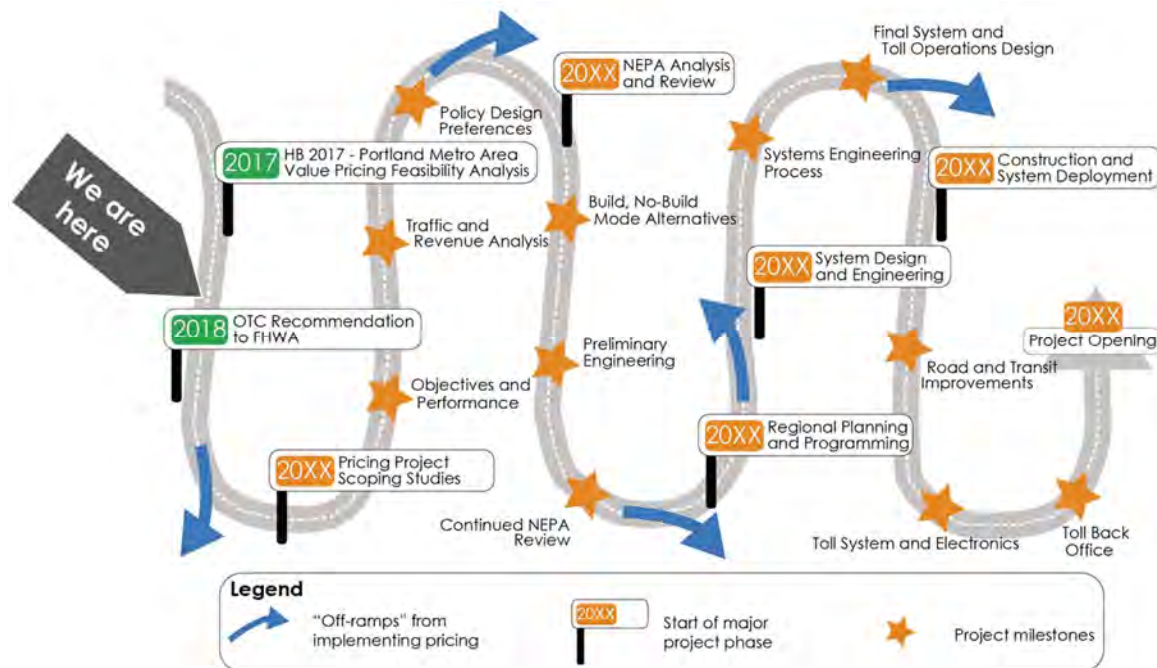
[http://www.oregon.gov/ODOT/Value%20Pricing%20PAC/TechnicalMemo4\\_Evaluation.pdf](http://www.oregon.gov/ODOT/Value%20Pricing%20PAC/TechnicalMemo4_Evaluation.pdf). A video recording of PAC meeting #5 can be viewed here: <https://www.youtube.com/watch?v=4jYK4O80T9o&feature=youtu.be>.



- § While the feasibility analysis has sought to find common priorities and reflect a shared recommendation, the OTC does not require a consensus recommendation; minority opinions may also be expressed.
- § This recommendation identifies general priority mitigation strategies. Once projects are identified for further planning, more work will be needed to develop specific mitigation strategies and implementation plans that pertain to specific pricing concepts.
- § Further planning, analysis, and engagement will be conducted before tolling would be implemented.

The feasibility analysis is the first step of many toward implementation of a pricing program. The complexity of implementing congestion pricing is depicted on the roadmap figure below (Figure 2-1). The image reflects the multi-year process that would be required before pricing can be implemented, including several key decision points, or “off ramps,” depending on the outcome of each phase.

**Figure 2-1. Roadmap to implementing value pricing**



As reflected in Figure 2-1, the next step for ODOT and the OTC is submission of the OTC’s value pricing proposal to FHWA by the end of 2018 as directed by the Oregon Legislature. Feedback from FHWA would provide direction for pricing project scoping studies. These further steps are expected to include:

- § **Policy design preferences** – As part of a more comprehensive policy development and policy design process, ODOT and the OTC will, in cooperation with regional stakeholders and partner agencies, articulate preferred pricing policies for the system such as price caps/floors, discounts, vehicle prohibitions, and transponder requirements. Formal policies will also define the user groups for the system and specifically those that may be subject to mitigation. With the





identification of special user groups, ODOT and its partners can also begin developing mitigation strategies such as the potential for low income participation programs.

- § **Objectives and performance** – The development of more formalized policies allows for the articulation of system goals, objectives and associated performance metrics. Metrics should be empirically based and linked to goals and objectives such that the system can be evaluated and its performance demonstrated to the public and regional stakeholders. While it is likely that travel speeds and travel time savings will be a primary metric (as with other pricing systems in the U.S.), it is likely that other metrics will be needed, which could include public transportation utilization, active transportation, environmental justice, or other community impact metrics.
- § **Traffic and revenue analysis** – With further development of policies and performance metrics, ODOT will complete a more detailed traffic and revenue study of the recommended pricing concept(s). This process will provide significantly more detailed information on critical issues identified during the assessment study, including investment grade analysis on revenue potential based on detailed land use data and regional travel trends, as well as a more detailed assessment of where diversion may occur.

These steps will inform further environmental study to satisfy the National Environmental Policy Act (NEPA) requirements, including identifying potential negative impacts of pricing and strategies to avoid, minimize, and mitigate them. Additional community outreach will be part of the anticipated NEPA work expected to be undertaken prior to project implementation.

### 2.1.1 Future monitoring and reporting

Performance monitoring and management programs are required under the federal pricing statutes. Agencies authorized to price roadways under the Federal Value Pricing Pilot Program are required to submit quarterly reports to evaluate and demonstrate the effectiveness of pricing. Depending on the objectives of the project, the agency may report on changes in travel speeds, travel times, public transportation utilization, active transportation, environmental justice and community impacts, or other performance metrics. Agencies authorized to price under U.S. Title 23, Section 129 are required to undergo annual audits to ensure revenues are spent in an appropriate manner.

## 2.2 Priority mitigation strategies

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The objective of the feasibility analysis was to identify options to improve traffic congestion in order to improve overall mobility in the region. The discussion of mitigation included strategies to share the benefits among the broadest possible cross-section of the community and also to minimize negative impacts either through design or off-setting programs and investments. Throughout the feasibility analysis process, discussions with the public and the PAC identified common concerns about congestion pricing. The project team provided examples of strategies that have been used in congestion pricing projects in other areas.



The fourth PAC meeting (April 11, 2018) included a small-group work session on mitigation strategies. PAC members worked in facilitated groups to talk to and hear from each other about strategies to ensure that congestion pricing can be implemented in a way that is the right fit for their communities and constituents. They discussed concerns about impacts on environmental justice populations and adjacent communities, and included examples of strategies that have been used elsewhere. At the sixth PAC meeting (June 25, 2018), PAC members from Washington state requested a bi-state approach to developing mitigation strategies and the need to identify regulatory barriers early in the process.

The mitigation priorities identified by the PAC are described below. *More information about the mitigation strategies as discussed during the April 11 PAC work session is included in Attachment C*, including the notes from the workshop table discussions.

**Recommended mitigation strategy: improved public transportation and other transportation options are essential strategies for equity and mobility**

The importance of providing additional public transportation options was clearly expressed by PAC members and is consistent with the priorities expressed in public input. Public transportation and other viable options are needed to improve mobility for communities that will be affected by pricing. Most pricing projects throughout the country have included investments in increased public transportation, carpool/vanpool, and active transportation alternatives. The exact types and locations of public transportation improvements included will be developed as part of future project development. At the sixth PAC meeting (June 25, 2018), the PAC discussed the importance of public transportation as a foundational element of any pricing program moving forward.

**Recommended mitigation strategy: special provisions are needed for environmental justice populations, including low income communities**

Impacts to environmental justice communities, with an emphasis on low-income populations, regardless of state of residence has been one of the most common concerns heard from the public and PAC members. It is important that congestion pricing provide benefits and be accessible to a broad cross-section of the community. Where negative impacts do occur, it is a priority to develop strategies to mitigate those impacts.

**Recommended mitigation strategy: diversion strategies should be incorporated to minimize and mitigate negative impacts**

Diversion occurs when motor vehicle traffic shifts from one roadway to another, to another mode of travel such as public transportation, or to other times of day. Diversion to “surface street” routes was frequently mentioned by the PAC and members of the public as an area of concern. Future studies would look more closely at diversion and safety on impacted and/or parallel routes and modes. Diversion can take many forms, some of which are desired outcomes of congestion pricing:

- § Diversion from local system to the freeways is drawing vehicles back to the freeway that currently are diverting onto the local and arterial road network.
- § Diversion of mode or travel time reflects trips shifting to different modes or times of day.



- § Diversion balancing between I-5 and I-205; currently, ODOT manages this balance via variable message signs and other tools.
- § Diversion to the surface street system is through traffic diverting onto the local and arterial road network.

Deliberations at the June 25 PAC meeting produced the following results:

*Most PAC members support or accept more fully developing these mitigation strategies as part of congestion pricing planning.*

PAC Action:

- § Support: 15
- § Accept: 3
- § Oppose: 0

See Attachment E for details on the PAC conversation at the sixth PAC meeting held on June 25, 2018.

## 2.3 Recommended pricing concepts

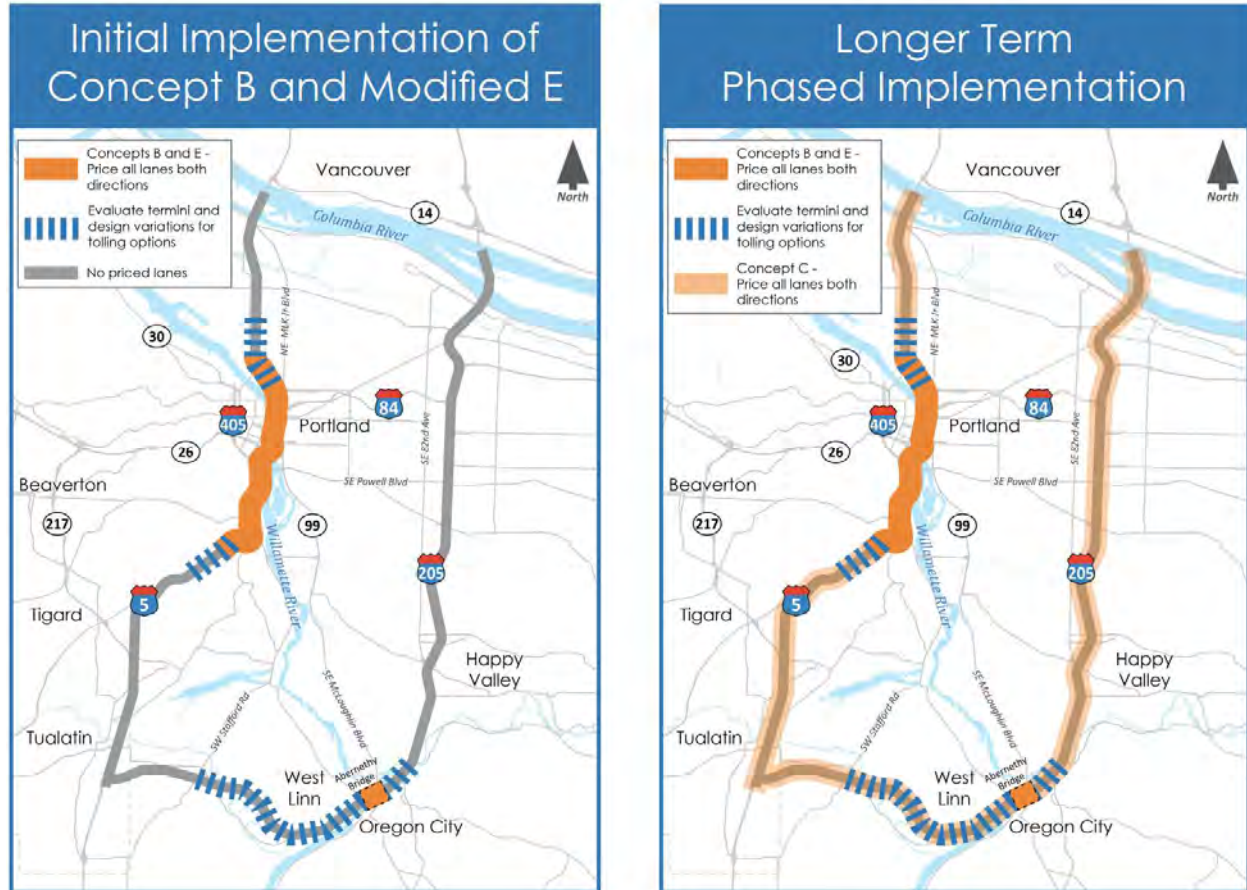
The recommendation regarding pricing concepts identifies pricing programs that warrant further traffic, revenue, and environmental analysis. The PAC recommendation to the OTC is presented in Figure 2-2 below, followed by descriptions of the PAC majority and minority positions. More information about each of the five concepts is provided in *Attachment D*, along with a summary of PAC comments.

As shown, the recommendation is framed in two tiers:

- § **Initial pricing pilot program:** There are multiple benefits to implementing pricing as a pilot program:
  - Allows heavily congested areas to be addressed more quickly than if implementation waited for development of the entire system.
  - Allows for evaluation of equipment, communications and/or software and for potentially identifying beneficial system improvements prior to a more comprehensive deployment.
  - Allows the public to become accustomed to the system before it is deployed more broadly.
  - Provides an opportunity to understand how traffic will react in actual use, and thereby better tune the algorithms and understand diversion if it occurs.
  - Provides the tolling authority the ability to end the program if it does not provide the results anticipated.
- § **Longer term vision:** There is considerable interest regionally in conducting a more comprehensive evaluation of how congestion pricing can manage congestion on all the Portland metro area highways, in addition to I-5 and I-205. Therefore, the recommendation includes conducting a longer term pricing study to consider a more comprehensive implementation of pricing pending success with the initial pricing pilot program.



Figure 2-2. PAC recommendation to the OTC



### Recommended Initial Pricing Pilot Program

The PAC recommendation includes advancing projects for further study on both I-5 and I-205 to effectively manage north-south travel through the metro area. Both projects could provide congestion relief and, potentially, funding for planned projects and mitigation strategies. The recommended initial pilot pricing projects are described below.

- § Conversion of all I-5 lanes to a priced roadway between NE Going Street/Alberta Street and SW Multnomah Boulevard (Concept B) is recommended as a pilot project. Exact termini of the pricing application would be developed as part of future analysis. The evaluation indicates this concept would reduce congestion and provide travel time savings for users within one of the most severely congested corridors in the Portland metro area. Because this concept would implement pricing on currently unpriced lanes, it would require approval under the FHWA Value Pricing Pilot Program. The project would be implemented as a pilot project, with requirements for regular performance monitoring to ensure that the project effectively improves traffic conditions and make adjustments accordingly.



- § Implement a toll on or near the Abernethy Bridge for congestion relief, including as a potential funding strategy, for the planned Abernethy Bridge reconstruction and widening, and construction of a planned third lane on I-205 between 99E and Stafford Road (Concept E). Exact termini of the pricing application would be developed as part of future analysis. Future analysis will include design variations that may extend pricing north and south of the bridge itself, incorporating areas covered in Concept D, to better evaluate revenue potential and overall traffic congestion impacts, including diversion. Due to the reconstruction aspect of this project, it may be eligible under the Title 23 Section 129 Mainline tolling program, or the Value Pricing Pilot Program.

### **Recommended Longer Term Pricing Program**

If the initial pilot program is determined to be a success, broader regional implementation of congestion pricing is recommended in conjunction with more comprehensive system-wide pricing evaluation and planning. **The recommendation is to advance study of a broader implementation of pricing on I-5 and I-205, considering all Portland area highways, concurrent with the initial pilot program deployment.**

- § The feasibility analysis included roadway pricing on all of I-5 and I-205 in the study area as Concept C, which was shown to produce the highest degree of potential congestion reduction as well as generating significant revenue to support mitigations and other transportation investments, but also the greatest need for mitigation and diversion strategies. Further consideration is recommended for this concept, including appropriate project phasing, accompanying transportation improvements, and desirable policies and support elements. This could provide an opportunity for additional system-wide analysis.

### **Minority Recommended Initial Pricing Program**

There was strong interest from several PAC members in advancing further study of Concept C as the recommendation for pricing in the Portland metro region. These members emphasized the broad benefits of Concept C shown in the technical analysis. Some PAC members wanted to implement Concept C as the initial concept; others thought that it was the right vision for the region to work towards informed by the initial pilot projects. Positions of individual PAC members and their represented agencies or organizations are provided in *Attachment A, PAC Member Letters*.



Deliberations at the June 25 PAC meeting produced the following results:

*Most PAC members support/accept advancing pricing projects (concepts B and modified E) on both I-5 and I-205 as a pilot for further study.*

PAC Action:

- § Support: 10
- § Accept: 6
- § Oppose: 2

*Most PAC members support/accept advancing the two-tier approach, which starts with two smaller pilot projects (concepts B and modified E) and includes a larger scale phased implementation on I-5 and I-205 (concept C plus looking at the broader system).*

PAC Action:

- § Support: 9
- § Accept: 4
- § Oppose: 5

*Several PAC members support implementing Concept C as the initial pricing implementation.*

PAC Action:

- § Support: 8
- § Accept: 1
- § Oppose: 8

See Attachment E for details on the PAC conversation at the sixth PAC meeting held on June 25, 2018.

## 2.4 PAC input on other topics

The preceding pages summarize the recommendation for the location and type of pricing concepts and the mitigation strategies to minimize impacts on environmental justice communities and adjacent communities. These were identified in the Charter as the priority recommendations being sought from the PAC.

In addition to the pricing concept and priority mitigation recommendation, a few themes were raised throughout the process by members of the PAC and the public. The most common shared themes are presented below.

### **PAC input: conduct system-wide pricing analysis**

HB 2017 directed the OTC to focus on I-5 and I-205, but does not preclude examining pricing on other freeways. Several PAC members and members of the public believe there is a need to examine the regional freeway system. Multiple PAC members indicated they would support a larger system-wide (beyond I-5 and I-205) congestion pricing strategy for the Portland metro area:



- § Other critical freeways in the Portland region, including I-84, I-405, US 26, and Hwy 217
- § Critical bottlenecks in the freeway system, including the Interstate Bridge, the Boone Bridge, and the I-205 approach to the Glenn Jackson Bridge

Deliberations at the June 25 PAC meeting produced the following results:

*PAC members support/accept further system-wide feasibility analysis with regional partners of potential pricing applications on the regional freeway system.*

PAC Action:

- § Support: 10
- § Accept: 6
- § Oppose: 2

See Attachment E for details on the PAC conversation at the sixth PAC meeting held on June 25, 2018.

**PAC input: plan for adding capacity to accommodate future growth**

There are strong views about the need to plan for population and employment growth in the region by providing new capacity on roadways, public transportation and active transportation systems. Some PAC members asked that future feasibility and policy development inform how future multi-modal capacity could be added in the context of a congestion pricing environment.

PAC members encourage the OTC to consider:

- § As the region grows, we need to plan to accommodate growth in a congestion pricing environment
- § Mobility for a growing region should consider adding capacity for roadways and public transportation

Deliberations at the June 25 PAC meeting produced the following results:

*Most PAC members support/accept the OTC developing a plan for future roadway and public transportation capacity increases in a congestion pricing environment.*

PAC Action:

- § Support: 7
- § Accept: 8
- § Oppose: 1
- § Abstain: 2

See Attachment E for details on the PAC conversation at the sixth PAC meeting held on June 25, 2018.



## PAC input: revenues from I-5 and I-205 freeway pricing should be used for congestion relief within the region

- § HB 2017 Section 120 establishes a Congestion Relief Fund for revenues from freeway tolling. PAC members have expressed that revenue should be used to provide benefits within the region where revenues are collected. PAC members individually expressed a range of opinions about how revenue should be spent. Positions of individual PAC members and their represented agencies or organizations are provided in *Attachment A, PAC Member Letters*.

Deliberations at the June 25 PAC meeting produced the following results:

*Most PAC members support/accept the OTC using revenues from freeway tolling to provide benefits within the region where revenues are collected, for congestion relief.*

PAC Action:

- § Support: 11
- § Accept: 5
- § Oppose: 2

See Attachment E for details on the PAC conversation at the PAC meeting #6 on June 25, 2018.

## 2.5 PAC member written comment

### Representation of PAC member views

This report was prepared by ODOT staff and the WSP project team to represent the overall recommendation of the PAC as a group. To the greatest extent, the team has sought to accurately and fairly represent the range of views expressed during this process. As noted in the PAC Charter, there was not a requirement for the PAC to achieve consensus. That said, many areas of shared values and priorities were identified through this process. This document seeks to identify the shared views as well as the range of perspectives.

In order to ensure that each PAC member had an opportunity to clearly express the views and priorities of themselves and their constituencies, PAC members were invited to provide written comment for inclusion - without edit - in this report. These are provided in Attachment A.





### 3 PAC MATERIALS

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Several technical memoranda, public engagement reports, and other related materials were provided to support and inform the PAC in their recommendation process. These include the following:

- § Technical Memorandum #1 – Objectives and Proposed Performance Measures (December 15, 2017)
- § Technical Memorandum #2 – Initial Value Pricing Concepts (January 23, 2018)
- § Technical Memorandum #3 – Round 1 Concept Evaluation and Recommendations (February 20, 2018)
- § Technical Memorandum #4 – Round 2 Concept Evaluation (May 7, 2018)
- § Draft Value Pricing Summary of Relevant Policies (April 4, 2018)
- § Congestion Pricing Mitigation and Related Policy Considerations (May 7, 2018)
- § Winter 2017-2018 Community Engagement Summary Report (February 21, 2018)
- § Title VI/Environmental Justice Engagement Summary Report (April 4, 2018)
- § Spring 2018 Community Engagement Summary Report (May 11, 2018)
- § Cambridge Systematics, Inc. Report: Tolling Impacts and Mitigation Strategies for Environmental Justice Communities (September 30, 2017)
- § FHWA: Income-Based Equity Impacts of Congestion Pricing (December 2008)



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## ATTACHMENT A: PAC MEMBER LETTERS

Individual organization letters include:

- § AAA Oregon/Idaho, Marie Dodds
- § Clackamas County, Commissioner Paul Savas
- § Clark County Council
- § Multnomah County, Commissioner Jessica Vega Pederson
- § Oregon Environmental Council, Chris Hagerbaumer
- § Oregon Trucking Associations, Jana Jarvis
- § Port of Portland, Curtis Robinhold
- § City of Portland, Mayor Ted Wheeler and City Council
- § Ride Connection, Park Woodworth
- § TriMet, Bernie Bottomly
- § City of Vancouver, Mayor Anne McEnery and City Council
- § Washington County, Commissioner Roy Rogers

Joint organization letters include:

- § Verde, OPAL Environmental Justice Oregon, The Street Trust
- § Metro, The Street Trust, Multnomah County, TriMet, Oregon Environmental Council, OPAL Environmental Justice Oregon, Verde, Portland Bureau of Transportation



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AAA Oregon/Idaho  
600 SW Market St.  
Portland, OR 97201



KEEP  
LIFE  
GOING™

June 28, 2018

Chair Tammy Baney  
Oregon Transportation Commission  
Oregon Department of Transportation  
355 Capitol St. NE  
Salem, OR 97301-3871

Dear Chair Baney and members of the Oregon Transportation Committee:

I appreciate the opportunity to have served on the ODOT Value Pricing Feasibility Analysis Policy Advisory Committee along with Commissioner Alando Simpson and Commissioner Sean O'Hollaren. I'd like to share some additional comments with the OTC.

AAA has been an advocate for travelers since being founded nationally back in 1902 and in Oregon in 1905. Transportation funding was one of our earliest goals. At the turn of the century, existing roads had been designed for the horse and buggy, not the car. AAA's earliest effort was to fight for road improvements and by 1916, AAA won a major battle when the principle of federal aid to highways was initiated.

AAA realizes that tolling is a tool in transportation funding. While we prefer a toll-free system, tolls can be used in certain circumstances, such as paying for needed new capacity and improving existing capacity when the new capacity or improvements cannot be fully financed through other means. Tolls or pricing can also be used to operate express lanes that improve traffic flow on the highway system.

Where tolls are utilized, AAA believes that reasonable alternative toll-free routes and/or lanes should always be available. We believe all transportation funding mechanisms should be evaluated to ensure revenue is being allocated and effectively used for transportation projects that maintain or improve road infrastructure, mobility and safety.

AAA urges that resources be devoted to improving the capacity and operation of highways and streets; and technological contributions that enhance mobility.

Adding tolls on existing capacity may be considered when no other funding option is practical to make necessary and beneficial improvements to a highway corridor. Such proposals must be very carefully evaluated by state and local government officials with thorough opportunities for stakeholder feedback. In addition, a comprehensive cost-benefit evaluation must be completed to ensure that drivers will receive adequate value in terms of better road conditions, safety, and/or mobility by adding tolls. Improvements can include highway reconstruction, rehabilitation, and expansion.

Any review of a toll project on existing capacity should take into account socioeconomic factors to ensure vulnerable populations are not adversely impacted. Approved projects must deliver improved road conditions, traffic flow, accessibility and implementation of electronic tolling technology. Tolls should only be used for, and imposed after completion of planned improvements, or through a strict

financing plan that ensures all toll revenues will be used in a timely manner and exclusively for the planned improvements.

Tolling of existing capacity should not be used to discourage driving, change travel behavior, or generate revenue for purposes other than the necessary and beneficial improvement and maintenance of safe mobility on the tolled corridor. AAA believes that congestion pricing, when it is imposed on all road users to discourage the use of automobiles during peak traffic periods, is not an appropriate transportation policy.

We have some concerns with options presented at the PAC meetings. Concept B would toll all lanes of I-5 in Portland between S.W. Multnomah Blvd. and N. Going St. This means there would be no toll-free freeway options; rather, drivers would have to take surface streets with the potential to cause significant congestion and disruption in neighborhoods. There doesn't seem to be an understanding of the level of diversion and the impact it would have in the area.

The longer term implementation is Concept C, which would toll all lanes of I-5 and I-205 in the Portland area. Again, AAA is concerned about the lack of toll-free freeway options, and the impact of diversion.

We will want to ensure that drivers receive benefits for the increased costs they will pay in tolls in the form of improved safety, mobility and road conditions.

Another major concern for AAA would be any efforts to bust or circumvent the Oregon highway trust fund. As you know, Article IX, Section III of the Oregon Constitution basically says that all taxes and fees paid by motorists have to be used to pay for Oregon's roads, highways, bridges and roadside safety rest areas.

Thank you for consideration of these comments and for the opportunity to serve on the PAC.

Respectfully,

A handwritten signature in black ink, appearing to read "Marie Dodds", with a stylized flourish at the end.

Marie Dodds  
Director of Government and Public Affairs  
AAA Oregon/Idaho

6-29-2018

## **Value Pricing & Tolling Comments & Recommendations**

### **Summary statement from PAC member Paul Savas, Clackamas County Commissioner**

Value Pricing Committee members,

I appreciate the good work thus far by the staff and committee members. I have learned a lot during the discussion about tolling vs value pricing and the current conditions in our region, most especially in Clackamas County . Though it is complex and politically charged it has brought forth good ideas and exposed the multiple infrastructure challenges our region is facing. Our transportation system is woefully undersized in many regards and year after year national studies have ranked our region's congestion as one the worst in the country.

Ironically perhaps, is that the Portland Metro region is ranked high nationally in the categories of transit ridership, and in bike/ped use. Also ironically, ODOT studies have indicated particular sections of Interstates 5 & 205 where congestion is the worst, there is light rail service running in parallel.

Our region's population is growing faster than we are growing our transportation system and we are also facing increasing poverty and homelessness. How transportation decisions are made in this region is a mystery to most citizens, and it appears that our regional government structure is failing to meet the transportation needs and failing to recognize the voices of our local jurisdictions. Instead our regional government appears to have narrowed it's focus on transit solutions and not other pragmatic solutions that serve the diverse transportation needs of a region with a shared responsibility of moving agriculture products produced in our state, manufacturing products and hundreds of other goods and services necessary to serve the growing population. Our region's population deserves better and I find the hard line ideology of rejecting highway solutions as lacking the vision needed to serve our region.

The Clackamas County Commission is supportive of investing in bike/ped, transit, safe routes to schools, safety improvements, local roads, and our highway system.

### **Minority report or Majority?**

It is unclear at this time whether the votes taken at our June 25th meeting provide any particular direction. While all of the votes taken had a majority of support, many of questions voted on conflict with one another. Perhaps what is clear is that further study and analysis is needed. Due to the fact I did not vote in favor of all the questions I presume this will be interpreted as a minority report.

### **Current Conditions and factors for consideration.**

At a recent public presentation ODOT staff recently confirmed that there are no value priced roadways (all lanes) in the Western United States, only value priced bridges.

Other metro regions that have value priced roadways also have substantial highway capacity, transit capacity, and other alternatives for commuters to utilize.

There are major sections of I-205 where no alternatives exist today. (i.e. 14 mile section of I-205)

Successful Value pricing is predicated on encouraging commuters to use alternatives.

Value Pricing major sections of an interstate where there are no alternatives is unfair and is viewed by some as a trap and a scheme to extract their hard earned dollars.

The highway system capacity in some areas of the Portland Metro Region is significantly undersized.

The prospect of value pricing highway sections that are woefully undersized is not good public policy.

Proposing to value price a highway system with adequate capacity and existing transportation alternatives is more reflective of what is occurring in other Metro regions.

Moving forward on a pilot concept of value pricing where commuters have choices such as parallel transit lines may have merit, particularly if the pilot project can demonstrate that motorists actually will switch to transit. Therefore it seems logical to study value pricing sections of the interstate where parallel transit lines exist and not sections where alternatives do not exist.

Unwanted Diversion is occurring today as a result of congestion, which is causing unsafe conditions on local roads, and unfortunately traffic fatalities.

### **Clackamas County Board of Commissioners position throughout this process**

- 1) If the highways are tolled, revenues generated from tolling should fund needed capacity
- 2) Express lanes (value priced lanes) should be considered, especially as it has the least impact to low income communities.
- 3) System capacity to meet future demands of our growing economy should be factored (big picture, visionary)
- 4) The original Option 4 (from technical memorandum 3) should move forward for evaluation because it was the only option modeled that demonstrated the greatest congestion relief, the least diversion, and little impact to low income populations.

### **My recommendations to the OTC as a member of the PAC**

Due the direction given by legislature in HB2017 my comments are predicated on the state mandate to value price our system. If the OTC continues to move forward on value pricing and no funding for eliminating the 5.8 mile long bottleneck on Interstate 205 is identified, my comments are as follows:

Without more financial data & identified solutions to unwanted diversion I do not feel the PAC is or was adequately equipped to make a recommendation on a particular Concept.



- 1) Concepts A & D should be studied further
- 2) Concepts B & E should be evaluated further
- 3) Revenue generation should adequately fund the improvements necessary to build capacity that increases throughput and meets the needs of our growing economy.
- 4) Further analysis of priced lanes (express lanes) that offer one exclusively priced lane for autos and another priced lane for both trucks and motorists, whereby free lanes exist for low income populations that will not create undue hardship. (Option 4, tech. memo. #3)
- 5) All Bottlenecks such as I-205 & Rose Quarter should be eliminated and there must be adequate funding identified to eliminate the bottleneck on I-205.
- 6) Consideration of current and future technologies should be part of transportation planning consideration in the long term.

**Comments and suggestions:**

A measure of success for consideration is ensuring to the public that any proposal will reduce unsafe and unwanted diversion, not increase it.

ODOT, the legislature, local jurisdictions, and Metro must commit to and or support funding highway and transit improvements necessary to lessen and eliminate unwanted diversion whether it is caused by current conditions such as congestion or value pricing/tolling scenarios.

The idea of spreading the negative impacts via Concept C should only occur if and when each section of the interstates have equal or similar alternatives. Currently there are miles of interstate that have no alternatives which would result in unfair impacts to adjacent communities.

There has yet to be any substantive discussion or solutions identified to reduce the congestion/backup on both Interstate 5 and 205 bridges crossing the Columbia River during rush hour. The apparent congestion/bottleneck at and over the I-5 and 205 bridges has not been adequately addressed. Further discussion and study with WDOT regarding their proposals and or concerns should occur. These issues must be dealt with as it has tremendous impacts to both Oregon & Washington commuters and nearby neighborhoods and businesses.

I would be remiss if I did not share my thoughts on the process. With over 20 years of experience serving on countless committees convened by government agencies I believe there has not been adequate time or opportunity for this committee to complete it's work. It has been the ODOT staff and consultant that apparently did the evaluating, drawn the conclusions, eliminated certain Options, and prepared the recommendations. Although during the final meeting the committee was given the latitude to reframe the questions, there was simply not adequate opportunity to do any meaningful analysis or create any alternative recommendation(s).

Over the years I have been supportive of ODOT and I have great respect for the department. There are many examples of successful projects throughout our region which were delivered on time and under budget. In this case however I feel we missed an opportunity here and it is my recommendation that ODOT consider improving the process. While I recognize the legislature established a compressed timeline, there was simply inadequate time for this committee to make a comprehensive recommendation.

Whether or not value pricing moves forward the public deserves clear and concise plans that identify solutions to transportation capacity problems including the fairest means possible to fund those solutions. The solutions should include solutions for all capacity needs in all modes. I believe that capacity is understood by many as improvements that will increase throughput and efficiency. I also believe the state and federal highway authorities have a responsibility to keep interstate and highway users on the highway versus allowing diversion off the highways and interstates to avoid congestion, gridlock, or priced roadways.

Thank you for this opportunity, it has been of value. What has been learned will serve us well going forward. I would like to acknowledge all the good work by the ODOT staff and I appreciate the efforts on all the open houses and ODOT's public outreach efforts. I thought they were well prepared and the staff were well versed on the topic.

Respectfully submitted,

Paul Savas

Clackamas County Commissioner, PAC member.



CLARK COUNTY WASHINGTON

[clark.wa.gov](http://clark.wa.gov)

CLARK COUNTY COUNCIL

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June 27, 2018

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Oregon Transportation Commission  
355 Capitol St. NE, MS11  
Salem, OR 97301

Dear Value Pricing Advisory Committee,

The Clark County Council previously expressed concern to you regarding potential tolling on the Interstate 5 and 205 corridors and its outright opposition to the proposed maximum tolling design known as "Concept C." In addition to "Concept C," the Clark County Council strongly urges you to abandon "Concept B" as part of the pilot program of tolling lanes on I-5 between Going Street and Multnomah Boulevard.

At first blush, it appears "Concept B" is being floated as a more palatable option to "Concept C." The truth of the matter is "Concept B" would have a negative impact on traffic on both sides of the river, and Clark County commuters would be disproportionately affected by this tolling concept.

If "Concept B" is initiated, anyone driving to the east side of Portland and south of Going Street will very likely choose the Glenn L. Jackson Bridge. Many commuters who normally would use I-5 will divert to I-205 via State Routes 500 and 14, Clark County's major east/west freeways. These routes already handle a large amount of traffic considering they are both two-lane highways in both directions, and SR 500 has several stop lights between I-5 and I-205.

Currently, when one bridge is backed up during rush hour — forcing commuters to divert to the other bridge — SR 500 and 14 become parking lots. Clark County residents who work in Clark County are caught in this traffic despite the fact that they are not traveling to Portland.

"Concept B" will turn this occasional traffic dilemma into an every-day occurrence. Not only will the plan not alleviate congestion in Portland, it will artificially impose greater congestion on the north side of the river.

Increased congestion on SR 500 and 14 won't be the only traffic issue. Those traveling via I-205 to avoid tolls are going to end up on east Portland surface streets and will cross the Willamette on smaller Portland bridges instead of using the Marquam or Freemont bridges that are better equipped to handle commuter traffic.

In addition to an abysmal traffic situation, Clark County commuters are — as with "Concept C" — being asked to bear the brunt of paying the proposed tolls.

As you know, Clark County residents working in Oregon do not have another option for entering your state to get to their places of employment. The bridges connecting our communities are the only routes to their livelihoods.

As local elected officials, we understand and appreciate the importance of keeping infrastructure safe and transportation moving. Clark County maintains 2,600 lane miles of roads in both urban and rural areas. Clark County is a vibrant community situated along the interstate highway that connects all of North America, and we realize how vital it is to keep freight, goods, tourists, businesses and workers moving smoothly along I-5.

That said, we do not believe that alleviating the congestion that takes place in Portland should be disproportionately paid for by Clark County commuters. The Clark County Council believes county residents who travel to Oregon will receive little to no benefit from infrastructure improvements constructed with the tolling design proposed in "Concepts B or C."

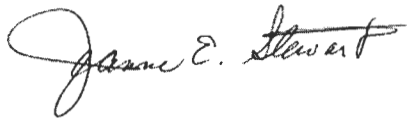
It is unfair to ask Clark County residents to pay for transportation enhancements that will not address their concern of spending an inordinate amount of time in traffic that means less time at home with their families.

Again, the Clark County Council strongly urges you to forgo the "Concept B" tolling design.

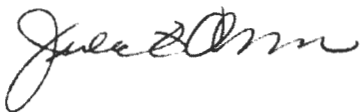
Sincerely,



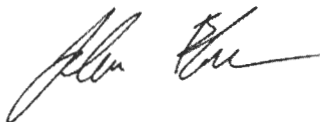
Marc Boldt, Chair



Jeanne E. Stewart, Councilor District 1



Julie Olson, Councilor District 2



John Blom, Councilor District 3



Eileen Quiring, Councilor District 4



## Jessica Vega Pederson Multnomah County Commissioner

501 SE Hawthorne Blvd., Suite 600  
Portland, Oregon 97214  
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June 29, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS11  
Salem, OR 97301-3871

Dear Chair Baney and Oregon Transportation Commission members,

As a member of the Oregon Department of Transportation (ODOT) Value Pricing Policy Advisory Committee (PAC), I have appreciated the time, attention, and thoroughness of the process undertaken to examine value pricing in the metro region. I also deeply appreciate the Oregon Transportation Commission (OTC) and the state legislature's commitment to exploring this innovative tool to manage congestion and improve safety, reliability, and accessibility issues of our road system, as well as public health and climate change concerns.

After participating in the PAC meetings, talking with members of the community, and examining successful value pricing systems in other regions, I believe that our system must be grounded in the following principles:

- **Manage demand, don't try to raise revenue.** The primary goal of any pricing program must be to manage demand, not raise revenue. We are all feeling the impact of increased congestion in our region; time spent in traffic means less time spent doing other things we'd rather be doing. That stress exerts a cost that we all feel when we're late to a meeting or to pick up kids, or struggling to deliver goods on time. Reliability in the overall system matters, and that's the goal we're trying to achieve.

Based on that overall objective, I believe scenarios B and modified E, and eventually C are the most demand-management based, and thus the most likely to deliver equitable and significant results to the region and minimize diversion on arterials. Long term, I

believe our region needs to explore congestion pricing in other corridors as well, such as along Sunset Highway, Highway 217 and I-84.

- **Improve transit before implementation.** The most successful congestion pricing strategies marry transit improvements with value pricing, to provide an enhanced, affordable, and reliable alternative to being tolled. These improvements help mitigate the impact on low-income communities in particular, and provide choice in moving more people through the system with greater efficiency. They also offer a benefit to the transportation system overall - an important selling point to those skeptical of tolling.

Managing demand can mean reducing demand during rush hour, but it can also mean shifting people to a more efficient mode of transportation – transit – as well. Demand management used in isolation won't equitably address the issue of congestion, particularly for low income individuals, if not paired with transit enhancements.

It is my hope that any pricing program will include increased transit access on routes related to the priced corridors, particularly on routes that currently have no transit option and/or serve low income communities and communities of color. Improved transit access should be made explicit in the value pricing program's framework and problem statement. The value pricing conversation must be done in lock step with improvements in the transit system. This cannot wait until the end of ODOT's process.

- **Address safety and diversion on arterials.** The implementation of value pricing will result in diversion onto arterials and local streets, meaning additional traffic, safety concerns, and quality of life impacts. While OTC's explicit legislative direction is to only consider I-5 and I-205, a value pricing program must take into consideration the impact of that program on the rest of the region, including arterials. As stated before, funding generated from value pricing should be used on these local arterials to help address these concerns.
- **Focus on equity.** While the second and third principles above will help provide transportation alternatives and keep funding in communities most impacted by the imposition of congestion pricing, we must ensure that the concerns of low income communities and communities of color are fully addressed and that they continue to be provided with an opportunity to determine what's best for their communities, particularly when ensuring that affordable, efficient, and usable options to tolling are provided.

Successfully implementing congestion pricing will not be easy, but I'm confident that working collaboratively and thoughtfully it can be done. I also believe value pricing will be a more responsible, effective, and appropriate tool for addressing congestion than trying to expand our freeway and road system. Given our burgeoning population, warming climate, and values around walkability, health, and alternative transportation, we must make value pricing work.

The PAC has provided strong recommendations for you to consider, and I believe that the principles above are essential to the success of a pricing program and must be incorporated into the OTCs final proposal. I also agree with the staff recommendation that there be future, system-wide analysis done, and hope that these principles are incorporated into that study as well.

Thank you for your service to our state.

Sincerely,

A handwritten signature in black ink that reads "Jessica Vega Pederson". The signature is written in a cursive, flowing style.

Jessica Vega Pederson  
Multnomah County Commissioner



222 NW Davis Street, Suite 309  
Portland, OR 97209-3900  
503.222.1963  
OEOnline.org | @OEOnline

June 28, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS 11  
Salem, Oregon 97301

Dear Commissioner Baney and members of the Oregon Transportation Commission,

Oregon Environmental Council appreciated the opportunity to serve on the Value Pricing Policy Advisory Committee and learn the perspectives of fellow committee members and the public. Although the Committee did not deliver a tidy consensus recommendation, there was certainly some agreement and the process revealed the main areas to focus on moving forward.

Oregon Environmental Council has long been a proponent of congestion pricing. In fact, in 1993, Oregon Environmental Council persuaded Metro to submit a proposal to the FHWA to fund a study of congestion pricing. The pursuant Traffic Relief Options Study concluded in 1999 that peak period pricing could successfully relieve congestion in an equitable, cost-effective manner. Nearly 20 years later, the region is finally getting serious about tackling congestion the right way. Properly implemented, congestion pricing will improve the movement of people and goods, strengthen the economy, reduce pollution, advance equity, and save billions of dollars in unnecessary road construction projects. The benefits of congestion pricing have been proven in both theory and practice.

Congestion on our roads is a serious issue for residents of the Portland area and for the entire state economy. Oregon Environmental Council found it encouraging that the Oregon Legislature included provisions for congestion pricing in HB 2017. When it comes to congestion, we've reached a fork in the road: try to solve congestion the old way—by adding expensive new lanes and watching them quickly fill up—or do so in new, smarter ways—by managing demand while also providing a variety of practical and reliable transportation options.

The primary goal of congestion pricing should be to improve the efficient use of the highways and taxpayer dollars, not to raise revenues. Oregon Statute 366.292 requires that the Oregon Department of Transportation determine potential tolling options *prior* to proceeding with a highway modernization project. The Keep Oregon Moving legislation (HB 2017) states in Section 120 (3): "After seeking and receiving approval from the Federal Highway Administration, the commission shall implement value pricing *to reduce traffic congestion*."

This is an important shift in Oregon's approach to managing congestion and to the sound management of public funds. Currently we build new roads to satisfy peak period travel. With congestion pricing in place, we will have a more analytically sound method for figuring out where and when new capacity is actually needed.



ODOT's consultant report clearly demonstrates in Concept C that a focus on demand management on all of I-5 and I-205 in the Portland area yields the greatest outcomes. The report anticipates significant travel time savings and some \$300 million in annual revenues that could be used to improve travel options. It is quite probable that some of the planned capital improvements on the system may not be necessary with pricing in place. In other words, congestion pricing *is*—in and of itself—new capacity.

Oregon Environmental Council recognizes the political hurdle we face in implementing a pricing strategy at this scale. At the same time, the most important element of any pricing scheme is that it works and delivers immediate and significant benefits to users. Concept C is the most likely to deliver these outcomes. Oregon Environmental Council could also support shorter priced segments of the system, but only if they are designed to manage demand, deliver significant outcomes for users, and are part of a larger strategy for demand management on the broader system.

Oregon Environmental Council values equity. Any application of congestion pricing must directly address the potential impacts on low- to moderate-income drivers and to local neighborhoods. Although most peak-hour trips are made by higher-income drivers, travelers with lower incomes do drive during peak periods. In fact, many low-income residents have been pushed to Portland's periphery where they are forced to travel longer distances and have fewer public transit options. At the same time, low-income residents tend to have less flexibility in their jobs and it hurts their pocketbook more when their child's day care charges late fees. Because congestion can be an even greater burden for these members of our community, congestion relief is a good thing, but ability to pay also comes into play. We can't stress enough the importance of accessible and convenient walking, biking, and transit in areas where congestion pricing is implemented, in order to provide affordable, sustainable transportation choices. And in situations where low-income residents are unable to avoid congestion pricing, the system can be made fair and equitable through targeted discounts or exemptions. We therefore strongly support the list of mitigation options presented for further analysis and—as we noted in the last meeting of the Advisory Committee—they must be "baked in" to the process rather than "bolted on" as an afterthought.

It is also important to note that the status quo is not equitable. Congestion acts as a hidden tax on disadvantaged communities, clogging up the roadways for those who need them most. The conventional way to address congestion—adding new roadway capacity—is paid for with regressive taxes and is the least effective, most costly option.

Congestion also adds to the climate crisis and impacts the health of those who live near busy transportation corridors. Idling cars release more carbon dioxide because they get fewer miles per gallon, and they pump out extra air pollution because the catalytic converters that capture pollutants before they hit the tailpipe don't function as well in stop-and-go traffic. The neighborhoods flanking busy roadways and intermodal freight facilities suffer a heavier health burden from this air (and noise) pollution and are often lower-income.

Preventing diversion to local streets is also important for the safety and wellbeing of local communities and all modes of travel. Mitigation strategies will surely be needed, but as the Advisory Committee learned from the consultant's modeling, congestion pricing actually mitigates some diversion because a number of drivers who are already diverting to local roads because of existing congestion switch back to the variably tolled freeway because it is moving freely and they can get where they need to go on time.

Congestion pricing can deliver outcomes to urgent challenges around climate change, air quality, public finance, and wealth inequality. As such, Oregon Environmental Council is strongly supportive of the Oregon Transportation Commission in taking the next steps in this process. We encourage an ambitious course of action that delivers the greatest benefits for road users and all Oregonians.

Thank you for taking on the mantle, and please let us know how we can be of help.

Sincerely,

A handwritten signature in black ink that reads "CHagerbaumer". The signature is written in a cursive, slightly slanted style.

Chris Hagerbaumer, Deputy Director  
chrish@oeconline.org  
503-222-1963 x102



June 29, 2018

The Oregon Transportation Commission  
355 Capitol Street NE  
Salem, OR 97301

Chair Baney and Members of the Commission,

Thank you for the opportunity to participate in the Value Pricing PAC. The supporting materials provided by the consultants along with the variety of perspectives from PAC members provided meaningful discussions throughout the process. I also appreciated the investment of time and guidance of Co-Chairs O'Hollaren and Simpson who were able to focus the group on the task at hand.

The efficient movement of people and goods forms the bedrock of Oregon's economy. Members of the Oregon Trucking Associations understand this firsthand because they depend on Oregon's critical transportation infrastructure for their very livelihood. OTA supports and encourages meaningful efforts to reduce congestion in the Portland Metropolitan region and respectfully submits the following values and priorities which we believe are incumbent to the discussion of tolling and congestion pricing.

Implementation of value pricing must result in meaningful investment in additional capacity for freight. While some suggest that "if you build it, they will come" and adding more lanes merely induces demand, it is important to recognize two key points: Year after year, Oregon continues to be a top migration state, with people arriving at rates not seen since the 1990's. Portland also has the distinct honor of being the only major city, from Canada to Mexico, to restrict Interstate 5 down to two lanes through a heavily congested urban region. While no single method alone is the "silver bullet" solution, additional capacity must be part of a balanced approach to significantly reducing congestion in the region.

While value pricing is a relatively new issue for Oregon, raising revenue from highway users is an old, well-settled topic. OTA supports value pricing if revenues from these efforts are directed to the Highway Trust Fund and spent on maintenance and expansion of state highways in accordance with Oregon's constitution.

OTA supports addressing both I-5 and I-205 concurrently in order to avoid diversion from one freeway network to another. At the same time, we believe a measured approach is appropriate and would support trial or pilot projects to address these two highway corridors. To that end, the proposed solutions outlined in Concepts 'B' and 'E' are pragmatic first steps. They allow the state to test two distinct tolling methods without shifting the problem from one highway to

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**Oregon Trucking Associations, Inc.**

4005 SE Naef Rd.

Portland, OR 97267

Phone: 503.513.0005 Fax: 503.513.0008

[www.ortrucking.org](http://www.ortrucking.org)

another. By tolling all travel lanes, these proposals are preferable to singular priced lanes, which typically exclude freight traffic.

Finally, whichever congestion pricing mechanism the state brings forward, it must be safe, efficient, and it must be well understood by Oregon's traveling public. The Oregon Trucking Associations remain committed to working with lawmakers in order to produce the best possible policy for motorists and truckers – and for Oregon's long-term economic growth and stability.

Sincerely,  
**Jana Jarvis**  
Jana Jarvis  
President & CEO



June 22, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS 11  
Salem, Oregon 97301

Dear Chair Baney and Oregon Transportation Commission members,

The Port of Portland's mission is the efficient movement of people and goods – which is becoming increasingly difficult as population growth outpaces the capacity of our roads, highways and bridges. Policymakers must find ways to better manage the system and achieve multiple outcomes – congestion relief, greenhouse gas reduction and revenue generation. Value pricing is just that, and it's been a pleasure to serve on the Portland Metro Area Value Pricing Advisory Committee (PAC).

As the committee wraps up its work, I'd like to share my thoughts on the complexity of the moment we're in and the opportunity we have to embrace a big idea. Value pricing works in reducing congestion the world over, but to get it started requires tremendous resource dedication and political capital. The outcome needs to be worth the effort, or the public will never buy into it and our opportunity will be lost. To me, "worth it" means: a noticeable reduction in congestion, support for historically disadvantaged communities and increased travel options. The only option that clearly meets these goals is Concept C – which aims to establish congestion pricing on both I-5 and I-205 between the Columbia River and where the two routes meet south of Portland.

The role of the PAC was to evaluate options with many considerations – including feasibility under federal law. With that in mind, I understand the recommendation of Concept B paired with Concept E as a step toward a more comprehensive option, but I remain concerned that this effort favors feasibility over efficacy. I strongly encourage the Oregon Transportation Commission to take this recommendation as a true starting point and continue to work toward a more comprehensive approach to value pricing. This could look like an ambitious proposal to the Federal Highway Administration, a commitment to look at other highways and cooperation with local governments interested in continuing this work.

In any case, **equity must be front and center**. The opportunity to get where you're going faster for a small charge is exciting for those who can afford it, and daunting for those who cannot. Diversion to alternate routes will negatively impact underrepresented communities by putting more traffic (and related emissions) into neighborhoods, making them less safe. Steps can be taken to aggressively mitigate these impacts, using the proceeds of a broad-based congestion pricing system.

Tammy Baney  
June 22, 2018  
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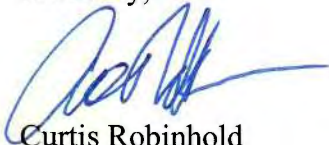
Second, if we want people to get off the roads but continue contributing to the economy and our communities, **we need to create more affordable and reliable options**. Significant investment in transit is therefore essential to this discussion.

**Many questions will not be answered** until decisions are made and additional modeling is complete. For example: what strategies can be implemented to ensure freight throughput is maintained at all hours? Under Concept B, what will diversion patterns look like as it pertains to Washington commuters? Will additional stress be put on Marine Drive, Airport Way, NE 82<sup>nd</sup> Avenue and Sandy Boulevard? These are all critical arterials for our operations, so we will stay engaged and interested in the potential outcomes.

While it is a good tool for reducing congestion, **value pricing should not be considered as a replacement to freeway expansion and modernization projects**. To meet the needs of our growing region, we must both address bottlenecks in the system to increase capacity, and better manage the system with pricing.

Finally, I'd like to thank our PAC co-chairs, Sean O'Hollaren and Alando Simpson, as well as ODOT staff in leading a well-organized process. I'm confident that getting this right will be worth the effort, and look forward to our continued collaboration. Oregon has a history of bold leadership in ideas and in implementation. Land use, coastal access, recycling, vote-by-mail, and many other policy efforts were the first of their kind, and led the way for countless others to follow. **It is time again for Oregonians to be bold, to lead where leadership is needed, and to improve our quality of life for years to come.**

Sincerely,



Curtis Robinhold  
Executive Director

CC Matt Garrett, ODOT Director  
Rian Windsheimer, ODOT Region 1 Manager  
Judith Gray, ODOT Region 1 Value Pricing Project Manager



CITY OF

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**PORTLAND, OREGON**

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Ted Wheeler, Mayor  
Amanda Fritz, Commissioner  
Nick Fish, Commissioner  
Dan Saltzman, Commissioner  
Chloe Eudaly, Commissioner

June 29, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS 11  
Salem, OR 97301

Dear Chair Baney and Members of the Oregon Transportation Commission,

The City of Portland is supportive of the state legislature's directive to implement value pricing in our region. Our recently adopted Central City Plan calls for value pricing along the I-5 Rose Quarter project as a climate mitigation action. This region's residents, businesses, and visitors are all feeling the impact of increased congestion. This congestion comes with many costs. It costs us in time, it costs us in fuel and vehicle repair costs, our health is damaged by air pollution and extra sedentary time in cars, and it adds to greenhouse gas emissions and climate change. Unacceptably, these costs can hit our lower income residents and communities of color hardest because they often have longer commute trips and live closer to freeways.

We cannot build our way out of our congestion problem. We must find new tools. Pricing is a proven strategy for reducing congestion, addressing climate change and environmental pollutants, and may be designed to reduce inequities that exist in our current transportation system. We would like to see the ODOT value pricing process move forward to the next phase for further analysis during a National Environmental Protection Act (NEPA) process.

Any pricing program must be carefully designed for success and grounded in the following policy objectives:

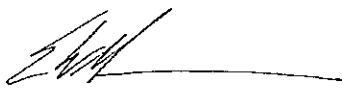
- 1) **The primary objective of any pricing program must be to manage demand**, as opposed to generating revenue for unmanaged increases in capacity. Demand management works to maximize efficiency on existing roads and provides the greatest congestion relief and travel time savings. This principle has been recognized twice under state law [ORS 366.292 and HB 2017 Section 120(3)].
- 2) **Improved transit must be matched with pricing to most effectively manage congestion and provide affordable options for system users.** Pricing revenue, to the extent allowed by law, should be used to support this objective. An analysis of the optimal expansion of transit to be paired with demand management, should be a foundational part of the analysis.

- 3) **Creating a more equitable system must drive policy development. It is not enough to simply mitigate burdens to historically marginalized communities, including communities of color and people with low-income.** Providing shorter travel times, better air quality and safer corridor travel, should be paired with reduced fees, and enhanced transit, in order to create a transportation system that offers more benefits and less burdens to low-income communities and communities of color.
- 4) **We must maintain or improve safety levels on the surrounding local network,** especially in cases of traffic diversion from priced throughways. Revenue should be dedicated to safety improvements on arterials which see diversion.
- 5) **Managing demand should lead to environmental benefits,** including reduction in CO2 and particulates emissions.

*Proposed Scenarios*

- 1) **Portland supports the referral of Option C to the Oregon Transportation Commission for further analysis.** This would implement comprehensive pricing for demand management on most of I-5 and I-205 in the metro region. Initial modeling of Option C shows the greatest travel time savings and revenue generation, as well as the lowest toll rates of any of the proposed options. This could be implemented in phases, prioritizing the highest performing segments.
- 2) **The City is supportive of continued evaluation of Options B (I-5 only) and E (Ahernethy Bridge) as a phased approach to achieving option C.** Additional analysis of Option B must include more detailed consideration of starting and ending points due to diversion concerns. Revenue generated from Option B must be used to ensure corridor safety and multimodal options, including transit. **Revenue from I-5 tolling shall not be used to fund I-205 expansion. Similar demand management strategies should be used in the I-205 corridor.**

We appreciate your thoughtful consideration of the critical policies and details necessary to implement a successful value pricing program in the Portland Metro region. We have an opportunity to be national leaders and create a program that helps to relieve congestion, improve climate and environmental pollutants, and provide a range of multimodal options to improve transportation outcomes for all users. We look forward to continuing this important work together.



Ted Wheeler  
Mayor



Amanda Fritz  
Commissioner



Nick Fish  
Commissioner



Dan Saltzman  
Commissioner



Chloe Eudaly  
Commissioner



June 28, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS 11  
Salem, Oregon 97301

Dear Chair Baney and Oregon Transportation Commission members,

Ride Connection is a private non-profit transportation agency providing over half a million rides per year, primarily to people who are elderly and/or disabled in the Portland Metropolitan Area. Having highways flowing smoothly is very important to what we do. Because of that Ride Connection greatly appreciated having a representative on the Portland Region Value Pricing Policy Advisory Committee (PAC).

Ride Connection supports the recommendations of the PAC to start two pilot projects with a larger scale phased implementation. We believe congestion pricing is one tool that could help to enable quicker movement throughout the region.

Ride Connection strongly endorses the mitigation strategies recommended by the PAC and particularly recommends that the OTC commit to more transit, carpool and vanpool opportunities and other mitigation before moving ahead with any congestion pricing.

As the Oregon Transportation Commission moves ahead with congestion pricing we look forward to discussing how volunteer transportation services and programs providing free transportation services for transportation disadvantaged individuals (elderly, disabled, etc.) can be supported, rather than hindered, by congestion pricing programs.

Finally, thank you to our PAC co-chairs, Sean O'Hollaren and Alando Simpson, the ODOT staff, Penny Mabie and WSP for guiding and walking the committee through this complicated process.

Sincerely,



Park Woodworth  
Board Member, Ride Connection

CC: Matt Garrett, ODOT Director  
Rian Windsheimer, ODOT Region 1 Manager  
Judith Grey, ODOT Region 1 Value Pricing Project Manager



June 29, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS11  
Salem, Oregon 97301

Dear Chair Baney and Oregon Transportation Commission members,

On behalf of TriMet, it's been a pleasure to serve on the Portland Metro Area Value Pricing Policy Advisory Committee. As the largest provider of public transit in Oregon, we're constantly seeking new ways to keep people moving. In 2018, we are expanding service to provide new and better connections with education, employment and other opportunities; making investments in new vehicles, facilitates and technology to improve reliability and the customer experience; and working with partners throughout the region to find innovative mobility solutions.

As our committee wraps up its work from our final meeting, I want to express TriMet's support for a number of the recommended congestion pricing concepts and mitigation proposals.

TriMet supports the committee's adoption of mitigation strategies that address diversion to local roads, to other modes and balancing between the two interstate freeways. Much of the public input to the committee focused on the need to provide additional transit service as a mitigation for the impact of value pricing on low income communities. To be an effective mitigation, transit service must be frequent, convenient and reliable – which typically means that it needs dedicated facilities such as HOV lanes, or significant investments in arterials that run parallel to the priced facility to facilitate faster transit movement. Such facilities are costly and will require significant investment beyond TriMet's current resources to be achieved. Finally, TriMet supports the committee's recommendation that mitigations should be in place at the time value pricing is implemented, not after the fact.

Regarding the value pricing options for the Portland metro area for further traffic, revenue and environmental analysis, TriMet believes our aim should be to work towards implementing the comprehensive planning effort for pricing larger portions of the corridors (concept C). Pricing the first two discreet segments on I-5 and I-205 should be seen as pilot projects (concepts B and modified concept E) to inform the larger pricing program and approach.

As the goal of congestion pricing is to get the most out of the existing system by encouraging some people to travel at less congested times or to choose a mode



such as transit, carpool, bicycle, or walking instead, TriMet expects the program results to include reduced congestion and more predictable travel times for all modes. Any congestion pricing program should include strategies to improve public transportation, contain provisions to assist environmental justice and low income populations, and minimize negative effects of freeway diversion onto local roads.

We look forward to continuing to work with our partners on this important analysis to implement congestion pricing in the Portland metro region.

Sincerely,

A handwritten signature in black ink that reads "Bernie Bottomly". The signature is written in a cursive, flowing style.

Bernie Bottomly  
TriMet



June 29, 2018

Mr. Sean O'Hollaren  
Mr. Alando Simpson  
Co-Chairs of the Portland Area Value Pricing Advisory Committee  
Oregon Department of Transportation Region 1  
123 NW Flanders Street  
Portland, OR 97209

Ms. Tammy Baney  
Chair, Oregon Transportation Commission  
355 Capital Street NE  
MS 11  
Salem, OR 97301-3871

RE: Portland Metro Area Value Pricing Feasibility Study

Dear PAC Co-Chairs and Chair of the Oregon Transportation Commission,

The Vancouver City Council recognizes the significant impacts of highway congestion on the bi-state region. Our Council embraces the need for policymakers and agencies to work together to fund and implement improvements to the bi-state regional transportation system, including bottleneck removal and operational and multi-modal enhancements. Given the significant costs of any mitigation strategy, the Vancouver City Council is compelled to advocate on behalf of our residents for fair and equitable solutions. The current value pricing proposal under consideration will have substantial impacts on commuters from around the Portland-Vancouver Metropolitan region. For the Vancouver City Council to accept a value pricing proposal, it must provide equitable distribution of both impacts and benefits and reflect the following principles:

### **Regional Analysis of the Bi-State Transportation System**

Coordination with metropolitan area transportation and transit related agencies, including those in Southwest Washington, must be thoughtful and ongoing throughout the planning process for any long-term change to the regional, bi-state system.

- The current tolling proposals for I-5 (Concept B) and I-205 (Concept Modified E) will have impacts on the entire regional transportation system. The impact analysis for any tolling proposal must evaluate these system-wide impacts, and should not be limited to the areas directly adjacent to tolls. This should include local street systems and highways.

- A full analysis of the regional bi-state transportation system is required to understand potential future impacts of a priced regional system (Concept C or other future options). In Oregon, this analysis must include I-84, I-405, OR-26 and OR-217, as well as all regionally significant bottlenecks, including the Interstate 5 Bridge.
- This analysis must be conducted prior to implementation of a priced system concept (Concept C or other future options), and should be the basis for determining what roadways are included in it.

### **Regional Mitigation**

The mitigation strategy for any congestion pricing project must consider the entire regional system, be equally applicable in both Oregon and Washington, and include all impacted local street systems and highways. All impacts, both direct and indirect, must be addressed by mitigation strategies that are proportional to the impact.

- Low-income residents of SW Washington must be able to access, without additional burden, discounts or subsidies that are established as part of any tolling program.
- Mitigation strategies that focus on increased transit must apply throughout the bi-state region.

As the only transit provider that operates in both Oregon and Washington, C-TRAN will be a key partner in providing enhanced service and expanded transportation options.

- In relation to transit, ODOT staff have indicated that tolling revenues may be used to support capital improvements but cannot fund expanded transit service and operational costs.
- Prior to implementation of any value pricing concept, regulatory barriers to using tolling revenues to fund transit operations, and geographic limitations on where funding can be directed, must be remedied.

### **Regional Project Implementation**

Tolling revenues should be used to address capacity issues throughout the bi-state region, including regionally significant bottleneck projects, transit enhancements and other multi-modal improvements. We support capacity improvements that benefit the people who pay the toll.

- In order to ensure that benefits are distributed equitably, improvements should be tied to the corridor where the revenue is generated.
- Increased transit options must be provided regardless of state of origin.
- Replacement of the Interstate 5 Bridge must be included in any discussion of bottleneck relief projects.
- Tolling revenues should be used to support capacity improvements identified in and consistent with adopted regional plans.

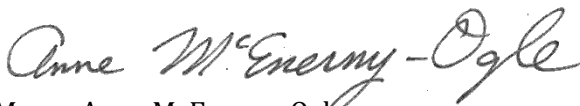
### **Regional Engagement**

- The timeline for the Portland Area Value Pricing Feasibility Study was insufficient. In order to ensure that residents and policymakers throughout the region have the opportunity for meaningful participation, the next phase of the value pricing process must allow more time for analysis and feedback.
- The current value pricing proposal represents a significant change to our regional transportation system. Inevitable implementation glitches in a highly congested corridor could have crippling

effects on the entire system. Implementation of Concepts B and Modified E should include a high level of transparency, have comprehensive risk management strategies, and be phased to contain disruptions to small areas, with the most congested areas being transitioned last.

- The Oregon Transportation Commission must continue to engage with policymakers and constituencies in Southwest Washington.

Past bi-state planning and coordination has resulted in significant and equitably beneficial regional infrastructure improvements. The Vancouver City Council hopes our concerns are acknowledged and addressed and the implementation of value pricing is collaborative and equitable. This will allow future efforts to address regional transportation challenges, like replacing the Interstate 5 Bridge, to proceed in a positive, productive and expeditious manner.



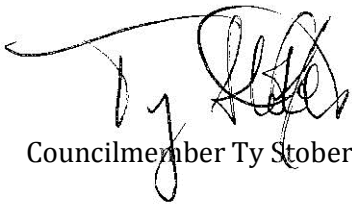
Mayor Anne McEnerney-Ogle



Mayor Pro Tem Bart Hansen



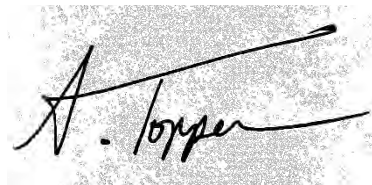
Councilmember Bill Turley



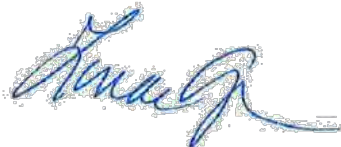
Councilmember Ty Stober



Councilmember Laurie Lebowsky



Councilmember Alishia Topper



Councilmember Linda Glover



# WASHINGTON COUNTY

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## OREGON

June 29, 2018

Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capital St. NE, MS 11  
Salem, OR 97301-3871

Dear Chair Baney and the Oregon Transportation Commission members:

As a member of the Value Pricing PAC, I'd like to share my comments with you on the committee's recommendations earlier this week. First, I'd like to acknowledge the good work of your staff and the consultant team in helping us work through a complex analysis in a very short time. We worked through a lot, learned a lot and made significant accomplishment in these initial recommendations.

As you know, the regional system in the Portland Metro area has not kept up with the increasing demands of a growing region or the increased statewide and interstate freight and travel growth. Like others, I accept that tolling is now one of our tools to meet our transportation needs.

I support the PAC's recommendation for a two-tiered approach starting with tolling I-5 in Portland and tolling on I-205/Abernathy Bridge (Options B and Modified E) and the OTC advance tolling on both I-5 and I-205 after learning from this initial effort.

As we move forward with tolling on I-5 and I-205, I encourage the OTC to consider these principles:

- Link tolling directly to increased freeway capacity in the region. In the short term, this means targeting revenue to completing the investments in the region's bottleneck projects in the Rose Quarter and I-205/Abernathy Bridge. In the longer term it means identifying the next priorities for additional capacity improvements and linking these investments with additional tolling. It is important the people who pay the toll see benefits both in terms of better traffic flow and increased capacity.
- Address the impacts of diversion to other arterials and highways. This can be through increasing transit options, safety treatments or adding capacity to other impacted regional arterial and highway facilities. Revenue should not be spent on local projects in communities that are not impacted by diversion.
- Develop a program to mitigate the financial impacts for low income populations who must use the tolled facility.

June 29, 2018  
Chair Baney and the Oregon Transportation Commission  
Page 2 of 2

In the longer term I support the study of tolling on regional facilities beyond I-5 and I-205 as part of a study of investments in a balanced system that includes additional roadway capacity, bottlenecks improvements and transit investments. Tolling alone is unlikely to solve all of our traffic needs and a full set of options will be needed.

Sincerely,

A handwritten signature in black ink, appearing to read "R. Rogers". The signature is written in a cursive style with a large initial "R".

Commissioner Roy Rogers  
Board of County Commissioners

RR/cd/cj

cc Washington County Board of Commissioners  
Andrew Singelakis, Director of Land Use & Transportation





June 29th, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS 11  
Salem, OR 97301

Dear Chair Baney and the Oregon Transportation Commission members,

We appreciate the opportunity to participate in the Value Pricing working group. Value pricing represents an opportunity to simultaneously address carbon, economic opportunity, and quality of life for many Oregonians. We were heartened to hear the continued emphasis on equity throughout the process and applaud both ODOT and its consultant team for its serious consideration of that charge. To that end, we write to preserve two important considerations as the process moves forward.

1) While we applaud the good work of ODOT and the consultant team's efforts to engage low income and people of color communities, we believe there is a need for a Title VI disproportionate impacts analysis to ensure thorough and transparent evaluation of any program relative to its impacts on vulnerable populations.

2) Ensure a NEPA environmental impact analysis is completed to ensure strong understanding of environmental and social impacts.

The investment of state funds should lead to affirmative and measurable benefits for low income people and people of color. For too long, these populations have borne the burden of the carbon economy, the fossil fuel economy and the transportation system. Now is the time for these populations to enjoy the fruits of these systems in an affirmative way using the principal of targeted universalism espoused by John Powell of the Haas Institute. According to Powell: "Targeted universalism is a different way—a powerful way—to make the transformational changes we need. Changes we need to improve life chances, promote inclusion, and enhance and sustain equitable policies and programs."

Tony DeFalco  
Deputy Director

Vivian Satterfield  
Deputy Director

Gerik Kransky  
Policy Director



June 29<sup>th</sup>, 2018

The Honorable Tammy Baney, Chair  
Oregon Transportation Commission  
355 Capitol Street, NE MS 11  
Salem, OR 97301

Dear Chair Baney and the Oregon Transportation Commission members,

We appreciate the work that the State Legislature, the Oregon Transportation Commission (OTC), and the Oregon Department of Transportation have undertaken so far to advance the value pricing conversation in the Portland metropolitan region. As our region faces increasing growth, we need new tools at our disposal to improve the transportation experience for our region's residents and businesses. We support advancing the recommendation for value pricing on I-5 and I-205 for further analysis during a NEPA process.

The Value Pricing process has been complex, making it important for us to weigh in on larger policy goals and objectives, so we wanted to take this opportunity to make sure we are clear about the principles we want to see in a successful pricing program. We believe these principles can be incorporated, and want to be partners with you in implementing a program that meets them. These principles are similar to the principles all of us have articulated throughout the process:

- 1) **Any pricing program must focus on managing demand**, rather than generating revenue. The Portland region has significant transportation needs, and if we do not manage demand effectively and equitably, those needs will continue to spiral. Demand management maximizes efficiency on existing roads and provides the greatest congestion relief and travel time savings. This principle has been codified in state law [ORS 366.292 and HB 2017 Section 120(3)], is consistent with regional policy, and deserves an explicit commitment from the OTC.
- 2) **Increased transit access must be a core part of a pricing program, in order to most effectively manage congestion and provide affordable options for system users.** This provides people with equitable alternatives to driving, mitigates the impact on low-income communities, and moves more people through the system with greater efficiency. If we price the use of the roadway, we must provide people with an affordable, reliable option. We ask the OTC to embed increased transit access as a key performance measure for value pricing.
- 3) **A pricing program should affirmatively and measurably reduce current transportation inequities, not just mitigate burdens to low income communities and communities of color.** A strong pricing program can help reduce travel times, improve air quality, and result in safer and more efficient ways to get around. Pricing can and should be implemented in a way to create a transportation system that offers more benefits and less burdens to low-income communities and communities of color. Any system must not lead to disproportionate enforcement and penalties on people of color, including undocumented residents. We applaud the consultant's



report which highlighted multiple measures other jurisdictions have enacted to provide relief for low-income residents and suggest adoption of such measures.

This ethos should also be incorporated into any public engagement; special efforts should be made to listen to, address, and report out on the concerns of communities of color and low-income residents who might be impacted.

We also believe there is a need for future analysis of system-wide pricing, and believe that it should be a cooperative process, recognizing that local governments own and operate the majority of the roads in the region.

We look forward to working with you as the program further develops to ensure that these principles are upheld in its final form. We believe there is a path to success here and want to be partners.

Sincerely,

Tom Hughes, President  
Metro Council

Jessica Vega Pederson, Commissioner  
Multnomah County Commission

Dan Saltzman, Commissioner  
Portland City Council

Bernie Bottomly, Executive Director of Public Affairs  
TriMet

Gerik Kransky, Policy Director  
The StreetTrust

Chris Hagerbaumer, Deputy Director  
Oregon Environmental Council

Tony DeFalco, Deputy Director  
Verde

Vivian Satterfield, Deputy Director  
OPAL Environmental Justice Oregon

CC: Commissioner Simpson and O'Hollaren, Value Pricing PAC Co-chairs  
Matt Garrett, ODOT Director  
Phil Ditzler, FHWA Oregon Division Administrator





## **ATTACHMENT B: PAC CHARTER**



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# Portland Metro Area Value Pricing Feasibility Analysis Policy Advisory Committee

## Committee Charter and Protocols

### Preamble

Oregon House Bill 2017 from the 2017 Legislative session directs the Oregon Transportation Commission (OTC) to seek approval from the Federal Highway Administration (FHWA) by December 2018 to implement value pricing on the I-5 and I-205 corridors, from the Washington state line to their intersection in Oregon. Per the legislation, value pricing would be used to reduce traffic congestion in the Portland metropolitan region. If FHWA approves, the OTC is required to implement value pricing.

Value pricing, also known as congestion pricing or peak-period pricing, is a type of tolling in which a higher price is set for driving on a road when demand is greater, usually in the morning and evening rush hours. The goal is to reduce congestion by encouraging people to travel at less congested times or by other modes, and to provide a more reliable travel time for paying users. Value pricing can include converting a carpool lane (also known as a high occupancy vehicle or HOV lane) to a high occupancy toll (HOT) lane so non-carpoolers can choose to pay to use the lane to save time; putting a variable toll on a new highway lane; using tolls on bridges that vary by time of day; and other applications.

In order to develop a proposal to FHWA by December 2018, the Oregon Department of Transportation (ODOT) will conduct a feasibility analysis to determine where value pricing may be successfully applied on these corridors and what the impacts of each option will be. Throughout this process, ODOT will work with local government officials and stakeholders and seek public input so that the voice of all those who may be affected can be heard.

### Purpose of Charter

This charter is intended to provide a clear and mutually agreeable statement of the roles and responsibilities of Policy Advisory Committee (Committee or PAC) members, ODOT staff and OTC. It also identifies the way in which the Committee will operate, including decision-making processes, meeting conduct and communication. Once agreed upon by the Committee, the charter will guide the work and conduct of the Committee in an open and transparent process.

### Purpose of the Committee

The Value Pricing Policy Advisory Committee shall advise the OTC in implementing Section 120 of HB 2017 by:

- evaluating options to implement value pricing to reduce congestion on I-5 and I-205 in the Portland area based on factors provided below by the Commission
- considering public input for the various options



- considering effects and potential mitigation strategies for options
- providing input and recommendations on value pricing to the Commission to inform their proposal prior to applying to the Federal Highway Administration

## Committee Composition

As directed by the OTC, the Committee will be composed of approximately 20 voting members representing a variety of interests and perspectives, including:

- Oregon Transportation Commission
- Oregon Department of Transportation
- City, county, and metropolitan planning organization officials from Oregon and Washington
- Highway users
- Advocates for equity, social justice, and environmental justice
- Public transportation
- Environmental advocacy groups
- Port of Portland
- Business community

The PAC will also include an ex officio member representing FHWA.

Should a member be deemed to no longer represent their constituents, agency or organization (through change in office, position or other circumstance) the OTC reserves the right to revisit the committee's standing membership to ensure the committee's representativeness.

As directed by the OTC, Committee members will be appointed by the ODOT Director.

The full Committee will meet about six times between fall 2017 and summer 2018. It will be facilitated by a neutral facilitator. Meeting observers are asked to silently observe the meeting. An opportunity for public comment to the Committee will be provided at each meeting. In addition, a dedicated email address enables the public to provide comment directly to the Committee.

## Committee Responsibilities

Members will be responsible for representing stakeholder organizations, communicating routinely with their constituencies and providing recommendations to the Oregon Transportation Commission.

As described in Section 120 of HB 2017, value pricing is designed to relieve congestion on I-5 and I-205 in the Portland metropolitan region. The OTC intends to evaluate value pricing options that will address congestion through one or more of the following means.





- **Managing congestion:** Value pricing used to manage demand and encourage more efficient use of the transportation system by shifting trips to less congested times or designated lanes through pricing and/or maximizing the use of other modes to improve freeway reliability.
- **Financing bottleneck relief projects:** Value pricing used as a means to finance the construction of roadway improvements that address identified bottleneck projects that will improve the efficient movement of goods and people.

When **evaluating value pricing options**, the Committee shall at a minimum consider the following factors, and others as appropriate:

- **Revenue and cost:** To what extent the option will raise sufficient revenue to cover the cost of implementing value pricing as well as the ongoing operational expenses, including the costs of maintenance and repairs of the facility.
- **Traffic operations improvements:** To what extent the option will improve the traffic operations of the priced facility, including but not limited to increasing reliability and mitigating congestion.
- **Diversion of traffic:** To what extent the option will cause diversion to other routes and modes that will impact the performance and operations of other transportation facilities, including both roads and transit service.
- **Adequacy of transit service:** To what extent public transportation service is available to serve as an alternative, non-tolled mode of travel.
- **Equity impacts:** Whether the option will disproportionately impact environmental justice households or communities and to what extent mitigation strategies could reduce the impact.
- **Impacts on the community, economy, and environment:** Whether and how the option will impact the surrounding community, economy, and/or environment and the economy of the state in general.
- **Public input:** To what extent the public supports a particular pricing option as a way to address congestion.
- **Consistency with state and regional law and policy:** Whether the option will comply with existing Oregon Transportation Commission policies, state laws, and regional planning regulations.
- **Feasibility under federal law:** Whether the option is allowable under federal tolling laws or will require a waiver under the Value Pricing Pilot Program or some other authority.
- **Project delivery schedules:** Whether a value pricing option has the potential to alter the expected delivery schedule for a project on the corridor.

The Committee will also serve as a communications link between the feasibility analysis and stakeholders. Members will convey project-related information to and from respective communities and interest groups, and identify stakeholders and help facilitate contact with those groups and individuals.



## Process and Protocols

The purpose of the Committee is to allow a diversity of perspectives to help shape the design of key elements of the project in the project area. While the Committee is advisory and does not have decision-making authority, the Committee will be called upon to provide insight, observations, feedback and recommendations to the OTC. All Committee feedback will be respectfully considered, in addition to technical findings and input received from the broader public. The OTC is the tolling authority in Oregon and will make the decision about what to submit to FHWA for approval.

### Committee Recommendation Development Process

All members are encouraged to challenge themselves and each other to think creatively and to approach the feasibility analysis with an open mind. While it is important to identify problems, it is even more important to seek thoughtful solutions that advance the conversation.

The Committee's work will center on providing recommendations to the OTC by mid-2018. Recommendations will, at a minimum, address the following questions:

- Based on the considerations described under Committee Responsibilities, what location(s) on I-5 and/or I-205 are best suited to implement value pricing?
- For the recommended location(s), what type of value pricing should be applied?
- What mitigation strategies should be pursued based on their potential to reduce the impact of value pricing on environmental justice communities or adjacent communities?

At key milestones, votes may be taken. Majority and minority opinions may be included in the recommendation.

An ex officio member of the committee will not take part in any votes, but may be asked to provide their insight or expertise in the development of minority or majority statements.

### Meeting Protocols

- Meetings will be actively facilitated to ensure that discussions are consistent with the Committee charter and to ensure that feedback and recommendations are advanced from the group in a timely manner.
- Two Oregon Transportation Commissioners will serve as co-chairs for the Committee. In this role they will provide input to meeting agendas and act as active liaisons to the Oregon Transportation Commission.
- The facilitator will be a 'content neutral' party who ensures that all committee members have an equal opportunity to participate.
- Members agree to follow the meeting ground rules agreed to by the Committee as established with the group's facilitator, including:



- Silence electronics.
  - Ask questions of each other to gain clarity and understanding.
  - Express yourself in terms of your preferences, interests, and outcomes you wish to achieve.
  - Listen respectfully, and try sincerely to understand the needs and interests of others.
  - Be curious and willing to learn and contribute.
  - Honor each other by being honest, authentic, and brave.
  - Respect timelines by being concise and brief with comments and questions.
  - Seek common ground.
- 
- Members agree to give the facilitator permission to keep the group on track and table discussions as needed to keep the group moving.
  - Meetings will be scheduled in advance and attendance is important given the limited number of meetings and the fast-paced schedule provided by HB 2017. Members will make their best effort to attend all meetings. Members will notify the facilitator or designated staff in advance if unable to attend and will provide written comments or vote prior to the meeting. Alternates are not allowed.
  - Should members be absent for more than two consecutive meetings, the OTC reserves the right to reconsider their standing membership in the Committee, and may offer their membership to another party. An alternate member may not be nominated to participate in the meeting on behalf of a standing Committee member.
  - Ex Officio members will actively participate in conversations, sharing their perspectives and expertise with the group. Ex Officio members will not participate in votes or the development of minority or majority statements.
  - Public notification of Committee meetings will occur at least one week in advance and the agenda and meeting materials will be made available on ODOT's Value Pricing website.
  - The project will make every effort to ensure meeting materials are finalized at the time of electronic distribution to Committee members, however, there may be instances where updated versions of materials are provided; in these cases, staff will describe the changes. Please review all materials in advance and come prepared to participate.
  - A printed version of materials will be provided to all members at the commencement of the meeting and posted on the website.
  - Meetings will begin and end on time. If agenda items cannot be completed on time, the committee will decide if the meeting should be extended, an additional meeting scheduled, or the discussion continued at the next scheduled meeting.
  - Meeting summaries will be produced for each meeting by the project team to reflect group discussion, feedback, areas of agreement and tasks and assignments related to advancement of the group's work. Draft summaries will be distributed,



and committee members given the opportunity to clarify or edit the summary to make sure it accurately reflects the meeting.

- Meeting summaries will be published online after Committee members have been provided an electronic copy of the summary for their information or clarification if required.
- Members are asked to silence mobile phones and electronic devices and refrain from personal live streaming or other use of social media during the committee meeting sessions.

### **Communication**

- Members will share information with their organizations and/or constituents, gather information from their constituents to help inform committee discussions and encourage their participation in the process.
- Members will not take actions or discuss issues in any way that undermines an open and transparent group process.
- Members will notify designated ODOT staff of all requests from the media. If members do speak with the media, they will clarify that they are speaking as an individual and not speak on behalf of the project or the Committee, nor characterize the points of view of other members.
- The facilitator and supporting staff will be available at and between meetings to address questions, concerns and ideas. The facilitator and staff will respond to all member inquiries in a timely manner.
- The facilitator may contact Committee meeting members between meetings to address any potential areas of concern or conflict that may arise during the committee process.



Committee Member Name	Signature	Date
Tony DeFalco Verde		
Craig Dirksen Metro		
Marie Dodds AAA Oregon		
Chris Hagerbaumer Oregon Environmental Council		
Marion Haynes Portland Business Alliance		
Matt Hoffmann Fred Meyer		2/28/18
Katrina Holland Community Alliance of Tenants		
Jana Jarvis Oregon Trucking Association		2.28.18
Gerik Kransky The Street Trust		2/28/18
Bernie Bottomly TriMet		
Anne McEnemy Ogle City of Vancouver		2/28/18
Sean O'Hollaren Oregon Transportation Commission		2-28-2018
Eileen Quiring Clark County		
Curtis Robinhold Port of Portland		
Roy Rogers Washington County		2/28/18
Brendan Finn City of Portland		
Vivian Satterfield OPAL Environmental Justice Oregon		
Paul Savas Clackamas County		
Alando Simpson Oregon Transportation Commission		
Kris Strickler Washington State Department of Transportation		
Pam Treece Westside Economic Alliance		2/28/18
Jessica Vega Pederson Multnomah County		2/28/18



<b>Committee Member Name</b>	<b>Signature</b>	<b>Date</b>
Park Woodworth Ride Connection	<i>Park Woodworth</i>	2/28/18
Rian Windsheimer Oregon Department of Transportation	<i>Rian Windsheimer</i>	2/28/2018
<b>Ex Officio Committee Member Name</b>	<b>Signature</b>	<b>Date</b>
Phil Ditzler Federal Highway Administration	<i>Phil Ditzler</i>	
<b>Facilitator</b>	<b>Signature</b>	<b>Date</b>
Penny Mabie Envirolssues	<i>Penny Mabie</i>	



## **ATTACHMENT C: MITIGATION STRATEGY INFORMATION**

- C1. Mitigation strategy examples and themes from PAC meeting 4
- C2. Summary of PAC discussion from PAC meeting 4, April 11, 2018



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## C1. Mitigation strategy examples and themes from PAC 4

### PAC priority mitigation recommendation:

#### Improved public transportation access and availability

##### Examples of options deployed in other US tolling programs

- § New transit routes / services on priced roads
- § New / expanded park & ride locations
- § Free HOV2+ or 3+ use
- § More frequent bus service
- § Transit rewards incentive program
- § Benchmark peak period tolls with transit fares
- § Universal pass: link toll accounts with transit accounts

##### Other PAC considerations

- § Provisions should be in place prior to implementation of pricing.
- § Public transportation options should include carpool/vanpool incentives and options.
- § Benefits should extend to environmental justice, including low-income, populations
- § Concept B has public transportation options but has capacity pressures today.
- § Concept E and the corridor to Stafford Road have very few public transportation options.
- § Explore and clarify eligibility of out-of-state public transportation options under Oregon constitutional restrictions on highway fund revenues.

### PAC priority mitigation recommendation:

#### Special provisions for low-income populations

##### Future deployment options

- § Discounts, credits, subsidies, and/or rebates on tolls
- § Lifeline tolling registration (e.g. tagged to transit validation)
- § Universal accounts – provide multimodal benefits
- § Cash-based accounts

##### Other PAC considerations

- § Identify mitigation strategies for low-income populations that have eligibility for Washington residents.
- § Design the system to be clear and easy to use for everyone, including non-English speakers.



**PAC priority mitigation recommendation:**  
**strategies to address inappropriate diversion of highway traffic to surface streets**

**Examples of diversion mitigation options used in the US** Design tolling system to minimize unwanted diversion

- § Traffic calming on impacted arterials and neighborhood streets
- § Advanced traffic management
- § Bans on heavy vehicles from neighborhood streets
- § Improvements for pedestrian and bike infrastructure

**Other PAC considerations**

- § Note that diversion tends to be very specific to the location and type of pricing program. Future concept implementation would be designed to minimize negative diversion.
- § There are several types of diversion:
  - *Diversion from local system to the freeways* is drawing vehicles back to the freeway that currently are diverting onto the local and arterial road network.
  - *Diversion from freeways to other modes or times* reflects trips shifting to different modes or times of day.
  - *Diversion balancing* is between the I-5 and I-205 – today ODOT manages this balance via variable message signs and other tools
  - *Diversion from freeways to the local system* is traffic diverting onto the local and arterial road network in response to pricing or congestion.
- § More precise origin and destination analysis is needed to better understand diversion to local and arterial roadway network and mitigation needs.
- § All efforts should be made to design pricing concepts to minimize diversion of through traffic from freeways to the local system. (Local traffic should stay on local roads; regional traffic should be carried by freeways.) Diversion mitigation should include considering the termini. For example, Concept E could consider the use of ramp tolls, or other design variations.



## C2. Summary of PAC discussions from PAC meeting 4

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# FINAL Meeting Summary: Policy Advisory Committee Meeting 4

**DATE:** April 11, 2018

**LOCATION:** ODOT Region 1, 123 NW Flanders Street, Portland; Conference Room A/B

**TIME:** 1:30 pm – 4:30 pm

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### MEETING OBJECTIVE

- Begin transition from learning stage to developing PAC recommendation(s) for OTC consideration, starting with a focus on benefits and strategies to address potential impacts.

### ATTENDANCE

Bernie Bottomly (TriMet), Tony DeFalco (Verde), Craig Dirksen (Metro), Phil Ditzler (Federal Highway Administration), Brendan Finn (City of Portland), Chris Hagerbaumer (Oregon Environmental Council), Marion Haynes (Portland Business Alliance), Jana Jarvis (Oregon Trucking Associations), Gerik Kransky (The Street Trust), Anne McEnery-Ogle (City of Vancouver), Sean O'Hollaren (Oregon Transportation Commission), Eileen Quiring (Clark County), Curtis Robinhold (Port of Portland), Paul Savas (Clackamas County), Alando Simpson (Oregon Transportation Commission), Kris Strickler (Washington Department of Transportation), Pam Treece (Westside Economic Alliance), Jessica Vega Pederson (Multnomah County), Rian Windsheimer (Oregon Department of Transportation), Park Woodworth (Ride Connection).

### AGENDA ITEMS AND SUMMARY

#### TOPIC: WELCOME AND AGENDA REVIEW

Facilitator Penny Mabie (EnviroIssues) led introductions; reviewed the agenda, Portland Metro Area Value Pricing Feasibility Analysis timeline and meeting materials and provided an overview of the meeting structure.

#### TOPIC: COMMENTS FROM PAC CO-CHAIRS

Alando Simpson and Sean O'Hollaren (Oregon Transportation Commissioners and PAC co-chairs) provided opening comments. Key points included:



- The PAC is about to cross the halfway point, which is an exciting time. Given the amount of information and interest this project has received, today will be a very impactful meeting.
- It is important to get all issues out on the table, and today's meeting is an opportunity to do so.

## TOPIC: PUBLIC COMMENT

Penny welcomed public comments and asked individuals to hold their comments to 90 seconds. The following is a summary of comments heard during the public comment period:

- § I'm very concerned about diversion. We need to get our priorities right. I participated in the Columbia River Crossing process and we looked at the impact of tolling on the I-5 corridor. It was going to be chaos. I've spent my life in supply chain management and creating systems that allow businesses to make money: if we put together a value pricing system that inhibits our ability to do business, it's a lose-lose situation. People I've talked to have said they'd rather pay a higher gas tax or have anything other than a tolling system. We need new capacity. I'm not against tolling if it was part of creating new capacity like a Westside bypass. We can't put a stopper in the road. Ultimately, I don't think we're going to see this work and run efficiently and smartly.
- § The Western Arterial Highway is the most sensible solution because it's not an interstate freeway. It could connect existing highways and improve travel times. Tolling could bring some benefits, but there are factors to consider. Population growth is a consideration. As the economy grows, we have Californians and Washingtonians moving here. And the other factor is more freight. I agree with needing more capacity.
- § Why is the staff rather than the 25 PAC members controlling the process? At the end of the last meeting, PAC members were leaving and a staffer said – we didn't reach a consensus. Who's in charge? It's not the PAC members. The ODOT staff recommended narrowing down the choices. None of the PAC members got to rank their options. Why not? The PAC could have ranked them to include their voices. Staff didn't include option 4 for further study and evaluation. We were told this wasn't advancing due to astronomical cost, but there was no explanation or cost estimates.
- § There is a lot of negativity and denials as far as who will be disadvantaged by Value Pricing. I want to continue to encourage collaboration with Clark County and ODOT leadership. It will be fruitful. When this is done, I hope we can get a new I-5 bridge.
- § West Linn sits on the 205 bottleneck. There is already diversion in West Linn. The city recently got funding to upgrade Highway 43, but imagine what will happen with diversion when Highway 43 is under construction. We recently had a survey – more than 2/3 of respondents said traffic and congestion were major concerns. This is even before tolling. I ask you: don't do any tolling before I-205 and Abernethy Bridge is widened.



- § I appreciate ODOT and this committee's efforts. West Linn is quite distraught about I-205 being left out of the transportation package for adding capacity. My concern is that this well intended effort for value pricing will create a monster on its own, which will distract us from a broader transportation strategy. Value pricing should be used as a tool, but this program won't be available for another 10 years. So, I ask: what are we supposed to do in the next 10 years (when we are already in gridlock and have severe diversion)? With population growth, the scenario is disturbing. We need alternative modes and recommend a broader transportation strategy, such as light rail. We need a better framework to help our communities connect and to address quality of life issues.
- § I am a resident of Northeast Portland. It appears daily working-class drivers don't have seats on this committee. Any tolling will add congestion on local and neighborhood streets. New lanes need to be added and non-tolled routes must be upgraded and easily accessed with signage. The bridges must be toll free and tolling must be contingent on fixing the I-5 bottleneck. Any money must be used to increase motor vehicle capacity, not to subsidize alternative infrastructure. If bike lanes are determined to have value, bicyclists must pay user fees. Tolling is an inequitable money grab.
- § I live in Clackamas County and have a background in materials handling. I go back to the original Legislation in Salem. We started with an \$8-billion bill that went to \$5-billion. One of my biggest concerns was the prioritization issues. What we heard in Clackamas County was that we'll look at tolling and study I-205. This area has the most potential – the growth out there is exploding. We are killing commerce. We are discussing the equity of tolling, at the same time – where does the authorization for tolling come from? How did we get from the legislative bill to here? There isn't discussion of equity. The core issue is that we have a desperate need that isn't being addressed.
- § I am surprised there isn't an option to toll all Portland area freeways, including I-84, US 26, OR-217, I-405, etc. Additional tolled freeways would have the lowest price per vehicle. Second, it is the most equitable. Third, it has the greatest potential to reduce congestion and improve commute times of anything available. Fourth, it is explicitly authorized by House Bill 2017. I encourage the committee to get that option on the table.
- § I haven't heard anyone talk about demand management. The Oregon Legislature made a decision on tolling, so the PAC is doing the best they can on how to implement it, which is their job. I encourage you [the PAC] to keep doing this. I encourage you to think about what we're trying to do: control the demand for highway lanes. I encourage you to keep doing the work and don't be swayed by people who should have made the no tolling argument to the legislature, not here. Think about this being another alternative in addition to more transit. Keep doing the work.
- § In Missouri, I dealt with a lot of the same circumstances. I'm glad the FHWA and trucking is here. I drive the I-5 corridor every day, the biggest thing is: band aids never fix anything. The tolling idea will never fix anything. All it's going to do is push the traffic to the city streets, which are already congested. The City of Portland has accidents every day because of the traffic on city streets. You need another bridge – another corridor. The trucking industry is panicking. If you don't



build a new highway and another bridge, you're never going to get ahead. Also, with the federal government, you can get it done in five years. Have a vision for the future.

- § I think this is an awesome idea. I think congestion pricing is great and you're following the mandate of the Legislature. We have something called induced demand, which means if you build more lanes, more cars will fill the lanes. I would love to see I-5 a transit corridor. The PAC is doing a great job, so thank you.

Penny closed the public comment period by thanking the public for keeping their comments to 90 seconds and encouraging use of additional forms of participation, such as the online Open House.

Penny asked PAC members if they approved the Meeting #3 summary. Comments included:

- § One of the earlier public speakers summarized the meeting well, as far as discussion and lack of direction. We're steam rolling ahead and some of the comments made last meeting don't seem to be recognized. The minutes don't reflect that comment or concern. I'm not asking for edits, but I want to get this on record.

**PAC Action: Meeting #2 summary was approved without change.**

**TOPIC: PUBLIC PARTICIPATION UPDATE**

April deLeon-Galloway (Oregon Department of Transportation) and Alex Cousins (EnviroIssues) gave a presentation on the public participation process and results. To date, public participation included: 1,700 visitors to online open house; 3,500 views of the overview video; 260 people at 3 events; 2,100+ completed questionnaires; and 1,200 email and voicemail comments. April and Alex also provided a summary of the Title VI/Environmental Justice discussion groups, including who was involved and what feedback was provided. Key feedback included: congestion is a problem; pressures of population growth are putting a strain on existing road capacity; questions about the effectiveness of congestion pricing; and concerns about disproportionate impacts and affordability of tolling. Alex covered distinctions in March engagement compared to Winter engagement input. Title VI/Environmental Justice groups expressed a stronger reliance on I-5 and I-205; the housing crisis has pushed low income families further out; higher degrees of skepticism that value pricing will work; more uncertainty about impacts; more sensitivity to the financial burden of tolls and less flexibility to change travel times. Throughout the presentation PAC members were encouraged to ask questions and provide comments. PAC member discussion included:

*\*Responses are indented and italicized.*

- § Do we have access to the questionnaires?  
○ *The appendices online include the questionnaire.*



- § Thank you to Judith Gray and her team for making presentations in Vancouver. We are looking forward to another.
- *There will be an Open House in Vancouver on April 30<sup>th</sup>, 2018.*

## **TOPIC: PAC WORK SESSION: BENEFITS AND STRATEGIES TO ADDRESS POTENTIAL IMPACTS (PAC DISCUSSION)**

Penny transitioned the PAC to the mitigation workshop and discussion portion of the meeting.

David Ungemah (WSP) opened the work session by providing an overview of mitigation strategies to help PAC members with their small group discussions. David began by encouraging PAC members to think about the input environmental justice communities have; how benefits would be shared; what choices would exist and for whom; how impacts would be experienced; and what strategies can be done to better distribute benefits and mitigate impacts. In addition, David said that there are existing inequalities in transportation to consider. He then explained that mitigation pertains to certain rights defined by federal regulation, particularly Title VI of the Civil Rights Act of 1964. Title VI and Environmental Justice include: race, color, national origin, income and limited English proficiency (LEP). Mitigation strategies from other states include incentives and discounts, enhanced multi-modal investments and special access programs, in addition to traffic diversion strategies.

David encouraged the PAC to be creative in thinking of mitigation strategies. David concluded by emphasizing now is the time to think about mitigation techniques, so they can be applied to any pricing concepts that may move forward.

PAC members were divided into four small table groups, with a facilitator at each table. The groups discussed the key concerns heard to date, potential mitigation strategies to address these concerns, key considerations for each strategy and the concept most relevant to the concern. Groups were asked to focus on at least three issues. In addition, project staff circulated the room to answer technical questions. Penny walked the PAC through an example of the worksheet. During the PAC work session, audience members were given a similar version of the worksheet to complete.

*\*See appendices for PAC meeting materials.*

## **WORK SESSION: REPORT OUT**

Penny led the table facilitators in reporting out on the PAC discussion groups. The following summarizes statements made during the report-out from these discussions.

*\*See appendices for a complete summary of workshop outcomes.*

### **Issue 1: Disproportionate impacts on low-income drivers.**

Key points on mitigation strategies included:

- Providing a cash-based payment system.



- Providing a priced lane and providing free use of the general-purpose lane.
- Providing transit accessible to affordable housing.
- More affordable housing.
- Priority access to jobs for low-income residents – a job development aspect.
- Provide toll credits for people who take transit.
- Implement dynamic pricing: higher pricing when the roads are congested and a much lower rate when the roads are not congested.
- Focus on strategies for both Washington and Oregon residents.
- Provide transit incentives, discounts, and subsidies.
- Make using modes of transportation seamless.
- § Issues specific to geographic areas should be considered.

### Issue 2: How do we know pricing will be effective?

Key points on mitigation strategies included:

- § One strategic consideration is the need for a long-term transportation plan. Given the growth our region is experiencing, we can't have performance measures that are a snapshot in time. We need a long-term metric of success that considers ongoing growth, a short-term metric of success, and to consider tools to employ next.
- § The effectiveness of pricing (issue 2) is tied to how the revenue will be used (issue 7).
- § How is effectiveness defined? Is it reducing congestion, is it raising revenue or some combination of the two?
- § Changing behavior might not work because the options are not currently available (e.g. transit, biking or walking).
- § Consider how to interpret the statute (the constitutional requirements regarding toll revenue and roadway spending)
- § Regarding data points about discretionary trips – there is a lack of clarity and source(s). This data might be outdated.
- § The evidence of success needs to be corridor- and system-wide, and not just focused on a small area.

### Issue 3: Traffic diverting to local streets and neighborhoods.

Key points on mitigation strategies included:

- § Discourage traffic moving onto local streets.
- § Improve arterials.
- § Use dynamic pricing.
- § Consider looking at successes elsewhere to understand the history and understand how much diversion occurred.
- § Consider supply side strategy to address available land and transportation options.
- § Provide better and faster transit service.
- § Provide low-income transit fares.
- § Facilitate employer incentives for carpools in toll lanes.
- § People are already diverting onto local streets.
- § More study is needed to understand diversion.
- § Diversion depends on which Regional Transportation Plan (RTP) projects are built.





- § There are issues with transit currently, including unfair policing of low-income as well as low-income fare considerations.
- § Consider how apps like Waze and Google Maps might encourage people to divert onto local streets.

**Issue 4: Priced lanes might be confusing and difficult to understand.**

*No comments.*

**Issue 5: Some communities and locations don't have other options to driving on the freeway.**

Key points on mitigation strategies included:

- Deduct the price of tolls from Washington drivers' income taxes. That could also be a strategy for low-income drivers.
- Add capacity to provide more options while preserving unpriced general purpose lanes.
- Put more transit on the freeways.
- There might be legislative considerations for the income tax suggestion.
- The revenue for increasing capacity could be helpful, particularly for concept A and perhaps concepts C and D.
- People have limited options and low-income drivers need to be considered in a different way.

**Issue 6: No transit, biking and walking options exist.**

Key points on mitigation strategies included:

- § Increase the availability of transit.
- § Add more transit service or add transit in the first place.
- § All kinds of transit and transit choices should be considered: rail, bus, water, as well as access to those transit options through walking and biking.
- § Create partnerships with agencies to look at pairing investments.
- § Consider the stretch on I-205 with limited or no transit or bike options.
- § Strategies could include more alternative mode options.
- § The team should be looking at examples in other states.

**Issue 7: How will toll revenue be used?**

Key points on mitigation strategies included:

- § Suggest spending revenue on added capacity and improving infrastructure.
- § There is a disconnect regarding what the revenue can be spent on. There is desire to have that clarified.
- § A user-fee based model is most effective.
- § The PAC needs to look bigger picture for this process and projects, including looking beyond pricing applications on solely the I-5 and I-205 corridors.

**Other concerns: Supporting unbanked populations**

Key points on mitigation strategies included:

- § Provide a cash-based system in places where transit passes are sold.
- § Develop a universal pass for transit, tolling and bike share.



- § Concern with helping the unbanked population – 16% of non-white people don't have access to banks, while 5% of whites do not have access.
- § The bill by mail option might not work because individuals frequently move.
- § Paying the toll needs to be easy – with low barriers.
- § Undocumented individuals might have concerns with accessing the toll and banking systems.

Penny asked PAC members if they had additional comments on strategies developed at this workshop for the technical team to use for further consideration. PAC member feedback included:

*\*Responses are indented and italicized.*

- § In general, these are worthwhile strategies to approach the issues we've talked about. But I still question the ability to be specific when there are a lot of assumptions about what our road structure will look like in 2027. I'm concerned about having a realistic idea of what people will be driving on when congestion pricing is in effect. This is something we brought up last meeting, but I want to stress my desire to see more flexibility in the modeling – perhaps as projects are completed.
- § As we were discussing, we had a few realizations – there are some givens as to where this money is going in the short term and the long term. It would be nice to see the list of projects and how they are going to look out over the time line. If tolling is going to be paying for the projects in House Bill 2017 – what is the cost and when are they phased in?
  - *The use of the tolling revenue has not been identified for any particular project(s). This is an OTC decision. In the policy memo, this is addressed – there is a budget note on I-205 which sunsets at the end of the biennium. The PAC can weigh in on how toll revenue could be used. We do have constitutional restrictions and there are policy guidelines, but there isn't a presumption that the revenue will pay for specific projects. This is an area for the PAC to give a recommendation on.*
- § Let's include in our recommendation where revenue should go.
- § There are questions about the timing around conducting an analysis on Title VI. It would be good to have a discussion on how we can possibly speed up some of that analysis.
- § We didn't get to the third column of the worksheet, which applies these strategies to each concept. The objective is unknown: where we're going to spend the revenue, understanding we want to first reduce congestion. Not understanding where the revenue is going will impact our decision on concept A, B, C or D as well as what mitigation strategies we will select.
- § Today we've talked about concerns around tolling and mitigation strategies. A lot of what we've identified is technical and administrative. At a policy level, the point needs to be made that these strategies can't be looked at separately from the tolling plan. They need to be part of it. We should include the reduction of the three regional bottlenecks as part of the tolling program, not separately from it.



Penny asked the PAC members if there were any other last thoughts about the issues, strategies or considerations they wanted to share beyond the mitigation strategies that had been identified in the work session and opened the discussion to any remaining thoughts from the PAC. Member comments included:

- As the technical team goes forward and looks deeper into the options, there are a lot of conversations about transit. These two discussions need to be married in some way. [I sit on the \[House Bill 2017\] Transit Advisory Committee, too](#). How can we make tolling more successful based on where those transit investments should be made? I want to encourage collaboration between ODOT, TriMet and C-tran and the larger transit community. For a lot of these issues, transit is an option. The PAC should be clear with the OTC that you can't talk about one or the other, but you have to talk about both.
- I would like to hear more about how freight is addressed. In the presentation, we heard about how freight can't access the priced lanes, so I'm curious how that gets addressed.

## TOPIC: NEXT STEPS

Penny outlined the next steps and provided a schedule for the remaining PAC meetings. Commissioner O'Hollaren closed the meeting by thanking the PAC for their engagement and time:

- This feedback is very meaningful. As a commissioner, what we've heard is hugely helpful.
- We ultimately have a mandate from the legislature to make a recommendation to the FHWA.
- We may need to look at this holistically – not just these two areas, but a whole loop around Portland. It's a three-tiered chess game: There are multiple levels, not all corridors have the same options – there are more viable options in some travel corridors. Can we create more transit options in other corridors?
- We all want to know – where is the money going? The legislature creates a congestion relief fund and leaves it to the commission. The congestion relief fund would go towards congestion relief projects for the corridor.
- Congestion pricing has a myriad of impacts – some change behavior, some incentivize people to look elsewhere to be more efficient. It's on us to create those alternatives and to thoroughly study the impacts.
- We recognize this isn't a crystal-clear process, but the intent is that we've embraced and heard different views and do the best possible job to make a decision. When we do make that decision, it won't address all the concerns, but this is nonetheless helpful for us to make our decision.
- I appreciate everyone's willingness to dive deep. Oregon has a history of being creative and innovative and learning from others – knowing it's not apples to apples. Our unique geography and situation means we can't take what others have done and implement it here. Our neighbors to the north, however, have implemented this and there's a lot to learn from them. Vancouver is part of our



community, and we must look at our broader community to figure out if we can do this holistically.

- We can't buy our way out of this problem: we are growing much faster than our ability to solve congestion. We have a lot to do with some options. We need to get moving and take some steps – there isn't a silver bullet that solves it all.

**The meeting was adjourned at 4:20 pm.**



## Appendix: PAC Work Session Output

WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
<p><b>Pricing will have disproportionate impacts on people with low incomes or otherwise disadvantaged groups:</b></p> <ul style="list-style-type: none"> <li>∅ Toll discounts, subsidize rates and programming</li> <li>∅ Helping unbanked populations</li> <li>∅ Bi-state low income strategy</li> <li>∅ Affordable housing</li> <li>∅ Transit and transit incentives</li> <li>∅ Dynamic variable pricing</li> <li>∅ System technology</li> </ul>	<p><b>Toll discounts, subsidize rates and programming:</b></p> <ul style="list-style-type: none"> <li>• For low income groups</li> <li>• For Environmental Justice groups</li> <li>• Carpool and a greater discount for more people in cars</li> <li>• Disabled and seniors should have access to free credit van programs</li> <li>• Enhanced ridesharing and vanpool programs especially in areas without good transit</li> <li>• Discount rates for carpools, and perhaps greater discount for more people in car</li> <li>• Improve arterials so people have a non-tolled option</li> <li>• Employer incentives for carpools and tolls</li> <li>• Credits for transit use</li> </ul>	<p><b>Toll discounts, subsidize rates and programming:</b></p> <ul style="list-style-type: none"> <li>• Use existing programs to identify low income qualification</li> <li>• Low income to pay less if already in a qualifying program for low income people eg: snap program (food stamp program)</li> <li>• Environmental Justice communities are located along corridors</li> <li>• Unfair policing of transit fares</li> <li>• Connect decisions with demographic and job data</li> <li>• Some van programs for disabled and seniors should be free or have credits</li> </ul>	<p><b>Toll discounts, subsidize rates and programming:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
	<p><b>Supporting unbanked populations:</b></p> <ul style="list-style-type: none"> <li>• Cash discounts</li> <li>• Cash-based system such as what is used in the L.A. system</li> <li>• Pass system for transit</li> </ul>	<p><b>Supporting unbanked populations</b></p> <ul style="list-style-type: none"> <li>• 16% of nonwhite don't have access to banks</li> <li>• 5% white people don't access bank</li> <li>• Bills and payment by mail may not work because unbanked populations may move more often</li> </ul>	<p><b>Supporting unbanked populations:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> </ul>



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
		<ul style="list-style-type: none"> <li>• Trouble accessing the systems</li> <li>• Need cash accessible options</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
	<p><b>Bi-state low income strategy:</b></p> <ul style="list-style-type: none"> <li>• Must apply to both sides of the river.</li> <li>• Consider a Federal Program</li> <li>• Revenue sharing between states for low income strategies</li> <li>• Need reasonable choices as low income is a geographic issue too</li> </ul>	<p><b>Bi-state low income strategy:</b></p> <ul style="list-style-type: none"> <li>• Will also have disproportionate impact on specific geographies, and this is linked to the concern that some communities and locations don't have another option to driving on the freeway</li> <li>• Revenue generated in Oregon also be used in Washington to support low-income drivers</li> <li>• These strategies need to be applicable to residents of Washington not just Oregon</li> <li>• HB 2017, 217/Rose Quarter/funded.</li> </ul>	<p><b>Bi-state low income strategy:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> All concepts</li> <li><input checked="" type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
	<p><b>Affordable housing:</b></p> <ul style="list-style-type: none"> <li>• Housing near transit and near jobs</li> <li>• Priority for low income</li> <li>• Develop jobs in areas where people already live</li> <li>• Priority job access program for lower income</li> </ul>	<p><b>Affordable housing:</b></p> <ul style="list-style-type: none"> <li>• Key groups, including low-income groups, may be pushed farther out of the metro area, which compounds low income effect.</li> </ul>	<p><b>Affordable housing:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St.</li> </ul>



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
	<ul style="list-style-type: none"> <li>Make reasonable choices for pricing, knowing what we are buying.</li> </ul>	<ul style="list-style-type: none"> <li>Example of urban renewal impact tradeoff</li> </ul>	and Multnomah Blvd. <input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes <input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd. <input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway
	<p><b>Transit and transit incentives:</b></p> <ul style="list-style-type: none"> <li>Shoulder conversion for transit</li> <li>C-Tran services exempt from tolls</li> <li>Tri-Met services exempt from tolls</li> <li>Credits for transit use</li> <li>Transit credits</li> <li>Grow and expand transit options</li> <li>Employer strategies</li> <li>Mechanisms and models to make alternatives, such as the Hop Pass, transit, bike, C-Tran, seamless.</li> <li>Low-income fares for transit affordability</li> <li>Better transit options, more transit and more transit infrastructure</li> </ul>	<p><b>Transit and transit incentives:</b></p> <ul style="list-style-type: none"> <li>Constitution: funds must be used back on the corridor itself for infrastructure improvements on the roadway</li> <li>Is there eligibility for funds to be spent on transit on parallel facilities?</li> <li>Can transit funding go to C-Tran and consider incentives for C-Tran use?</li> <li>Creates unfair stress on low income</li> </ul>	<p><b>Transit and transit incentives:</b></p> <input checked="" type="checkbox"/> All concepts <input type="checkbox"/> Concept A: Northern I-5 Priced Lanes <input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd. <input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes <input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd. <input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway
	<p><b>Dynamic variable pricing:</b></p> <ul style="list-style-type: none"> <li>Only apply tolls when congested</li> <li>A new priced lane and a new general-purpose lane</li> </ul>	<p><b>Dynamic variable pricing:</b></p> <ul style="list-style-type: none"> <li>Difficult to budget with variable public toll rate</li> </ul>	<p><b>Dynamic variable pricing:</b></p> <input checked="" type="checkbox"/> All concepts <input checked="" type="checkbox"/> Concept A: Northern I-5 Priced Lanes



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
	<ul style="list-style-type: none"> <li>No tolls at certain times, and only apply toll when congested</li> <li>Variable price when roads are congested (<u>dynamic</u>)</li> </ul>		<ul style="list-style-type: none"> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
	<p><b>System technology:</b></p> <ul style="list-style-type: none"> <li>Cash-based payment system for unbanked populations to access</li> <li>Mechanisms to make alternatives seamless such as the Hop Pass (transit, bike, C-Tran)</li> <li>Universal card</li> </ul>	<p><b>System technology:</b></p> <ul style="list-style-type: none"> <li>Refunds and discounts</li> <li>Mechanisms for delivery such as the Tri-Met Hop fast pass</li> <li>Need data on the timing and use by Environmental Justice communities</li> <li>What are existing programs to identify low income qualification</li> <li>Data-based decision-making using demographic and job data</li> </ul>	<p><b>System technology:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
<p><b>How do we know pricing will be effective?</b>  <input type="checkbox"/> Behavior change</p>	<p><b>Behavior change:</b></p> <ul style="list-style-type: none"> <li>Pricing a free resource may assist in changing behavior</li> </ul>	<p><b>Behavior change:</b></p> <ul style="list-style-type: none"> <li>Need better data to know if discretionary trips are reduced. This drives the capacity question</li> </ul>	<p><b>Behavior change:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> </ul>





WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
<p>∅ <i>Information and long term planning</i></p>	<ul style="list-style-type: none"> <li>Changing behavior might not work if there are no other options eg. transit, bike, walk</li> <li>Many trips are discretionary</li> </ul>	<ul style="list-style-type: none"> <li>Need to measure freeway impacts and drivers on routes parallel to the system</li> <li>Adjust based on performance measures and metrics</li> <li>Need to balance between revenue raising and pricing congestion, as what is the goal, to reduce congestion or to raise revenue</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
	<p><b>Information and long-term planning:</b></p> <ul style="list-style-type: none"> <li>Need comprehensive long-term transportation plan that defines short and long-term tools</li> <li>Congestion pricing to optimize existing resource.</li> <li>Goal is to reduce congestion</li> </ul>	<p><b>Information and planning:</b></p> <ul style="list-style-type: none"> <li>Long-term planning and what is the next tool</li> <li>What are the short-term plan/goals?</li> <li>Monitoring and measuring plan</li> <li>Data is old, and this drives the capacity question; more information is needed</li> <li>Freight movement monitoring plan</li> <li>Consider how effectiveness is defined</li> <li>How will this system respond to growth?</li> </ul>	<p><b>Information and planning:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
	<p><b>Impact on freight:</b></p> <ul style="list-style-type: none"> <li>Freight movement monitoring plan</li> <li>Need to account for system-wide impact analysis</li> </ul>	<p><b>Impact on freight:</b></p> <ul style="list-style-type: none"> <li>Performance measures and metrics are required to understand how</li> </ul>	<p><b>Impact on freight:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> </ul>



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
		to improve throughput of freight • Understand system response to growth • Metrics and monitoring needed	<input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd. <input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes <input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd. <input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway
<p><b>Traffic will divert onto local streets and into neighborhoods</b></p> <ul style="list-style-type: none"> <li>∅ Neighborhood strategies</li> <li>∅ System capacity and quality</li> </ul>	<p><b>Neighborhood strategies:</b></p> <ul style="list-style-type: none"> <li>• Traffic calming to discourage diversion</li> <li>• Maintain neighborhood streets</li> <li>• Advanced traffic management on local streets</li> <li>• Dynamic pricing</li> <li>• Limitations on Google maps alternative routes and Waze for where people are diverted</li> <li>• No heavy vehicles on some streets, specifically local streets</li> <li>• Education needed about diversion problems and impact</li> <li>• Leaving some lanes unpriced to give people choice</li> </ul>	<p><b>Neighborhood strategies:</b></p> <ul style="list-style-type: none"> <li>• People are already diverting</li> <li>• Lots of success elsewhere to learn from</li> <li>• Safety and air quality issues in neighborhoods where diversion may occur</li> <li>• Air quality around I-5</li> <li>• Diversion issues where pronounced in Portland on connected streets</li> <li>• Understand what would price sensitivity be to diversion more study</li> <li>• Traffic calming could strain Portland's existing under-capacity transportation infrastructure</li> </ul>	<p><b>Neighborhood strategies:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
	<p><b>System capacity and quality:</b></p> <ul style="list-style-type: none"> <li>• Diversion onto other state routes including SR-14 and 217, not just local streets</li> <li>• Supply strategy to address road and transit capacity to minimize diversion</li> <li>• Improve arterials specifically where people want to be</li> <li>• Improve arterials so people have a non-tolled option</li> <li>• Address road and transit capacity to minimize diversion</li> <li>• Faster transit service</li> <li>• Swifter transit and increased speed of transit</li> </ul>	<p><b>System capacity and quality:</b></p> <ul style="list-style-type: none"> <li>• Maintaining unpriced lanes</li> <li>• Impact depends on which RTP projects are finished and when</li> <li>• Address road and transit capacity to minimize diversion</li> <li>• Diversion impacts need to be looked at as part of the tolling process, an integrated study</li> </ul>	<p><b>System capacity and quality:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> All concepts</li> <li><input checked="" type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input checked="" type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input checked="" type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input checked="" type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
<p><b>Some communities and locations don't have another option to driving on the freeway</b></p> <ul style="list-style-type: none"> <li>∅ Geographic constraints</li> </ul>	<p><b>Geographic constraints:</b></p> <ul style="list-style-type: none"> <li>• Reducing income tax to compensate for cost of tolls for low income or for all (differing preferences)</li> <li>• Provide geographic incentives for people who are more limited non-freeway options</li> <li>• Enhance transit capacity</li> <li>• Transit where limited options</li> <li>• Transit potentiality, even on freeway</li> <li>• If there is an isolated community, lessen the impact</li> </ul>	<p><b>Geographic constraints:</b></p> <ul style="list-style-type: none"> <li>• Not sure this is a problem in Portland Metro Area</li> <li>• Clark County doesn't have other options to cross the river</li> <li>• Legislative changes</li> <li>• Disproportionate impact on no transit areas – need own solution</li> <li>• Don't want to undermine the effectiveness of congestion pricing</li> <li>• Deal with the disproportionate impact in other ways, especially for isolated communities</li> </ul>	<p><b>Geographic constraints:</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> All concepts</li> <li><input checked="" type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input checked="" type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input checked="" type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input checked="" type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
	<ul style="list-style-type: none"> <li>Improve non-tolled arterial options</li> <li>Use revenue from tolling to pay for new lanes, capacity and transit supply</li> </ul>		
<p><b>No alternative transit, bike or walking options exist</b></p> <p>Ø <i>Capacity of alternatives modes</i></p>	<p><b>Capacity of alternatives modes:</b></p> <ul style="list-style-type: none"> <li>Improved transit access due to lack of transit alternatives</li> <li>Increase availability and frequency of transit services, carpool and vanpool including BRT, LRT and Express busses</li> <li>Add transit where no options</li> <li>Create partnerships between ODOT, TriMet, BARD (or another source) to pair these methods CTRAN on shoulders for reliability benefit</li> <li>More options for I-205</li> <li>Build capacity</li> <li>Linked to how toll revenue will be used.</li> </ul>	<p><b>Capacity of alternatives modes:</b></p> <ul style="list-style-type: none"> <li>Other examples in other states</li> <li>What most effective alternatives will be</li> <li>On I-205 there are a lot of miles with no other options (12, 13 miles) and need to expand options</li> <li>Consider Clark County</li> <li>All transit options should be considered including bus, light rail, walking, bike, ferry</li> <li>This should be a decision-making criterion -- current transit access.</li> </ul>	<p><b>Capacity of alternatives modes:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St. and Multnomah Blvd.</li> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
<p><b>How will the revenue be used?</b></p> <p>Ø <i>Revenue proposals</i></p>	<p><b>Revenue proposals:</b></p> <ul style="list-style-type: none"> <li>Capacity</li> <li>Columbia River Crossing I-5 bridge replacement</li> <li>Expanding BRT, LRT, Express buses</li> <li>Clarify projects listed, can't be hidden, remove disconnect in understanding</li> </ul>	<p><b>Revenue proposals:</b></p> <ul style="list-style-type: none"> <li>There is a current disconnect in understanding</li> <li>Need projects listed – can't be hidden, needs to be clarified.</li> <li>Need clarity on how to interpret the statute consistent</li> </ul>	<p><b>Revenue proposals:</b></p> <ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> All concepts</li> <li><input type="checkbox"/> Concept A: Northern I-5 Priced Lanes</li> <li><input type="checkbox"/> Concept B: Priced Roadway between Going St./Alberta St.</li> </ul>



WHAT WE'VE HEARD	STRATEGIES	CONSIDERATIONS	CONCEPTS
	<ul style="list-style-type: none"> <li>• Improve safety and fix infrastructure</li> <li>• I-5 bridge operation</li> <li>• Need clarity</li> <li>• Use the income where collected</li> <li>• User-fee based model</li> <li>• Congestion mitigation</li> <li>• Low-income mitigation strategies such as cash discounts and free passes</li> </ul>	<ul style="list-style-type: none"> <li>with HB 2017 and the "State Line"</li> <li>• Look bigger picture and look at L.A. for examples</li> <li>• Round One Concept 4 previously not being considered due to cost; but why when we are still deciding where to spend the revenue.</li> <li>• OTC decides where revenue will be spent</li> <li>• Revenue should be used for roadway infrastructure Improvements and back into the corridor itself</li> <li>• Is there eligibility for funds to be spent on transit on parallel facilities</li> <li>• I-5 and 217 are earmarked</li> <li>• Linked to no alternative transit, bike or walking options exist</li> </ul>	<p>and Multnomah Blvd.</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Concept C: Priced Roadway – Toll All Lanes</li> <li><input type="checkbox"/> Concept D: I-205 Priced Lane – OR99E to Stafford Rd.</li> <li><input type="checkbox"/> Concept E: Abernethy Bridge Priced Roadway</li> </ul>
<p><b>A priced lane may be confusing and hard to understand for some drivers</b></p>	<p>No strategies listed.</p>	<p>No strategies listed.</p>	<p>No strategies listed.</p>



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## **ATTACHMENT D: PRICING CONCEPT INFORMATION**

- D1. Pricing concept summary sheets and themes from PAC meeting 5
- D2. Summary of PAC discussion at PAC meeting 5, May 14, 2018



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## D1. Pricing concept summary sheets and themes from PAC meeting 5

### Advance Concept B forward for further analysis



#### Concept description

§ Convert all I-5 lanes to a priced roadway between NE Going Street/Alberta Street and SW Multnomah Boulevard

#### Location

§ I-5 through downtown Portland

#### Type

§ Priced roadway (toll all lanes in both directions)

#### Federal pricing program

§ Value Pricing Pilot Program

#### PAC support

§ Multiple PAC members indicated verbal support of this concept as a pilot project for congestion pricing in the Portland metro area.

§ There is good availability of public transportation and active transportation options in the corridor. Additional study and implementation of improved travel options was cited by PAC members as necessary for success of this concept.

§ Pricing all lanes allows all trucks carrying freight to benefit from congestion relief.

#### Considerations

§ The termini for this concept should be evaluated in future analysis.

§ Consider Concept B a pilot project, coupled with performance monitoring to evaluate success.

§ Consider how I-405 and I-84 would be affected through implementation of Concept B.

§ More precise origin and destination analysis is needed to better understand diversion to local roadway network and mitigation needs.

#### Additional PAC comment on Concept B

§ Multiple PAC members indicated they would prefer Concept B as a first step to a larger system-wide congestion pricing strategy for the Portland metro area.

§ Several PAC members indicated that Concept B should be the first step toward implementing Concept C.

§ Several PAC members noted that to move forward with any pricing concept there needs to be more certainty that there will be investments made in public transportation, carpool/vanpool and bicycle and pedestrian infrastructure to provide alternative transportation choices.

§ Project team confirmed that the I-5 Rose Quarter Improvement Project was included in the modeling analysis conducted for all concepts.

§ Traffic diversion to local high-crash corridors must be considered in future analysis of all concepts.



**Advance Concept E forward for further analysis**



**Concept description**

§ Convert all I-205 lanes to a priced roadway on the Abernethy Bridge, including additional lanes to be constructed as part of the planned bridge widening. The primary purpose of this concept is to raise revenue to pay for part or all of the I-205 widening project

**Location**

§ I-205 Abernethy Bridge

**Type**

§ Priced roadway (toll all lanes in both directions)

**Federal pricing program**

§ Value Pricing Pilot Program or Section 129 of U.S. Title 23

**PAC support**

- § Concept E paired with Concept B provides for management of both the I-5 and I-205 corridors.
- § Would raise enough revenue to fund a bottleneck relief project that would widen the Abernethy Bridge.
- § Revenue may be sufficient to cover part of the cost of additional lanes on I-205 between OR99E and Stafford Road. Fixing these bottlenecks would help address congestion in this area.
- § Pricing all lanes allows all trucks carrying freight to benefit from congestion relief.

**Considerations**

- § The termini for this concept should be evaluated in future analysis. Seek design variations to ensure greatest effectiveness and to minimize traffic diversion to the local roadway.
- § Variable toll rates could be used to get some congestion management benefits.
- § Consider extending western terminus toward Stafford Road.
- § Consider when to implement tolling – whether it is before the bridge is widened and during construction or only after bridge widening has been completed.
- § There are limited public transportation and active transportation options adjacent to this concept and strategic investments in multimodal transportation would be needed to ensure success of this concept.

**Additional PAC comment on Concept E**

- § The overarching principle of congestion pricing as a tool should be to manage traffic demand, not generate revenue.
- § Consider population and employment growth to determine when system capacity is needed.



**Seek implementation of Concept C as part of a system-wide solution after pilot project performance evaluation OR move forward with Concept C as the top priority concept**



**Concept description**  
 § Convert all lanes on I-5 and I-205 to a priced roadway from the Washington/ Oregon state line to the I-5/I-205 interchange near Tualatin

**Location**  
 § All lanes of I-5 and I-205 in the study corridor

**Type**  
 § Priced roadway (toll all lanes in both directions)

**Federal pricing program**  
 § Value Pricing Pilot Program

**PAC support**  
 § Multiple PAC members indicated they would support Concept C as part of a larger system-wide (beyond I-5 and I-205) congestion pricing strategy for the Portland metro area.  
 § Other PAC members indicated that they would prefer implementing C first instead of a phased approach.

**Considerations**  
 § The termini for this concept should be evaluated in future analysis. When considering the termini, evaluate the potential of traffic diversion to the local street network.  
 § Availability of public transportation and active transportation options vary widely throughout the region and strategic investments in multimodal transportation would be needed to ensure success of a region-wide congestion pricing solution.

**Additional PAC comment on Concept C**

- § Several PAC members noted there needs to be more certainty that there will be investments made in public transportation, carpool/vanpool and bicycle and pedestrian infrastructure to move forward with any pricing concept.
- § Several PAC members commented that Concept C has the greatest impacts to safety on local roads and to low-income communities.
- § A comment was made to bring back “Option 4” for consideration. This was a reference to the round 1 evaluation concept that looked at adding new priced lanes (a fourth lane) the length of I-5 and I-205 between the state line and the I-5/I-205 interchange.
- § Public acceptance appears weak for residents in Southwest Washington.



**Do not advance Concept D forward for as a standalone concept**



**Concept description**

§ Price future additional third lanes in each direction currently planned but not funded for construction on I-205 from OR99E to Stafford Road, including widening of the Abernethy Bridge

**Location**

§ A single lane in both the eastbound and westbound directions of I-205 between OR99E to Stafford Road

**Type**

§ Priced lane (toll a single lane in each direction)

**Federal pricing program**

§ Section 129 of U.S. Title 23 or Value Pricing Pilot Program

**PAC support**

§ Multiple PAC members recommended Concept E be considered and evaluated with possible start and end points along the D corridor (See Concept E recommendation, page **Error! Bookmark not defined.**)

§ Freight reps noted concern that pricing a single lane prevents freight trucks over 10,000 pounds from benefiting from congestion relief in the tolled lane.

**Considerations**

§ Per vehicle toll price is noticeably higher than a toll- all-lanes concept.  
 § Concept D would not provide sufficient tolling revenue to fund the planned third lane of I-205 between Stafford Road and OR99E, including the Abernethy Bridge widening.

**Additional PAC comment on Concept D**

- § The priced lane option, as opposed to priced roadway, provides a choice for motorists that do not want to pay a toll and allows them to remain on the highway.
- § Does not generate enough revenue to pay for corridor widening based on estimated revenue.



## Do not advance Concept A forward



### Concept description

§ Convert an existing general purpose lane in the southbound direction, and the existing HOV lane in the northbound direction to a priced lane

### Location

§ A single lane in both the northbound and southbound directions of I-5 between NE Marine Drive and NE Going Street

### Type

§ Priced lane (toll a single lane in both directions)

### Federal pricing program

- § Northbound lane: HOV/HOT Lane Program (Section 166);
- § Southbound lane: Value Pricing Pilot Program

### PAC support

- § No PAC members requested to keep Concept A for further consideration.
- § Freight reps noted concern that pricing a single lane prevents freight trucks over 10,000 pounds from benefiting from congestion relief in the tolled lane.

### Considerations

- § Concept provided minimal congestion reduction.
- § Per vehicle toll price is noticeably higher than a "toll all lanes" concept.
- § Under existing state law, freight is prohibited from using the left-most lane, and as such would be excluded from the priced lane concept.

### Additional PAC comment on Concept A

§ The priced lane option, as opposed to priced roadway, provides a choice for motorists that do not want to pay a toll and allows them to remain on the highway.



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## D2. Summary of PAC discussion from PAC meeting 5

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# FINAL Meeting Summary: Policy Advisory Committee Meeting 5

**DATE:** May 14, 2018

**LOCATION:** ODOT Region 1, 123 NW Flanders Street, Portland; Conference Room A/B

**TIME:** 9:00 am – 12:00 pm

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### MEETING OBJECTIVE

- Shared understanding of the remaining Policy Advisory Committee (PAC) recommendation process
- Review and discussion of themes and priorities from PAC 4 and public outreach
- Review and discussion of findings from Round 2 concept evaluation
- Discuss initial draft PAC recommendation framework

### ATTENDANCE

Bernie Bottomly (TriMet), Brendan Finn (City of Portland), Tony DeFalco (Verde), Craig Dirksen (Metro), Phil Ditzler (Federal Highway Administration), Marie Dodds (AAA Oregon Idaho), Marion Haynes (Portland Business Alliance), Jana Jarvis (Oregon Trucking Associations), Gerik Kransky (The Street Trust), Anne McEnery-Ogle (City of Vancouver), Sean O'Hollaren (Oregon Transportation Commission), Eileen Quiring (Clark County), Curtis Robinhold (Port of Portland), Roy Rogers (Washington County), Vivian Satterfield (OPAL Environmental Justice Oregon), Paul Savas (Clackamas County), Alando Simpson (Oregon Transportation Commission), Kris Strickler (Washington Department of Transportation), Pam Treece (Westside Economic Alliance), Jessica Vega Pederson (Multnomah County), Rian Windsheimer (Oregon Department of Transportation), Park Woodworth (Ride Connection).

### AGENDA ITEMS AND SUMMARY

#### TOPIC: WELCOME AND AGENDA REVIEW

Facilitator Penny Mabie (EnviroIssues) led introductions and reviewed the Portland Metro Area Value Pricing Feasibility Analysis timeline, meeting agenda and meeting materials. She notified the PAC she would be calling on all members during the meeting discussion to make sure all voices were heard. Penny asked PAC members if they had any concerns regarding the meeting minutes.

**PAC Action: Meeting #4 summary was approved without change.**



Penny made a brief process note regarding the end of the PAC meeting 3 and the five concepts that were selected for the round 2 evaluation. At the end of meeting 3, Penny made note that there was not a consensus, which was to be expected as the PAC is not a consensus group. She then turned to Judith Gray, (Project Manager, Oregon Department of Transportation), and asked if she had received the necessary information to bring back to the technical team to inform the round 2 analysis. The intent of this question was to ensure Judith had the necessary input from PAC to allow the project team to move forward. Penny noted the PAC's input was heard throughout the PAC meetings and included in the selection process of the five concepts.

Penny introduced Judith Gray to provide an overview of the meeting process. Judith informed the committee that between PAC Meeting 5 and the final PAC meeting in June, the Oregon Department of Transportation (ODOT) staff's priority is to support the PAC and help inform their deliberations as the PAC comes to a recommendation. Judith outlined a framework for the PAC's recommendation: 1) recommendation context, 2) pricing recommendations (type and location) 3) priority mitigation strategies for further consideration, 4) other topics important to the PAC and 5) individual PAC member comments, which will be attached to the PAC recommendation without modification.

### **TOPIC: COMMENTS FROM PAC CO-CHAIRS**

- Thank you to the PAC members for their participation. There is a lot of passion on this issue; some are passionate with few words and others take more. The written option is there to encourage further participation and we will follow-up and look forward to hearing from everyone.
- This is a very important conversation. It is consuming a lot of time and there is a lot of energy, focus and attention on it. The Oregon Transportation Commission (OTC) and ODOT are making concerted efforts to keep many people informed and provide feedback on this process and how we move forward.
- The key is to be open at the table and keep the conversation flowing, which will hopefully carry onto more suggestions and input for the OTC meeting this Thursday, May 17.

### **TOPIC: PUBLIC COMMENT**

Penny opened public comment and requested 90 seconds per comment. She noted audience members are not required to make public comment; they can send emails to the PAC or submit a comment card in writing or online. Public comments included:

- Thank you for this time. I went to the open forums, which were informative, but they were not a place where we had an opportunity to speak. I'm taking time off to come here today and 90 seconds is not enough time to hear from the public. For me, congestion pricing is a burden shift to the people who have the least to give and those who live in the outskirts. These people are the ones who have the least control of when and what time they can drive. They will be the most affected. Second, congestion pricing does not solve traffic congestion. The





PAC should focus on educating drivers about behavior, such as tailgating and technologies like cruise control. Ultimately, this should be a focus on looking at mass transit, instead of adding lanes or reducing the number of cars. Also, the Westside Bypass would help.

- The North Clackamas Chamber of Commerce is generally in support of the concepts being talked about here. Traffic is an impediment to business in Clackamas County. Regarding the proposals, tolling all lanes on I-5 and I-205 is not the favored concept because it would shift traffic to alternative routes and surface streets to the detriment of the community. Pricing by hours and lanes seems to be the preferred avenue. All of this is clearly a means to get better capacity out of the system we have. Whatever funds are raised need to be designated to the additional lane on I-205.
- We are having this discussion because Oregon needed economic recovery in the 1980s. A Western Arterial Highway is the most sensible and effective solution when we look at the money dumped into tolling and adding lanes. HB 2017 mandated the OTC look at proposals for cost effectiveness, so I urge you to look at this and its cost effectiveness. Public transit could use this facility, as it would make connections. We could even do something like a Western Arterial Highway on the Eastside. We need to get this studied.
- I cannot support plans to toll all lanes on I-5 and I-205. In Seattle, the tolling cost is \$6.00 with a \$2.00 discount for those with a transponder. How much of this toll will go to the private tolling company? According to the Washington State Transportation Commission, they estimate 35 percent. According to Mandy Putney (ODOT): "Some of these scenarios might not raise much more than the cost to cover the operations of the tolling system." Then what is the point? Adding a tolled lane on I-5 and I-205 is the only option to relieve congestion, but option 4 (add a lane to I-5 and I-205) has been eliminated by staff. I urge the PAC to support option 4.
- How many cars need to be removed from I-5 and I-205? You haven't told us: why not? ODOT's Don Hamilton has been telling citizens this is about behavior modification. Let's have all public servant government employees modify their behavior. I'd like to see the 25 PAC members take a bold step and demand option 4 be added back. Abandon your Band-Aid and begin fixing the problem. Jana Jarvis said the trucking industry was promised added lanes. Do not kick the can down the road – the PAC is the one in charge. Band-Aids and behavior modification will not fix the issue.
- The North Clackamas County Chamber of Commerce has had numerous conversations about congestion pricing. Our organization supports the business community and our citizens. Adding a tolled lane is the solution to decrease congestion. Taking a shoulder for transit does not make common sense. The toll revenue needs to stay within the roadway that is tolled. Transparency, honesty and respect are important. We need to distinguish tolling versus congestion pricing. Last, the chamber is concerned about diversion safety.
- The only action to reduce congestion is congestion pricing. Freeway widening will work for a few years, but induced demand will take over. Please institute congestion pricing on our freeways, but it must be implemented equitably. Low-income mitigation must be included in the package, and we need better transit.



The funds need to be invested in better transit service to encourage a safe and convenient economic system. Oregon Goal 12 says a transportation plan must minimize adverse social and environmental impacts. Dedicating the funds to transit will accomplish that.

- The Association of Oregon Rail and Transit Advocates supports congestion pricing. However, we think the equity issue has not been addressed the right way. There is no bus service on I-205, but it is needed. Increased capacity should be in bus seats, not additional vehicles. ODOT should be paying for bus services because TriMet only has one line on the freeway; there is no all-day, 7-day a week service. Buses on the freeway could connect suburbs and benefit those too old to drive or who cannot afford to drive – and that’s an equity issue.
- Regarding the materials for today, some PAC members might think the impacts are not as bad as expected, some might think they are worse, some might not understand the analysis and some might not trust the analysis. I hope that you [the PAC] will continue the process and not give up because you do not understand it right now. We’ve tried all the tools, ODOT and WSDOT [Washington Department of Transportation] and others have added a great deal of capacity in these corridors and a lot of transit service and bike connections. We need to test this tool [congestion pricing] just like our peers have.
- From the Oregon Environmental Council, thank you for your hard work. Congestion has impacts on quality of life, our economy and the environment. It is a hidden tax on the economy. Many neighborhoods were destroyed by freeways. We all pay for freeways whether we use them or not. The Policy Advisory Committee must seek the best outcome for our most vulnerable communities. The most equitable and sustainable solution is putting a price on roadways during peak hours. Reducing congestion will clean our air, reduce our carbon footprint and keep our economies growing. Congestion pricing must also be accompanied by significant improvements on transit.
- The No More Freeway Expansion organization believes this work is the only way we will ever solve congestion. Expanding freeways has never worked. We should invest in decongestion pricing with the revenues put into transit investments. Our letter was signed by 250 people across the region. Folks are interested in air quality, climate justice and improving public health. ODOT is considering expanding freeways. This is an intergenerational theft issue. It may be difficult to tell your constituents but look to decongestion pricing in other cities. As soon as it was implemented, it had massive approval. This is one of many issues in the next few years. Thank you.
- Climate Solutions imagines an equitable northwest powered by clean energy. That’s why we are strongly supportive of this process and value pricing. Expanding capacity does not work. It did not work in Houston and Los Angeles. It is bad for drivers and the environment. Transportation is the single largest source of pollution in Oregon at 40 percent. Congestion pricing is an effective tool to reduce pollution. We encourage Oregon to be bold like those in Stockholm and London. We encourage the PAC to design solutions that prioritize communities of color and other historically marginalized groups. This is possible while also moving with urgency. The federal government is undoing emission standards and we



need the west coast to step up. Congestion pricing has the ability to improve lives by getting people out of traffic. Thank you for your efforts.

## TOPIC: PUBLIC PARTICIPATION UPDATE

Anne Pressentin (EnviroIssues) provided an update on public participation. There has been extensive outreach since PAC meeting 4 to inform and engage the public. More than 180 people attended 5 recent open houses (bringing the total to 8) and more than 6,500 visited the online open house. In addition, there was social media, news coverage and opportunity to comment via email. Results show similar themes to the winter engagement in January 2018. One theme is that congestion is a problem but there is disagreement about what to do about it: over half of the people who participated are already changing their travel patterns to avoid congestion. Most people who responded to the survey said they would try to find an unpriced route if roadways were tolled. Concepts that maintain an unpriced lane had generally more support than those that did not. Note that this survey is not statistically representative of the entire community. The full report is online and printed as part of the PAC member materials.

## TOPIC: MITIGATION STRATEGIES AND PRIORITIES

Penny introduced Kirsten Pennington (WSP) and David Ungemah (WSP) to present on mitigation strategies and priorities.

Kirsten outlined major mitigation themes from the PAC: special provisions for the low-income population, such as discounts, subsidies and cash-based options; improved transit access, affordability and availability – a change in behavior requires travel options; diversion strategies; and skepticism – the importance of demonstrating value and the need to monitor and evaluate the program post-implementation. Other issues include connecting revenue with congestion relief and transportation system improvements; regional congestion pricing analysis; planning for growth (by providing both transit and roadway capacity); and ensuring congestion pricing is designed for all users including those who may not speak English as their first language. PAC comments included:

- Add: We are looking to distribute benefits to the entire area that is impacted.
- Carpooling has been mentioned in several places but did not make it into the general description. I suggest adding one sentence on page 3, which says carpool and vanpool be expanded when transit cannot appropriately serve the commuter.
- Regarding the I-205 section: the mitigation language in the packet is quite vague as it relates to solutions. As someone who knows the geography and the landscape, we need to think ahead as the population changes and grows.
- Expanding capacity was mentioned on several occasions. Mitigating the surrounding communities for what they actually pay in tolls is a wise choice.
- First, mitigation for transit: add investments as well as new routes and services. Investing in transit infrastructure is important to clarify; those are the types of



investments we would like to see. Second, there is still confusion with adding lanes. In the models, there are projects assumed to be completed, including the I-5 Rose Quarter Improvement Project and the Abernethy Bridge widening (from Stafford Road to OR99E). That needs to be crystal clear. We are not talking about the roads as they stand today but as they stand in the Regional Transportation Plan (RTP). This includes transit investments, such as the Southwest Corridor LRT Project.

- Without increasing roadway capacity, there is very little value to Washington County. I appreciate the work but not adding [roadway] capacity is a nonstarter. The Rose Quarter, I-205 and Abernethy Bridge widening are critical to Washington County. If we are going to toll, what is going to happen with the tolls revenue? Without adding capacity all we can say is that this has been a wonderful educational experience.
- We might consider having free lanes during less congested times as a mitigation strategy for diversion. A key issue around the table is transparency; being very clear about what we are doing and where the revenues are going. Make sure a regional congestion pricing analysis is continuing and discussion about how we can potentially move that forward.
- I want to emphasize what I heard from public comment regarding the education needed for drivers, especially limited-English speaking populations.

Kirsten emphasized that PAC member comments have been consistent with public comments and input. Key themes from the public include: provisions for low-income communities; skepticism about whether pricing works; ideas about how and where to spend revenue; transportation capacity not keeping up with growth; and fairness is key.

David Ungemah (WSP) presented on potential mitigation strategies that align with themes from the PAC and the public. He began with a roadmap, which emphasized that the project is just beginning and there are mitigation considerations at numerous stages from a region and statewide planning process, and there are several places along the roadmap where a decision to not proceed with a pricing concept may be made. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- [Regarding the roadmap] is it possible to do a budget projection for all the exit points ["off-ramps" from implementing pricing]? This would have been helpful for the Columbia River Crossing project.
  - *That is difficult to estimate at this point in time, because it depends upon the scale and scope of the project. For example, if you are looking at using bonds, that takes high-level financial advisement and costly studies. Under this example, the answer is a few million dollars. Notably, at each of these stages the region can change direction and continue forward on a different path. For example, during the National Environmental Policy Act (NEPA) process, the region might come up with different alternatives that are equally desirable to the community. Even if this does not have a pricing component, the project can still advance.*



- If the PAC recommends a bistate solution, where would the constitutional limitations be addressed in the roadmap?
  - *The first place would be in the application to the FHWA. The value pricing team at FHWA headquarters has experience with this. For example, congestion pricing in Virginia is right at the Maryland border [Constitutional limitations would ultimately be addressed following the application to FHWA.]*
- Is Virginia the only cross-state example?
  - *North Carolina's program currently under construction is close to the South Carolina border.*
- [Regarding Technical Memorandum 4] where does the origin-destination data come from?
  - *Metro's regional travel demand forecast model, which Chris Swenson (WSP) will expand on when he presents the round 2 concept evaluation results.*

To address the first theme, "special provisions for low-income populations," David explained options including discounts, credits, subsidies and/or rebates on tolls; lifeline tolling registration, universal accounts; and cash-based accounts. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- Regarding the mitigation strategy to provide \$25 toll credits to those making over \$49,200: Can you explain these numbers?
  - *The example comes from Los Angeles, which has two facilities that feed into downtown and cross through communities with low-income populations. The Los Angeles board convened focus groups, and learned the initial seed money for a debit-based account was a burden for the unbanked population. The \$25 credit covers that initial cost. The \$49,200 number represents an income threshold to obtain credits for different households and income levels. In Los Angeles, a household with 4 people making less than \$49,200 qualifies for the one-time \$25 credit. In addition, riding transit also builds toll credits. This is a great way to encourage individuals to ride the bus when they can, but when they need to jump on the tolled system, they have credit.*

To address the theme, "improved transit access and availability," David explained options including new transit routes/services on priced roads; new/expanded Park & Ride locations; free High-Occupancy Vehicle (HOV) 2+ or 3+ use; more frequent bus service; transit rewards incentive program; benchmark peak period tolls with transit fares; and universal pass – link toll accounts with TriMet accounts.

To address the theme, "diversion strategies," David explained options including design to minimize unwanted diversion; traffic calming on impacted arterials and neighborhood streets; advanced traffic management; bans on heavy vehicles from



neighborhood streets; and improvements for transit, pedestrian and bike infrastructure. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- When diversion is discussed, I never get a very good sense of the extent of diversion. I heard the comment that people divert because of congestion. There are also apps with a system telling individuals about tolls and how to avoid them. It seems the potential for diversion is significant. Understanding the extent of diversion would be helpful.
  - *In terms of diversion, there are positive and negative diversions. Less desirable is route diversion. The definition of diversion changes throughout the process. At this point, diversion refers to route diversion, which requires detailed data analysis to fully understand. During the NEPA scoping process, a refined understanding of diversion would help us understand how travelers are traveling through and within the network.*
- All pricing strategies will be refined during NEPA, but a better understanding of diversion would be helpful. We need to appreciate the opportunities that exist under value pricing through tolling to generate revenues. I don't know if the group understands this opportunity.

To address the theme "other considerations: connecting revenue with congestion relief and system improvements," David explained options including infrastructure trust fund – e.g. expand capacity, in-line bus stations, Park & Rides, arterial enhancements, multi-modal/multi-use, active traffic control, demand management and shared mobility services); and user-oriented policies, such as revenue dividends and FAIR lane distributions.

To address the theme "other considerations: making sure pricing works," David explained skepticism often increases until congestion pricing projects are implemented and can demonstrate success and transparency. He provided options including trial/pilot systems, performance standards, monitoring and reporting and partner coordination.

## **TOPIC: KEY FINDINGS FROM ROUND 2 CONCEPT EVALUATION**

Penny introduced David Ungemah (WSP) and Chris Swenson (WSP) to present key findings on the five concepts from the round 2 concept evaluation. David explained these concepts were selected because they have positive levels of cost effectiveness. Note that they have different effects. Concepts A through D are meant to relieve congestion. While Concept E has the benefit of relieving congestion, it was tested for revenue potential and provides a perspective on how to complete the system in terms of what has been funded.

Chris Swenson (WSP) explained key findings and considerations for each concept.

### **Concept A: Northern I-5 Priced Lanes**



Key findings include: minimal congestion reduction; limited diversion; revenue and capital costs are relatively low; maintains two unpriced lanes in each direction but has the highest toll amount per vehicle. In the model, the average toll per mile is \$1.45 in the AM peak, \$1.05 in the PM peak and \$0.34 daily. Per trip modeled toll rates were around \$5.00 in the AM, and about \$3.60 in the PM. It is critical to remember that these toll prices are not proposed toll rates, rather they are used to compare the concepts in the model. The toll price also reflects that pricing only one lane makes the per vehicle toll higher. Considerations include: mitigation strategies for land locked areas; FHWA HOV/HOT lane program for the northbound lane and FHWA Value Pricing Pilot Program for the southbound lane. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- When we talk about the toll prices, this is not what is being proposed. This is what is being used in the models and used to evaluate the concepts.
  - *That is correct.*

### **Concept B: I-5 Priced Lanes – Toll All Lanes between Going St./Alberta St. and Multnomah Blvd.**

Key findings include: congestion reduction and time savings; travel time savings to area Title VI/Environmental Justice communities; modest diversion with increased vehicles per lane per hour on I-5; and a dense network of transit and multi-modal facilities. Considerations include: mitigation strategies could include increased transit service, low-income toll rates and other strategies; and FHWA Value Pricing Program. In the model, the average AM peak hour toll per trip for Concept A is about \$5.00 whereas for Concept B the average AM peak hour toll per trip is \$2.02. For Concept B, the average PM peak hour toll per trip is \$1.55 and the average daily toll per trip is \$0.78; the daily average toll per mile is \$0.34.<sup>1</sup> These toll prices are not proposed toll rates, rather they are used to compare the concepts in the model. The potential annual gross toll revenue estimate for Concept B is \$50 million (in 2017 dollars).<sup>2</sup> PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- Comparing Concept A to Concept B, it seems the cost is higher because the administration cost is the challenge. What is the administrative cost and how is that evaluated – on a per mile or per area? Is there some kind of scale?
  - *At this point, we are not deciding how this could be implemented, so we do not know the exact cost. In general, the more tolling transactions you have, the less each transaction will be. For example, if you go from tolling 10,000 to 100,000 vehicles, the per vehicle transaction cost will drop. However, the overall administration costs will increase.*

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<sup>1</sup> This was a misstatement. The modeled daily average toll per mile for Concept B is \$0.10. Concept A has a modeled daily average toll per mile of \$0.34.

<sup>2</sup> Portland Metro Area Value Pricing Feasibility Analysis, Round 2 Concept Evaluation: Technical Memorandum 4



- Can you tell us how the model evaluates travel time savings?
  - *The model looks at time savings by area. The project team generated a heat map, which shows travel time savings. Metro uses a MCE (Multi-Criteria Evaluation) tool that makes specific evaluations of areas that have higher average concentrations of Title IV and low-income residences than the metro-area.*
- Was I-405 considered in the modeling? I'm thinking about the impacts of diversion and how it might breakdown the system in downtown Portland.
  - *No. However, because we saw traffic increases on I-5 compared to the baseline, I'm not positive that indicates we will have a major diversion issue.*
- The tolling is proposed to start on Going Street, so a lot of the diversion could clog up I-405 north of I-5.
  - *To your point, trips would only be avoiding one toll collection point.*
- The diversion would be outside of the toll area.
- The assumed toll price for each concept except for Concept E is a per mile toll, correct?
  - *Yes, there is not a cordon toll in the models. For Concept B: the per mile toll in the model is much lower than in Concept A.*

### **Concept C: I-5 and I-205 Priced Roadway – Toll All Lanes**

Concept C is much more complex than Concept B. Performance metrics would be used to tune the system to have the desired effect. Key findings include: greatest regional congestion reduction and travel time savings; enhanced jobs access for Title VI/Environmental Justice communities; high probability of diversion, which could be minimized with dynamic tolling; and transit and multi-modal facilities can serve as alternatives, though accessibility varies. Considerations include a phased implementation; mitigation strategies could include increased transit service, low-income toll rates and other strategies; and generates the largest amount of revenue compared to other concepts. Overall, under Concept C the system is operating much more efficiently than currently and would continue into 2027. In the model, the average toll per trip is about \$3.25 in the AM peak, \$3.15 in the PM peak and \$1.39 daily; the average toll per mile is \$0.38 in the AM peak, \$0.37 in the PM peak and \$0.17 daily. These toll prices are not proposed toll rates, rather they are used to compare the concepts in the model. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- Which routes would be most impacted by those trying to divert around the tolls?
  - *That is difficult to say because at this time the modeling only details net diversion. The model is showing us three to five percent net diversion. Diversion would logically impact the parallel routes closest to the tolled facilities. We cannot tell you which route will have the most significant impact. Overall, we are looking at significant reduction in hours traveled and we should have a much better performing network than we do today.*





- Why is the impact on freight throughput so modest in all concepts? There is a surprising difference between freight and vehicle throughput. Travel times for freight is greatly reduced, but throughput increase is modest.
  - *We are seeing a normal balance between tolls and decreased travel times. We are trying to balance the cost of a toll and the value of travel time savings. In addition, the model has a set number of trips, so that creates limitations.*
- With Concept A, you are not seeing an increase of C-TRAN travel trips.
  - *Correct.*
- When you looked at diversion, did you do an analysis of how diversion would impact existing transit?
  - *The modeling is a high-level analysis. The model does not go into the detailed level of route assignments. That detailed level of modeling, which goes from macro to micro level and microscopic analysis, would be very appropriate in the next step of the (NEPA) analysis. At this broad level, we ask, how would this work as a system? Then we can get into the details during subsequent steps.*
- Regarding the three to five percent diversion - under this option, the round 1 evaluation showed 80,000 trips diverted: is that 80,000 option part of the three to five percent?
  - *We would take a deeper look at diversion in future planning phases.*
- In defining "good" and "bad" diversion, can you explain what definition you are using?
  - *In this context, diversion means "net diversion," in terms of the amount the throughput is dropping in that segment.*

#### **Concept D: I-205 Priced Lane – OR99E to Stafford Road**

Key findings include: minimal congestion reduction; minimal diversion; few transit and multimodal travel options; and maintains two unpriced lanes in each direction, but toll amount per user would be higher. Considerations include FHWA allows tolling outright due to added capacity. In the model, the average toll per trip is about \$5 in the AM peak, about \$2.75 in the PM peak and \$1.21 daily; the average toll per mile is \$1.05 in the AM peak, a little over \$0.50 in the PM peak and about \$0.15 daily. It would raise an estimated \$20 million in annual revenue, which would cover its toll collection costs only. These toll prices are not proposed toll rates, rather they are used to compare the concepts in the model. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- Would the toll support construction of the third lane?
  - *The \$20 million is the total gross revenue. It would not support construction.*
- The toll price is what the model is showing relative to the other concepts. This is not the proposed toll.
  - *Correct.*

#### **Concept E: Abernethy Bridge Priced Roadway (tested for revenue potential)**



Key findings include congestion reduction and travel time savings for drivers on I-205; some traffic diversion to I-5, particularly freight; and probability of diversion to local facilities. Considerations include mitigation strategies needed, such as increased transit service, low-income toll rates and others. The concept would likely generate sufficient Abernethy Bridge project funding and a portion of the funding for the planned third lane on I-205. Concept E would generate about \$50M per year which, if bonded, would potentially cover the construction expense for the Abernethy Bridge rehabilitation and bridge widening as well as some, probably not all, of the new lane on I-205 between Stafford Road and the eastern terminus of the bridge. These revenues are not based on proposed toll rates, rather they are used to compare the concepts in the model. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- I was a little disappointed in this because of the way this model had to be done. The freeway has two lanes today and the model makes it three. The report is a little misleading, but the revenue generation piece was very informative. Did you consider looking at this with something like the Rose Quarter to manage both corridors?
  - *No, a comparable revenue analysis was not done for the Rose Quarter.*
- I struggled with Concept D and Concept E. These seem to be revenue generating concepts. That piece is needed for revenue generation, not for congestion pricing.

The consultant team provided the following recommendation:

- Concepts A and D not move forward in analysis.
- Initial implementation of Concept B as pilot pricing program, coupled with performance monitoring to evaluate success and scalability;
- Consider implementation of Concept E concurrent with Concept B to balance the system;
- After assessing performance of initial pricing project (assuming successful evaluation), consider implementation of Concept C in phases with comprehensive system analysis; and
- Develop mitigation strategies for low-income and adjacent communities.

## **TOPIC: PAC INITIAL RECOMMENDATION(S) DISCUSSION**

Penny facilitated the discussion, walking the PAC through each piece of the consultant team's recommendation. She noted that it is ultimately the PAC's recommendation that will be forwarded to the OTC, but that the consultant recommendation would be used as a starting point for discussion. Chris Swenson (WSP), David Ungemah (WSP) and Kirsten Pennington (WSP) provided answers to clarifying questions throughout discussion.

*\*See attachment for a transcription of flip-chart notes taken during the meeting.*



**Recommendation topic:** Do not implement concept A or D. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- I am comfortable not implementing A or D. However, don't lose the thought of looking at Concept D tolling limits with Concept E.
- When we looked at Concept E, we talked about paying for the bridge. I need to understand what part of the bridge we are paying for.
  - *We would get to that further in the process. Again, all the toll prices will change. These prices and the revenue they generate are used in the modeling to compare concepts.*
- If we are going to build a new bridge, we need to add a third lane.
- I would like to see Concept D and Concept E together.
- I do not want to discard A or D, nor am I proponent of A or D. However, I do not want to take a priced lane concept off the table. In concept C, we are creating the problem of diversion by tolling all lanes.
- It seems Concept A and D address a supply-side issue. This issue exists in A or D, and not in the other concepts.
- I support removing A or D.
- I support not implementing Concept A, but agree with the previous comments regarding Concept D.

Judith Gray (Project Manager, ODOT) requested PAC members display thumbs-up in support of or thumbs-down in opposition to the consultant recommendation, "do not implement Concepts A or D." Of those PAC members who participated, many were supportive of the consultant recommendation, "do not implement Concepts A or D." However, many of the comments bulleted above to retain Concept D when considering Concept E were made after the thumbs-up/thumbs-down assessment was made.

**Recommendation topic:** Initial implementation of Concept B as pilot pricing program, coupled with performance monitoring to evaluate success. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- Concept C has strong performance. If we move towards Concept B, I'm curious to see the connection between a successful pilot in Concept B and Concept C.
- I would like to see the modeling on origin-destination data on Concept B.
- Does the initial implementation of Concept B mean that Concept C would not be further modeled?
  - *Concept C could still exist in a regional system plan. In terms of the NEPA analysis and next steps, Concept B would be the only concept moving forward in the consultant recommendation.*



- Moving forward with Concept B: we have heard loud and clear there is a strong interest in considering planning efforts for an expanded model, not just Concept C, but region-wide. That concurrent effort is going to be something we are doing moving forward.
- One consideration is to look at the diversion on N Lombard Street, and whether you could extend the starting point further north.
  - *As we get into more detailed travel demand modeling that would be an appropriate time to analyze extending the starting point.*
  - *It is very useful to hear this type of idea from the PAC. The discussion the PAC has now will inform the recommendation to the OTC, even though this topic will be dealt with at a further stage in the process.*
- Relative to Concept B and more generally: I am getting nervous about the lack of clarity and certainty in terms of reinvestment in transit. I'm hearing a lot about how the model looks at existing transit. In my mind, none of these concepts can go forward without the certainty of investments in transit. Second, I appreciate the efforts of staff to hear the mitigation strategies in terms of low-income. I want to go further than mitigation and create a system that inflicts no harm.
- I want to clarify that HB 2017 called for expansion of I-5 through the Rose Quarter.
  - *Correct. The I-5 Rose Quarter Improvement Project is included in the model.*
- I question the transit capacity to take any additional trips. I am also concerned about the diversion onto I-205. For Concept B to move forward, I would want some sort of tolling on I-205 to be considered.
- From a Port of Portland context, we like to look at the long game: Concept B should be considered as just a piece of how you get to Concept C. We want to look at the 20- or 30-year vision.
- My communities largely reside east of I-205. While I do agree that the long game is necessary, I also think we need to note the high crash corridors near I-205. The transit does not exist around I-205. In speaking for my constituency, I do support Concept B due to the transit options in that area, although I am supportive of Concept C as we move forward.
- In Concept B, there is dense transit. I want to make sure we are not only relying on the anticipated transit in 20 years in the RTP but considering what is required to implement congestion pricing.
- On the west side of the Willamette, the Southwest Corridor light rail planning will be a huge opportunity to give people alternatives.
- Point of clarification: the way the bullet is written looks like you are planning to bypass the operational analysis and go straight to the implementation pilot.
  - *That is due to poor language in the slide. All the steps in the roadmap – with changes depending on the level of complexity – will be followed.*
- It looks like Concept B may cause diversion from I-205 to the I-5 corridor because I-5 performs better. What is the scale of that and how can we address it?
  - *In terms of scale: a couple percentage points. This diversion caught me by surprise as well, until I considered the details. Relieving congestion on I-5 encourages people to divert from I-205 to I-5, especially since the I-205 corridor is a longer route for many trips.*



**Recommendation topic:** Consider implementation of Concept E concurrent with Concept B. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- From a system management concept, I like the idea of being able to manage both corridors. ODOT does that today with variable message signage, which provides information on which route will be the fastest. I like the idea of continuing this strategy.
- As I understand Concept E, it is meant to generate revenue and build infrastructure. One thing I highly value is talking about congestion pricing as a tool to manage congestion on the roads. I do not want to see our region getting into the habit of using tolling to widen freeways. I am not supportive of moving forward with Concept E.
- I am supportive. We cannot think our population is static, as well as our business community. If things are static, no added capacity is merited.
- When we discuss and analyze priced lanes, we are looking at a restriction for freight. My concern is that congestion pricing should not increase the throughput of I-5 and I-205 with a priced lane that excludes freight.

**Recommendation topic:** After assessing performance of initial pricing project (assuming successful evaluation), consider implementation of Concept C in phases with comprehensive system analysis. PAC member discussion included:

- I like the idea of considering Concept C, but I would prefer to look at a larger area than Concept C. What about diversion to OR 217? We should be having that conversation.
- I realize Concept C is beyond the limits of what we can do this year. There needs to be a larger analysis. I also appreciate the roadmap that David provided, which shows how long the road is going to be before we get to tolling. I am very supportive of a larger analysis. I would like the language to be modified to indicate that this would be a region-wide system analysis. This analysis would be after the recommendation to the FHWA but before tolling is implemented.
- Concept C has the greatest impacts to safety on local roads and to low-income communities. The goal is to reduce congestion. I support bringing back option 4 (from the round 1 evaluation – add new priced lanes the length of I-5 and I-205 between the state line and the I-5/I-205 interchange) for consideration, because it has the most promise for congestion relief.

**Recommendation topic:** Develop mitigation strategies for low-income and adjacent communities. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- I have been very pleased to hear conversations around the table on this topic. I would like to emphasize to the PAC that increased transit has to be part of the



package. This cannot just be a mitigation strategy; it has to be part of the package.

- I strongly agree with the support of enhanced transit as long as it includes carpools and vanpools.
- I would like to have on the record that we need to look at mitigation strategies for the entire region.
- Will we have time to add to and adjust these mitigation strategies?
  - *Yes. The purpose of today's meeting is to discuss ideas on mitigation strategies and discuss an initial recommendation, both of which we can bring back to the next PAC meeting for discussion.*
- Looking at where Concept B would start and stop (termini): I remain concerned about diversion on local roads, including SW Barbur Boulevard and NE Martin Luther King Boulevard. At this point, I have a hard time understanding how diversion is mitigated. There is a fair amount of transit. I support moving forward with this, but the devil is in the details.
- TriMet is in the midst of doing outreach for HB 2017. That legislation points towards a concentration of new services for low-income and minority communities where they live, which is not exactly in line with tolling mitigation. It is a different lens, even though we want to mitigate the impacts of tolling on low-income and minority communities. We are not looking at corridors that parallel these toll corridors. That would have to be another conversation.
- Since I am not going to be at the next meeting, I would like to know how you are going to solicit PAC opinions and recommendations for the next meeting. Should we provide something in writing?
  - *ODOT staff will be in touch with PAC members to decide what will be best for the PAC. That is how we structure these meetings - to allow for PAC discussion. We will continue to do that and that is our priority. We are here to help the PAC receive the necessary input to make a recommendation to the OTC.*

**Recommendation topic:** Other issues important to the PAC, including the need for future system-wide pricing analysis; need tolled freeway capacity (transit and roadways); and specified use of revenues. PAC member discussion included:

*Project team clarification and responses are indented and italicized.*

- All the transportation systems need to grow: bicycle, pedestrian, transit and vehicle. We need to look at our entire transit system and the economics in a growing economy with a growing population.
- We need to increase transit on our freeways and increase transit in the corridors. This does not fall under freeway capacity, but rather a different approach.
- Regarding the need for a system wide analysis, we need to identify that we are not just interested in money, but rather system wide operations. To make it clear to everyone, we need to express how we want to make the system better.
- When we do the analysis on value pricing, we need to look at the most impacted areas to identify specific projects and work with our partners to prioritize projects to mitigate diversion.



- I agree with the three issues that have been identified as “important to the PAC.” We have heard about a system-wide approach from Washington residents. Concept C is a more directed analysis.
- On the point about capacity, it is about system capacity.
  - *As a project team, we agree that capacity is about system capacity, not just freeway capacity.*
- The I-5 bridge needs to be part of the analysis.
- As part of the process, we need to make sure we continuously get public input.
- As one of three PAC members from north of the Columbia River, I want to say that 70,000 people commute from SW Washington on these freeways, and they pay Oregon income tax. I would like to add that we need some sort of mitigation for those commuters. Even if it is not total compensation, they need some ability to be compensated for that additional cost.
- When we look at future pricing and dig deeper into Concept B, are we also taking into account statewide growth and freight movement outside of this region? When the Joint Transportation Committee traveled the state before HB 2017 passed, they found that Portland area congestion was a concern statewide.
  - *We will look into the modeling results and if there is information about statewide freight movements under each concept, we will bring the information back to the next PAC meeting.*

## TOPIC: NEXT STEPS

Penny concluded PAC 5 by outlining the next and final PAC meeting on June 25, when PAC members will be receiving draft recommendations based on discussion from this meeting. At PAC 6, recommendations to the OTC will then be finalized after PAC discussion. Commissioner O’Hollaren and Commissioner Simpson closed the meeting with final comments:

- Thank you to everyone. A lot of voices have been heard and there are a lot of options. We need to consider the impacts and do our best to be prepared for the unintended impacts. Transit and carpooling and creating options is important so that we aren’t discriminating geographically and focusing on Title IV and low-income.
- All of this does not come cheaply. All of it costs money and investment. It should be a user-based system, where those who use the facilities pay.
- The OTC will be looking bigger picture to understand where we want to go in the long-run.
- No option is easy, nor is it inexpensive. No matter what we do, we will not have enough money to pay our way out of congestion given our population growth.
- I appreciate the input, time, consideration and different points of views.
- Lastly, it has been great working with Brendon from the City and we look forward to working with him in his new capacity in the Governor’s office.
- Capacity and diversion will be ongoing conversations given our growth rate and current constraints. We never planned for this type of population to exist in our urban environment. The key is to come up with pragmatic solutions.



- This is the first mile to a marathon. We have a lot more work.
- I want to circle back to the comment about the Band-Aid. This is not solely a Band-Aid to transportation alone, but also housing, jobs, education, products and services. As easy as it is for us to advocate for our own goals, aspirations or constituents, we have to keep a broader lens on how this region impacts those factors to create an equitable and prosperous ecosystem that we share.

**The meeting was adjourned at 12:00 pm.**





## Attachment: PAC 5 flip-chart notes – discussion of consultant recommendation

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### Consultant recommendation: Do not implement Concepts A or D:

- As you move forward with Concept E should also consider Concept D in the future
  - The PAC noted two different ideas: (a) consider tolling all lanes the length of Concept D instead of just on the Abernethy Bridge; (b) consider tolling just one lane the length of Concept D to offer choice
- If we are going to build a new bridge, need to add third lane
- Not comfortable with discarding the priced lane option (e.g. Concept D) – due to lower impacts to low income populations and diversion to local streets
- Concepts A and D address the supply side more than others, whereas Concept E adds capacity
- Agree with not implementing Concept A but need to consider Concept D in future
- Many thumbs up on agreeing with this recommendation

### Consultant recommendation: Initial implementation of Concept B as pilot pricing program, coupled with performance monitoring to evaluate success:

- Needs model origin / destination of travelers for Concept B
- Consider broader planning (beyond I-5 and I-205)
- Consider diversion near Columbia/Lombard during future analysis
- Lack of clarity and uncertainty about investment in transit or where the revenue goes, need this certainty before this Concept goes forward
- Go further than mitigation for low-income, need to adopt a comprehensive no-harm approach and there need to be benefits
- This assumes the additional capacity at Rose Quarter
- Capacity issues with transit already
- For Concept B to move forward, need to consider some form of tolling on I-205
- Starting with Concept B then moving to Concepts E and C seems reverse/backwards, need to determine longer-term goal and then look at these pieces as stepping stones to achieve longer-term goal
- Agree long-term goal is important. I-205 is a high crash corridor, without additional transit there is a danger on local streets from diverting highway traffic. Supportive of Concept B but need to consider Concept C
- Need to consider diversion increases -- good and bad in this context
- Southwest Corridor Light Rail Transit planning was considered in conjunction with all concepts
- What is the scale of diversion back to I-5?
- Where would you start or stop on this option (termini)?
- Must consider diversion, i.e. onto MLK where there are few redundancies in the system. Must consider transit and transportation options

**Consultant recommendation: Consider implementation of Concept E concurrent with Concept B:**

- This provides for system management across both corridors and is an opportunity as well to complete a needed project
- Congestion pricing is a tool to manage demand and demand management should be the overarching principle. Therefore, not supportive of this approach, as it is a revenue-generating option, not demand management
- The population is not static, need to think about long term growth and the long-game, and the goal is reducing congestion
- Pay attention to whether traffic being diverted, and low-income impacts can be avoided
- Should keep a priced lane option on the table instead of just tolling all lanes in this area
- Priced lanes often exclude freight – cannot make freight impact worse with a priced lane option

**Consultant recommendation: After assessing performance of initial pricing project (assuming successful evaluation), consider implementation of Concept C in phases with comprehensive system analysis:**

- Need a more comprehensive look at the entire system, a need to look at the broader system in this recommendation
- Continue a larger regional-area study, post-December 2018 and before regional implementation of tolling
- Greatest impact on diversion and safety impacts on local roads and low income; need to pay attention to these impacts

**Consultant recommendation: Develop mitigation strategies for low-income and adjacent communities**

- Emphasize to OTC that increased transit service and access be a key recommendation (should be included as part of project scope)
- Strongly agree with increasing transit – as long as it includes vanpools and carpools
- Need to consider communities and benefits to transit north of the Columbia River
- Constitutional limitations must be addressed, especially for transit benefits
- HB 2017 resource for transit, and mitigations for low income is not being looked at in parallel with tolling. This needs to be separate work
- Details matter

**Other topics:**

- Agree with slide content
- Population is continuing to grow, need to consider the system, some people will always drive, need to consider the economics of growing population
- Increase transit on freeways, also increase overall transit on local streets
- System wide operations analysis is needed – how to make operations better at an entire system level; I-5 bridge replacement should be part of this analysis
- Should identify projects and prioritize funding for the entire system



- Look at areas most impacted, work regionally and systemically to manage impacts through funding, infrastructure, and transit
- Washington residents would want to know why Concept C, will need a system-wide analysis to answer
- Need more system capacity in many forms, not just freeways; need transit and all modes
- Public participation and transparency must be included
- Oregon income tax is paid by Washington residents and financial mitigations should be considered for those in Washington
- Taking into account growth outside of this regional area. Traffic from other parts of the state/region all have to travel through this area, this study needs to consider interstate travel



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## **ATTACHMENT E: SUMMARY OF PAC DISCUSSION AT PAC MEETING 6**



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The draft meeting summary for the sixth PAC was transmitted to PAC members via email on July 27 with the request for comments or proposed edits by noon on July 29. Comments and proposed edits were received from a few PAC members and the meeting notes were revised as necessary.

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## FINAL Meeting Summary: Policy Advisory Committee Meeting 6

**DATE:** June 25, 2018

**LOCATION:** ODOT Region 1, 123 NW Flanders Street, Portland; Conference Room A/B

**TIME:** 9:00 am – 12:00 pm

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### MEETING OBJECTIVES

- Finalize PAC recommendation regarding concepts, mitigation measures, and other issues for inclusion in PAC recommendation to Oregon Transportation Commission
- Recognize conclusion of the PAC's charge

### ATTENDANCE

Bernie Bottomly (TriMet), Craig Dirksen (Metro), Phil Ditzler (Federal Highway Administration), Marie Dodds (AAA Oregon Idaho), Matt Grumm (City of Portland), Chris Hagerbaumer (Oregon Environmental Council), Marion Haynes (Portland Business Alliance), Jana Jarvis (Oregon Trucking Associations), Gerik Kransky (The Street Trust), Anne McEnery-Ogle (City of Vancouver), Sean O'Hollaren (Oregon Transportation Commission), Eileen Quiring (Clark County), Roy Rogers (Washington County), Paul Savas (Clackamas County), Alando Simpson (Oregon Transportation Commission), Kris Strickler (Washington Department of Transportation), Pam Treece (Westside Economic Alliance), Jessica Vega Pederson (Multnomah County), Rian Windsheimer (Oregon Department of Transportation), Park Woodworth (Ride Connection)

### AGENDA ITEMS AND SUMMARY

#### TOPIC: WELCOME AND AGENDA REVIEW

Penny Mabie (Facilitator, EnviroIssues) welcomed the Policy Advisory Committee (PAC) to the sixth and final Value Pricing Feasibility Analysis PAC meeting. Penny outlined the meeting materials, led introductions, and reviewed the meeting agenda and Value Pricing Feasibility Analysis timeline. She asked the PAC members if they had any changes to the meeting #5 summary.

**PAC Action: Meeting #5 summary was approved without change.**



## TOPIC: COMMENTS FROM PAC CO-CHAIRS

- Thank you for your time and engagement. We look forward to listening and engaging with you all today.
- Please provide as much time as possible for public comment.

## TOPIC: PUBLIC COMMENT

Penny welcomed public comment and asked that commenters limit their comment to two minutes. Public comments included:

- Portland has the worst congestion in the nation and 35 bottlenecks. You have not told us how ODOT will fix this. We have congestion because we have not increased capacity and our population growth has doubled. Tolling will cause diversion and accidents in the neighborhoods and I feel this entire process has been a sham.
- I have been a longtime (30 years) proponent of congestion pricing. I hope the goal is to maximize vehicle throughput of existing lanes not to maximize revenue; toll rates should be set to do that. Second, I suggest a different option: price all of I-205 from the river to Wilsonville because it is long enough to generate evidence that congestion pricing works and it would leave I-5 unpriced.
- Thank you for your time on this project – it is great work. Another idea: rather than recommending Concept B as an implementation path, look at a variety of ways by starting with an initial subset of entrance ramps. That idea could be expanded and then converted to a mileage-based system. This would be efficient and publicly acceptable. I agree with tolling for operation rather than revenue.
- There is no option to price the entirety of I-205. I live in the I-205 corridor, and think this pilot project would benefit the rampant congestion in the area. You would also give tolling authority to end the program if it does not provide results. When people see how well tolling I-205 works, they will be more willing to see it implemented elsewhere in Portland.
- I want to draw your attention to an aspect of congestion pricing: how value priced roads would benefit the poor. People say it is unfair to make people pay for roads that were once free. However, there are several aspects of the current system that are unfair: the cost of congestion makes a larger dent in a smaller paycheck. Congestion pricing would result in faster commute times for the poor who take transit, and save time and money and reduce auto emissions for those living close to the freeway.
- I am generally opposed to tolling because the alternatives do not pay their way and motorists subsidize them. The revenue should go to capacity. We need to make the bicyclists pay, and if that includes tolling bicycle lanes, let us do that. We cannot build our way out of this growth. Maybe we ought to look at what Trump is doing and build a wall around Portland or at least divert I-5 around Oregon.





- Increased capacity could meet our freight needs. Freight is expected to increase by 75 percent by 2030. Population growth is real, too. We do not need a dilemma between capacity and transit. The Western Arterial Route is well studied, would have advantages for freight, commuters and transit and is affordable and provides choices.
- We have serious concerns about diversion into the Overlook neighborhood associated with Concept B. North Portland has higher rates of young, diverse (race and ethnicity), lower income and car-dependent households. Without mitigation, Concept B would place costs on households in the neighborhood and cause safety issues. We are not opposed to tolling, but we are opposed to creating a situation that will cause people to divert into Overlook and North Portland.
- Thank you for your work; West Linn recently had multiple presentations from ODOT. West Linn is going to be greatly impacted. At the ODOT Open House, I got different answers to my question about when and how widening will be paid for. This is a dilemma. I am not anti-tolling, but the PAC needs to put a lot of thought into this and please consider West Linn in the process.
- I am in favor of congestion pricing, although I have concerns about diversion, as a bicyclist. I would like the revenue to go to bus connections, neighborhoods and alternative mode commute routes, which would help alleviate diversion and reduce congestion. In Washington County, renters who are car free must pay for a parking spot and road widenings, which do not benefit them and preserve our climate for future generations.
- I cross the bridge and get on the MAX to get to work in Hillsboro from Vancouver. If you toll the bridge, I would have to pay a toll to ride the MAX. A long-term solution is to build another bridge. I do not think big Portland clients – Nike, Intel, banks, trucking – want a toll on federal bridges. Billions of dollars come across that bridge, and tolling will take money away.

## **TOPIC: DRAFT PAC RECOMMENDATION TO THE OTC (DISCUSSION/DIRECTION)**

Penny outlined the next agenda item. Penny said that this portion of the meeting will begin with a presentation from Kirsten Pennington (WSP) to introduce the Draft PAC Recommendation to the Oregon Transportation Commission (OTC) discussion. After that, Penny said she will lead the PAC in a discussion on the Draft PAC Recommendation to the OTC.

### **Part 1 – TOPIC: DRAFT PAC RECOMMENDATION TO THE OTC (DISCUSSION/DIRECTION)**

Penny introduced Kirsten Pennington to outline the Draft PAC Recommendation to the OTC by section. The Draft PAC Recommendation to the OTC does not yet reflect the PAC's meeting 6 (June 25, 2018) discussion and will be revised to incorporate that discussion. The Draft Recommendation to the OTC represents what the project team has heard from the PAC thus far, especially during PAC meeting #4, when the PAC discussed mitigation strategies, as well as PAC meeting #5, when the PAC began forming a recommendation for OTC consideration.



**Section 1:** Context of the recommendation to the OTC. Key components include:

- The legislation requires the OTC to submit the proposal to the Federal Highway Administration (FHWA) by the end of 2018. The role of the PAC is advisory to the OTC.
- The OTC does not require PAC consensus. Minority opinions are welcomed and will be captured and given to the OTC.
- Further planning, analysis, mitigation development and public engagement will be conducted. There is a lot to come in terms of specificity in the mitigation discussion.
- This recommendation is the first milestone in a longer-term process.

**Section 2:** Mitigation priorities. This was part of the PAC charter. Key priorities heard from PAC members and the public include:

- Improved public transportation and other transportation options are essential strategies for equity and mobility. Overall, congestion pricing is intended to improve mobility and provide benefits.
- There is more work needed to identify specific strategies to mitigate impacts. Special provisions need to be considered for Environmental Justice (EJ) populations, including low-income communities.
- Diversion strategies should be designed to minimize and mitigate negative impacts where necessary.

**Section 3:** Recommended pricing concepts. This was part of the PAC charter. Key components include:

- The consultant team provided a recommendation to the PAC at PAC meeting #5, which included 3 components for pricing concepts that warrant further traffic revenue, public involvement and environmental analysis: initial implementation of Concept B (pricing all lanes on I-5 between Going to the Sun and Multnomah) and Concept E (pricing all lanes on I-205 on the Abernethy Bridge, including the planned future additional lane in each direction); longer-term implementation of Concept C (pricing all lanes on I-5 and I-205 from the state line to their interchange near Tualatin) as part of a larger pricing analysis; and ensuring that the initial implementation is in conjunction with mitigation strategies.
- The PAC members provided some comments at PAC 5 on the consultant recommendation, including: pricing is a way to add capacity; pricing is a way to avoid adding capacity; support Concept C as a vision and identify Concept B and/or E as first step; support for Concept C as an initial project; and modify E to ensure it addresses the planned third lane on I-205 (Stafford Road to OR99E) in addition to the Abernethy Bridge replacement.
- The team revised the consultant recommendation that was presented at PAC 5 based on the committee's discussion at that meeting. The nature of the recommendation is what will warrant further traffic revenue, and environmental analysis. The revised recommendation was the same as the consultant recommendation provided at PAC 5 (see above) with the change clarifying that Concept E was intended to address the planned third lane on I-205 (Stafford Road to OR99E) in addition to the Abernethy Bridge replacement.



**Section 4:** PAC input on other topics. This was not a required part of the PAC’s charter, but this section reflects issues for consideration by the TOC that the project team has heard from the PAC. Key components include:

- Pricing analysis and planning are needed for the regional freeway system: I-5, I-205, I-84, I-405, US 26 and Hwy 217.
- As the region grows, we need to plan for adding roadway and public transportation capacity in a pricing environment.
- Revenue should be used to relieve traffic congestion within the region.

**Section 5:** PAC member written comment. This section will include individual, unedited written comment from PAC members, which are due to Penny on June 29, 2018. The project team recognizes there is a diversity of opinions around the table and this is meant to ensure all PAC member voices are heard.

PAC member comments and questions regarding the overview of the Draft PAC Recommendation to the OTC included:

*\*Responses are indented and italicized.*

- The recommendation for longer term study of pricing mentions looking at all Portland area highways – I assume that includes I-5, I-205, I-84, I-405, US 26 and Hwy 217. But this is not written down or on the map. Did you mean to put all Portland area highways in the recommendation?
  - *We have heard those highways mentioned by the PAC in terms of future study. We can reflect this level of specificity in the report if that is what the PAC wants to recommend.*
- This might be a question for the PAC co-chairs. In the process, we are talking about a first milestone and then a longer-term process. I know the OTC did not put this forward (it was the Legislature). We have also been having dialogue with some of our legislators. Some are against tolling; some are open to it. What, if anything, has the OTC talked about? What, if anything, do you think will happen with OTC after this process?
  - *This PAC meeting is structured to make the most of the time we have today. We are trying to capture the larger themes, while still listening to minority opinions. We will be presenting this discussion to the OTC on July 12, 2018. Then, we will go back to them and ask for input. Many of the questions that have been raised by the PAC can be addressed once we know what concept we are moving forward with. That is why we are asking you specific questions. If the conversation goes another way, that is okay.*
  - *We [the OTC] are not looking for a consensus. The commission will have a deeper discussion, which may or may not embrace everything that comes out of this. We want to be sensitive and consider minority points of view. We are looking for the broader perspective.*
- I am not saying we have a minority opinion. I am just hoping to clarify - What does “longer-term process” mean?



- *This process is meant to get points of view for major stakeholders and to allow the public to provide input and submit arguments that allow us to get smarter on what congestion pricing in Portland could look like, if it can work and how we can mitigate the unintended consequences. Hopefully we will come away with a process that embraces many points of view. Ultimately, it is to inform the OTC so we can decide with the greatest amount of information possible.*
- I appreciate the clarification. There is confusion – reading some of the letters and comments – about how this process influences funding infrastructure improvements. Our legislators met twice in Salem and voiced individually and collectively that they are relying upon tolling to pay for improvements. My question is: going forward today, how will these projects be funded? If we are supposed to give our points of view, we need to know how it is going to be funded.
  - *The OTC has not made that decision yet. The legislature made it clear that there will be a fund for congestion pricing revenue, but there is no indication of how that money will be spent. We have a massive volume of infrastructure needs and a shortfall in revenue. I cannot imagine we would come to a point where the revenue should not be used for investing in the system. This body is free to recommend whatever it wants, and the OTC will consider it.*
  - *We are in the process of making the PAC recommendation, which will be important for the OTC moving forward. It looks like there are some questions on the white board that show we will have a chance to provide input on this.*

## **Part 2 – TOPIC: DRAFT PAC RECOMMENDATION TO THE OTC (DISCUSSION/DIRECTION)**

Penny transitioned the PAC to the discussion on the Draft PAC Recommendation to the OTC. The project team developed six questions pertaining to sections 2, 3 and 4 of the Draft Recommendation to the OTC (see appendices for PAC 6 Deliberation Questions). For each question, the PAC will weigh in on whether it is the right question, provide comments on the topic/question and ask clarifying questions. Once the question has been established, the PAC members will be asked to vote on the question, signaling if they “support,” “accept,” or “oppose” what is in the Draft PAC Recommendation to the OTC (see appendices for PAC 6 Deliberation Questions - Results). “Accepting” means, “I can go along with it, I will not fight against it, but I am not saying I support it.” The vote will be done by a show of hands and the report will reflect the outcome. Individual PAC member’s votes will not be identified in the notes. If PAC members want to comment specifically on one of the questions or express their position, they can do that in their individual comment letters. PAC member comments and questions included:

- All of that extra white space under each question on the flip charts – do we write our “but” statements?
  - *The project team will capture the PAC discussion on the flip charts.*



- *Not every comment will be included in the recommendation. If ideas need to be put into the recommendation, I will ask "shall we include those?" So, the PAC is building the recommendation as we go, recognizing that we have captured many sentiments in the summaries and they will be attached to the report.*
- Under section 2.1, the report states that travel times and travel speeds will be primary metrics. The lack of identifying public transportation as a metric strikes me as an oversight that should be addressed. Public transportation should be a metric of success.
  - *The team will note this concern to ensure that appropriate metrics are used in future phases of study. [Staff Note: the availability of public transportation was analyzed along the I-5 and I-205 corridors as part of this study.]*

Penny transitioned the group from clarifying comments and questions to discussion about the questions. PAC member comments and questions are summarized below. Project staff responses are indented and italicized and direction from Penny is italicized.

## Mitigation priorities

*Refer to Section 2.2 starting on page 2-3 of the DRAFT recommendation report.*

**Mitigation Priorities Question (PAC question 1 of 6):** Do PAC members support a recommendation to the OTC that identifies these priorities for mitigation strategies that should be more fully developed as part of congestion pricing?

- What does "public transportation options" mean? Normally we are talking about various modes under "options."
  - *We have often used the word "transit." It was requested we be more inclusive of carpooling, so we wanted to use a broader term. It is not all inclusive or exclusive at this point.*
- In the section about improving public transportation, it says "carpool/Ride Share." Uber and Lyft have taken over the Ride Share term. Replace "ride share" with "Vanpool."

*Penny asked the PAC about this change, and heard no opposition to including the change in the report.*

- Metro Council feels we need to take one step forward so that transit access is not just a mitigation strategy, but a part of the package. To truly understand how a program will work, we need to increase transit access from the very beginning. Transit should not be a mitigation strategy, but it should be part of the program itself. If ODOT studies congestion pricing without increased transit, ODOT's analysis will demonstrate what we already know: it is hard to price people when you do not provide them with other options.

*Penny asked the PAC to respond to the above comment.*



- From a Clackamas County perspective, along the 14-mile stretch from Sunnyside to Wilsonville, it is imperative that transit be in place before tolling.
- I think the Environmental Justice communities feel hesitation towards a process when it is not broadened as early as possible. What we are looking for is to bake it in as early as possible, that whatever we develop, it is early in the process.
- The City of Portland strongly supports that. We should model above and beyond what is in the 2027 RTP because we are adding transit to our system.
- I want to add my support to that comment. If we are talking about choices and giving people options, we need to have transit baked into the plan.
- I strongly support Councilor Dirksen's comment about integrating transit as a foundational element of the program.

*Penny asked if the PAC would like to take transit out of the mitigation strategies and make it a condition of the concept recommendation.*

- I do not know that we want to take it out, but add a section that takes transit improvements beyond a mitigation strategy as part of the program. The language needs to reflect that.
- I think there are sections of the interstates right now where there is adequate transit to do a pilot. I want to make sure the sections where there are no alternatives, that it not be implemented until then.
- I am not sure that the other two are not the same – transit as a mitigation strategy and transit as part of the recommendation package. I think the idea is that as you move forward with a strategy, we need to make sure we address all three of the mitigation strategies before the program gets implemented, so that the program incorporates a variety of mitigation strategies, including transit. All of the mitigation strategies need to be a part of the program development.
- I agree, but we need to state it stronger in the report than how it is laid out currently – that these are essentials.

*PAC agreement was reached to retain public transportation in the mitigation priorities section and make a stronger statement to implement public transportation strategies in the PAC Recommendation to the OTC.*

- "Bad" diversion is a negative we want to address, but there are times you would like to divert local trips from freeways to local streets by giving them a better option. Some diversion is not bad and we would encourage some diversion. The term in the recommendation refers to "parallel" arterials – "impacted" is better. Because we anticipate impacts, safety improvements need to be considered as part of the program, so that arterials are prepared to accept the diversion. I suggest adding "safety improvements to arterials."

*Penny asked for PAC members to respond to the above comment.*

- "Arterials" is way too broad. The Rose Quarter is a priority for us. From a Washington County perspective, I certainly do not have problems with mitigation on some arterials.

*Penny asked - Is there a way to add this comment but not have it that broad?*

- Recognizing safety to arterials that will be impacted by diversion needs to be given a priority consideration for local trips.
- Can parallel be included as well? It is imperative to the I-205 section.
  - Yes.



Penny asked the PAC if they had further comments about the mitigation priorities.

- Under the second mitigation strategy we appreciate the statement “regardless of state of residence.” Would the PAC consider using the phrase “entire regional bi-state system?” This phrase would work with all of these, reminding folks that C-Tran is the only provider of interstate transit. I would put it in the paragraph before “Draft Mitigation Strategies” paragraph.

Penny asked the PAC about this comment, and the PAC had no objections.

- With some of these, we may have some regulatory barriers that need to be remedied. I do not know where that goes, but it needs to be pointed out that moving across the state/Metro, there may be legislation barriers that need to be clarified, and that needs to be in the PAC recommendation to the OTC.

**MODIFIED Mitigation Priorities Question (PAC question 1 of 6):** With the discussed changes, do PAC members support a recommendation to the OTC that identifies these priorities for mitigation strategies that should be more fully developed as part of congestion pricing?

**PAC Action:\***

- Support: 15
- Accept: 3
- Oppose: 0

*\*The count includes the vote of Curtis Robinhold (Port of Portland), who could not attend but sent his responses.*

## Recommended pricing concepts

*Refer to Section 2.3 starting on page 2-5 of the DRAFT recommendation report.*

**Pricing Concept Question 1 (PAC question 2 of 6):** Do PAC members support a recommendation to the OTC that advances pricing projects on both I-5 and I-205?

- At the Westside Economic Alliance transportation meeting I asked this question: do Concepts B and E provide enough information to test the system efficiently? Another thing our committee felt strongly about is that capacity is the number one issue.
  - *We will call David Ungemah (WSP) up to answer these types of questions.*
  - *Yes, for a variety of reasons. The first is oriented towards congestion pricing as a traffic mitigation strategy. There is a substantial number of trips occurring through the concept areas. It is typical that a congestion pricing pilot project is in place for 2-3 years. Within that amount of time, you get a pattern that is quite sustainable. On Concept E, there is a revenue component for construction purposes. We not only have the benefits of understanding congestion reduction, but also diversion impacts near West Linn, as well as the contribution of payment for the Abernethy Bridge and the added third lane. Between the two concepts, this would resolve the broad question from the Legislature in HB 2017*



*about how congestion pricing could be used as a traffic reduction measure and strategy to raise revenue.*

- Are you saying the efficiencies from B and E can be extrapolated?
  - *Yes, there would be enough statistical evidence that would tell us how congestion pricing would affect the broader system. Local context matters.*
- Would there be any preference to doing the Abernethy Bridge prior to tolling through the Moda Center corridor? Or is the recommendation to do both at the same time?
  - *Both projects have an independent value. Part of the reason our team feels strongly about these two concepts as part of the initial PAC recommendation to the OTC is that they have an immediate, independent result. As to the timing, Concept B requires a greater level of engagement with the FHWA and United States Department of Transportation (USDOT), which can take time. Concept E may take time or may be more smoothly and quickly implemented. The approval process may be shorter, but construction may take more time, so we may see these implemented simultaneously. They do have independent reasons for implementation.*
- Because of the severe concerns of diversion as a result of congestion through the West Linn area, I cannot support the question the way it is worded now. We should not be tolling anything until there are alternative routes or modal options in place. I support the pilot projects but it must be done where there is already transit options. For Concept E, there is no alternative parallel route along I-205.
- I just want to clarify the process. My understanding is that we are advancing these two ideas – Concept B and Modified Concept E – for additional analysis and consideration by the OTC to answer a broad range of questions related to diversion and tolling locations. Is my understanding correct?
  - *That is correct. If it is helpful for the PAC, we can have David overview the roadmap.*
- Add the words “for further study” and I can buy into that.

*Penny clarified that the recommendation would reflect that the discussion about the pricing concepts is about which concepts move forward for further analysis.*

- Given that this recommendation is for further study and in responding to the public comment about North Portland, I recall that we had discussion about whether or not this is the right location to start/end tolling. Maybe we need to add blue hashtags to the map for the end and starting points of Concept B.
  - *That is what we also heard – in terms of the termini. That was the intent, and the team can reflect that in the graphic.*
- The OTA did an independent study on freight bottle necks nationally; that section of the Rose Quarter was number 16 of 100. Our concern is that you would divert enough traffic. Our sense is that you need to do both freeways to manage the traffic flow. We would be supportive of doing them both together.





- The City of Portland strongly supports congestion pricing on I-5 and I-205. We would like to see it taken further in the near term. Building on a previous comment and the public comment on North Portland, my understanding is that there was a technical memo that said the beginning and end would be reexamined, and we would like to put that back in.
- AAA supports the notion of tolling and realizes it is a tool for transportation funding. We also believe that when tolling is utilized reasonable toll free routes should be available. That is important to our discussion about diversion and we would like to look at what options would be available without creating bottlenecks on surface streets.
- Whatever we do for the north end of Concept B in terms of termini, we should also do for the southern end.
- With the only option on Concept B there are no additional lanes on I-5. You will be tolling all of those lanes. People will have to get off of the freeway to access a non-tolled lane. This does not provide the option that AAA is saying they would like to have, because there are no general purpose lanes.

*Penny and Emma Sagor (EnviroIssues) clarified that changes to question 2 include: 1) add "for further study" at the end of the sentence and 2) in the PAC recommendation to the OTC, clarify that the termini of both concepts would be further analyzed and the graphics would be revised to show that, for both the north and the south corridors.*

- When you are looking at both recommendations – is this an either/or situation? Or can you vote for both? Second, I thought we were looking at B/E and then a complete system option, but it does not look that way in the language. The second question appears to be more phased in than going with Concept C at first.
  - *This phased approach is captured into the principal of both freeways. The next question is, this phased approach that the consultant is recommending – I have heard multiple views. So this is a chance to express those.*
- So this question is Concept B and Modified E supported?
  - *It addresses the principal of doing this on both freeways.*
  - *We tried to organize the discussion so that we are addressing the principle of tolling both freeways and so that the question did not become circular. However, if it is the will of the group, we can change the question.*

*Penny asked the PAC – Is it the will of the group to change the question to ask specifically about Concept B and Concept E?*

- I appreciate the way the questions are currently written.
- The second question is broad enough that the City can support the question as worded. The second piece, we will accept but not support.
- When I took this question back to the Westside Economic Alliance, the vote was evenly split, so I asked if we could vote for both. That is why I am asking about the wording.
- It sounds that there should be three conversations/questions: do we support B and E? Do we support C? And a larger principle question of supporting tolling on both I-5 and I-205.



*Penny clarified – the question should be: In principal, the committee recommends an approach that puts tolling on both freeways. And then you get to the more specific questions: do you support E/B and C?*

- I propose doing that later.

*Penny asked - Is the PAC okay with that approach?*

- I would like to see emphasis on Concept C – that that is our goal. These (Concept B and Concept E) are interim steps. Long-term, our ultimate strategy is to implement Concept C, knowing we agree that these first two pilots are a necessary step on the way to that goal.
- I agree, although I suggest that that strategy is not comprehensive. It is not looking at all freeways in the system. We want to see a system that manages demand to increase capacity in a way that is cost effective for the driver.
- I was prepared to answer the questions as written. I can support question 1, as written, but not inferring Concept C is automatic.
- Representing one of the major payers of this concept (freight), we would like to see some success and capacity improvements and deliverables before we accept Concept C. I can support Concepts B and E and can potentially accept Concept C, but it needs to be clear that we will get some benefits and investments in capacity before we start talking about pricing everything.
- There has been a lot of good discussion, although I feel we have lost the clarity. It is important to vote now while we are having the discussion, because this is the heart of the recommendation. I do not think we should put this question off onto a different section.
- Washington County does not agree with a system wide approach until we see some results. I have empathy for our friends in Clark County; they have no alternative routes in Concept C. I like the phase-in, and I would like to see how congestion pricing works before we start taxing our neighbors to the North. I would like to do C, but we need to be sensitive to them.
- Metro supports a pilot and assessing the results before we go to a general tolling concept.
- I agree. Let us start with B and E before we put C into implementation.
- We ought to answer the questions: Do we support advancing Concept B and Concept E as a pilot? Do we think Concept C ought to be done long term?

*Penny asked the PAC – is everyone okay with that? Do you support Concept B and Concept E, as the first question? Do you support Concept C, as the second question?*

- The way you are writing them seems to be forcing B and E on both questions.
  - *That is not what I am intending.*



**MODIFIED Pricing Concept Question 1 (PAC question 2 of 6):** Do PAC members support a recommendation to the OTC that advances pricing projects (concepts B and modified E) on both I-5 and I-205 as a pilot for further study?

**PAC Action:\***

- Support: 10
- Accept: 6
- Oppose: 2

*\*The count includes the vote of Curtis Robinhold (Port of Portland), who could not attend but sent his responses.*

**Pricing Concept Question 2 (PAC question 3 of 6):** Do PAC members support a recommendation to the OTC that advances the two-tier approach (shown in Figure 2-2), which starts with two smaller pilot projects and includes a larger scale phased implementation on I-5 and I-205?

- My intention sitting at this table is to vote in support of Concept C. My concern with using a phased-in approach is that it appears to have a financial benefit. I am concerned that E and B inherently have a project finance element driving their implementation. I would like to see value pricing set to manage demand, with a transparent policy.
- The Oregon Trucking Association's support is based on capacity improvements. We are not in favor of congestion pricing to support other projects.
- I think a lot of folks do not see congestion pricing as increasing capacity. Right now, we build roads for peak-period conditions. Congestion pricing reduces the number of people on the roads and increases throughput. I agree we need to do this in phases, but we have heard from consultants around the world: the public says "no way!" and the feeling flips when they see the benefits. It is the cheapest way to add capacity. You price first, and then you add the new capacity only if it is needed, based on an analytical analysis.

*Penny asked – what do we need to do to ask question 2 correctly?*

- When I went back to my community, I went with an either/or question: B and E, or C (assuming you support congestion pricing)? What I ended up with was a total split.
- My hope is that there would be a way to test support for Concept C. It seems that we have pushed the second question into the first. If we can find a way to test the appetite for C, that would satisfy my needs.
  - *These questions are here to help the conversation, not to add extra confusion. Forget the question if it is not helpful. There is no pride of authorship on those questions.*
- The question is about do you support the recommendation for a long-term congestion pricing program. The question is asking, "do you support what is in the recommendation?" If the pilot is a success, do you support Concept C.
- To get to the points everyone wants to make, there are three questions: The one we just voted on - Do we want to support the pilots? Do we support advancing



for the broader concept C and using the pilots with that larger project in mind? And do we support Concept C alone, first?

- The three questions should be: Do we support the pilots for a tiered approach? Or do you start with Concept C? The question should be: Do you want to start with C? The next question would be: Do you want to start with the pilots with the hope of moving forward?
- Part of the recommendation should be Concept C. The pilot projects are a way of testing. It is about the order in which they appear.
- The second question gets at that, and the third gets at C alone.
- Concept C includes I-5 and I-205, but page 2-6 talks about all Portland area highways. Can you please clarify?
  - *In the consultant recommendation, Concept C is a longer-term vision analyzed in the context of looking at other region freeways. It is C+.*
- The definition of "comprehensive planning," please?
  - *That is yet to be determined and is something the PAC can provide recommendation on today or in letters to the OTC. We do know there are steps in the roadmap, but the extent of comprehensive planning has not been entirely decided upon. That will be part of the future work.*
- That ambiguity helps me make my decision. Thank you.
- Concept C does not take into consideration much of the discussion that has been occurring. Just C is tolling all lanes.

*Penny clarified – We have already asked the first question about the pilots. What I have heard is that the next question is, "Is there support for doing the pilots with the broader vision of Concept C in mind?" Then, "Do we start with Concept C? And last, "do you want to use the pilots to get to this broader, system wide, C+ version?"*

- *I think the next question is: "Do you support Concept C as a first step?" Or, "Do you support C as a future vision?" And those are the two questions.*
- My struggle is – trying to represent those who have brought comments to us in the last week about why a two-tiered approach – if you are invested in a strategy that tests the pilot and then look at the results and determine next steps. That would raise the question about a broader system approach. Some of the struggles I have heard from the comments include 1) Why just I-5 and I-205? And 2) Without an understanding of what projects would be constructed, it is difficult to weigh in and 3) without a definition of success, how do you adapt to a next tier. Without those questions answered, a single vote for B/E to C, is tough for those on the Washington side.

*Penny asked – What if we ask, "Do you support Concept B and Modified E, working towards a study of the larger area?"*

- There could be more acceptance if there is additional evaluation. I struggle with isolating it to I-5 and I-205.

*Penny clarified – These two questions get to the either/or dilemma. Essentially, we keep question 2 (concepts B and modified E followed by C), and the third question is more along the lines of section 2-6: start with the pilots and aim to implement congestion pricing in the greater Portland area. Remember, the language in the questions is not*



*precisely what the language will be in the PAC recommendation to the OTC. We will use these questions to modify the text in the Draft PAC Recommendation to create the PAC's recommendation to the OTC.*

- Where does C+ come in?
  - Question 3 is C+.
- Question 1: Do you support concepts B and E? Question 2: Do you support concepts B and E that lead to Concept C? And do you support just Concept C?
- The issue is that the pilot projects should lead to looking at the greater Portland area, not constrained to Concept C.
- A concept that looks more broadly at a study of a regional system that includes other metro-area highways) is handled under the "PAC input on other topics."

**MODIFIED Pricing Concept Question 2 (PAC question 3 of 6 – modified into two parts):**

Do PAC members support a recommendation to the OTC that advances the **two-tier approach**, which starts with two smaller pilot projects (concepts B and modified E) and includes a larger scale phased implementation on I-5 and I-205 (concept C plus looking at the broader system)?

**PAC Action:\***

- Support: 9
- Accept: 4
- Oppose: 5

*\*The count includes the vote of Curtis Robinhold (Port of Portland), who could not attend but sent his responses.*

**NEW Pricing Concept Question 2 (PAC question 3 of 6 – modified into two parts):** Do PAC members support a recommendation to the OTC to consider implementing Concept C first?

**PAC Action:\***

- Support: 8
- Accept: 1
- Oppose: 8

*\*Votes add to 17. Curtis Robinhold did not provide a vote via email as question was added at meeting.*

Additional PAC member comments include:

- Thank you for that process, it helps me communicate to my community. Thank you for working us through that process.



## PAC input on other topics

*Refer to Section 2.4 starting on page 2-8 of the DRAFT recommendation report.*

**Other Topic Question (PAC question 4 of 6):** Do PAC members support the suggestion that the OTC consider system-wide feasibility analysis of potential pricing applications on the regional freeway system? These are aspects the PAC would like the OTC to consider, not what the PAC recommends.

*PAC member comments and questions are summarized below. Responses are indented and italicized and direction from Penny (Facilitator) is italicized.*

- The City of Portland supports this. However, I would hope that the system is not purely an ODOT system, but also looks at transit and is a multimodal system.

*Penny clarified – right now it says freeways and bottlenecks in the freeway system.*

- *We tried to make this something the PAC could work on as a group today. This question can stand by itself, it does not have to have the revenue component. There is a place to make your recommendation about revenue, depending about how much time is left today. The topic of revenue can and will take many meetings.*
- We have concerns about the way the recommendation is written. I suggest a language change so that local roads are considered. We have heard a lot of conversation about comprehensive value pricing. My council is very interested in this, but we have concerns. That language change allows you to consider an entire system, not just those owned by the State of Oregon. I am concerned that the regional analysis would be done by the Oregon Department of Transportation. We need to first understand what our policy goals are and then consider them through regional study. The point is that I would like a language change so that the regional analysis needs to be done. JPACT and TPAC need to be a part of this.

*Penny clarified – let us focus on freeway vs. a broader focus, but not focus on who does it.*

- The last three words say, “regional freeway system.” I am okay with the question. I want clarification that the word “consider” is synonymous with the word “study”?
  - Yes.
- When we talk about the regional freeway system, we are talking about those under the authority of the OTC. I do think the region needs to have a conversation about broader congestion pricing. When this goes to the OTC, we need to be clear. We are getting beyond our scope if we want to talk about getting into the future.

*Penny responded – These questions are beyond the scope of this project. I do not want to get too far into the details. Let us make sure this question is correct.*



- The question will be dealing with analysis, not determinations – it is just analyzing the whole system.
  - *Correct. The reason the language says, “OTC analyze...” is because this report is going to the OTC.*

Penny asked the PAC if they have any objections to the way the question is currently worded.

- We do need to be analyzing more than the freeways. If I say, “Yes,” does that put me in a box down the road? Each person’s answer to these questions have such different reasons for their answers. So, I hope that is all reflected.
  - *We have heard several times throughout the PAC process that the tolling discussion should not be confined to I-5 and I-205. I do not want to take too much time getting into something we have not yet discussed – tolling other than on the freeway system.*
  - *These questions are written because the PAC Recommendation is going to the OTC. It could be written as, “OTC should consider analysis in collaboration with regional partners.” That change could address what we are hearing around the table.*

Penny asked the PAC if they wanted the writing to be kept as “regional freeway system.” The majority agreed and those who did not agree could put that in their individual letters and abstain from voting.

- I would like to see language that says this is separate from the pilot projects.

**MODIFIED Other Topic Question (PAC question 4 of 6):** Do PAC members support the suggestion that the OTC consider further system-wide feasibility analysis with regional partners of potential pricing applications on the regional freeway system?

**PAC Action:\***

- Support: 10
- Accept: 6
- Oppose: 2

*\*The count includes the vote of Curtis Robinhold (Port of Portland), who could not attend but sent his responses.*

Penny transitioned the PAC to the fifth question. Due to time constraints, PAC members can include comments in their letters, rather than rewording the questions during the meeting. PAC members are welcome to abstain from answering because of how the questions are written.



**UNMODIFIED Other Topic Question (PAC question 5 of 6):** Do PAC members support the suggestion that the OTC develops a plan for future roadway and public transportation capacity increases in a congestion pricing environment?

**PAC Action:\***

- Support: 7
- Accept: 8
- Oppose: 1
- Abstain: 2

*\*The count includes the vote of Curtis Robinhold (Port of Portland), who could not attend but sent his responses.*

**Other Topic Question (PAC question 6 of 6):** Do PAC members support the suggestion that the OTC uses revenues from freeway tolling to provide benefits within the region where revenues are collected, for congestion relief and mitigation strategies? PAC member comments and questions included:

- Is the region considered Region 1 ACT (Area Commission on Transportation) or the Portland metro region?
  - *I would think it would be Region 1 ACT, given that this is an ODOT project. We are trying to capture what we have heard. I do not think it is necessarily about precise boundaries, but more about the value of keeping money within the area and not way outside.*
- We would only support this project if the revenue is limited to projects of regional significance. Is that implied?
  - *That is not a formal implication in the PAC Recommendation to the OTC.*
- Our support is based on region, not Region 1 ACT. The reasoning is to support revenue going to people who pay the tolls.
- I agree. The improvements should be tied to the corridor and would benefit the people who paid that toll.
- We want to make sure it applies to the constitution and is not a way to circumvent our highway trust fund.
- There is support for keeping money in the region. I would hope we all agree it stays here, however that ends up getting defined.
- No, because the region might grow. We feel we need to keep the money in the specific corridor.
- We need to say there is consensus that it should be used in our region with differences in the degree.
- We all agree these funds should not be spent outside the region. The specificity varies.
- I think there is something in statute that relates to this and maybe ODOT staff can look.
- I want to reiterate the corridor is important to the City of Portland.





**UNMODIFIED Other Topic Question (PAC question 6 of 6):** Do PAC members support the suggestion that the OTC uses revenues from freeway tolling to provide benefits within the region where revenues are collected, for congestion relief and mitigation strategies?

**PAC Action:\***

- Support: 11
- Accept: 5
- Oppose: 2

*\*The count includes the vote of Curtis Robinhold (Port of Portland), who could not attend but sent his responses.*

**TOPIC: PAC RECOGNITION AND CLOSING REMARKS**

Penny asked the PAC co-Chairs if they received everything they needed from the PAC group. Closing remarks from the PAC co-Chairs included:

- We have more than enough. Thank you to everyone for their investment and time. It has been a long time commitment.
- July 12<sup>th</sup> will be coming very soon. Please be present. Given time constraints, if there are things you felt you need to get off your chest, there is another step in this process. And there are three additional commissioners and your voice and your constituents' voices will be important.
- As we are going to keep moving forward, I highly encourage everyone to stay engaged, be involved and keep your voices heard. This is probably the most complex thing we have encountered in the past decade. I am confident we will find something that benefits Oregonians and Washingtonians.
- Thank you for your time and effort. We have learned a ton and have a deeper understanding.
- We need to address the issues raised: mitigating diversion; congestion causing diversion; environmental impact to low-income communities; building capacity; freight corridors and moving goods; population explosion combined with frozen transportation infrastructure.
- Through the Governor's panel, everyone around the state said Portland congestion mattered. We must look at it comprehensively. Perhaps create a Portland ellipse: where does congestion exist and where can it be addressed? We also have to look at public private partnerships, transit, bicycling, bus routes and maybe even ferries.
- Our friends in Clark County do not need to be singled out. There is one river dividing us. People in Vancouver, Washington want to spend time in traffic no less than those in Portland.
- Creating capacity and addressing this issue is not free. It costs money. We must be part of the solution. The historic methods of funding do not work.
- Collectively, we have heard a ton. We will walk into the Commission with a broad view. Each one of you took the time and effort to be here. I know the recommendations will not solve all problems and address all concerns, but we



will do our best to incorporate as many comments as we can, but also taking a big step forward to address regional issues.

Additional PAC member comments included:

- Thank you to the OTC commissioners. As we move forward, I encourage us to consider the collaborative nature of housing and transportation.
- Thank you to the OTC commissioners. I am not done reading the accident reports on the “third lanes” of I-205 but want to read one that captures the significance for Clackamas County. A constituent had a roll-over accident on Stafford Road and told the deputy: she was driving to the airport and took a shortcut to use SW Stafford Road to access I-205, due to a high volume of traffic. This was at rush hour, simply cutting through the area, where most accidents are rollovers.

### **TOPIC: NEXT STEPS**

Penny concluded the meeting by outlining next steps.

- Send signed PDF of written comments to Penny by noon on Friday, June 29, 2018.
- OTC meeting is on July 12, 2018.
- OTC meetings on August 16 and 17 will provide direction to ODOT.
- Application to FHWA submitted on December 31, 2018.

Penny noted the work of the PAC was completed.

The meeting was adjourned at 12:00 pm.



## Attachment: Transcribed flip-chart notes taken during PAC 6 meeting

### Mitigation priorities

Refer to Section 2.2 starting on page 2-3 of the DRAFT recommendation report.

Do PAC members support a recommendation to the OTC that identifies **these priorities for mitigation strategies** that should be more fully developed as part of congestion pricing?

Support

15

Accept

3

Oppose

0

#### Discussion:

- Prefer "transportation modes" to options. Are they synonymous?
- Carpool/rideshare – replace ride share with vanpool to differentiate from Uber and Lyft.
- Pleased to see transit called out clearly. Need to go a step further. Transit as part of the program, not a mitigation strategy separately.
  - Imperative transit be in place in Clackamas County before tolling
  - Important to include in program early from an ET perspective
  - Model above and beyond regional RTP
  - Can still be referred to as mitigation strategy, but clarify that it is an integral part of program
- Need to clarify that all 3 mitigation strategies will be considered in development of program
  - Strong support
  - State stronger in report
- Diversion: times when you want to divert local trips, particularly to transit. Not sure "parallel arterials" is correct term – suggest "other arterials"
- Need to consider arterial improvement in prep for diversion. Suggest adding safety improvements to arterials.
  - Too broad. Money will be finite, need to focus on priority improvements
  - "Give safety improvement priority"
  - Others preferred "parallel". Suggest adding both words
- Appreciate line "regardless state of residence." Recommend specifying "Entire regional bi-state system" in paragraph before strategies are introduced
  - No opposition
- Regulatory barriers – need to acknowledge barriers that must be remedied



## Modified concept recommendation

Refer to Section 2.3 starting on page 2-5 of the DRAFT recommendation report.

Do PAC members support a recommendation to the OTC that advances pricing projects (**concepts B and modified E**) on **both** I-5 and I-205 **as a pilot for further study**?

**Support**  
**10**

**Accept**  
**6**

**Oppose**  
**2**

### Discussion:

- Do B+E provide enough to test the system?
  - Tech team: Answer is yes. B = High congestion, will show effects quickly. Anticipate potential <3 years. E = Revenue objective, have a chance to test revenue generation and diversion. Can be extrapolated to entire system. Local context still significant.
- Any preference to do one pilot before other?
  - Tech team: Projects have an independent value and benefit. Timing: B requires more FHWA involvement. E may require same process or may be simplified through section 129 process. May be deployed simultaneously due to approval process.
- Can't support question as worded. Haven't heard strategies for addressing diversion impacts.
  - Support concept of pilot projects in areas where alternative already exist.
  - Process clarification: Moving forward concepts for additional analysis and questions.
  - Add "for further study" at end of question"
    - § Supported (**see red edits to original question**)
- Concern about terminus and NE Going. Suggest adding blue hashing like concept E.
- Independent study on freight bottlenecks. RQ is 60/100. Concern with one freeway is diversion to other corridor.
- Tech memo stated termini would be re-examined – want reinstated.
- Important to consider alternative routes available
- Whatever we include about analysis of termini should apply to North and South
- Concept B: only alternative is diversion onto local streets
- Is this "either/or" with next question?
  - No – two different principles
- Should we vote on Concept B + Modified E?
  - Appreciate how questions are worded as allows nuanced responses
  - Members received feedback from constituents on concepts
  - Suggest voting on two-tier approach first
  - Add a third question, "In principle, committee recommends a pricing project on both freeways."



- § Ask later under other topics
- § (Question modified to specify implementation of concepts B and modified E as a pilot project)
  - Some would like to see emphasis on C. State long-term first. State pilots are necessary steps to that end.
  - § Not comprehensive as doesn't encompass whole system
- Vote in opposition due to support for concept C first. Want VP set to manage demand. B+E are project finance tools.
  - Others agree but voted support

Do PAC members support a recommendation to the OTC that advances the **two-tier approach**, which starts with two smaller pilot projects (concepts B and modified E) and includes a larger scale phased implementation on I-5 and I-205 (concept C plus looking at the broader system)?

Support  
9

Accept  
4

Oppose  
5

**Discussion:**

- C is just I-5 and I-205. Are we talking about all area highways?
- What does "comprehensive planning" mean?
  - Not yet determined, PAC can recommend
- Comments received about "why a tiered approach" – after analysis, may want to look beyond I-5 and I-205.
  - Without a definition of success or clarification or projects, difficult to support
  - Question needs to consider "C+": C plus looking at the broader system
- Capacity increase
  - Others note congestion pricing effectively increases capacity
  - Would like to see capacity improvements before endorsing C
- Important to keep this input (support for "C+") in main section of report.
- Like phased approach – C provides no alternatives for Clark County
- Support for pilot before wide implementation
- Support of freight is contingent on capacity improvements

New question: Do PAC members support a recommendation to consider implementing Concept C first?\*

Support  
8

Accept  
1

Oppose  
8

\*Votes add to 17. Curtis Robinhold did not provide a vote via email as question was added at meeting.



## Input on other topics

Refer to Section 2.4 starting on page 2-8 of the DRAFT recommendation report.

Pricing analysis and planning are needed for the **regional freeway system**: I-5, I-205, I-84, I-405, US 26, Hwy 217

Do PAC members support the suggestion that the OTC consider **further** system-wide feasibility analysis **with regional partners** of potential pricing applications on the regional freeway system?

**Support**

**10**

**Accept**

**6**

**Oppose**

**2**

**Discussion:**

- “Freeway system”: should be broadened, multi-modal system. Important for revenue question as well.
- Would want to look at different ways to introduce pricing. Regional look should not only look at freeways and not assume ODOT would conduct.
  - Simplify to “regional study should be done”?
  - Beyond PAC’s scope. No legislative direction for regional study. Would need to define goals first.
  - “Consider” needs to be synonymous with “study”
    - § “Consider further analysis in partnership with other agencies”
  - Regional freeway system is under OTC’s jurisdiction
    - § Tech team: recommendation written to OTC
- Some would accept, but also want to look beyond freeway system
- Important to clarify timing – after pilots

As the region grows, we need to **plan for adding roadway and public transportation capacity** in a congestion pricing environment

Do PAC members support the suggestion that the OTC develops a plan for future roadway and public transportation capacity increases in a congestion pricing environment?

**Support**

**7**

**Accept**

**8**

**Oppose**

**1**

**Abstain**

**2**



**Revenue should be used to relieve traffic congestion in the region**

Do PAC members support the suggestion that the OTC use revenues from freeway tolling to provide benefits within the region where revenues are collected, for congestion relief and mitigation strategies?

**Support**

**11**

**Accept**

**5**

**Oppose**

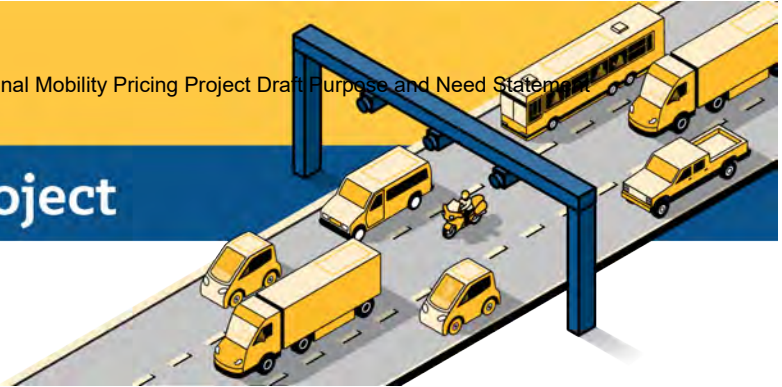
**2**

**Discussion:**

- What "region"?
  - Region 1? Still being determined
- Would only support for projects of regional significance
- Support contingent of money going to corridor where it was collected
  - Several agreed
- Needs to comply with state constitution
- Reflect there is support for keeping money "here", understanding this needs to be defined
- Opposition: region continues to grow and expand
- All agree funds should not be spent outside region
  - May already be in statute

# Regional Mobility Pricing Project

## Draft Purpose and Need Statement



The Regional Mobility Pricing Project needs your input on this draft Purpose and Need Statement, as well as the included Goals and Objectives. With your input, this draft Purpose and Need Statement will be enhanced over time and will guide the formation of Project alternatives, which will later be refined to advance into NEPA. Read on and please share your thoughts by emailing the project team at [OregonTolling@odot.state.or.us](mailto:OregonTolling@odot.state.or.us). Please put "Purpose and Need Statement" in the subject line and send us your comments by [September 30, 2021].

### INTRODUCTION

In 2016, the Governor's Transportation Vision Panel held a series of regional forums across the state to better understand how the transportation system affects local economies. The negative effect of congestion in the Portland metropolitan area was consistently identified as one of the key themes across Oregon. Congestion in the Portland region affects commuters and businesses, as well as producers who move their products across the state.

In response to the input from stakeholders across the state, House Bill (HB) 2017 Section 120 directed the Oregon Transportation Commission to develop a congestion relief fund and to seek approval from the Federal Highway Administration to implement congestion pricing (also referred to as value pricing or tolling) on the I-5 and I-205 corridors to reduce traffic congestion in the Portland metropolitan area.

In 2018, the Oregon Transportation Commission and the Oregon Department of Transportation (ODOT) conducted the Portland Metro Area Value Pricing Feasibility Analysis to study how and where congestion pricing could be applied. Substantial public input and a Policy Advisory Committee informed the final recommendations

#### What is a toll?

A toll is a fee imposed to drive on a road or bridge. Bridge tolls and roadway tolls have been used for centuries to pay for construction and maintenance of the facility. Historically, travelers had to stop and pay in cash, but that is no longer necessary with modern technology (FHWA, n.d.)

#### Is congestion pricing the same thing?

The term congestion pricing describes a type of tolling where drivers are charged a higher price during peak traffic periods. The higher fee encourages some drivers to consider using other travel options such as carpools or transit, or change their travel time to other, less congested times of the day, or not make the trip at all. If a small percentage of drivers choose another mode of travel or time of travel, it can reduce traffic congestion for those who can't modify their trip and improve traffic flow for the entire system. Congestion pricing is a proven tool to manage congestion based on the experience of multiple congestion pricing projects in operation across the country (FHWA 2017).



## Discussion Draft Purpose and Need Statement

Updated August 16, 2021

to implement congestion pricing on all lanes on the I-205 and I-5 corridors in the Portland metropolitan area.<sup>1</sup>

ODOT is currently pursuing three toll projects: the Regional Mobility Pricing Project, the I-205 Toll Project, and the Interstate Bridge Replacement Program<sup>2</sup>. ODOT first initiated the I-205 Toll Project in 2019, which at the time proposed congestion pricing on all I-205 lanes on some or all freeway segments between Stafford Road and Oregon Route 213. During a public comment period for the I-205 Toll Project, many commenters and local agencies expressed concerns about fairness, diversion, equity, climate change, and congestion management associated with planning the I-205 Toll Project. ODOT has incorporated that input into this Regional Mobility Pricing Project (the Project), which proposes to implement congestion pricing on all I-5 and I-205 lanes in the Portland metropolitan area, consistent with the longer-term vision that stakeholders advocated for and the Oregon Transportation Commission adopted in 2018.

## PURPOSE

The purpose of the Regional Mobility Pricing Project is to implement congestion pricing on I-5 and I-205 in the Portland, Oregon metropolitan area in order to manage traffic congestion on these facilities and to generate revenue for priority transportation projects.

## NEED FOR THE PROPOSED ACTION

### **Daily traffic congestion is negatively affecting the quality of life in a growing region.**

Traffic congestion on I-5 and I-205 creates long backups of vehicles traveling at slow speeds—a scenario that many people experience daily while traveling during the morning and evening rush hours. Some of the most significant bottlenecks in the Portland metropolitan area are found on I-5 and drivers experience traffic congestion through these segments that lasts more than 7 hours each weekday:

- Northbound I-5: Broadway to Capitol Highway (6.0 miles, 7.75 hours each weekday)
- Southbound I-5: The Rose Quarter area from Broadway to Rosa Parks Way (3.0 miles, 9.25 hours each weekday)

Between 2015 and 2017, these queues increased 1 hour (ODOT 2018). Free-flow travel time is typically 25 minutes on the I-5 corridor. In 2017, evening peak travel time on southbound I-5 was 100 minutes—a four-fold increase versus free flow.

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<sup>1</sup> Please go to [https://www.oregon.gov/odot/tolling/ResourcesHistory/20180705\\_VP-PAC-Rec-to-OTC.pdf](https://www.oregon.gov/odot/tolling/ResourcesHistory/20180705_VP-PAC-Rec-to-OTC.pdf) for more information on the recommendations from the Policy Advisory Committee.

<sup>2</sup> In partnership with the Washington Department of Transportation. Please go to <https://www.interstatebridge.org/> for more information on the Interstate Bridge Replacement Program.

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Reoccurring bottlenecks that occur on I-205 last between 3.5 and 4.75 hours (ODOT 2018):

Northbound I-205: Glenn Jackson Bridge to Powell Boulevard (5.8 miles, 4.75 hours each weekday)

Northbound I-205: Abernethy Bridge to I-5 (8.5 miles, 3.6 hours each weekday)

- Southbound I-205: Division to Glenn Jackson Bridge (5.3 miles, 3.75 hours each weekday)

Congested conditions on I-5 and I-205 result in traffic rerouting to other freeways in the region (I-405, US 26, etc.), local streets, and arterial streets. This rerouting results in additional traffic congestion and creates potential safety conflicts. Accident frequency on both freeways and arterials tends to increase with the congestion levels and stop-and-go traffic. The conditions caused by traffic congestion make travel unreliable such that drivers and transit riders cannot predict how long it will take them to get to work, home, services, or childcare arrangements.

Forecasts for the region show that population and employment will continue to steadily grow. The Portland metropolitan area population is expected to grow from approximately 2.5 million residents in 2018 to more than 3 million by 2040 (23%) and more than 3.5 million by 2060 (43%) (Census Reporter 2018; Metro 2016). Since 2011, job growth in Portland has outpaced the nation year over year: In 2019, Portland grew at an average annual rate of 2% compared to the U.S. average of 1.6% (Portland Business Alliance 2020). By 2039, the number of vehicles travelling along the I-5 corridor in the Portland region is projected to be between 127,200 and 192,900, depending on the corridor segment (ODOT 2020), which is an approximate increase of 18% from 2017 traffic counts. Planned roadway projects, improvements in transit, and increased use of active transportation modes (bicycles, walking, etc.) will not fully address the increase in daily trips and hours of traffic congestion (Metro 2018).

### **Traffic congestion is slowing down economic growth.**

Traffic congestion affects the Portland metropolitan area economy through slow and unpredictable travel times for freight, services, small businesses, employers, employees, and low-income earners. From 2015 to 2017, drivers in the Portland region experienced an 18.5% increase in the number of hours of traffic congestion. In 2015, the daily cost of traffic congestion in the Portland metropolitan area was \$1.7 million, which increased to \$2.0 million in 2017. These numbers reflect the economic burden of trucks and cars being delayed on the roadway but do not reflect the environmental and health costs related to motor vehicles, such as vehicle collisions, air pollution, and roadway noise (ODOT 2018).

### **COVID-19 Pandemic Traffic**

Traffic volumes decreased significantly during the early days of the COVID-19 pandemic, and rush-hour traffic congestion has not been as severe as it was before the pandemic. With the economy reopening, vehicle numbers are increasing. As of July 2021, the Portland metro area state-highway volumes are only 3% to 5% below pre-pandemic levels for weekday traffic and 4% to 7% below weekend traffic. ODOT expects that traffic levels will continue to return to pre-pandemic levels and grow in the future. (ODOT 2021)

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Of the interstate freight routes in the region, I-5 carries the highest freight volume, ranging from 10,000 to 19,000 trucks per day, while I-205 carries the second-highest freight volume, ranging from 7,800 to 14,000 trucks per day (ODOT 2018).

**Our transportation system must reduce greenhouse gas emissions by managing congestion.**

Climate change is a significant threat to Oregon's economy, environment, and way of life (Gov. Kate Brown 2019). To reduce the negative effects of climate change, Oregon has committed to reducing greenhouse gas emissions by at least 45% below 1990 levels by the year 2035, and by 80% by 2050 (EO 20-04 2020). The transportation sector—particularly personal cars and light trucks—creates approximately 36% of greenhouse gas emissions in Oregon (Oregon Global Warming Commission 2020). Traffic congestion leads to an increase in fuel consumption and carbon dioxide emissions. During congestion, vehicles spend more time on the road, idling or crawling, and undergoing numerous acceleration and deceleration events that leads to an increase in emissions.

To meet the state's goals for greenhouse gas reduction, total vehicle emissions must be reduced by decreasing the number of hours vehicles spend stuck in traffic, the amount of stop-and-go traffic, and the number of miles traveled by motor vehicles in the state.

**Revenues from the gas tax are not sufficient to fund transportation infrastructure needs.**

Available funding for transportation has not kept pace with the costs of maintaining Oregon's transportation system or constructing new transportation and traffic congestion relief projects. ODOT revenue comes from a mix of federal and state sources. The Federal Highway Trust Fund provides states with roughly 25% of public spending for federal highway and transit projects and is funded primarily by the federal fuel taxes (Sargent 2015). The federal gas tax has not been adjusted since October 1993, and the share of federal contributions to state transportation projects has greatly decreased. On the state level, escalating expenditures to maintain aging infrastructure, the need to perform seismic upgrades for the state's bridges, and rising construction costs have greatly increased financial needs.

Compounding this problem is a substantial increase in travel demand as the state experiences strong population growth, particularly in the Portland metropolitan area. ODOT must explore every possible method for getting the most out of its existing infrastructure, funding traffic congestion relief projects in the region to ease traffic congestion, and planning for increased earthquake resiliency.

**Our transportation system must support multimodal travel to reduce congestion.**

Multimodal travel accommodates a wide range of travel methods including walking, bicycling, driving, and public transportation. Multimodal streets can increase transportation system efficiency and accommodate more trips in the same amount of space. When effectively integrated, multimodal travel can help advance various environmental, health, and congestion-mitigating benefits for communities. This can result in a reduction of vehicle emissions, which will improve air quality and reduce greenhouse gas emissions (USDOT 2015). Multimodal

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travel provides additional access to populations who do not drive, such as young children, seniors, people with disabilities, low-income residents, and those who do not own a car. (Litman 2021)

**The Portland metropolitan area's transportation networks have resulted in inequitable outcomes for historically and currently excluded and underserved communities.**

Many urban interstate highways and major civic centers were deliberately built through neighborhoods with concentrations of people experiencing low incomes and communities of color, often requiring the destruction of housing and other local institutions (Federal Register 2021). In the eastern Portland metropolitan area, the construction of I-205 exemplifies these outcomes where the planned highway alignment was changed due to political motivation and public protest (Fackler 2009). The alignment was moved away from Lake Oswego, farther east and south into Clackamas County and farther east in Portland, away from majority white and wealthier cities, reinforcing social and economic inequity (Invisible Walls 2019). In Central Portland during the 1950s and 1960s, the construction of I-5, the Veterans Memorial Coliseum, Emanuel Legacy Hospital, the Portland Public School Blanchard site, and urban renewal programs divided and displaced communities in North and Northeast Portland, affecting and burdening communities of color—especially Black communities—in the historic Albina neighborhood (Gibson 2007).

Because of these discriminatory transportation policies and politics, a geographic mismatch exists between job locations, essential resources, community services, and housing that is affordable (Oregonian 2012). This disproportionality affects communities of color, immigrant communities, people experiencing low income, lesbian, gay, bisexual, transgender, gender non-conforming, and queer (LGBTQ+) individuals and people living with a disability (Federal Register 2021). Members of these communities have fewer transportation options and travel farther between destinations, which increases transportation costs and dependence on unreliable travel options and adds significantly more time in traffic congestion. Collectively, these transportation and land use decisions, and the systems that led to them, have resulted in discrimination and unequal investment in these communities. This leads to lasting trauma and continued economic, social, and health impacts for historically and currently excluded and underserved individuals and communities (Federal Register 2021).

Within denser urbanized areas, there is a greater risk of concentrated air pollutants and heat islands from transportation-related activities. Communities located near major roads can experience increased air pollution from cars, trucks, and other motor vehicles, and can have an increased incident and severity of health problems associated with air pollution exposures (EPA 2014). Higher amounts of traffic, congestion, stop-and-go movement, or high-speed operations can increase the emissions of certain pollutants (EPA 2014).

Managing congestion on the I-5 and I-205 corridors and providing for multimodal transportation options would increase access to valuable community resources for historically

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underserved and dispersed communities. It would also improve air quality within concentrated neighborhoods located along the I-5 and I-205 corridors.

The Project will also implement mitigation measures to avoid additional and compounding negative impacts to these communities.

## GOALS AND OBJECTIVES

Project goals and objectives are desirable outcomes of the Project beyond the Purpose and Need Statement. The following goals and objectives reflect input collected during the I-205 Toll Project's Summer-Fall 2020 engagement and from the Value Pricing Feasibility Analysis Policy Advisory Committee, partner agencies, the Equity and Mobility Advisory Committee, and other Project stakeholders; these goals and objectives will be considered when comparing potential congestion pricing alternatives to each other against the future No Build (no congestion pricing) Alternative.

ODOT acknowledges that past land use and transportation investments have resulted in negative cultural, health, economic, and relational impacts to local communities and populations and that these investments have disproportionately affected historically and currently excluded and underserved communities. Additionally, ODOT recognizes that these communities have historically been left out of transportation planning and the decision-making process. These practices, along with more recent gentrification in Portland and surrounding cities, have resulted in a mismatch between job locations and housing in areas with few transportation options.

The draft goals and objectives below, along with input from the Equity and Mobility Advisory Committee, will prioritize equity throughout the Project development process. The Project team will engage communities who use or live near the Project area, especially those who have been historically and are currently excluded and underserved, to participate throughout the formation of conceptual alternatives, development and narrowing of alternatives, decision-making, and Project implementation, monitoring, and evaluation process.

- Goal: Provide benefits for historically and currently excluded and underserved communities.
  - Maximize benefits and minimize burdens associated with implementing congestion pricing.
  - Support equitable and reliable access to job centers and other important community places.
  - Support equitable and reliable access to health promoting activities.
  - Design the congestion price system to support travel options for people experiencing low incomes.
- Goal: Limit additional traffic diversion from congestion pricing on I-5 and I-205 to adjacent roads and neighborhoods.

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- Design the congestion pricing system to limit rerouting from of trips away from I-5 and I-205.
- Design the congestion price system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting.
- Goal: Support multimodal transportation choices to provide travel options and reduce congestion.
  - Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (for example, taking transit, walking, biking, teleworking).
  - Collaborate with transit providers to support availability and enhancements to transit and other transportation services parallel to the congestion priced corridors, especially for historically and currently excluded and underserved communities.
- Goal: Support safe travel regardless of the transportation mode.
  - Enhance vehicle safety on I-5 and I-205 by reducing congested conditions.
  - Support safe multimodal travel options (for example, walking, bicycles, transit, and automobiles) on roadways affected by congestion pricing.
- Goal: Contribute to regional improvements in air quality that reduce contributions to climate change effects.
  - Contribute to reduced vehicle air pollutants and greenhouse gas emissions in the Portland metro area by reducing congestion, therefore resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-5 and I-205 and on local roadways affected by congestion pricing.
  - Reduce localized air pollutants by reducing congestion and improving travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion.
- Goal: Support regional economic growth.
  - Provide for reliable and efficient regional movement of goods and people through the congestion priced corridors.
  - Provide for reliable and efficient movement of goods and people on local roadways affected by congestion pricing.
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities.
- Goal: Support management of congestion and travel demand.
  - Design the congestion price system to improve efficient use of roadway infrastructure and improve travel reliability.

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- Goal: Maximize integration with future congestion price systems and other transportation systems.
  - Design a congestion price system that can be expanded in scale, integrated with congestion pricing on other regional roadways, or adapted to future congestion price system applications.
  - Design a congestion price system that is interoperable with other transportation systems in the region and nearby states.

*Consistent with the requirements of 23 U.S.C. 168, the information in this document, and the public and agency input received, may be adopted or incorporated by reference into a future environmental review process to meet the requirements of the National Environmental Policy Act.*

### **Americans with Disabilities Act and Title VI of the Civil Rights Act of 1964**

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For Americans with Disabilities Act or Title VI of the Civil Rights Act of 1964 accommodations, translation/interpretation services, or more information call 503-731-4128, TTY (800) 735-2900 or Oregon Relay Service 7-1-1.

### **References**

Consistent with 23 CFR 450.212 (a)-(c) and 23 CFR 450.318(a)-(d), the following documents and studies were used in preparation of this Statement of Purpose and Need and are incorporated by reference. These materials are publicly available using the weblinks provided.

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# Oregon Transportation Commission sets direction for tolling

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## Oregon Transportation Commission sets direction for tolling

Aug. 16, 2018

Contact: Dave Thompson, 503-860-8021

JOHN DAY -- During its Aug. 16 meeting in John Day, the Oregon Transportation Commission considered the recommendations of its 25 member Portland Metro Area Value Pricing Policy Advisory Committee and provided direction to ODOT on preparation of an application to the Federal Highway Administration to implement tolling.

In 2017, the Oregon Legislature directed the OTC to seek federal approval of a congestion pricing plan. In July, the advisory committee submitted recommendations to the OTC. The recommendations include an initial tolling pilot program at two locations in the Portland Metro area:

- All I-5 lanes between approximately Northeast Going Street/Alberta Street and Southwest Multnomah Boulevard, a stretch of about seven miles through the downtown Portland corridor.
- On or near the George Abernethy Bridge on Interstate 205.

Tolling could be used to both manage congestion and generate revenue to address highway bottlenecks, including by potentially funding the I-5 Rose Quarter and I-205 Stafford Road to Abernethy Bridge improvement projects.

The advisory committee recommendations also identified three priorities for mitigating potential impacts of any future tolling program:

- Improved public transportation and other transportation options to address equity and mobility
- Special provisions for environmental justice populations, including low-income communities
- Diversion strategies to minimize negative impacts

The OTC accepted the advisory committee's recommendations to seek to toll the two segments of I-5 and I-205 and directed ODOT to prepare an application to the Federal Highway Administration seeking approval to toll these segments. ODOT will present this application for the OTC's approval on November 16. By law, the application must be submitted by December 31, 2018.

The OTC also provided direction that any toll revenues from within the metro region be placed in a Congestion Relief Fund to invest in improvements to the transportation system in the region, as directed in HB 2017. The Oregon Constitution requires that any toll revenues be invested in roads.

ODOT will work with federal officials to determine the next steps to move tolling forward. Before receiving final federal approval to implement tolling, ODOT will conduct additional traffic and revenue analysis, undertake in-depth analysis of equity and diversion impacts, and engage the public with significant outreach and public comment opportunities. ODOT anticipates that it will be a number of years before tolling is implemented on Portland area freeways.

"We've heard consistently from Oregonians across the state that congestion in the Portland metro area is hurting our livability and impacting our economy. Tolling can help us both manage demand and finance bottleneck relief projects that will provide people a better commute and help us keep commerce moving," said Tammy Baney, chair of the Oregon Transportation Commission. "But before we implement tolling we still have a lot of work to mitigate the potential impacts of tolling, particularly to address the potential impacts on low-income families, but also to find ways to improve public transit and address diversion of traffic off the freeway."

OTC member Alando Simpson, who co-chaired the advisory committee, praised its members for their work. "Everyone rolled up their sleeves to wrestle with the tough questions," said Simpson. "By bringing everyone around the table, the process helped us move this discussion forward. We now have two potentially viable options for how to use congestion pricing to improve Portland's transportation system."

"We are in the early stages of discussing tolling, and we have a lot to do to design a comprehensive program to reduce congestion in the Portland region," noted OTC member Bob Van Brocklin. "We are all aware that our population is growing dramatically, and that we will need to invest more in our infrastructure from a range of funding sources to keep up with that growth."

Consistent with the advisory committee's recommendation to analyze the benefits and impacts of tolling on other roadways, the OTC also provided direction to separately develop a long-term study of congestion pricing on all Portland metro area freeways including Interstate 84, Interstate 405, U.S. 26 and Oregon 217. ODOT will develop an approach for implementation, including policy review, potential geographic scope, timing, estimates of resource needs, and OTC oversight. ODOT will provide a draft proposal for OTC discussion in November and present a refined proposal for OTC approval before the end of January 2019.

OTC member Sean O'Hollaren, who served as the other co-chair of the advisory committee, emphasized how the OTC responded to comments from the public, including residents of southwest Washington. "Our partners across the Columbia River expressed concerns that exploring tolling on I-5 and I-205 would unfairly target people commuting from Washington. We listened and adopted a more comprehensive approach that will look at all freeways, not just those used by Washingtonians to get to work."

“Congestion in Portland that traps trucks in traffic impacts the economy of the entire state,” said Commissioner Martin Callery of North Bend, who formerly worked for the Oregon International Port of Coos Bay and served as vice-chair of the Oregon Freight Advisory Committee. “We need to look for creative solutions that will keep freight moving so we can keep Oregon businesses strong and produce family-wage jobs.”

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U.S. Department  
of Transportation  
**Federal Highway  
Administration**

**Oregon Division**

January 8, 2019

530 Center Street NE, Suite 420  
Salem, Oregon 97301  
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In Reply Refer To:  
HDA-OR

Ms. Tammy Baney  
Chairperson  
Oregon Transportation Commission  
355 Capitol Street NE, MS #11  
Salem, OR 97301-3871

Mr. Matthew L. Garrett  
Director  
Oregon Department of Transportation  
355 Capitol Street NE, MS #11  
Salem, OR 97301-3871

Dear Ms. Baney and Mr. Garrett:

Thank you for your December 10, 2018, letter expressing your interest in pursuing tolling on segments of Interstate 5 (I-5) and Interstate 205 (I-205) in the Portland region. You asked that I address the following: 1) eligibility and other requirements under federal tolling programs; 2) required project refinement and analysis to obtain a classification determination under the National Environmental Policy Act (NEPA); and 3) the anticipated timeline and opportunities to streamline review under NEPA. Below is a response to these topics.

**Question 1: Eligibility and other requirements under federal tolling programs.**

The report transmitted with your December 10 letter, titled *Oregon Application to FHWA: Value Pricing Feasibility Analysis and Proposed Implementation*, presents an I-205 Project (page 1-4) and an I-5 Project (page 1-6). Additional project detail is needed for a final eligibility determination by the Federal Highway Administration (FHWA), however, the I-205 Project is likely eligible for tolling under both Section 129 of Title 23, U.S.C. (Section 129) and the Value Pricing Pilot Program (VPPP), while the I-5 Project is likely eligible for tolling under the VPPP.<sup>1</sup>

Section 129 provides authority for tolling Federal-aid highways in conjunction with construction, reconstruction, or other capital improvements to highways, bridges and tunnels. While revenue generation is commonly the driving reason for tolling under Section 129, a state may implement a time-of-day tolling (pricing) strategy under this mainstream tolling program.<sup>2</sup> Under Section 129, public agencies may impose tolls on Federal-aid highways in the following instances:

<sup>1</sup> Title 23 of the United States Code (Highways) includes a general prohibition on the imposition of tolls on Federal-aid highways. However, Title 23 and other statutes contain exceptions to this policy. Two mainstream federal tolling programs and two pilot programs offer states opportunities to use tolling to generate revenue to support highway construction activities and to implement priced managed lanes on Federal-aid highways. The two mainstream tolling programs that do not require an agreement with the federal government or approval from USDOT/FHWA are presented in Section 129 and Section 166 of Title 23. The VPPP and the Interstate Reconstruction and Rehabilitation Pilot Program (ISRRPP) are pilot programs that can be used to advance a tolling project. Both pilot programs require USDOT/FHWA approval. All four federal tolling programs are discussed in detail at [https://www.fhwa.dot.gov/ipd/tolling\\_and\\_pricing/tolling\\_pricing/federal\\_tolling\\_programs.aspx](https://www.fhwa.dot.gov/ipd/tolling_and_pricing/tolling_pricing/federal_tolling_programs.aspx).

<sup>2</sup> Pricing involves the imposition of fees or tolls that vary based on the level of demand for travel on a highway facility. The fees may vary according to a fixed schedule or in real-time based on actual travel conditions. Also, known as congestion pricing, value pricing, variable pricing, peak-period pricing, or market-based pricing - this

- Initial construction of a new highway, bridge, or tunnel
- Initial construction of new lanes on highways, bridges, and tunnels (including Interstates), as long as the number of toll-free lanes is not reduced
- Reconstruction or replacement of a bridge or tunnel
- Reconstruction of a highway (other than an Interstate)
- Reconstruction, restoration, or rehabilitation of an Interstate highway, as long as the number of toll-free lanes is not reduced

Therefore, under Section 129, the State of Oregon is permitted to toll all lanes of the Abernathy Bridge if the bridge is replaced or reconstructed. The state would also be permitted to toll all lanes of mainline Interstate bridges that are replaced or reconstructed as part of the project. Placing tolls on all lanes of Interstate 205 beyond the immediate approaches to replaced or reconstructed bridges, is permitted under Section 129 only if the conditions above are met, particularly, that the number of toll-free lanes is not reduced. As the OTC/ODOT develops a tolling strategy for the I-205 Project, eligibility under Section 129 will be more fully understood.

Federal law does not provide FHWA authority to approve the tolls, the specific toll rates, or exemptions, as the state owns, operates and controls these facilities. Additionally, tolling agreements are no longer required by Section 129, however, under existing implementing guidance, state departments of transportation and other public agencies responsible for toll facilities are encouraged to enter into a memorandum of understanding (MOU) with FHWA.<sup>3 4</sup> An MOU can be particularly meaningful in light of requirements for audits and the use of toll revenues, and the potential consequences of noncompliance (including the discontinuation of toll collection). Typically, under Section 129 a contract for physical construction must be awarded before tolls may be collected.

The State of Oregon may also pursue authority to impose tolls on Federal-aid highways under the VPPP, a program that uses pricing to control travel demand and address congestion. Authority to use tolls under this program requires approval by USDOT/FHWA. The VPPP was first authorized under the Section 1012(b) of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), as amended under other laws, most recently in Section 1604(a) of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). While discretionary funding is no longer provided, the authority to use tolling as a tool to address congestion remains in force, and FHWA enters into or modifies existing cooperative agreements for tolling projects under the VPPP, consistent with the pilot authority.

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strategy manages demand by imposing a fee that varies by time of day, direction of travel, type of vehicle, number of occupants, or other factors. While pricing generates revenue, this strategy also seeks to manage congestion, environmental impacts, and other external costs.

<sup>3</sup> In 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) removed the earlier requirement that State or local public agencies execute a tolling agreement with FHWA prior to imposing tolls under Section 129.

<sup>4</sup> As shown in FHWA's sample MOU template, located at [https://www.fhwa.dot.gov/ipd/tolling\\_and\\_pricing/tolling\\_pricing/sample\\_mou\\_template.aspx](https://www.fhwa.dot.gov/ipd/tolling_and_pricing/tolling_pricing/sample_mou_template.aspx), suggested elements of the MOU include documenting the eligibility for tolling a Federal-aid highway facility under Section 129 and outlining how the statutory requirements regarding the use of toll revenues, audits, and other federal requirements will be met.

The VPPP is a pilot program designed to assess the potential of different value pricing approaches for reducing congestion. Under the VPPP, tolls may be imposed on existing toll-free highways, bridges, and tunnels, and variable pricing is used to manage demand. The legislation also requires a state that implements tolling under this program to report on the outcomes (impact on travel times, transit, air quality and low income/minorities). There is also a requirement that a state consider the potential impacts on low income drivers. Congress has authorized up to 15 slots under the VPPP, which are allocated to state or local agencies. Oregon currently holds a VPPP slot that was recently used to evaluate peer-to-peer car sharing in Portland. This VPPP slot is also being used to support the OTC/ODOT's current effort to explore additional congestion pricing projects in the Portland region.

Oregon would need to develop a VPPP tolling plan, conduct an environmental review under NEPA, and enter into a cooperative agreement with FHWA to implement a VPPP project. The VPPP tolling plan should address how tolling will manage congestion in the corridor, how tolling revenues will be used for construction, and the effect tolling has on traffic patterns, facility operations, and financing. A key element of the VPPP tolling plan, is a traffic and revenue study. The traffic and revenue study serves to provide understanding of the tolling, traffic, and financing aspects of a project. This work then serves to inform the project's environmental review under NEPA. The limits of the VPPP project corridor identified must include the construction project to which the toll revenues will be applied.<sup>5</sup> Also, there have been circumstances under the VPPP where tolls have been collected in advance of construction.

Question 2: Required project refinement and analysis to obtain a classification determination under the National Environmental Policy Act (NEPA).

Should NEPA be required, Oregon's decision to implement a tolling project in the Portland region should be informed by an in-depth traffic and revenue study, public engagement, and environmental review under the requirements of NEPA.<sup>6</sup> These in-depth studies will provide an understanding of the operational impacts to the system and the overall feasibility of the project, as well as serve to educate and inform the project owner, the FHWA, and the public on natural and human environmental impacts, and the viability of tolling in the region.

The report entitled *Oregon Application to FHWA: Value Pricing Feasibility Analysis and Proposed Implementation* presents a high-level scoping of two potential tolling projects, the I-205 Project and the I-5 Project. Prior to initiating a formal NEPA analysis, ODOT should better

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<sup>5</sup> For tolling under the VPPP, the toll revenue provision (section 1012(b)(3)) of Public Law 102-240) has been implemented under the cooperative agreements which provide that the revenues first be used within the defined VPPP corridor for operating and capital costs of the project. Any revenues in excess of those costs may be used on other eligible title 23 activities, without limit to the defined VPPP corridor. Similarly, for tolling under Section 129, 23 U.S.C. Section 129(a)(3) authorizes excess revenues to be expended on any Title 23 eligible activity without limit to project limits, provided the state certifies that the toll facility is adequately maintained.

<sup>6</sup> Reliance on Section 129 for tolling authorization does not by itself trigger the need for FHWA to conduct NEPA review for the tolling project. The general rule is that major federal actions, including commitments of federal funds and other types of federal approval decisions require NEPA review. If the state does not seek to use Federal-aid (or other federal funds subject to Title 23 requirements, such as TIFIA credit assistance) and FHWA has no approval action to take (e.g., no Interstate access change approval or design exception approval), there is no requirement under current law to undertake a NEPA review. Other federal requirements that apply and are typically addressed in the NEPA review, like Title VI, would continue to apply whether, or not NEPA requirements are applicable.

define the proposed project and evaluate its impacts. Issues that require additional analysis include but are not limited to: establishing tolling in Metro's fiscally constrained transportation plan; defining tolled alternatives; evaluating toll methods and rates; analyzing environmental justice impacts; and analyzing transportation system impacts, including the impacts of traffic diversion.

A traffic and revenue study would inform a discussion with affected communities and provide a better sense of the significant impacts of the action and therefore the appropriate NEPA classification, i.e., Categorical Exclusion (CE), Environmental Assessment (EA) or Environmental Impact Statement (EIS).

Question 3: The anticipated timeline and opportunities to streamline review under NEPA.

A state's request for authority to toll under the VPPP is typically accompanied by confirmation that the necessary state legislative approvals are in-place, completed or nearly complete studies that support the tolling request (including traffic and revenue study), and completed or nearly complete necessary NEPA environmental review. Figure 3 of the *Oregon Application to FHWA: Value Pricing Feasibility Analysis and Proposed Implementation* report presents a timeline for advancing the tolling projects. The duration of such work is influenced by many factors and it is largely dependent on the approach and manner taken to manage the project(s). After satisfactory completion of the above items, the FHWA's approval of tolling projects under the VPPP has typically been a straight forward process, commonly taking as little as a few months.

Finally, the FHWA cannot overemphasize the value of a transparent public involvement, outreach, and marketing effort to inform the region on the realities and myths of tolling, the issues the OTC/ODOT seeks to address, and the state's vision for tolling in the region. An aggressive public involvement, outreach, and marketing effort serves to streamline the overall project delivery.

We look forward to continued close coordination with the OTC and ODOT on this very important tolling discussion. Please contact myself or Nathaniel Price at [nathaniel.price@dot.gov](mailto:nathaniel.price@dot.gov) or (503) 316-2566 with questions.

Sincerely,



Phillip A. Ditzler  
Division Administrator



## Tolling Program Adjustments

This document is meant to document and summarize adjustments needed for the STIP, MTIP and RTP to allocate \$60M approved by the OTC in March 2021 to three separate STIP projects for the ODOT Tolling Program.

### Actions:

- Historical STIP administrative adjustment: Rename K21371 to “Regional Mobility Pricing Project” - add \$1,642,110 to Planning (PL) for a new total project cost of \$21,200,000
- Full STIP, MTIP and RTP amendment: Add new project: “I-205 Toll Project” - Total cost \$27,257,890 - Preliminary Engineering (PE) phase only
- ODOT Statewide STIP amendment: Add new project: “Statewide Toll Development Implementation” - Total cost \$19,100,000 - Statewide project (Non-MPO). This does not require MPO action.

All funds are from \$60M OTC allocation. After these amendments \$12M will be unallocated.

### Funding Summary

Project	Current Funding	Proposed Funding
\$60M OTC funding Allocation for Tolling Program	\$60,000,000	\$12,000,000
Regional Mobility Pricing Project	\$19,557,890	\$21,200,000
I-205 Toll Project	\$0	\$27,257,890
Statewide Toll Development Implementation	\$0	\$19,100,000
<b>TOTAL</b>	<b>\$79,557,890</b>	<b>\$79,557,890</b>

### Project Change #1

Regional Mobility Pricing Project (K21371)				
Current STIP Description	Planning study to analyze traffic, diversion and community benefits and impacts, concept refinement and stakeholder engagement for congestion (value) pricing on I-5 and I-205.			
Summary of requested changes	<ul style="list-style-type: none"> <li>• Rename to “Regional Mobility Pricing Project”</li> <li>• Add \$1,642,110 to Planning (PL) phase</li> <li>• New total project cost of \$21,200,000</li> </ul>			
Justification	This is part of programming \$60M in funds approved by the OTC March 11, 2021 for the ODOT Tolling Program. FHWA has asked ODOT to create distinct projects for the related work programs that are planned for this funding. Also, some of the work proposed has moved from planning to design activities. This project’s adjustments will single out the RMPP part of the Tolling Program and add funding to complete the planning component of the Regional Mobility Pricing Project - formerly referred to as “I-5 and I-205: Portland Metropolitan Value Pricing Program”.			
RTP Requirements	This project change does not require RTP adjustment because it is planning.			
STIP/MTIP requirements	There is no STIP/MTIP requirement, however, the already authorized funds will be increased to cover the anticipated gap needed to complete the planning work. Metro has been informed.			
Phase	Year		STIP Estimated Cost	
	Current	Proposed	Current	Proposed
Planning	2019	2019	\$19,557,890	\$21,200,000
	<b>Totals</b>		<b>\$ 19,557,890</b>	<b>\$21,200,000</b>
Summary of Expenditure Accounts (as of 09/03/2021)				
Phase	Authorized		Expended	
Planning	\$19,557,890		\$10,221,389	
			\$9,336,501	

### Project Change #2

I-205 Toll Project (22507)
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Proposed STIP Description	Project design and environmental review for tolling on I-205 between Stafford Rd and OR 213.			
Summary of requested changes	<ul style="list-style-type: none"> <li>Add new project for I-205 Tolling</li> <li>Allocate \$27,257,890 to Preliminary Engineering (PE) phase</li> <li>Total project cost of \$27,257,890</li> </ul>			
Justification	This is part of programming \$60M in funds approved by the OTC March 11, 2021 for the ODOT Tolling Program. FHWA has asked ODOT to create distinct projects for the related work programs that are planned for this funding. Also, some of the work proposed has moved from planning to design activities. This project addition is specifically for design work for I-205 Tolling.			
RTP Requirements	<p>Two RTP updates are related to this project.</p> <ul style="list-style-type: none"> <li>Add project (PE) to fiscally constrained list</li> <li>Update narrative description of I-205 Improvements project to describe financial connection between the two projects</li> </ul> <p>RTP amendments require a 45-day public notice and also must go through TPAC, JPACT, Metro Council approval path. R1 Policy &amp; Development and the Urban Mobility Office (UMO) is the lead on this action and is working to start the process as soon as possible.</p>			
STIP/MTIP requirements	This requires a formal STIP/MTIP amendment, approval is contingent upon approval of the RTP amendment. Amendment submitted to Metro 9/7/21.			
Phase	Year		STIP Estimated Cost	
	Current	Proposed	Current	Proposed
Preliminary Engineering	N/A	2022	\$0	\$27,257,890
<b>Totals</b>			<b>\$0</b>	<b>\$27,257,890</b>
<b>Summary of Expenditure Accounts (TBD)</b>				
Phase	Authorized		Expended	
Preliminary Engineering	TBD		TBD	
	Remaining		TBD	

### Project Change #3

<b>Statewide Toll Development Implementation (K-TBD)</b>				
Programming note: This project will be set up by Salem Program & Funding Services.				
Proposed STIP Description	Planning and design for statewide back office operations and tolling technology - This project will be set up by Salem Program & Funding Services.			
Summary of requested changes	<ul style="list-style-type: none"> <li>Statewide Toll Development Implementation</li> <li>Allocate \$19,100,000 to Planning (PL) phase</li> <li>Total project cost of \$27,257,890</li> </ul>			
Justification	This is part of programming \$60M in funds approved by the OTC March 11, 2021 for the ODOT Tolling Program. FHWA has asked ODOT to create distinct projects for the related work programs that are planned for this funding. This project addition is specifically for Statewide Toll Development Implementation.			
RTP Requirements	No RTP requirement because this will be a statewide program.			
STIP/MTIP requirements	This requires a formal STIP/MTIP amendment.			
Phase	Year		STIP Estimated Cost	
	Current	Proposed	Current	Proposed
Planning	N/A	2022	\$0	\$19,100,000
<b>Totals</b>			<b>\$0</b>	<b>\$19,100,000</b>
<b>Summary of Expenditure Accounts (TBD)</b>				
Phase	Authorized		Expended	
Planning	TBD		TBD	
	Remaining		TBD	

## Major Work Elements for I-205 Toll Project

### Strategic Communications, Coordination, and Public Involvement Plan

Consultant shall prepare a Public Involvement Plan (“PIP”), utilizing its understanding of the Portland Metro region and NEPA guidelines for public engagement. The PIP must be Section 508 compliant for Americans with Disabilities Act (“ADA”) Accessibility to electronic and information technology (29 U.S.C. §794d). The PIP must be informed by existing research, knowledge and input from the Advisory Committee and must include: goals, objectives, metrics of success, key messages, audiences, strategies and tactics, and schedule. The PIP must include outreach and education strategies specific to the general public (commuters, businesses, community members, and other constituencies). The PIP must enable a diverse set of stakeholders to receive information and to provide input.

Consultant shall include robust planning for communications activities in the PIP. The PIP must outline a strategy and timeline for all communication within the PIP. The PIP must include a cohesive Project narrative with messaging supported by data and surveys. The communications activities must include all communities and must support outreach and equity strategies.

Elements described in PIP must include:

- Target audiences, key messages, types of communication and outreach tools to be used, and media plan, and a schedule of outreach activities designed to reach stakeholders;
- Public involvement goals, objectives and outreach evaluation measures for success;
- A detailed community and stakeholder analysis using an evaluation of community demographics and recommendations for non-English language translation of public information materials;
- Strategies to infuse environmental justice considerations into every aspect of the Project in accordance with the Equity Framework and Environmental Justice Outreach Plan;
- Strategies to effectively coordinate with media and elected officials, in accordance with Media and Government Relations Plan;
- Detailed Agency and Consultant roles and responsibilities; and
- A general schedule of anticipated PIP activities and deliverables.

Consultant shall be responsible for keeping and monitoring the Project’s public involvement schedule and summary of all public and stakeholder outreach activities, involvement, events, outreach materials and tools.

The following milestones are anticipated:

- Early Project start
- Early outreach prior to starting I-205 NEPA
- Project NEPA: Purpose and need and range of alternatives
- Oregon Toll Program Public awareness: Increase understanding of tolling purpose, operations and benefits

- Project NEPA: Draft Environmental Assessment
- Project NEPA: Refinement of preferred alternative and equity strategies
- Project Final Environmental Assessment/FONSI (“Finding of No Significant Impact”)

### **Information Materials**

Handouts and other materials will be needed to convey technical and complicated information to the public in readily accessible formats, consistent with appropriate federal and state accessibility guidelines.

Consultant shall develop tools and content to enable online public engagement and education, including Public Project Website content, a Social Media Plan/Schedule, and content for email updates to an interested parties list sent via GovDelivery system.

Consultant shall develop a digital advertising plan and content and coordinate an ad buy (up to 5 rounds as directed by Agency) to increase awareness and education about tolling and the Project environmental process. Includes content creation, translations, and captioning.

### **Public Events and Community Outreach**

Consultant shall complete this task in accordance with Federal Highway Administration (“FHWA”) guidance on NEPA-acceptable community engagement. Consultant shall coordinate online or in-person public events and briefings to educate and engage a variety of audiences. Consultant shall schedule the events in coordination with APM or Agency staff, and arrange logistics, venue rental, and supplies.

### **Public Events**

The following rounds of engagement are anticipated to require public events or community outreach:

- Project NEPA: Purpose and need and range of alternatives
- Oregon Toll Program Public awareness: Increase understanding of tolling purpose, operations and benefits
- Project NEPA: Draft environmental assessment
- Project NEPA: Refinement of preferred alternative and equity strategies
- Project Final Environmental Assessment/FONSI

For each engagement round there will be up to 4 locations/digital events. The number of rounds and locations will be as directed by Agency. If in-person open houses are not possible, up to 4 webinars or digital/virtual engagement events must be held for each round, at Agency direction. Consultant shall prepare and maintain event plans for each round of engagement that includes a schedule of steps/action items and due dates to achieve; this event plan will be used to maintain organization and track adherence to the timeline. Consultant shall secure/book open house locations, if held in-person. Display boards or meeting materials must be prepared for each round of engagement; the same information must be presented at each meeting location during each round. Up to 12 Consultant staff shall be available to attend each of the public events (virtually or in-person), with actual number of attendees at Agency’s direction, to be held in the

Portland Metro area, including Clark County. Additionally, Consultant shall arrange for up to 4 interpreter staff to be present at each virtual or in-person event as needed or required by Agency. The number of rounds of open houses, locations and Consultant staff attending each event will be solely determined by Agency.

Consultant shall schedule and facilitate open house preparation meetings in coordination with Agency prior to each open house. Consultant shall draft meeting agenda and materials 14 business days prior to the open houses. Agency will have 5 business days to review and provide comments on the agenda and meeting materials. Consultant shall prepare content for online open houses using Agency-provided, or Agency-approved, template. Consultant shall distribute meeting materials 24 hours in advance of open house and post on the Public Project Website provided by the Agency. Consultant shall develop and implement plans for event notification and publication, as well as propose the appropriate stakeholder distribution list. In addition, Consultant shall prepare and purchase public notification advertisements in local news outlets for each round of engagement in up to 8 publications following Agency approval. Consultant shall send scheduled meetings in outlook for the in-person events. Consultant shall develop a meeting plan for Agency approval that includes outreach goals, logistics, notification tools, printed handouts specific to the open houses, messaging, displays, staffing and the public comment process. Consultant shall conduct online engagement/education surveys. Consultant shall prepare open house summaries for each meeting.

Up to 8 online public engagement surveys, including translations, must be prepared by the Consultant. Surveys must:

- Be informed by up to 2 planning meetings with a Survey expert for each survey instrument.
- not exceed more than 3 open-ended survey response questions for comment coding purposes.
- be translated and used during environmental justice outreach activities and responses must be translated. Community liaisons (Consultant) must assist with creation and translation of surveys.

### **Community Outreach**

Consultant shall engage the public and share information through community-based activities. Objectives of these outreach activities are to determine how to best meet community needs, build relationships, provide Project information and gather public input. The consultant must research and prepare a Community-Based Outreach Plan to connect with community organizations and participate in events across the region prior to scheduling and planning participation. The plan should:

- Provide an updated list of community stakeholders and create a distribution list including email, city and affiliation.
- Establish a “tool kit” to support planning and execution of each outreach event. Tool kit must include comment form, sign in sheet, materials, and template for event summary.
- Outline activities, such as community briefings and event tabling’s, informal interviews walk audits, neighborhood tours, bike rides, and tactical urbanism pop-ups.

Consultant shall plan and participate in up to 6 tabling events and 66 individual activities (72 total activities), up to 3 hours each, attended by up to 2 Consultant staff, as determined by Agency. Consultant shall support ongoing coordination and education of Community-Based organizations (up to 16 hours per month, for a total of 550 hours). Consultant shall prepare up to 72 written monthly summaries of community outreach events to be incorporated into general communication reports.

### **Project Videos**

Consultant shall create up to 12 high-quality short videos (30 seconds to 2 minutes per video), as determined by Agency describing congestion pricing, the scope of the Project, and opportunities for involvement. Consultant shall also support Agency to create up to 12 longer videos that repurpose meeting presentations into a simple Project update video (informal meeting preview videos prepared via Zoom recording) for posting on YouTube (up to 15 minute videos). Up to 4 hours of Consultant support per video. Agency will prepare and finalize video presentation materials using existing information; Consultant shall support production of video.

### **Equity Strategy & Equity and Environmental Justice Outreach**

Consultant shall develop an Equity Strategy and Environmental Justice (“EJ”) Memorandum, the primary audience of which is internal Agency members of the Project team and the Equity and Mobility Advisory Committee (“EMAC”). The memorandum will set the basis for the internal work session. The memorandum must define key terms to promote common understanding, update the Feasibility Analysis literature review of other congestion pricing/tolling programs to identify national best practices, update potential criteria and technical tools and methods for evaluating alternatives for Equity considerations and impacts to EJ populations, and summarize measures that have been used to enhance pricing benefits and avoid, minimize, or mitigate pricing impacts. Consultant shall plan and implement an in-person internal Agency work session for up to 6 Consultant staff lasting up to 4 hours to summarize and discuss the information within the Equity Strategy and EJ Memorandum and collaboratively plan the equitable outreach approach. This approach will also be informed by the Advisory Committee.

Based on the work conducted in the Feasibility Analysis and results of the Agency work session, Consultant shall prepare an Equity and EJ Outreach section of the PIP that will describe how minority populations, low-income populations, and limited English proficient populations will have meaningful opportunities to provide input at key Project milestones. This section must include a list of Community-Based Organizations (“CBOs”) and stakeholders and identify areas within the four-county Portland metro area (Washington, Multnomah, Clackamas and Clark counties) with concentrations of low-income populations, minority populations, and limited English proficient populations. The Equity and EJ Outreach section must describe how outreach activities will inform the ongoing approach to public engagement and how outreach activities will inform the Equity and EJ technical analysis. The Equity and EJ Outreach section must update how input from these populations will be documented and considered during decision-making and must be developed in accordance with FHWA guidance on NEPA-acceptable community engagement and the United States Department of Transportation (“U.S. DOT”) Updated Environmental Justice Order (5610.2(a)).

Prior to each Project milestone, Consultant shall develop outreach materials that query: 1) equity priorities, 2) ways to enhance Project benefits and avoid or minimize potential adverse impacts, and 3) potentially disproportionately high and adverse impacts to low-income populations and minority populations and potential mitigation measures. Consultant shall prepare content for presentations, Public Project Website, online surveys, display boards and newsletters. Consultant shall document feedback gathered while implementing the Equity and EJ Outreach activities in the comment management system and summarize how the feedback was used in decision-making.

Based on the stakeholder interviews that were conducted for the Feasibility Analysis, Consultant shall conduct up to 15 in-person interviews, as determined by Agency, with CBOs and stakeholders. During the interviews, Consultant shall query Equity priorities and potential benefits and impacts of the Project on low income and EJ populations. Consultant shall summarize CBO and stakeholder input in an interview summary report which must inform the PIP, the Equity and EJ evaluation criteria and performance measures, and the Equity and EJ analysis. Strategies in the Equity and EJ Outreach section must include options to compensate or incentivize individuals or Community-Based Organizations to enable broad participation.

During implementation of the Equity and EJ Outreach section, Consultant shall, at the direction of the Agency:

- provide event co-hosting and additional Advisory Committee participation and preparation to community leaders, CBOs or other interpreters to conduct environmental justice activities, such as focus groups in non-English languages or presentations at existing faith-based or CBO-hosted events;
- brief and train community leaders, CBOs or other interpreters to ensure competency and knowledge of the Project to support environmental justice activities;
- provide for children's activities, translation, interpretation, refreshments and participant compensation or incentive at each activity;
- compensate CBO staff to aid with engagement of traditionally underrepresented populations; and
- translate online public engagement surveys for use during EJ outreach activities and translate responses.

Prior to NEPA milestones, Consultant shall prepare a compiled Outreach Findings: Equity and EJ Impacts Briefing Document, to summarize the outreach findings from the CBO and stakeholder telephone interviews, the EJ outreach activities, briefings with EJ groups, and EJ input from the broader outreach activities such as open houses and online surveys. The findings must be included in the report. The NEPA milestones may be as follows:

- Project NEPA: Purpose and need and range of alternatives
- Public awareness: Increase understanding of tolling purpose, operations and benefits
- I-205 NEPA: Draft environmental assessment
- I-205 NEPA: Refinement of preferred alternative and equity strategies
- Project Final Environmental Assessment/FONSI

### **Equity Workshops/Meetings**

Consultant shall provide for and facilitate 4, 2-hour workshops or meetings, as determined by Agency, in Oregon with select groups (these meetings may be held virtually). These workshops will be organized by Agency and the Consultant; up to 6 Consultant staff shall attend. Consultant shall be responsible for the agenda, content, facilitation, and assessment of learning/outcomes. Consultant shall develop a single set of materials for use in all workshops and shall modify materials for workshops #2-3 based on the audience and the relevant feedback from prior workshops. These workshops are expected to take place on separate dates. The workshop must include pre- and post-survey instrument to assess learning and key issues among workshop attendees.

### **Alternative Public Involvement Strategies**

Consultant shall determine if there are alternative strategies and innovative approaches which could be recommended for the Project. Consultant shall recommend and identify the most cost effective alternative strategies which must produce a measurable behavior change in stakeholders and affected populations regarding the Project. Consultant shall describe each alternative strategy, when and how it would be implemented and the estimated costs of each alternative strategy. Each alternative strategy must include, but is not limited to, a timeline for implementation of the Project's various elements.

### **Community Liaison Services**

To better engage with under-served communities (low-income, communities of color, etc.), Agency has begun utilizing new approaches that have proven successful from a comprehensive and inclusive public engagement standpoint. These new approaches include, but are not limited to, bringing on community liaisons who are members of marginalized communities in the Project area or who come from CBOs that serve those marginalized communities. Community Liaisons are respected members of a specific ethnic, cultural, language, demographic, or geographic community who can act as a trusted ambassador between that community and Agency, facilitating meaningful representation of that community and their interests within a public process.

The Community Liaison Services shall provide include but are not limited to:

- a. Identifying marginalized and vulnerable communities in a Project's impact area, including Title VI and EJ Populations.
- b. Identifying the most commonly spoken languages in the impacted surrounding area to the Project and assess which language communities have limited English proficiency.
- c. Interviewing influencers, service providers, and community leaders from different cultural/immigrant/religious backgrounds to gain insight on how to effectively engage their communities in Agency's Project.
- d. Consultant shall organize and execute community-based events and provide interpretation and translation services.
- e. Consultant shall also serve on the Project groups or advisory committees to provide fully inclusive perspectives as requested by Agency.



- f. Participating in debrief sessions with Agency to share findings and how engagement efforts could be improved in the future.

### **Advisory Committee**

Transparency and informed decision-making are fundamental to the successful development of tolling projects. This Task will include establishment, or use of, and facilitation of the Equity and Mobility Advisory Committee (“EMAC”) that will provide input to the Oregon Transportation Commission (“OTC”) or the Project team on the Project equity framework, equity and mobility performance measures, and equity and mobility strategies to improve Project outcomes. The EMAC also will advise and support implementation of equitable engagement plans during the Project planning process.

Consultant shall also support creation of meeting materials and final recommendation document to OTC and graphic layout of recommendation document. Consultant shall support creation of longer videos that repurpose meeting presentations into a simple project update video (informal meeting preview videos prepared via Zoom recording) for posting on YouTube (up to 15 minute videos). Agency will prepare and finalize video presentation materials using existing information; Consultant shall support production of video.

### **Media and Government Relations Support**

Consultant is responsible for proactively, creatively, and effectively developing methodologies and strategies for Project outreach to media and governmental entities in the Project area. Consultant shall assist Agency with implementing a Media and Government Relations Plan that anticipates key public concerns, issues, and questions and develops methodologies and strategies for proactive response. Consultant shall prepare meeting materials and agendas and attend coordination meetings with Agency staff, as determined by Agency. Consultant staff, as determined by Agency, shall attend the meetings to provide a Project progress report and schedule, update the Agency on existing and potential public, stakeholder, or political issues, risks, concerns, and questions and propose outreach strategies. Up to 8 consultant staff shall attend up to 150, 1-hour coordination meetings as requested by Agency.

Consistent with the overarching strategy and guiding principles contained in the PIP for the Project, specific and focused government and media relations plans must be written for defined milestones (e.g. NEPA public engagement for I-205 corridor) by Consultant. Consultant shall develop milestone-specific plans during the Project as determined by the Agency.

Include key points and observations from these meetings in the summary reports requested below.

Consultant shall support media outreach, including draft media releases and specific strategic responses when requested by Agency. Consultant shall monitor media and social media coverage for the Project using Agency-supplied accounts, maintain scan of public events and meeting agendas of key entities (councils, commissions, other bodies), and understand opportunities for public education and correction of misinformation.

### **OTC, Legislature, Jurisdictional or other Leadership Presentations and Outreach**

Consultant shall make up to 92 presentations per schedule agreed upon by Agency for OTC, the Legislature, or other leadership forums and jurisdictional briefings, such as city councils, county commissions and working groups. Consultant staff shall attend each OTC/Legislature meeting, as determined by the Agency. The presentations must provide Project updates to the OTC/Legislature and may seek decisions or guidance. Consultant and Agency understand that the demands of the Legislative Assembly and its committees may require expedited or unscheduled responses to their needs for presentations. Consultant and Agency agree, therefore, to make, good-faith efforts to respond to and accommodate those demands within the hours set forth below.

Consultant shall support Agency staff with updates to other regional committees which includes the Joint Policy Advisory Committee on Transportation (“JPACT”) and the SW Washington Regional Transportation Council (“RTC”) and Region 1 Area Commission on Transportation. Agency will lead these updates or workshops.

### **Stakeholder Outreach to Support Technical Analysis**

Consultant shall work with the APM and technical team to develop a public engagement process that fully supports inputs and schedule for the technical analysis. The public engagement process includes Equity Strategy and EJ Outreach, broad community outreach, EMAC, Regional Partner Agency Staff (“RPAS”), Community Work Sessions, Regional Modeling Group (“RMG”), and Transit Working Group. Points of input include:

- Stated preference surveys
- Evaluation criteria and performance measures
- Alternatives development
- Transit and multimodal findings
- Community and Equity Mobility Strategies

The Alternatives Analysis will be informed by Community Work Sessions. Consultant shall plan and facilitate 4 Community Work Sessions. The work sessions must inform Project specific equity and mobility strategies. Consultant shall provide agenda, materials, and meeting notes for up to 4, 2-hour Community Work Sessions per schedule agreed upon by Agency. These must consist of sessions with neighborhood and community groups with up to 4 Consultant staff attending as directed by Agency. Consultant shall facilitate each Community Work Session to provide information and solicit input.

Consultant shall support the gathering of a Transit Multimodal Working Group (“TMWG”) that includes Agency staff engaged in transit or related planning, potentially including city and county staff, TriMet, C-Tran, Smart, Metro, and ODOT staff engaged in transit and travel options. The TMWG is expected to meet up to 12 times throughout the Project and will be an opportunity for the Consultant and the Project team to understand key issues and transit planning efforts underway. Recommendations from the TMWG may include:

- A. strategies to improve transit or other transportation / mobility options

B. affordability and accessibility programs for low-income and environmental justice groups

The Transit Working Group may provide input on the Project purpose & need, performance measures, and alternatives options and alternatives options.

### **Technical Analysis and Outputs**

During the Feasibility Analysis, a general project description for the Project was developed and approved. However, details concerning policy outcomes, functional and tolling system design, user impacts, and specific Project end points were not determined. The congestion pricing project advanced for further analysis require conceptual and design refinement. Details related to Project design, including policies, business rules, tolling application, and Project termini, must be determined based on traffic performance, transit availability, revenue and diversion potential, benefits and impacts to EJ and other communities, federal toll program eligibility, among other considerations. The Project will be designed to maximize benefits and minimize potentially adverse impacts, identifying offsetting mobility and equity strategies where appropriate. Alternatives analysis for I-205 will be conducted to meet NEPA requirements.

Consultant shall manage a transit/multimodal, equity and diversion technical analysis including alternatives and community mobility/equity strategy development. Consultant shall document decisions to comply with U.S. DOT standards for the NEPA EA process and development of an EA.

### **Alternatives Analysis Evaluation Framework**

Alternatives for the Project must incorporate design options for the congestion pricing policy itself (where, when, who, and how much to charge) as well as the technological solutions, infrastructure requirements, legal framework, and business models that represent the alternative as deployed. Consultant also must evaluate a no-build / no pricing alternative throughout the process.

The performance measures will be documented in an Evaluation Criteria and Performance Measures Memorandum which also identifies the quantitative tool or qualitative analysis that will inform their evaluation; the performance measures must also be included within discipline-specific methodology reports. Measures must be informed by the potential need for offsetting strategies and to meet the requirements in the NEPA environmental documentation process. Evaluation frameworks must include both quantitative and qualitative performance measures that address, the following. Additional measures may be identified.

- Traffic and safety performance on tolled segments of I-205, non-tolled segments, and local routes along the tolled corridor;
- Route diversion to and from the freeway system and the local transportation system;
- Modal diversion to other travel modes (transit, carpooling, bicycling, etc.);
- Time diversion of trips to different times of day;
- Impacts on transit ridership and evaluation of transit needs under tolling;
- The extent of impacts and benefits to environmental justice households;
- Regional economic benefit impacts of tolling;

- Revenue expectations and the cost of the tolling system; and
- Impacts of tolling on air quality and other environmental resources.

### **I-205 Corridor User Analysis**

In this Task, Consultant shall inform the alternatives development, screening, and analysis through enhanced understanding of travel behavior and socioeconomic effects for existing and potential users of the tolling project area.

Consultant shall perform Origin-Destination analysis to identify existing Project corridor users who could be impacted by tolling projects. Consultant must summarize key freeway travel patterns, including geographic location of high demand origins/destinations, percent of external/through trips utilizing the corridors, and potential for rerouting (diversion) on parallel or adjacent roadways. The analysis of corridor users will be based on the regional travel demand model and external mobility vendor (e.g., StreetLight) data sources. The results must be used to inform existing user patterns and potential strategies related to addressing needs related to transit/multimodal, equity, and diversion.

Forecasting potential users of tolled facilities depends on assumptions related to values of travel time. Consultant team shall review and reassess current value of travel time assumptions. Any updates to modeled values of time will be based on available information from existing studies and other external data sources.

A stated-preference travel survey must be developed by Consultant as a tool to develop reliable estimates of the willingness-to-pay travel time savings of passenger vehicle drivers I-205. Consultant shall develop methods for estimating values of travel time, values of travel time reliability, and other related pricing inputs to the analytical tools and methods with input from Agency, Metro, and Regional Modeling Group.

### **Alternatives Screening**

Consultant shall use the screening evaluation criteria developed as well as input provided by all levels of engagement including, but not limited to, the Advisory Committee, public and Community Work Sessions and equity groups, and work with the Agency, partners, and public to:

- Identify the no-build / no-pricing alternative (baseline) for I-205 based on assumptions identified in earlier phases;
- Identify reasonable alternatives which incorporate defined alternative policies, design features, system components, and operational procedures, with logical termini on I-205 generally within the area of recommended concepts from Feasibility Analysis;
- Document all assumptions and actions that build towards alternatives;
- Compare screening alternatives based on evaluation criteria and performance measures;
- Document and support the rationale for eliminating alternatives from further consideration; and
- Perform initial screening analysis modeling. Prepare additional sensitivity analysis to inform development of Alternatives Analysis for NEPA.

Consultant shall prepare toll rate sensitivity analysis and recommended refinements to the Alternatives to inform policy assumptions for modeling. Consultant shall prepare additional modeling refinement and documentation to support alternatives decision making and policy assumptions.

### **Toll Modeling Coordination**

To maintain the modeling development and execution schedule and deliverables, Consultant shall prepare agendas and materials, facilitate and produce action item summaries for weekly modeling team meetings that include Agency, Consultant, and Metro staff. In addition, to gain input from regional modelers, Consultant shall schedule, prepare agendas and materials, facilitate, and produce meeting summaries for a Regional Modeling Group, which is composed of modeling staff members at regional agencies and governments, in addition to Agency, Consultant, and Metro staff. Consultant shall prepare and deliver monthly modeling team “newsletter” summaries to technical working groups.

### **Technical Support for Alternatives Modeling and Tools Refinement**

Model development and its application for Project alternatives is being led by Metro. Consultant shall process and interpret model results. Consultant shall provide technical support to Metro in model development, calibration, validation, and refinement.

Consultant shall develop the specific methodology and assumptions for analysis. The analysis must include both quantitative and qualitative assessments based on modeling results, community engagement, and other available sources of information. Modeling of alternatives performance must include regional travel demand modeling, mesoscopic modeling of traffic (dynamic traffic assignment), regional cost/benefit and equity impact analyses, and toll/revenue optimization. Modeling of alternatives must occur in concert with the Advisory Committee, as well as the Agency and Metro, with input from a Regional Modeling Group. Consultant shall identify assumptions for the no-build / no-pricing alternative model using FHWA and regionally accepted forecast years and define model horizon years and analysis time periods. The Modeling Methodology Technical Memorandum must include an inventory and rationale for projects assumed to be completed and key policy decisions or assumptions in the future year models.

I-205 will be analyzed in the following manner:

- Two rounds of preliminary modeling to focus on addressing potential for through-trip rerouting via toll gantry logic.
- Round 1 - A screening analysis for Project team use must use existing modeling tools to provide relative comparisons between up to 6 alternatives. The analysis must include Consultant’s development of a range of strategic alternatives, incorporating preferred policies, design features, system components, and operational procedures, and screening of these screening alternatives. Screening of up to 5, I-205 alternatives must be conducted by Consultant independently of tolling alternatives on I-5 and must inform a smaller set of promising alternatives to be evaluated in the NEPA document. Initial traffic and revenue projection and sensitivity analysis to provide a high-level assessment simultaneous I-205 and I-5 tolling (using preliminary assumptions about I-5 tolling design) and a no-build + toll option to consider the interim effects of tolling I-205 at the existing Abernethy Bridge during

re-construction and adjacent widening of I-205 as well as a future year (2040) model scenario.

- Round 2 – Scenario refinement testing must be performed to assess sensitivity to technical assumptions related to policy decisions and toll rate schedules. The sensitivity testing will be performed on one baseline scenario identified from round 1. Consultant shall summarize modeled changes to gross revenues and traffic volumes (diversion).
- Round 3 - A smaller set of alternatives must be developed and modeled in more detail for the draft EA. This analysis must include two future horizons, representing an interim future build timeframe (2027) and a longer-term horizon (2040 or 2045) consistent with the Metro Regional Transportation Plan to reflect changes in land use. This will be used to inform the analysis of impacts in the NEPA document.
  - This analysis will also be used to prepare traffic and revenue projections for the I-205 Level 2 T&R studies. Additional alternatives or toll scenarios varying rates and policies within the alternatives, may be required for these studies to better understand toll elasticities and willingness to pay tolls by market segment and time of day.
  - To support the I-205 Level 2 Traffic and Revenue (“T&R”) Study, Consultant shall evaluate a no-build + toll option to consider the interim effects (2027) of tolling I-205 at the existing Abernethy Bridge during re-construction and adjacent widening of I-205.
- Round 4 - Analysis to support the final EA must be conducted by the Consultant on the preferred alternative identified in the draft EA. This analysis may include modeled evaluation for transit or other mitigation strategies as needed or required by the Project. This analysis may include several model runs to refine the alternatives to address Project impacts.

In addition to the formal rounds of modeling, Consultant shall provide scenario model runs and alternatives testing to inform strategic decision making.

Consultant shall support the modeling work by refining available tools and providing key inputs needed to support Metro in running the models. Consultant work shall include:

- Regional Travel Demand model refinements to support Project modeling of tolls including recommended network coding changes, generalized cost parameters for tolls (based on value-of-time assumptions and monetary tolls), time-of-day model specification, and compiling model results.
- Dynamic Traffic Assignment subarea model development support including direction on toll scenario application modeling software (Dynameq), network coding support, demand adjustment procedures, development of calibration and validation criteria, summarizing calibration and validation results, documentation of model development process for subarea, and compiling model results. Consultant team shall also run models in Dynameq as needed to support Metro.
- Multi-criteria evaluation tool (MCE) refinement to support toll modeling evaluation including segmented traffic assignment, 24-hour model results, and breakout of toll costs from generalized cost. Consultant team shall support Metro in providing model documentation and parameters to support ODOT review and acceptance of tool application for the Project. Consultant shall provide ongoing support to Metro for application of tolling

projects within Metro Multi-Criteria Evaluation Toolkit to support equity analysis and impact assessment.

### **Transit and Multimodal Transportation Analysis and Planning**

Consultant shall explore and evaluate the relationship between tolling on I-205 and existing transit and multimodal transportation options. This evaluation must identify improvements to non-motorized travel mode systems as a component of a successful tolling implementation.

Consultant shall conduct a transit and multimodal analysis for I-205 that must include the following essential elements:

- Description and mapping of existing transit and multimodal transportation systems relative to I-205;
- Description and mapping of planned transit and multimodal transportation systems relative to I-205;
- Identification of transit and multimodal transportation network improvements, including safety improvements, to support successful tolling implementation.

Consultant shall prepare a draft and final Existing Conditions for Transit and Non-Motorized Travel Modes Potentially Impacted by the I-205 Tolling Corridors Memorandum for Agency review and comment.

### **Equity Analysis and Environmental Justice Analysis**

Consultant shall provide ongoing support to Metro for application of tolling projects within Metro Multi-Criteria Evaluation Toolkit for equity analysis and impact assessment. Consultant shall work in collaboration with the Agency, Advisory Committee, and Metro modelers to develop equity and EJ draft and final evaluation criteria and performance measures for tolling on I-205 that are aligned with Project goals and objectives related to equity and EJ. Consultant shall use industry best practices from transportation pricing and tolling projects when developing performance measures. Consultant shall consider the use of a combination of vertical equity analysis, horizontal equity analysis, and spatial equity analysis when assessing the alternatives with respect to equity. The assessment of potential benefits and impacts to EJ populations will incorporate national best practices such as those identified in the National Cooperative Highway Research Program (“NCHRP”) *Environmental Justice Analysis when Considering Toll Implementation or Rate Changes* and relevant guidance from FHWA. Consultant shall incorporate information gathered from Equity Strategy and EJ Outreach activities to inform this Task.

### **Community, Mobility and Equity Policy for Congestion Relief**

Consultant shall prepare an Equitable Toll Report in partnership with ODOT. This report must summarize the equity work prepared throughout the course of the Project. This report must describe the equity strategy and framework developed for the Project and how these have been implemented; findings from equity and environmental justice outreach; and findings and mitigation measures from the equity analysis performed for the Social and Environmental Justice Technical Reports.

ODOT may desire to seek programs, infrastructure and strategies to lessen the impacts of tolling and advance equity beyond the mitigation actions identified as part of the Project NEPA process. Community, mobility and equity strategies must be developed for the Project by EMAC, also called EMAC's recommendation to OTC. ODOT, with support from the Consultant team, will take EMAC's recommendation and assess it for elements ODOT can implement, partner on, or influence.

## **Traffic and Revenue, Costs and Net Revenue, and Financial Planning**

### **Annual Traffic and Revenue Forecasts**

Consultant shall prepare toll annual T&R forecasts for the one or two build alternatives carried forward in the NEPA process. Consultant's revenue estimates must be based on the weekday modeling outputs for at least two forecast years for traffic on tolled sections I-205. It is anticipated that additional model runs will be conducted to provide at least one toll scenario/alternative for a no-build toll case to estimate the near-term traffic and revenue for the option of tolling I-205 at or in the vicinity of the Abernethy Bridge during re-construction of the bridge and widening of I-205 from two to three lanes. Consultant shall use existing available traffic data from ODOT for the relevant tolled sections of I-205 under the alternative(s) to be evaluated in NEPA to inform the development of separate traffic and revenue weekday to annual expansion factors for expanding weekday daily modeling results to annual traffic and potential gross toll revenue forecasts. Consultant shall make assumptions about a single option for a weekend variable toll rate schedule on I-205. These assumptions will be informed by the existing weekday and weekend traffic data, informed by the weekday toll schedule alternatives for each corridor.

Consultant shall develop assumptions for interpolating traffic and revenue forecasts between the 2 model forecast years, extrapolating those forecasts beyond the last forecast year, and escalating toll revenues from constant model-year dollars to inflated year-of-collection dollars in order to prepare revenue models for I-205 that will provide 35-year annual traffic and potential gross toll revenue forecasts for each corridor's Alternatives. Consultant shall capture the impact of any incremental tolls for secondary payment methods or other toll policies and exemptions in the revenue model and resulting annual traffic and potential gross toll revenue forecasts.

Consultant shall prepare a T&R Memorandum summarizing assumptions, traffic forecasts, and potential gross toll revenue forecasts for each Alternative carried forward under NEPA, and if requested by Agency, with and without the option of tolling I-205 during re-construction.

### **Cost Analysis and Net Revenue Projections**

Consultant shall develop annual Operating and Maintenance ("O&M") cost estimates for the in-lane roadway toll system infrastructure on I-205 as well as the program-wide back-office toll collection systems and customer service center functions for all-electronic toll collection, with costs allocated proportionately to I-205 for alternatives that include pricing on both facilities. Consultant shall conduct this work in close conjunction with ODOT, recognizing work that has already been done under the ODOT Open Architecture project and consistent with its assumptions. Assuming that a license plate image-based method of payment via vehicle owner identification and invoicing by mail will be offered for non-account, unbanked and out-of-state



users, industry assumptions for back-office customer service and toll collection processing costs will be used to develop those additional toll O&M costs. Other costs, including credit card processing fees, insurance premiums for structures (if identified and provided by ODOT), and transponder pass purchase and inventory costs must also be estimated. It may not be necessary to consider the latter at this stage if the Agency makes the assumption that transponders will be sold at cost, since that would make them effectively net revenue neutral.

Consultant shall conduct preliminary back-office systems planning, which may include preliminary capital costs, requirements, and procurement strategies in coordination with work to be performed. Capital cost estimates will be used to inform and prepare estimates for periodic Repair and Replacement (“R&R”) costs (capital re-investment) that would typically be required over time at various intervals.

ODOT, or other parties, will provide roadway and structure O&M and R&R prices, quantities, frequencies and current dollar cost estimates for the I-205 Alternatives carried forward in NEPA or prepare full estimates for the O&M and R&R facility costs. Consultant shall forecast annual I-205 facility O&M and R&R amounts in year of expenditure dollars over the forecast horizon, which will be presented separately from the toll-related costs.

Consultant shall make reasonable assumptions for annual revenue leakage due to equipment errors, violations and non-payment, based upon the toll payment methods assumed, tailored to the tolling methods and deployment assumed for I-205. The revenue model will be expanded to handle costs and leakage, so as to provide 35-year net toll revenue projections for the alternative(s) to be evaluated in NEPA.

Consultant shall prepare net revenue tables for the I-205 alternatives to show annual toll trips, potential gross toll revenues, facility O&M costs, toll O&M costs, other deductions, resulting net toll revenues, and periodic toll and facility R&R costs for the 35-year forecast horizon. Additional net revenue tables must be prepared by Consultant with the option of tolling during construction if requested by the Agency.

### **Funding Strategies and Financial Planning and Support**

Consultant shall analyze and evaluate candidate non-toll funding sources, toll-financing options, and other related funding strategies to help develop feasible financial plans for I-205 or Preferred Alternatives carried forward in the NEPA process. Activities under this task are envisioned to be conducted individually on a level of effort basis at the discretion of ODOT, and may include, but are not limited to, the following work items among others that could be identified at a later date:

- Preparing a preliminary financial capacity analysis of the potential capital funding from tolling I-205, with and without tolling during construction, based on the preliminary round of modeling for this corridor.
- Developing a cash flow model / financial plan for the capital and operating aspects of one or more Alternatives, showing the various sources and uses of funds, funding gaps, and options for closing the gaps due as requested by Agency;
- Additional preliminary financial capacity modeling of the potential toll capital funding contribution from financing against future net toll revenues on I-205 based upon later

rounds of modeling, which may include assessing the benefits of a U.S. DOT Transportation Infrastructure Finance and Innovation Act (TIFIA) loan and private sector financing in the event of a public-private partnership delivery model;

- Tabulation and evaluation of potential federal, state and local funding sources that might be available to help fund capital improvements as requested by the State;
- Phased delivery approaches that combine pay-as-you-go funding from toll revenues with toll financing as requested by Agency; and

### **I-205 Level 2 Traffic and Revenue Study Report**

Based upon the travel demand modeling and traffic analysis work and the I-205 T&R forecasts and net revenue projections, Consultant shall prepare a draft and final I-205 Level 2 T&R Study report and slide deck with the following content by sections:

1. Executive Summary
2. Introduction
3. Current Corridor Characteristics
4. Socio-Economic / Land Use Projections
5. Value of Time Assumptions
6. Demand Model Application and Methodology
7. Toll Alternatives / Scenarios Modeled
8. Estimated Weekday Model Results
9. Annual Gross Toll Traffic and Revenue Forecasts
10. Annual Net Toll Revenue Forecasts
11. Sensitivity Tests

### **I-205 Environmental Assessment Transportation Technical Report**

The purpose of this Task is to provide transportation, multimodal (bike, pedestrian and transit) and traffic analysis work to support the NEPA compliance effort, and project delivery strategy for the Project.

Consultant shall conduct traffic and multimodal forecasting and operations analysis of the proposed project alternatives. This includes revisiting the technical foundation to document changes in travel demand, key traffic patterns, and identifying the need for critical operational or safety enhancements to address potential congestion/mobility and multi-modal access impacts.

#### **Data Review and Collection**

The first step in documenting existing conditions will be a review of the multimodal transportation data within the study area for other corridor planning efforts. The transportation analysis will leverage available multimodal transportation and traffic data including data collected as part of the efforts as well as other efforts to be identified in conjunction with ODOT and their partners. Following a review of the relevant data available, a list of data gaps and data collection needs must be prepared by the Consultant. This may include the following:

- AM and PM peak period intersection turn movement traffic counts for study area intersections
- 24-hour traffic (tube) counts on key roadways
- Updated vehicle classification volumes on I-205

- Signal timing and phasing data for the study area intersections
- Roadway geometry data and pedestrian/bicycle amenities in the vicinity of the project
- Historical crash data for I-205 and other roadways identified as being significantly impacted by the Project.
- Transit routes and ridership on I-205
- Key emergency responders in the vicinity of the Project
- GIS data representing parcel boundaries, right of way, critical areas, topography, and utilities
- Project area aerial imagery

Consultant shall assume AM/PM peak hour traffic counts will be conducted at a total of fifty-five intersections for an average weekday conditions and tube counts will be collected at a total of ten locations. However, if traffic volumes appear to be low, the consultant may use historical data or collect counts and adjust using an agreed upon methodology. It is assumed that up to 20 AM/PM historical intersection counts will be obtained, and 24-hour tube counts at up to 10 locations. Additional volume and vehicle classes will be provided by ODOT for I-205 mainline for periods reflecting existing conditions analysis. Traffic count data must be collected for average weekday conditions on mid-week days (Tuesday, Wednesday or Thursday).

#### **Existing and Future No Build Conditions**

Once the transportation data review is complete and all data pieces have been compiled, Consultant shall initiate the analysis of existing conditions analysis including traffic conditions to gauge current levels of delay during critical periods of the day (ex. AM and/or PM peak period). Consultant shall update and calibrate obtained existing Synchro/SimTraffic or Vissim simulation models using current traffic data from ODOT and partner agencies, as available. This analysis must cover the study intersections agreed upon in the Transportation Analysis Methodology and Assumptions Memorandum.

Consultant shall assume traffic operations analysis will be conducted at a total of fifty-five intersections for an average weekday condition.

Synchro 10 software (with Highway Capacity Manual reporting) will be the primary analysis tool used to assess traffic congestion and operational constraints at study intersections. For complex operations or corridor, Vissim 11 microsimulation software may be used to capture vehicular queuing or merge/diverge movements if determined to be necessary.

Consultant shall inventory pedestrian and bike amenities and key activity generators in the study area, current transit usage on or near I-205 in the Project vicinity, and existing freight demand. Consultant shall identify historical crashes along the freeway segment and key interchange approaches.

To assess future baseline conditions, Consultant shall develop traffic forecasts reflecting a 2045 planning horizon. The forecasts will be informed by the analysis and modeling. Future baseline conditions must include review and documentation of relevant financially constrained transportation projects identified in locally adopted Transportation System Plans in Study Area API.

Consultant shall perform an analysis of future baseline traffic conditions for the AM and PM peak hours by leveraging the Synchro or Vissim models developed as part of the existing conditions analysis and must capture the same study area roadways and relevant study intersections within the study area. Based on expected traffic conditions, year 2045 future baseline conditions for transit and nonmotorized modes will also be assessed. Assumptions about future conditions of truck freight demand, land use changes, or other planned or programmed improvements in the study area must be documented and incorporated into the future baseline conditions analysis.

Findings must be documented in up to two PowerPoint Presentations. Consultant shall prepare for and facilitate Traffic Analysis Review Workshops to arrive at acceptance of the analysis, to be held within 5 days of completing Existing and Future No Build traffic analysis. Up to 5 Consultant staff shall attend.

### **Build Alternatives Analysis**

Consultant shall analyze future transportation access and mobility reflecting up to 3 build alternatives for the I-205 project in comparison to the future No Build alternative. Since the build alternatives will generally include tolling and/or capacity improvements (adding one or more travel lanes plus other off-freeway improvement strategies, transit service enhancements or multi-modal safety projects), traffic volume projections must be developed for each alternative. Analysis of the future build alternatives shall be conducted for the same study area and using the same modeling tools employed for existing conditions and future no build conditions.

In addition to the traffic analysis work, Consultant shall assess how effectively the alternatives address key deficiencies related to transit, nonmotorized modes and freight (truck) mobility, safety, emergency response as well as impacts to community, equity, environment, and economy.

### **I-205 Draft EA Transportation Technical Report**

To document the transportation analysis approach, analysis and findings, a technical report must be prepared by Consultant that captures the analysis assumptions, approach, data, and alternatives assessment outcomes. This report must recap the existing conditions and future No Build assessment and present a performance comparison of the I-205 alternatives based on the Alternatives Analysis technical summary. The report must be included as an appendix to the draft EA, and key elements of the technical report must also be summarized in the draft EA document.

### **I-205 Final EA Transportation Technical Report**

The I-205 Draft EA Transportation Technical Report shall be updated by Consultant to address comments and new analysis identified as a result of public comments. The revised technical report will be included as appendix to the final EA. A comment resolution meeting shall be facilitated by the Consultant with the Agency, up to 2 hours and up to 3 Consultant staff attending.

### **I-205 NEPA Documentation**

The purpose of this Task is to provide the NEPA documentation needed to inform and document a federal decision on tolling on I-205. This Task will prepare an EA that builds on the I-205: Stafford Road to OR 213 Documented Categorical Exclusion (“DCE”). The construction impacts of widening I-205 and reconstruction of the Abernethy Bridge have received environmental clearance under the DCE; therefore, the NEPA process conducted under this Task will only analyze those additional impacts that result from the tolling action. Consultation under Section 106 of the National Historic Preservation Act (“NHPA”) and consultation under the Endangered Species Act (“ESA”) has already been completed for the I-205: Stafford Road to OR 213 and therefore will not be performed as part of this Task.

### **I-205 NEPA Early Public Engagement**

Consultant shall prepare a draft and final agenda and packet of materials for an agency coordination meeting with participating agencies. Consultant shall attend and facilitate the participating agency coordination meeting with ODOT staff, as determined by Agency. Consultant shall prepare a draft summary of the agency coordination meeting for review by ODOT. Consultant shall revise and incorporate the meeting summary into the Early Engagement Summary Report.

Consultant shall prepare a draft and final agenda and packet of materials for an early engagement meeting with tribes, as well as individual meetings with tribes. Consultant staff shall attend and facilitate the tribal engagement meeting and individual meetings with tribes with ODOT, as determined by Agency. Consultant shall prepare a draft summary of the tribal engagement meeting and individual tribal meetings for review by ODOT. Consultant shall revise and incorporate the meeting summary into the Early Engagement Summary Report if completed during the same time frame.

Consultant shall prepare an Engagement Summary Report that documents the activities undertaken during the early engagement phase including notices, agency coordination meeting, public meeting, scoping comments received, and responses to comments.

This task includes ongoing task coordination prior to commencement of technical work.

### **I-205 Draft EA Technical Reports and Memoranda**

Consultant shall coordinate with ODOT to “right-size” the level of analysis for each resource guided by the ODOT EIS Template (2010). Consultant shall prepare stand-alone technical reports for resources with more extensive potential impacts anticipated or for which more in-depth analysis is required as determined by ODOT and FHWA in consultation with Consultant. All analysis in the technical reports must follow the methodology identified in the Methodologies Technical Memoranda as approved by ODOT and FHWA and will utilize the information prepared for the I-205: Stafford Road to OR 213 DCE to the extent it is applicable. Technical reports must analyze the potential construction, direct, and indirect impacts of up to a total of 3 Project alternatives as determined by Agency, including a No Build Alternative, and must identify potential mitigation measures.

Draft #1 of each technical report must contain the affected environment section only and must be prepared by Consultant for review by ODOT. ODOT's comments must be addressed by Consultant in draft #2. Draft #2 of each report must also include assessment of impacts and identification of potential mitigation and must be prepared for review by ODOT. Draft #3 must address ODOT's review comments and be prepared for review by FHWA Division Office. Participating agencies will review technical report during the Draft EA comment period. The technical reports must be finalized to address FHWA comments. FHWA will have 3 days to backcheck changes after reports are finalized. Point-by-point responses to ODOT and FHWA comments must be prepared by Consultant. All technical reports must be included as appendices to the I-205 Draft EA.

#### Description of Alternatives

Consultant shall prepare a description of the alternatives being evaluated in the draft EA, which must include graphics and tables illustrating the alternatives and identifying similarities and differences among them.

The description of alternatives must be used as the basis for identifying impacts in the technical reports and must be included as a section in those reports. The description of alternatives must also serve as the foundation for the alternatives chapter in the Draft EA.

#### List of Performance Measures

Analysis presented in the technical reports must address the performance measures previously developed. This list will serve as the basis for comparison of the impacts and benefits of the alternatives studied in the EA document. Consultant shall coordinate with ODOT to update list of performance measures up to 4 times to incorporate input from the EMAC and TMWG.

The list of performance measures must identify data source/tools to be used to assess each measure, and whether it will be identified qualitatively or quantitatively.

#### Air Quality

Consultant shall prepare an Air Quality Technical Report that addresses the existing conditions, Project impacts, and compliance with the Clean Air Act. Project impacts must address emissions of criteria pollutants and mobile source air toxics ("MSAT") with and without the proposed Project.

The report must include air-monitoring data from the nearest monitors located within close proximity to the Project area and a discussion of attainment status. The API is in attainment of the National Ambient Air Quality Standards ("NAAQS") and does not require a detailed Project-level analysis to demonstrate that there would be no exceedance of the NAAQS. A general discussion of air pollutant emissions expected during construction and any construction mitigation measures must be included in the report.

Consultant shall determine if the Project requires a quantitative MSAT analysis based on FHWA Interim MSAT guidance (FHWA, 2016) and discussions with ODOT and FHWA. Consultant shall use "FHWA Frequently Asked Questions for Conducting Quantitative MSAT Analysis for FHWA NEPA Documents, ("MSAT FAQ")" as guidance for conducting the MSAT quantitative

analysis. If emissions modeling is required, it must be conducted by Consultant using EPA's MOVES3.0.1 with Project-specific inputs from the traffic analysis for existing conditions, 2045 No Build, and up to 2 Build alternatives for 2027 and 2045 as determined by Agency. Consultant shall participate in a meeting (virtual) between Consultant traffic engineers and air modelers and ODOT prior to developing methodology. Consultant shall summarize the methodology, traffic inputs, MOVES inputs, modeling results and conclusions in the Air Quality Technical Report.

#### Conditions and Assumptions

- Traffic data should be obtained for a full day of operations.
- The Project study area should include all roadways within the construction limits plus freeway and arterials that would be affected by the Projects. Consultant may apply FHWA's recommended criteria of 5% or 10% screening to ADT, travel time and delay to all traffic data modeled, to identify traffic links beyond freeway that should be included in MOVES analysis.
- Consultant shall run MOVES in county level. MOVES must use only running exhaust, crankcase, evaporative permeation and evaporative fuel leaks as they occur on the roadway. For major intermodal freight facilities, off-network vehicle activities must be characterized differently.
- MOVES inputs must be updated for LEV and ZEV to reflect that Oregon has adopted the California LEV and ZEV vehicle requirements since 2009.
- Consultant shall use MOVES inputs from Metro but must update Vehicle Type VMT and average speed distributions with project specific data.
- Consultant shall properly account for diesel particulate emission by one of two methods outlined in the FAQ MSAT guidance.
- Consultant shall have traffic data meeting prior to methodology meeting to understand what type of traffic data is available.
- Consultant shall provide draft methodology prior to modeling
- Consultant shall provide figures identifying the locations of all links that are included in the analysis
- Consultant shall provide all model input files and traffic processing spreadsheets to ODOT for review prior to starting modeling.

#### Economics

Consultant shall prepare an Economics Technical Report that addresses the existing economic conditions, Project impacts and benefits on the local and regional economy, and potential measures to avoid, minimize, or mitigate potential negative impacts.

The report must identify and describe the following existing conditions in the study area, and provide comparisons between the study area, region, and state where applicable:

- Businesses (including freight), business districts, or clusters of businesses with a focus on those that may be most sensitive to changes in traffic patterns or other potential effects of the proposed tolling project
- Economic trends such as total at-place employment and employment by industry sector
- Households by income, including low-income households that may be most sensitive to or impacted by the addition of tolling to help inform the Environmental Justice analysis
- Property values and tax base

This report must estimate the benefits and impacts of the Project alternatives on businesses and business districts due to traffic changes, changes in access, and changes in business clustering. The report must quantify the positive and negative impacts of each alternative on the local, regional, and state economies including short-term direct, indirect, and induced economic impacts resulting from construction spending using ODOT's Long Range Planning Unit regional job impacts multipliers and construction dollar conversion table, and longer-term, indirect economic impacts from toll collections and use of toll revenue in the region. The report must include an estimate of the net economic benefits stemming from reduced congestion and resulting travel times for vehicles and freight, and other quantifiable benefits such as reduced emissions and reductions in accidents (benefits typically monetized in a transportation benefit-cost analysis ("BCA")). The report must show the overall change in household vehicle operation costs in the region, the resulting change in travel costs as a percentage of household income, and the resulting overall share of regional jobs accessible within a 30-minute drive. The report must evaluate the potential economic impacts from relocation or new development that could result from the Project, overall changes in economic activity, and resulting changes to the tax base or tax revenue at the state and local level.

The report must identify avoidance, minimization, or mitigation measures to address direct and indirect impacts on businesses and business districts and the local, regional, and state economy.

#### Energy and Greenhouse Gases

Consultant shall prepare an Energy and Greenhouse Gases Technical Report that addresses the existing conditions, Project impacts, and consistency with state emissions reduction goals. Project impacts will address greenhouse gas ("GHG") emission and energy consumption with and without the proposed Project.

The report must include a summary of energy consumption and GHG emissions trends in the state of Oregon.

Energy consumption from construction and maintenance activities must be estimated using FHWA's Infrastructure Carbon Estimator ("ICE"). For any activities not included in the tool estimates, ODOT will be consulted for an appropriate alternative methodology.

Project emissions and energy consumption from Project operation must be calculated quantitatively and compared across all alternatives (including No Build and up to 2 Build alternatives) for existing conditions, 2027, and 2045. Calculations must be performed using EPA's MOVES3.0.1, consistent with the MSAT calculations for the air quality analysis. Consultant shall summarize the methodology, traffic inputs, MOVES inputs, modeling results and conclusions in the Energy and Greenhouse Gas Technical Report.

#### Environmental Justice

Consultant shall evaluate the direct and indirect impacts of the Project on low-income populations and minority populations per Executive Order 12898 Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (February 1994), US Department of Transportation Updated Environmental Justice Order 5610.2(a) (May 2012), Federal Highway Administration Order 6640.23A Actions to Address Environmental



Justice in Minority Populations and Low-Income Populations (June 2012) and FHWA Guidance on Environmental Justice and NEPA (December 16, 2011). This task must provide an update to the Environmental Justice Technical Memorandum prepared for the I-205: Stafford Road to OR 213 DCE.

Consultant shall identify low-income populations and minority populations using census data, other available government data (such as public school data) and any relevant survey data collected in other tasks.

Consultant shall identify any disproportionately high and adverse impacts to low-income populations and minority populations, and propose mitigation strategies to avoid, reduce or mitigate for them. Consultant shall discuss accessibility to and use of the electronic tolling system to confirm low-income and minority populations do not experience barriers to using it.

Consultant shall incorporate findings from environmental justice populations prepared in outreach summaries, including the Project's proactive efforts to ensure meaningful opportunities for public participation including activities to increase low-income and minority participation, include the views of the affected population(s) about the Project and any proposed mitigation strategies, describe what steps are being taken to resolve any controversy that exists and document how the project team has engaged minority or low-income populations in the decision-making process related to the alternative selection, impact analysis and mitigation.

### Noise

Consultant shall use information collected and presented in the Noise Technical Report for the I-205 DCE to prepare the Noise Technical Report for this noise study. Consultant shall review permitted land use, but no additional field measurements will be conducted. No changes to existing conditions or future no build modeling will be conducted if design years are consistent with the previous analysis. Consultant shall update previous future conditions modeling to include the Project design and traffic volumes for impact and abatement analyses in the Noise Technical Report. Consultant shall use the most recent version of the FHWA Traffic Noise Model (currently TNM 2.5) with the locations used during previously conducted field measurements as receiver locations and the traffic counted at time of measurement as inputs to the model. Consultant shall use the worst-case noise condition (either Peak Hour or Peak Truck Hour) for all modeled scenarios to arrive at the worst-case traffic noise condition.

The Project is identified as a Type III federal-aid project that does not meet the classification of a Type I or Type II project. As such, all impacts associated with the Project must be identified; however, noise abatement measures will not be considered in the noise study. Noise abatement measures at impact locations identified in the noise study must be considered in the next NEPA action.

Consultant shall prepare a draft, revised draft, and final Noise Technical Report for review by ODOT and FHWA to adequately and accurately detail the findings of the noise study investigation, traffic noise analysis, and proposed noise mitigation efforts. The required documentation contained in the Noise Technical Report is found in 23 C.F.R. § 772 and the

ODOT Noise Manual. A comment resolution meeting must be facilitated by the Consultant with the Agency.

The Noise Technical Report must incorporate all elements required in the ODOT Noise Manual and results of the analysis activities in this task including, but not limited to:

- Measured traffic noise level as well as a correlation to the modeled results for each of the noise measurement sites must be incorporated from the previous I-205 NTR.
- Predicted Existing, No-Build Future and Future Build noise conditions for each alternative under study.
- Identification and discussion of any developed land use that is planned for displacement as a result of Project construction and a summary of the net effect on the number of traffic noise impacts through their removal.
- Table comparing the number of traffic noise impacts for each alternative.
- Summary of noise mitigation consideration or, if needed, the detailed noise mitigation analysis conducted for each noise impacted receiver or group of receptors.
- Discussion of unavoidable impacts.
- Discussion of noise compatible planning concepts and design year noise levels and distances to NAAC criteria or NAAC contours for undeveloped land.

#### Social Resources and Communities

Consultant shall evaluate the impacts of the Project on social resources and communities.

Consultant shall prepare a profile of the study area summarizing population characteristics (population growth, households, disability, no vehicle households, age (senior, children), limited English proficiency, and community health). Consultant shall coordinate closely with EJ task lead and Agency and Consultant staff leading equity efforts to confirm that this report analyzes impacts and benefits to underserved populations (as identified in the Equity Framework) beyond the analysis for low-income and minority populations covered in the Environmental Justice Technical Report at the same scale (study area) and rigor. Consultant shall identify and map important social resources (e.g. churches, hospitals, schools, social service providers, and public services), business districts and large employment areas, and parks and recreational facilities; this effort must be informed through information gathered at public involvement events.

Consultant shall analyze impacts and benefits of the Project on community cohesion, character and health (air quality, noise and bicycle and pedestrian safety), the study area's demographic profile, transportation mobility and access to opportunity and affordability. Consultant shall incorporate references to documents related to Communications and Stakeholder Coordination to confirm vulnerable populations (seniors, disabled, limited English proficient) have the opportunity for full participation in Project decision-making. Consultant shall develop mitigation strategies for adverse impacts to social resources and communities. A comment resolution meeting must be facilitated by the Consultant with the Agency.

#### Visual Quality

Consultant shall prepare a Visual Quality Technical Memorandum to assess the potential for changes in visual quality as a result of installation of tolling infrastructure or changing traffic patterns due to tolling. In particular, the memorandum must assess whether any changes impact the segment of I-205 designated by Clackamas County as a Rural Scenic Road or the views from

existing viewpoints. An abbreviated visual impact assessment approach is assumed, per FHWA's 2015 Guidelines for the Visual Impact Assessment of Highway projects. No visual simulations will be prepared as project improvements associated with the I-205: Stafford Road to OR 213 have already been assessed in the approved DCE for that Project.

### Cumulative Impacts

Consultant shall prepare a Cumulative Impacts Technical Report following the eight-step process identified in ODOT's EIS Template. The report must include a more in-depth analysis for resources with greater potential to contribute to cumulative impacts as determined by ODOT and FHWA in consultation with Consultant. Other resources with minimal or no direct or indirect impacts are not anticipated to contribute to cumulative impacts and therefore will only be briefly addressed in this report.

Consultant shall identify a cumulative impacts study area and shall identify and map a list of current and reasonably foreseeable actions within that study area. The list of current and reasonably foreseeable actions must be drawn from adopted plan documents, development proposals, and coordination with local agencies and other project teams (e.g. the Interstate Bridge Replacement Program) and must be confirmed with ODOT and FHWA. Consultant shall assess the cumulative impact of Project direct and indirect impacts in combination with past, present, and reasonably foreseeable actions for environmental resources.

### **I-205 Draft EA**

Consultant shall prepare a draft EA in compliance with ODOT and FHWA guidance. The technical work prepared by Consultant and ODOT will serve as the technical basis for the draft EA and must be attached as appendices or incorporated as sections of the Draft EA document. The Draft EA must focus on the evaluation of tolling impacts for the I-205 seismic retrofit and widening project and must incorporate all construction-related impacts from the approved DCE by reference.

The Draft EA must include a notice on the cover sheet of the intent to prepare a combined Final EA/Finding of No Significant Impact ("FONSI").

For resources anticipated to have minimal/no additional impacts beyond what was previously documented in the I-205: Stafford Road to OR 213 DCE, as determined by ODOT and FHWA in consultation with Consultant, Consultant shall prepare updated technical analyses as part of the Affected Environment, Environmental Consequences, and Avoidance, Minimization, or Mitigation Measures Chapter of draft EA draft #1. These sections of the DE Draft EA IS must analyze the potential tolling, direct, and indirect impacts of up to 3 Project alternatives, including the No Build Alternative, and must identify potential mitigation measures. Resources to follow this approach (to be confirmed by ODOT and FHWA) include:

- Geology and Soils
- Hazardous Materials
- Historic and Archaeological Resources
- Land Use
- Parks and Recreation/Section 4(f) and Section 6(f)
- Utilities

- Vegetation, Wildlife, and Aquatic Species
- Wetlands and Water Resources

Consultant shall prepare the following sections of draft EA draft #1 including, but not limited to:

- Executive Summary
- Purpose and Need for the Proposed Action
- Alternatives
- Affected Environment, Environmental Consequences, and Avoidance, Minimization, and/or Mitigation Measures
- Cumulative Impacts
- Relationship Between Local Short Term Uses of the Human Environment and the Maintenance and Enhancement of Long-Term Productivity
- Irreversible and Irrecoverable Commitment of Resources
- Comments and Coordination
- Additional front and back materials (Cover, Table of Contents, Acronyms, List of Preparers, Distribution List, Glossary, Index)

Land use analysis must include an assessment of consistency with state, regional, and local policies and plans to be documented in a matrix format in a memorandum that can be included as an appendix to the draft EA if desired by ODOT.

Consultant shall provide consultation and support to ODOT in Endangered Species Act, Section 106, and Section 4(f), as requested by ODOT. If additional Section 4(f) documentation is required it would be prepared under s contingency.

After signatures are obtained by ODOT, Consultant shall incorporate the signature page to produce final draft EA for public distribution. Consultant shall deliver up to 50 printed copies, as determined by Agency of the final draft EA in addition to pdf files of the final draft EA for distribution and posting on the Project website.

Consultant shall prepare a draft, revised draft, and final Notice of Availability to be reviewed by ODOT and FHWA. The Notice of Availability must include the date(s), time(s), and location(s) of the public hearing and the dates of the draft EA public comment period. ODOT will submit the final Notice of Availability to FHWA for publication in the Federal Register and will submit the Notice of Availability to local newspapers for publication. ODOT will pay any fees associated with publication of the notice.

Consultant shall prepare a draft and final draft EA distribution letter to be reviewed by ODOT. The distribution letter must include the date(s), time(s), and location(s) of the public hearing and the dates of the draft EA public comment period. ODOT will be responsible for distribution of the draft EA.

One round of open houses and an online open house must be held during the draft EA public comment period by Consultant; the in-person open houses must serve as the draft EA Public Hearing(s) and must provide an opportunity for formal public testimony or submit written comments on the draft EA.

### **I-205 Final EA/FONSI**

Consultant shall prepare a combined final EA (revised EA) and Finding of No Significant Impact (FONSI). It is assumed that a combined final EA/FONSI can be prepared for the Project. The final EA must be prepared in response to comments on the draft EA. Consultant shall maximize the use of existing documentation prepared for the draft EA, and either adopt or incorporate that data by reference to the extent possible. Technical reports and memos and the Response to Comments must be included as appendices to the final EA. No new alternatives must be analyzed in the final EA/FONSI.

The FONSI must include a description of the decision, selected alternative, alternatives considered, criteria used to determine the selected alternative, proposed project funding, Section 4(f) finding, and mitigation commitments.

### **I-205 NEPA EA Administrative Record**

Consultant shall assemble an Administrative Record that documents the process and materials leading to a NEPA decision. It must include an index and may contain materials such as maps, calculations, meeting notes, documentation of Project decisions, public comments, public notice affidavits, final technical reports, the draft EA, final EA, and FONSI.

The administrative record is not intended to be an exhaustive catalog of all Project documents; it will consist of only those documents that were used in making the NEPA decision. All documents must be in electronic format; no hard copy documents will be included.

Agenda Item No. 5.1

**IBRP Regular Update:** I5BRP Regular Update: Transit Investment Considerations

*Other Business*

Metro Council Meeting  
Tuesday, March 26, 2022

COUNCIL WORK SESSION STAFF REPORT  
I-5 BRIDGE REPLACEMENT PROGRAM REGULAR UPDATE: HAYDEN ISLAND/MARINE  
DRIVE AND TRANSIT

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Date: April 26, 2022

Department: Planning, Development, and  
Research

Meeting Date: April 12, 2022

Prepared by: Elizabeth Mros-O'Hara,  
[elizabeth.mros-ohara@oregonmetro.gov](mailto:elizabeth.mros-ohara@oregonmetro.gov)

Presenter(s): Margi Bradway, Deputy  
Director, Planning, Development, Greg  
Johnson, I-5 Bridge Replacement Program  
(IBR) Program Administrator, and John  
Willis, IBR Program Manager  
Length: 40 minutes

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### WORK SESSION PURPOSE & DESIRED OUTCOMES

- Purpose: Provide Metro Council with an update on the I-5 Bridge Replacement Program (IBR) (Greg Johnson).
- Review draft findings from transit measures and considerations for transit components of the project (John Willis).
- Outcomes:
  - Metro Council understands the transit analysis process and mode, alignment, and terminus considerations.
  - Metro Council understands next steps and 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.

The modified LPA will be considered by the eight local participating agencies with Metro Council being asked to consider it by late 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 July 2022. The IBR team and Metro staff will provide Metro Council regular updates to prepare for that action. Attachment 1 provides a program update.

#### Anticipated Schedule for LPA Briefings and Adoption – dates subject to change

April 26	<b>Metro Council Work Session on Transit Analysis/Considerations</b>
May 3	<b>Metro Council Work Session on Auxiliary Lanes Analysis/Considerations</b>
May 5	IBR Program narrows to a single LPA – share with ESG
May 6	<b>Possible TPAC Meeting: IBR Team Draft Modified LPA</b>
May 10	Portland City Council work session: Modified LPA briefing
May 11	Port of Portland Board of Commissioners: Modified LPA briefing

May 12	<b>Possible Metro Council Work Session to Discuss Modified LPA, Conditions of Approval</b>
May 24	<b>Possible Metro Council Work Session to Discuss Modified LPA, Conditions of Approval</b>
May 26	TriMet Board of Directors: Modified LPA briefing
May	<b>Up to two Metro Council Work Sessions to Discuss Modified LPA and findings</b>
May/June	Portland City Council advisory committee meetings
June 3	<b>Possible TPAC Meeting: Modified LPA presentation</b>
June 6	Vancouver City Council workshop: Review draft resolution on modified LPA
June 7	RTC Board of Directors: Modified LPA briefing
Early June	Portland City Council: Endorse Modified LPA
Mid to Late June	<b>TPAC: Modified LPA presentation</b>
June 14	CTran Board of Directors: Modified LPA briefing
June 15	Port of Portland Board of Commissioners: Modified LPA briefing
June 16	<b>JPACT: Endorse Modified LPA</b>
June 22	TriMet Board of Directors: Endorse Modified LPA
June 27	Vancouver City Council: Endorse Modified LPA
June 28	Port of Vancouver Board of Directors: Share and endorse Modified LPA
June 30	<b>Metro Council: Endorse Modified LPA</b>
July 5	RTC Board of Directors: Endorse Modified LPA
July 12	CTran Board of Directors: Endorse Modified LPA
Early July	<b>Metro Council: Endorse Modified LPA</b>

## Modified Locally Preferred Alternative Components

### Transit Analysis

John Willis will discuss the transit analysis and considerations regarding the high capacity transit mode, alignment, and terminus. These considerations include changes in CTRAN's transit investments in Vancouver since the CRC LPA was chosen and how they relate to an IBR transit alignment, transit performance, connections, impacts to existing development, equity, and climate impacts.

### QUESTIONS FOR COUNCIL CONSIDERATION

- Does Council have questions about the transit considerations regarding mode, alignment, and terminus?
- Does Council have questions about next steps for the project?

### 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: Program Update, February 2022
  - Attachment 2: Hayden Island/Marine Drive Design Presentation
  - Attachment 3: Transit Options Presentation



Agenda Item No. 5.2

**Review of Work Plan and Public Engagement Plan for the 2023 Regional  
Transportation Plan updatee**

*Other Business*

Metro Council Meeting  
Tuesday, March 26, 2022

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A WORK	)	RESOLUTION NO. 22-5255
PLAN AND PUBLIC ENGAGEMENT PLAN FOR	)	
THE 2023 REGIONAL TRANSPORTATION	)	Introduced by Chief Operating Officer
PLAN UPDATE	)	Marissa Madrigal in concurrence with
	)	Council President Lynn Peterson

WHEREAS, Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area; and

WHEREAS, the Regional Transportation Plan (RTP) is the federally recognized transportation policy for the Portland metropolitan region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Goal 12 Transportation, as implemented through the Transportation Planning Rule (Oregon Administrative Rules Chapter 660 Division 12), and must be updated every five to seven years; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, the most recent update to the RTP was completed in December 2018, and approved and acknowledged by the Land Conservation and Development Commission (LCDC); and

WHEREAS, the next update must be completed by November 30, 2023 to allow time for review and approval prior to the plan’s expiration on December 6, 2023, and to ensure continued compliance with federal planning regulations and funding eligibility of projects and programs using federal transportation funds; and

WHEREAS, the 2023 RTP update will serve as a major vehicle for implementing and updating the region’s Climate Smart Strategy, first adopted in December 2014, approved by the LCDC in 2015 and incorporated in the RTP in 2018, in response to House Bill 2001 and Oregon Administrative Rules Chapter 660 Division 44, to help meet statewide goals to reduce greenhouse gas emissions to levels at least 75 percent below 1990 levels by the year 2050; and

WHEREAS, the 2023 RTP update and 2023 Climate Smart Strategy will seek to help meet revised statewide goals identified in the Governor’s Executive Order 20-04 that require accelerated reductions in greenhouse gas emissions to levels at least 45 percent below 1990 emissions levels by 2035 and at least 80 percent below 1990 levels by the year 2050; and

WHEREAS, from October 2021 to April 2022, the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee (MTAC), the Transportation Policy Alternatives Committee (TPAC), the TransPort Subcommittee of TPAC, the Southwest Washington Regional Transportation Council (SWRTC) staff, Metro’s Committee on Racial Equity (CORE), county-level coordinating committees and elected officials, city and county staff, representatives from state, federal and resource agencies, port and transit districts, and business, environmental, social equity, and transportation organizations from the Portland-Vancouver metropolitan area provided input as to what priorities should be addressed as part of the update; and

WHEREAS, the central themes and issues identified through those discussions in combination with findings and recommendations from the 2018 RTP, 2018 RTP Equity Assessment, the Regional Congestion Pricing Study, the Regional Framework for Jurisdictional Transfer Study, the Phase 1 Regional Emergency Transportation Routes update, the Comprehensive Economic Development Strategy and other efforts completed since 2018 served as a basis for developing the work plan and public engagement plan prepared for review by the Metro Council and regional advisory committees in Winter 2022; and

WHEREAS, Metro staff have organized public engagement and planning activities to support a regional policy discussion on the future of the region's transportation system and the role that investment can play in providing safe, reliable and affordable mobility options to access to jobs, education, healthcare and other services and opportunities and building healthy, climate-friendly and equitable communities and a strong economy; and

WHEREAS, the work plan seeks to increase regional collaboration and coordination through a combination of partnerships, focused policy discussions, sound technical work, and inclusive public engagement to update the region's outcomes-based transportation plan and investment priorities to support ongoing efforts to link land use and transportation planning to implement the 2040 Growth Concept and community visions within fiscal constraints while addressing urgent global and regional challenges facing the region – including rising inequities, climate change and safety, housing affordability, homelessness, public health and economic disparities that have been intensified by the global pandemic; and

WHEREAS, the public engagement plan seeks to be inclusive, strengthen existing partnerships, and build new partnerships with local, regional, state and federal governments, small and large businesses and economic development interests, business and community leaders, and underrepresented communities, including Black, Indigenous and people of color (BIPOC) communities, people with low income, people with limited English proficiency, people experiencing a disability, youth and older adults, through a strategic engagement approach that helps build public trust in government, builds support for and momentum to adopt the 2023 RTP, and makes the case for funding and investment in the region's transportation system; and

WHEREAS, on April 21, 2022, JPACT approved and recommended Metro Council approval of the 2023 RTP Update Work Plan, identified in Exhibit A and the 2023 RTP Update Public Engagement Plan, identified in Exhibit B; and

WHEREAS, on April 27, 2022, MPAC recommended Metro Council approval of the 2023 RTP Update Work Plan, identified in Exhibit A and the 2023 RTP Update Public Engagement Plan, identified in Exhibit B; now therefore

BE IT RESOLVED that the Metro Council approves the 2023 RTP Update Work Plan, identified in Exhibit A and the 2023 RTP Update Public Engagement Plan, identified in Exhibit B.

ADOPTED by the Metro Council this \_\_\_\_\_ day of May 2022.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney



## 2023 Regional Transportation Plan Update

# Work Plan

Recommended by the Transportation Policy  
Alternatives Committee on April 1, 2022



## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance.

If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit [oregonmetro.gov/civilrights](http://oregonmetro.gov/civilrights) or call 503-797-1536.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at [trimet.org](http://trimet.org).

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. This means JPACT approves MPO decisions and submits them to the Metro Council for adoption. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

**Project web site:** [oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration

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## PURPOSE AND BACKGROUND

The purpose of this document is to outline the work plan, including the planning process and engagement approach, for developing the 2023 Regional Transportation Plan.

### Background

The [Regional Transportation Plan](#) (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area. The plan sets regional transportation policy that guides local and regional planning and investment decisions to meet the transportation needs of the people who live, work and travel in greater Portland – today and in the future.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area. As the federally-designated MPO, Metro coordinates updates to the [Regional Transportation Plan](#) every five years. Metro is also responsible for developing 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 Reduction Targets Rule, the Oregon Transportation Plan (OTP), and by extension state modal plans. The RTP serves as the Federal metropolitan transportation plan as well as the regional TSP.

The Land Conservation and Development Commission (LCDC) is updating Oregon Administrative Rules that guide transportation and land use planning statewide, including updates to the RTP. LCDC intends to adopt the new administrative rules in mid-May 2022. Relevant provisions of the adopted rules will be addressed through this work plan and subsequent follow-on work to be defined in Chapter 8 of the RTP as part of developing the 2023 RTP.

Under federal law, the next update is due by Dec. 6, 2023, when the current plan expires. Providing continued compliance with federal planning regulations, ensures continued federal transportation funding eligibility for projects and programs in the region.

The 2023 RTP, adopted by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council, will provide an updated policy foundation that guides future planning and investment in the region's transportation system. The updated plan will address regional challenges and areas of focus identified during the scoping phase.



Find out more about the Regional Transportation Plan at [oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)

## **INTRODUCTION**

The Regional Transportation Plan (RTP) shapes the future of greater Portland's transportation system – the way people and businesses get where they need to go. The RTP was last updated in 2018 with the input of thousands of people who live, work and travel across the greater Portland region. The 2018 RTP identified transportation needs and goals related to safety, equity, climate and congestion management. There have been significant successes and progress made toward our regional goals. Still, there is much to accomplish and there are new considerations given all that has changed since 2018.

We are at pivotal moment. The impacts of climate change, generations of systemic racism, economic inequities and the pandemic have made clear the need for action. The greater Portland region continues to grow, technology is changing quickly and our roads and bridges are aging. The 2023 RTP update calls for Metro to again bring together the communities of the greater Portland region to renew our shared vision and strategy for investing in a transportation system that serves everyone. It calls for strengthened and new partnerships, a commitment to collaboration and innovative ideas.

## **PROJECT GOAL**

By Dec. 6, 2023, adopt a Regional Transportation Plan that reflects community, regional, state and federal values and priorities, sound technical analysis, input from partners and the public and meets federal and state requirements.

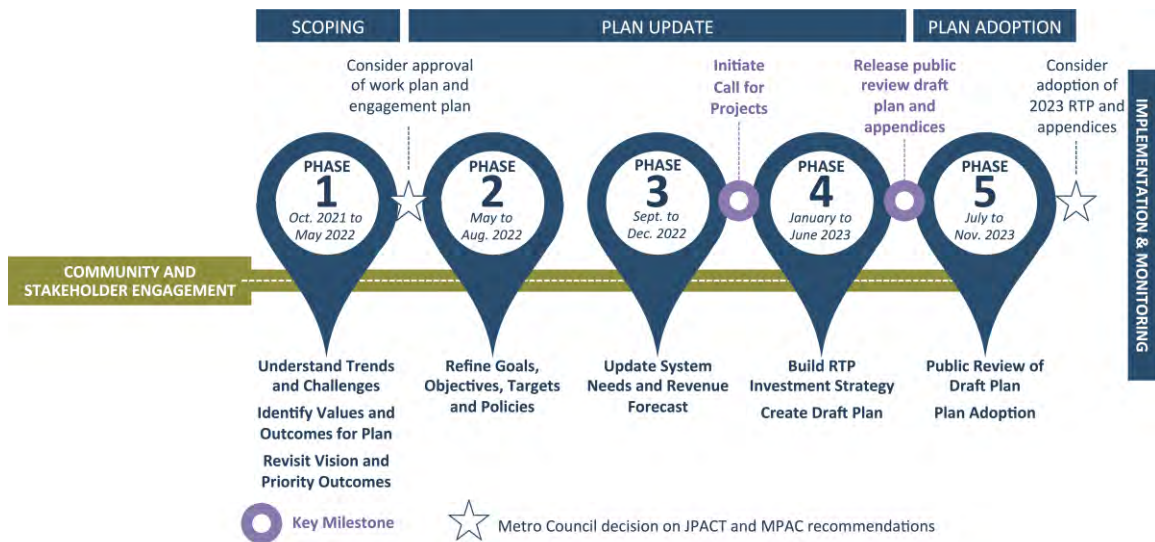
## PROJECT TIMELINE AND DECISION MILESTONES

### 2023 RTP Timeline

The RTP will be updated in five phases from October 2021 to November 2023. This work plan and a supporting public engagement plan were developed during Phase 1, the scoping phase.

During 2022 and 2023, the Metro Council and staff will engage the public and local, regional and state partners to update the Regional Transportation Plan to meet current and future transportation needs through the year 2045.

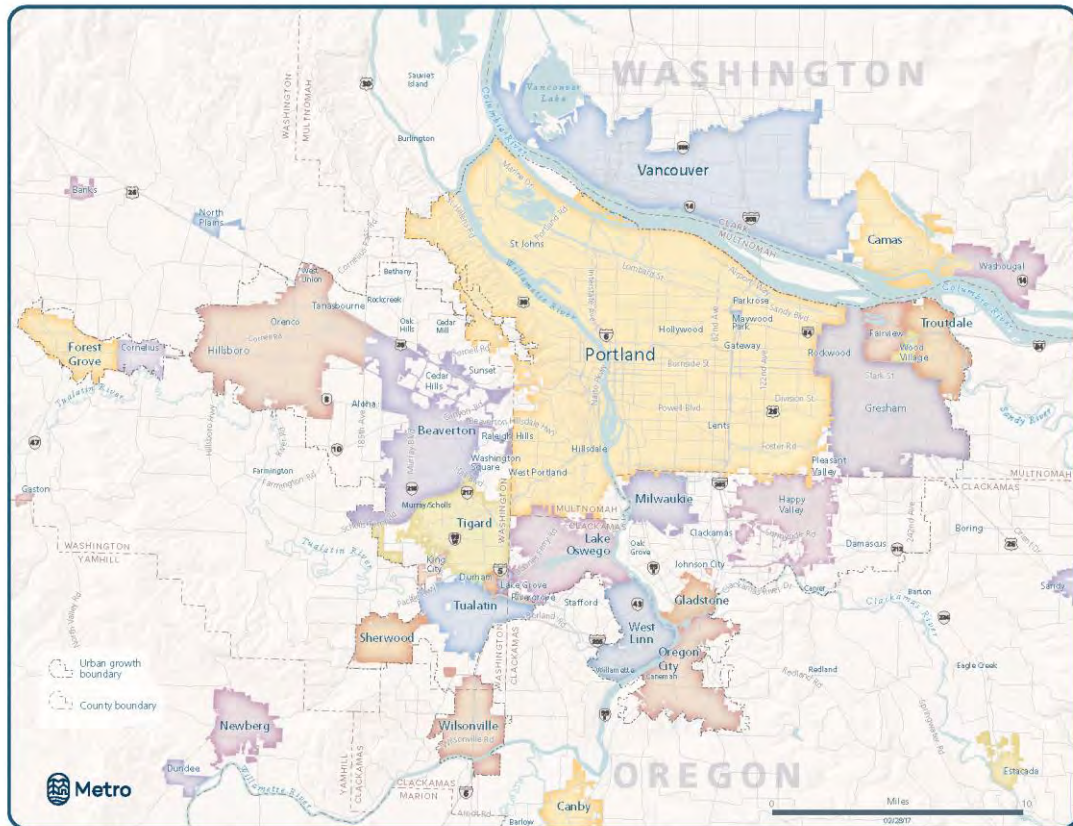
**Figure 1. Timeline for the 2023 Regional Transportation Plan Update**



## POLICY FOUNDATION AND GUIDANCE

The Portland metropolitan area encompasses the urban portions of 3 counties (Clackamas, Multnomah, and Washington) and 24 cities, including Portland, Beaverton, Hillsboro, Tigard, Tualatin, Wilsonville, Happy Valley, Oregon City, Milwaukie, Gresham, and Troutdale, as shown in **Figure 2**.

**Figure 2. Cities and counties in the greater Portland region**



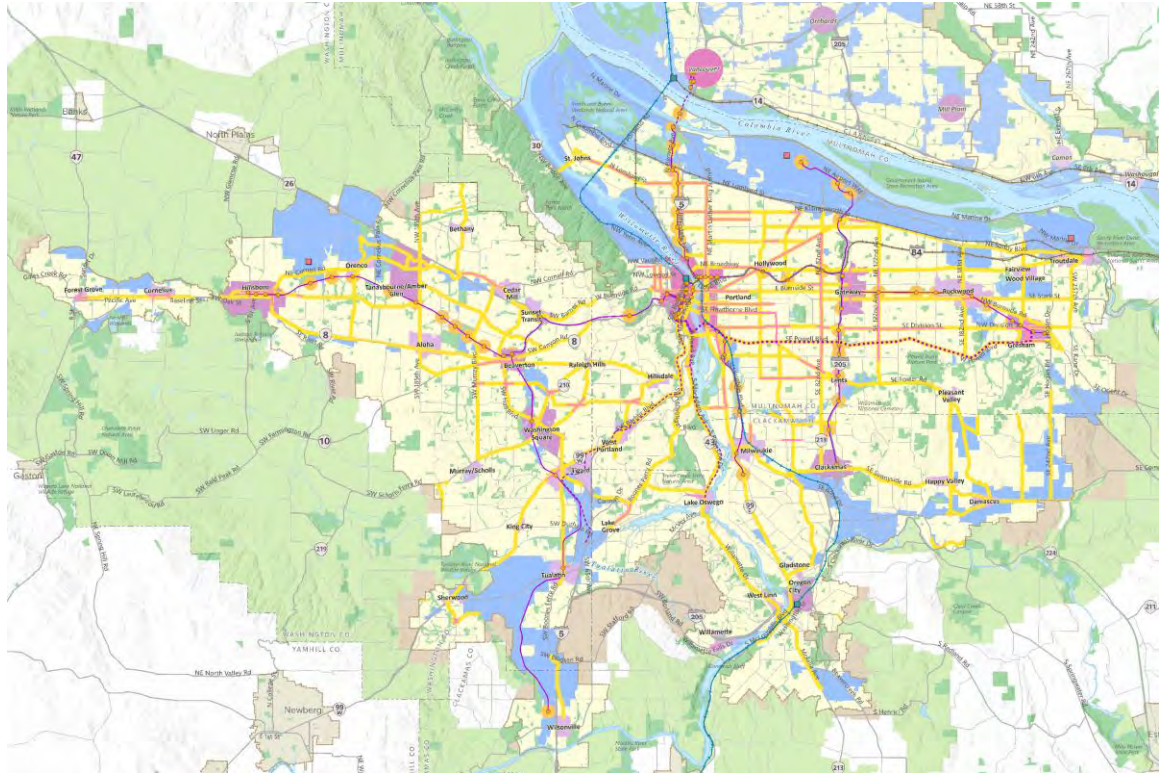
### Metro Regional Framework Plan and 2040 Growth Concept

The RTP is a key tool for implementing the 2040 Growth Concept. In 1995, the Metro Council adopted the 2040 Growth Concept. Shown in **Figure 3**, the 2040 Growth Concept is the region’s long-range plan for managing growth that integrates land use and transportation system planning to preserve the region’s economic health and livability in an equitable, environmentally-sound and fiscally-responsible manner.

Acknowledged by LCDC under state law, the plan defines how and where the region plans to grow through the year 2040. The 2040 Growth Concept includes land use and transportation building blocks that express the region’s aspiration to incorporate population growth within existing urban areas as

much as possible and expand the urban growth boundary only when necessary.

**Figure 3. 2040 Growth Concept (2018) – an integrated land use and transportation plan**



The 2040 map is updated periodically to reflect local and regional policy updates. It was last updated in 2018 to reflect the growth management decision that added the four expansion areas to the urban growth boundary.

The 2040 Growth Concept directs most housing and related development to existing and developing urban centers, light rail station communities, main streets and major transportation corridors served by transit. It promotes a balanced transportation system with a variety of safe and reliable travel options and envisions a well-connected street network that supports biking and walking for short trips. The growth plan also designates employment lands clustered near major highways to serve as hubs for regional commerce and include industrial land and freight facilities for truck, marine, air and rail cargo sites that enable goods to be generated and moved in and out of the greater Portland region. Freight access to industrial and employment lands is centered on rail, the throughway system and other road connections.

The RTP recognizes the importance of prioritizing transportation investments in the 2040 growth areas to support the region's economic vitality and

commercial activity. These are the areas where the greatest growth is planned for and where the most trips will be occurring:

- Portland central city, regional centers and town centers
- Station communities
- Main streets and corridors
- Industrial and employment areas

The Regional Framework Plan (RFP), adopted in 1996 and periodically updated to reflect new regional policies, unites all of Metro's adopted land use and transportation planning policies (including the 2040 Growth Concept) and requirements into one policy document that directs Metro. The RFP contains regional policies on key regional growth issues, including accommodation of projected growth and the coordination of transportation and land use planning. The RFP is the basis for coordination of the comprehensive plans and implementing regulations of the cities and counties in the Metro jurisdictional boundary.

The RFP brings together the 2040 Growth Concept and other policies related to compact urban form, housing, transportation, natural hazards and natural resources. Chapter 2 of the RFP contains the RTP goals and objectives. Metro's functional plans, the Urban Growth Management Functional Plan and Regional Transportation Functional Plan, further direct how local jurisdictions implement the regional policies contained in the RFP and RTP.

### **Metro's Racial Equity Framework**

Metro Council adopted the [\*Strategic Plan to Advance Racial Equity, Diversity and Inclusion\*](#) in June 2016. This plan sets five goals for advancing regional equity:

- Metro convenes and supports regional partners to advance racial equity
- Metro meaningfully engages communities of color
- Metro hires, trains and promotes a racially diverse workforce
- Metro creates safe and welcoming services, programs and destinations
- Metro's resource allocation advances racial equity

This update will concentrate on eliminating the disparities that people of color experience. By addressing the barriers experienced by people of color, the update will also identify solutions and remove barriers for other marginalized groups. This strategic direction provides an opportunity to make a difference

in the lives of marginalized communities, while having a positive impact on the Portland region’s overall quality of life and economic prosperity.

The RTP will support Metro’s equity goals by leading with racial equity and prioritizing equity in all phases of plan development, the community engagement process and incorporated into the plan itself.

### **Oregon Statewide Land Use Planning Program**

The RTP is the transportation system plan for the Portland metropolitan region. The first RTP was approved in 1982. The latest update to the plan, the 2018 RTP, was adopted in December 2018.

As the regional TSP required under the Statewide Land Use Planning Program and Transportation Planning Rule, under state law:

- the RTP must comply with Oregon’s statewide planning goals, including Goal 12 Transportation;
- the RTP must be consistent with the Oregon Transportation Plan and adopted modal and topic plans, including the Oregon Highway Plan; and
- local transportation system plans must be consistent with the RTP and with the OTP and adopted state modal and topic plans.

### **New federal and state planning requirements and policy guidance**

Since adoption of the 2018 RTP, the federal and state governments have adopted (or are in the process of developing) new policy guidance that will inform the development of the new plan. New policies adopted at the federal and state levels provide an expanded approach for regional transportation planning and investment decisions.

The 2023 RTP update will address RTP-related corrective actions identified by the USDOT in the most recent Federal certification review (2021) and consider the most recently published [FHWA/FTA Planning Emphasis Areas](#) (12/30/2021):

- Tackling the Climate Crisis – Transition to a Clean Energy, Resilient Future



Oregon’s Statewide Land Use Program guides coordinated land use and transportation planning and decision-making in the Portland region.

- Equity and Justice<sup>40</sup> in Transportation Planning
- Complete Streets
- Public Involvement
- Strategic Highway Network (STRAHNET)/U.S. Department of Defense (DOD) Coordination
- Federal Land Management Agency (FLMA) Coordination
- Planning and Environment Linkages (PEL)
- Data in Transportation Planning

### **Climate Friendly and Equitable Communities Rulemaking**

On March 10, 2020, Governor Kate Brown issued [Executive Order 20-04](#), directing state agencies to reduce climate pollution. In response, the Land Conservation and Development Commission (LCDC) is working on updating Oregon's Transportation Planning Rules and related administrative rules that guide transportation and land use planning statewide, including updates to the RTP.

LCDC intends to adopt the new administrative rules through the [Climate-Friendly and Equitable Communities \(CFEC\) Rulemaking](#) in mid-May 2022. Relevant provisions of the adopted rules will be addressed through this work plan as part of developing the 2023 RTP and subsequent follow-on work to be defined in Chapter 8 of the 2023 RTP.

Key areas addressed in the draft rules for transportation system planning that may require additional actions by Metro and/or local governments in the region as part of developing the 2023 RTP and through future local TSP updates include:

- New rules for related to parking, including removal of parking minimums in areas served by transit;
- Planning for greater development in transit corridors and downtowns;
- New transportation equity analysis and expanded outreach to underserved communities to improve equitable outcomes for underserved populations;
- New transportation safety analysis;
- Development of transportation system inventories (e.g., pedestrian, bicycle, transit, streets and highways, transportation options programs) that are used to identify needs (and projects);
- Prioritization of projects based on their ability to improve safety, achieve equitable outcomes and reduce vehicle miles traveled (VMT);
- Updated standards for evaluating transportation system performance, including use of vehicle miles traveled per capita reduction targets and



additional measure(s) beyond congestion when evaluating the transportation impacts of land use;

- New modeling and analysis methods to account for additional driving (and related climate pollution) that may be induced by specified types of projects that increase street or highway capacity;
- Updated rules for project lists, including development of a “constrained” forecast and constrained project list that meets climate targets (defined as VMT/capita reduction targets); and
- Updated monitoring and reporting requirements that call for more frequent reporting to DLCD.

Many of these provisions are addressed to some degree in the 2018 RTP and this work plan, but additional work may be necessary to fully comply. This will be determined following adoption of the CFEC rules by LCDC.

### **Updates to the Oregon Transportation Plan and Oregon Highway Plan**

In addition, the Oregon Transportation Commission has initiated an update to the Oregon Transportation Plan, which will be followed by an update to the Oregon Highway Plan. The OTP and OHP updates will be guided by the [2021-23 Strategic Action Plan Priorities](#) adopted by the OTC in 2021:

- **Equity** – Prioritize diversity, equity and inclusion by identifying and addressing systemic barriers to ensure all Oregonians benefit from transportation services and investments.
- **Modern Transportation System** – Build, maintain and operate a modern, multimodal transportation system to serve all Oregonians, address climate change, and help Oregon communities and economies thrive.
- **Funding Sufficient and Reliable Funding** – Seek sufficient and reliable funding to support a modern transportation system and a fiscally sound ODOT.

The priorities to be addressed through this work plan are aligned with and support the OTC SAP priorities. This work plan is also aligned with and supports the OTC’s priorities for the [OTP update](#), including:

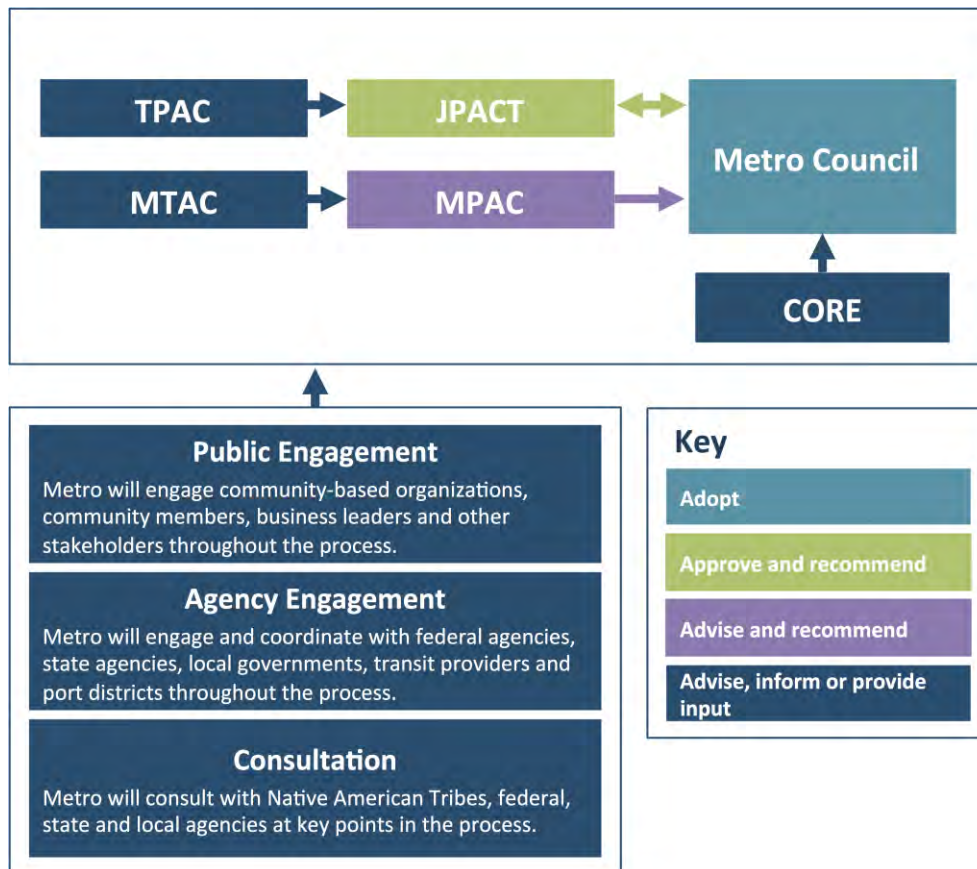
- **Advancing social equity** – Conducting a process and creating outcomes that are equitable and responsive to the needs of traditionally underserved or excluded populations, in both urban, suburban and rural communities.
- **Alleviating congestion** – Identifying ways to alleviate congestion, both in urban areas and more rural regions that draw heavy tourism.

- **Creating a flexible, resilient plan** – Exploring a range of potential future scenarios to create a plan that is resilient in the face of uncertainty and that addresses key trends, “drivers of change” and desired future outcomes.
- **Improving safety** – Improving safety across all modes of transportation.
- **Planning for climate change** – Addressing how Oregon's transportation system can reduce statewide carbon emissions to bring the state closer to achieving its emission reduction goals and foster a healthy, sustainable environment.
- **Securing sustainable funding** – Addressing insufficient funding for transportation maintenance and improvements.
- **Serving Oregon's aging population** – Providing reliable and convenient transportation services to Oregon's rapidly growing population over the age of 65.

## REGIONAL TRANSPORTATION DECISION-MAKING FRAMEWORK

The RTP update will rely on Metro’s role as the federally mandated Metropolitan Planning Organization (MPO) designated by the governor for the Portland metropolitan region and its existing decision-making framework.

**Figure 4. Regional Transportation Decision-Making Framework**



Shown in **Figure 4**, the decision-making framework includes the Metro Council and five advisory committees that have varying levels of responsibility to review, provide input, and make recommendations on the development of the 2023 RTP. **Integral to this decision making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.**

Metro's Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of [the \*Strategic Plan to Advance Racial Equity, Diversity and Inclusion\*](#). CORE will provide input at key points in the 2023 RTP process. CORE's input will be shared with Metro's other advisory committees for consideration.

The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management and land use issues, including the RTP, at the policy level, and the Metro Technical Advisory Committee provides input to MPAC at the technical level.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including updating the RTP every five years. The Transportation Policy Alternatives Committee (TPAC) provides input to JPACT at the technical level.

Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. For the purposes of the RTP, JPACT approves the RTP and periodic amendments and submits them to the Metro Council for adoption. The Metro Council adopts the recommended action or refers it back to JPACT with a recommendation for amendment.

## PROJECT OVERVIEW

The development of the 2023 Regional Transportation Plan (RTP) will involve a wide range of individuals, regional advisory committees community-based organizations, business groups and other stakeholders. Metro is responsible for coordinating development of the plan, public engagement and adoption of the final plan.

Under federal law, the 2018 Regional Transportation Plan expires on December 6, 2023. The development of the 2023 Regional Transportation Plan will be completed from May 2022 to November 2023.

A summary of the key planning and engagement activities, and key decision milestones for each phase of the update follows.

### Summary of planning and engagement activities and key milestones

When	What
<b>Phase 1: Scoping</b> Oct. 2021 to May 2022	Develop a shared understanding of trends and challenges facing the region and priorities for the update to address
<b>Milestone:</b> <b>April/May 2022</b>	MPAC makes recommendation to the Metro Council  JPACT and the Metro Council consider adoption of the work plan and public engagement plan
<b>Phase 2: Data and Policy Analysis</b> May to August 2022	<p><b>Planning Focus:</b> Refine the plan’s vision, goals, objectives, performance targets and policies; update data and analysis tools to support process.</p> <p><b>Engagement Focus:</b> Refine vision, goals, objectives, and shape key policy updates to inform the Needs Assessment in Ph. 3 and Call for Projects in Ph. 4. Refine criteria for evaluating and prioritizing projects and educate about opportunities and constraints for stakeholders to influence Ph. 4 Call for Projects process.</p> <ul style="list-style-type: none"> <li>• Launch community partnerships</li> <li>• Metro Councilor engagement with constituents, including city councils</li> <li>• Policy-maker topic-specific workshops</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Expert panel discussions on measuring impact of transportation on climate and measures of mobility to inform targets</li> <li>• Regional transportation tools and data workshop(s)</li> <li>• Small group stakeholder meetings</li> <li>• RTP informational sessions</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul> <p><i>Note: RFFA public comment is planned for May 2022. Public input could help inform Phase 3.</i></p>
<b>Milestone:</b> <b>August 2022</b>	No action taken

When	What
<p><b>Phase 3: Revenue and Needs Analysis</b> September to December 2022</p>	<p><b>Planning Focus:</b> Update regional transportation needs and revenue forecast to guide updating the RTP project and program priorities.</p> <p><b>Engagement Focus:</b> Community engagement to identify needs, priority project types and project locations.</p> <ul style="list-style-type: none"> <li>• Video tours of needs and successes featuring community priorities for types of investments across the region (e.g. safety—lights, bus stops in underserved areas) and priority geographies (e.g. urban arterials such as 82nd, Tualatin Valley Highway and Sunrise Corridor) (video tours could be combined with community stories)</li> <li>• Community stories: multimedia story telling that elevates lived experiences of community members from across the region to deepen understanding of system needs and inform the investment strategy.</li> <li>• Online interactive survey that invites input on place-based and system wide needs</li> <li>• Business roundtable meeting</li> <li>• Community partner engagement</li> <li>• Policy-maker topic-specific workshops</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Small group stakeholder meetings</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul>
<p><b>Milestone:</b> <b>January 2023</b></p>	<p>Initiate Call for Projects</p>
<p><b>Phase 4: Build RTP Investment Strategy</b> January to June 2023</p>	<p><b>Planning Focus:</b> Update regional project and program priorities and prepare a draft plan and appendices.</p> <p><b>Engagement Focus:</b> Communities and stakeholders consider projects and tradeoffs. Metro will give feedback to transportation agency partners on these projects based on their ability to advance regional goals with a focus on climate, equity, safety and mobility</p> <ul style="list-style-type: none"> <li>• Online interactive survey that explores investment priorities and for input on preferred priorities</li> <li>• Community partner-led engagement</li> <li>• Community leaders forum</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Business roundtable meeting</li> <li>• Small group stakeholder meetings, with focus on bridging community leaders, business leaders and other interested members of the public with the decision-making bodies—MPAC, JPACT and Metro Council</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul>
<p><b>Milestone:</b> <b>July 2023</b></p>	<p>Release draft 2023 RTP for public review</p>
<p><b>Phase 5: Public Review and Plan Adoption</b> July to November 2023</p>	<p><b>Planning Focus:</b> Conduct 45-day public comment period</p> <p><b>Engagement Focus:</b> Receive feedback on Draft 2023 RTP (and its components)</p> <ul style="list-style-type: none"> <li>• Online interactive survey</li> </ul>

When	What
	<ul style="list-style-type: none"> <li>• Tribe and agency consultations</li> <li>• At least two public hearings</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul>
<p><b>Milestone:</b> <b>November 2023</b></p>	<p>MPAC makes recommendation to the Metro Council</p> <p>JPACT and the Metro Council consider adoption of the 2023 Regional Transportation Plan (and its components) for submittal to DLCD and U.S. DOT.</p>

A description of the key planning and engagement activities, decision milestones and anticipated products for each phase of the update follows.



## PHASE 1 | SCOPING | OCTOBER 2021 TO MAY 2022

**What do we value? What is our vision for the future? What trends and challenges are priorities to address? How do we work together to update the plan?**

*Desired outcome: By May 2022, JPACT and the Metro Council approve the work plan and public engagement plan that will guide the update.*

The first phase of the process will involve engaging decision-makers, local, regional, state and community partners and members of the community to understand key trends and challenges facing the region and begin identifying values and outcomes to be the focus of the update. The purpose of this phase is to build a shared understanding of what is important for the update to address and to define the planning and engagement process to better meet regional and community needs and priorities. Also, during this phase, work will begin to develop tools and background data that will be used to document how the region is growing and changing and how the region’s transportation system is performing.

Phase 1 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Report on key trends shaping the region’s future, highlighting where we have been, where we are now, opportunities and challenges looking forward</li> <li>• Identify draft values, outcomes and actions (VOA) for the 2023 RTP</li> <li>• Develop work plan and public engagement plan</li> <li>• Develop background data, tool and methods to document key trends and support the regional transportation needs (gaps and deficiencies) analysis in Phase 3 and the evaluation of investment priorities in Phase 4</li> <li>• Begin assessing baseline and future conditions of the region’s transportation system</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>• Engage regional advisory committees, county coordinating committees, elected officials, jurisdictional partners, business and community leaders and community members to identify trends and challenges, review current vision and priorities for the transportation system</li> <li>• Engage regional advisory committees in development of the work plan, engagement plan and draft values, outcomes and actions (VOA)</li> </ul>

Phase 1 Key Tasks and Activities	
<b>Milestones</b>	<ul style="list-style-type: none"> <li>• MPAC considers recommendation to the Metro Council on the work plan and public engagement plan</li> <li>• JPACT considers approval of the work plan and public engagement plan</li> <li>• Metro Council considers approval of the work plan and public engagement plan</li> </ul>
<b>Key Products</b>	<ul style="list-style-type: none"> <li>• Work plan</li> <li>• Public engagement plan</li> <li>• Draft Values, Outcomes and Actions (VOA) to inform the update</li> <li>• Summary report(s) of engagement activities, including: language-specific focus groups, a Community Leaders Forum, stakeholder interviews, on-line survey and consultation meetings with resource agencies, state and federal agencies and tribes</li> </ul>



## PHASE 2 | DATA AND POLICY ANALYSIS | MAY TO AUGUST 2022

*Desired outcome: By August 2022, the plan’s vision, goals, objectives, policies and performance targets are updated to inform Phase 3 and Phase 4.*

The second phase of the process will update the plan’s vision for the transportation system and regional goals, objectives, policies and performance targets will address feedback provided during Phase 1. This work will inform the needs analysis in Phase 3 and updates to the RTP project and program priorities in Phase 4.

**Vision, Goals, Objectives and Policies:** This will include refining the region’s vision for the transportation system and goals, objectives and policies, considering community and stakeholder feedback from Phase 1. The updated vision and supporting goals, objectives and policies will identify specific outcomes the region wants to achieve with investments in the transportation system to realize the plan’s vision and six desired regional outcomes.

**Policy Updates:** Priority policy topics were identified through input from the Metro Council, regional technical and advisory committees, community leaders and other stakeholders engaged during the scoping phase as key policy updates to address in the 2023 RTP update. Policy briefs will be developed for each of these key policy updates. The policy briefs will be informational documents describing



information, existing RTP policy, relevant work, and policy considerations for further discussion and/or recommendations. Their purpose is to support JPACT and Metro Council discussions on whether and how to update RTP policies and/or actions in response to these issues.

Similar to background reports prepared in previous RTP updates, the policy briefs will provide information in the early stages of the RTP update to inform decision-makers and stakeholders on a particular issue. Metro staff will develop draft policy briefs for review and input at TPAC and MTAC meetings and/or workshops in advance of bringing the information to MPAC, JPACT and the Metro Council for discussion. These discussions and recommended policy updates will inform and guide Phase 3 and Phase 4 of the update.

- **Key Policy Updates:** New policies and updates to RTP Chapter 3 policies will be developed to reflect the new Federal Planning Emphasis Areas and new information for each of these topics:
  - **Regional Mobility Policy Update:** A joint effort of Metro and the Oregon Department of Transportation (ODOT), this work is underway and will continue to follow the the work plan and engagement plan adopted by JPACT and the Metro Council in 2019. The effort is planned to be complete in Fall 2022 and will update how the region defines and measures mobility in the RTP. The updated policy will guide the development and evaluation of regional and local transportation plans and studies, including the 2023 RTP, and the evaluation of potential transportation impacts of local comprehensive plan amendments. A policy brief will be developed that recommends policy language, performance measures and standards for the 2023 RTP and the Oregon Highway Plan for the Portland area. A supporting action plan will also be developed that recommends data collection, methodologies and processes needed to support implementation of the updated policy at the local, regional and state levels. The recommended regional mobility policy will be incorporated into the RTP, replacing the Interim Regional Mobility Policy adopted in the RTP 2000. Recommendations for the OHP and highways will be forwarded to the Oregon Transportation Commission for consideration as an amendment to the OHP. More information is available on the project webpage: [oregonmetro.gov/mobility](https://oregonmetro.gov/mobility).
  - **Regional Congestion Pricing Policy Update:** This work will incorporate the findings and recommendations from the Regional Congestion Pricing Study accepted by JPACT and the Metro Council in 2021. A policy brief on this topic will include a gap analysis of existing RTP policy related to congestion pricing, development of new policy language, as needed, as well as structural recommendations related to where the policies should be integrated in the 2023 RTP and how they

relate to and/or support other policy areas and 2023 RTP priorities. The policy brief will support JPACT and the Metro Council in developing a clear regional policy on congestion pricing for the Portland region. This work will be coordinated with ODOT's Tolling Program and Urban Mobility Office.

- **Safe and Healthy Urban Arterials Policy Update:** A policy brief on this topic will provide information, relevant work, and policy considerations for further discussion and/or recommendations related to urban arterials in the region. Persistent safety issues and lack of funding for urban arterials, despite decades of effort, planning and policy work, is identified as a major issue to be addressed in the 2023 RTP. The policy brief will support JPACT and the Metro Council in developing an approach for urban arterials in the RTP that aims to address their complex needs. The policy brief will address the need for investment in safety and related bicycle, pedestrian and transit infrastructure using urban design best practices and standards.

The policy brief will refer to existing policy in the 2018 RTP as well as to planning and policy work that has occurred since adoption of the 2018 RTP. It will incorporate recommendations from the Jurisdictional Transfer Framework Study and Phase 1 Regional Emergency Transportation Routes (ETR) update accepted by JPACT and the Metro Council in 2021. Development of the policy brief and subsequent policy discussions on this topic will support updates to the design policy section in Chapter 3 of the RTP, an implementation activity identified in Chapter 8 of the 2018 RTP.

- **Climate Leadership Policy and Climate Smart Strategy Update:** This work will include updating the Climate Smart Strategy and supporting RTP policies and investments, as needed, to meet the region's state-mandated greenhouse gas emissions reduction targets. This work will begin with preparing a policy brief on implementation of key elements of the Climate Smart Strategy. The policy brief will assess whether key policy elements or actions assumed in the Climate Smart Strategy are being implemented.

The policy brief will also report the findings from a new analysis of the estimated greenhouse gas emissions anticipated from the 2018 RTP using VisionEval. VisionEval is the carbon emissions estimation tool used by State Agencies – ODOT, ODEQ, DLCD and ODOE - to set carbon emissions reduction targets for the Portland region and Oregon's seven other metropolitan areas. VisionEval is also being used by ODOT to estimate carbon emissions reductions from policies and strategies contained in the Statewide Transportation Strategy (STS) for Reducing Greenhouse Gas Emissions.

A policy gap analysis of the 2018 RTP will also be conducted to inform recommendations for revisions to RTP climate-related policies and updating the Climate Smart Strategy to address recent climate-related federal and state policy guidance and findings from the VisionEval analysis.

The technical and policy analysis will help inform a JPACT and Metro Council discussion on whether the assumptions underlying the region's Climate Smart Strategy are realistic, including transit service levels, shifts in travel behavior, percent of workforce participating in commute options programs, areas with managed or priced parking, and state and federal policies on vehicle technology, fleet and fuels, and consideration of new or updated policies and additional GHG reduction strategies that are not currently included in Climate Smart Strategy.

This technical and policy analysis will help inform whether updates to the Climate Smart Strategy and further regional policy changes, plans or programs in the RTP are needed to address transportation trends and support additional progress on implementation of Executive Order 20-04, transportation electrification and implementation of new transportation planning requirements identified through the Climate Friendly and Equitable Communities (CFEC) rulemaking effort. The CFEC rulemaking effort is anticipated to conclude in May 2022. A work plan for elements that cannot be addressed during the RTP update will be defined in Chapter 8 of the RTP.

- **High Capacity Transit (LRT/BRT) Strategy Update:** This work will update the High Capacity Transit (HCT) component of the RTP. The HCT component of the RTP was first adopted in 2009 and incorporated into the 2018 Regional Transit Strategy during the 2018 RTP update. This work will include updating the vision and supporting policies for high capacity transit in collaboration with regional transit providers in the region.

This work will build off of the work and HCT network updates completed during development of the 2018 Regional Transit Strategy to focus on developing a vision for a regional bus rapid transit system that advances RTP goals and supports the transportation system. This work will include reevaluating the broader high capacity transit vision to consider potential new corridors; capacity, reliability and speed improvements to existing service; extensions to existing lines; and potential new system connections. It will also assess readiness to establish regional priority projects competitive for federal funding that will provide guidance for decisions regarding high capacity transit projects for the 2023 RTP update.

At the same time, Metro staff will be scoping an Access to Transit Study with partners to identify transit access and transit service needs across the region. A work plan for the Access to Transit Study will be defined in Chapter 8 of the RTP.

- **Other Policy Updates:** Other updates to existing RTP Chapter 3 policies to reflect new information from work completed since 2018 and new Federal Planning Emphasis Areas (PEAs) will include:
  - **RTP System Maps Update:** Review and update the planned regional design and classifications of transportation facilities identified on the RTP Chapter 3 system maps, as needed, for each of these networks – motor vehicle, freight, transit, bicycle and pedestrian and transportation system management and operations (TSMO) – to align local, regional and state classifications. The RTP network maps identify planned regionally-significant transportation facilities and the plan’s vision for design and each element of the transportation system.
  - **Transportation Equity Policy Update:** Review and update RTP transportation equity policies and actions related to consideration of affordability and anti-displacement strategies in transportation planning and project development activities.
  - **Regional Freight Policy Update:** Review and update RTP freight policies as needed to address growth in e-commerce and delivery services and recommendations from the Regional Freight Delay and Commodities Movement Study.
  - **TSMO and RTO Policy Update:** Review and update RTP TSMO policies to incorporate recommendations from the 2019 Regional Travel Options (RTO) needs assessment and the 2021 TSMO Strategy.
  - **Emergency Transportation Routes Map and Transportation Resilience Policy Update:** Review and update resilience related policies to further address the federal resilience planning factor, incorporate the Phase 1 Regional Emergency Transportation Routes (ETR) update findings and recommendations accepted by JPACT and the Metro Council in 2021 (including the updated routes), and consider green infrastructure policy recommendations identified when the 2018 RTP was adopted in 2018. This work will also incorporate the Phase 1 ETRs in Chapter 3 of the RTP to define a network for targeted resiliency mitigation/ management funding.
  - **Regional Transportation Functional Plan:** Review the Regional Transportation Functional Plan to identify potential updates to address new and updated RTP policies and new transportation planning requirements identified through the statewide Climate Friendly and Equitable Communities rulemaking effort. Recommended updates to the

functional plan will be addressed through subsequent work following the RTP update. A work plan for updating the functional plan, including regional parking policies, will be defined in Chapter 8 of the 2023 RTP.

**Data, Methods and Tools Updates:** This key task will include further development of data, methods and analytic tools needed to address [federal transportation performance management \(TPM\)](#) requirements, Climate Smart Strategy performance monitoring, and improve our ability to evaluate and understand the performance, impacts and benefits of projects and programs with a focus on RTP priority outcomes, including equity, climate, safety and mobility.

- **Emerging Transportation Trends Study:** This project assesses how transportation behavior changed during the COVID-19 pandemic, whether these changes are likely to continue into the future, and how these changes could impact the region's goals – particularly access to opportunities and transportation options for BIPOC and low-income people. A series of fact sheets will be developed to communicate key research findings and recommendations on potential analytical approaches and policy considerations to account for changing transportation behavior in development of the 2023 RTP.
- **Existing Conditions Analysis and Updates to the RTP Performance Evaluation Framework and Targets:** Assemble relevant data to support the existing conditions analysis and updates to the plan's performance evaluation framework, including but not limited to inventory of bike, pedestrian, transit networks, TDM and TSMO data, safety data, socioeconomic data, economic value atlas data, reliability data, environmental data and infrastructure condition and transit asset management data. This work will include preparing the regional travel demand model, transportation analysis zone assumptions and networks for use in the update, reflecting 2020, 2030 and 2045 conditions. This work will include preparing VisionEval to be used at a regional level to evaluate greenhouse emissions. This work will continue advancing the region's performance based planning efforts and address federal and state planning requirements, including reporting on the region's adopted congestion management process (CMP). This information will also be used to will help demonstrate how the RTP project and program priorities align with the plan's values, vision, goals, objectives, policies and performance targets.

In Phase 2, an analysis of performance of the transportation system today (2020 base year) and the 2018 RTP projects and program priorities will help identify where the region is on track to meet the plan's transportation goals or falling short and inform the transportation needs analysis in Phase 3. This work will be documented in a Federal System Performance Report and Chapter 4 of the plan. Updates to the data, methods and tools will also inform

how the region will assess the performance, benefits and impacts of projects and programs that are identified for inclusion in the plan’s “constrained” and “strategic” project lists in Phase 4.

Additional travel model runs for 2030 land use assigned to 2018 RTP’s 2027 network and 2045 land use assigned to the 2018 RTP’s 2040 Constrained network may be evaluated to inform the needs assessment in Phase 3.

- **Project List Review:** Work with project sponsors to review the 2018 RTP project list to identify and report on projects completed since 2018, update the categorization of projects and identify information needed for each project to develop a clear and transparent approach for updating RTP project and programs priorities in Phase 4. Each project will be categorized by primary project type, additional project benefits and the RTP values and outcomes addressed by the project to inform a qualitative assessment of the project list. This work will help demonstrate how current RTP projects and programs advance the values and outcomes identified for the 2023 RTP and support identifying gaps and deficiencies in the needs assessment in Phase 3 and updating RTP project list priorities in Phase 4. This work will also improve communication of the benefits of different projects and their relationship to RTP outcomes and regional transportation needs.
- **Updates to the Transportation Equity Analysis:** The 2018 RTP equity policies call on Metro and partner agencies to take a two-step approach to transportation equity in future transportation planning that involves conducting outreach to and collecting more data from underserved communities, and finding new opportunities to apply that information to shape transportation decision-making.

Since the 2018 RTP update, Metro has been conducting outreach to underserved communities through multiple projects and deepening our efforts to apply the Equity Focus Areas and other analysis tools in regional plans, policies and projects. This work will include sharing lessons learned since 2018, feedback on communities needs and priorities and exploring new data and approaches to support the analysis. This will inform development of recommendations about how to refine the 2023 RTP equity analysis methods as needed to support the needs analysis in Phase 3 and evaluate the RTP project and program priorities in Phase 4.

This work will also serve to meet a federal requirement to evaluate whether marginalized communities are being disproportionately impacted by the RTP project and program priorities – and if so, recommend actions to avoid, reduce, and/or mitigate identified impacts. Additional work may be necessary to fully comply with CFEC rulemaking that is not yet complete. This will be determined following adoption of the CFEC rules by LCDC.

<b>Phase 2 Key Tasks and Activities</b>	
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Update RTP vision to reflect Phase 1 feedback</li> <li>• Review and update goals, objectives and related performance targets</li> <li>• Review and update the performance evaluation framework               <ul style="list-style-type: none"> <li>○ Update performance measures and targets, data and methods</li> <li>○ Update system evaluation framework, data and methods</li> </ul> </li> <li>• Review and update RTP System Maps to reflect changes recommended in local and regional planning efforts</li> <li>• Begin to update local, regional, state and federal revenue forecast</li> <li>• Begin research on financing mechanisms</li> <li>• Begin to identify regional transportation needs and potential solutions</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>• Continue to engage partners and community members to refine vision, goals, objectives and performance targets and shape key policy updates to address Phase 1 feedback</li> <li>• Engage partners and the community to begin identifying regional transportation needs and the types of projects that will help address those needs</li> <li>• Host two expert panels – one on climate and one on mobility – to learn about best practices for climate and mobility analysis, limitations of current regional tools and methods and inform recommendations for the 2023 RTP</li> <li>• Host at least one regional transportation tools and data workshop for practitioners and other stakeholders to learn about the analysis tools and data being used to support development of the 2023 RTP</li> </ul>
<b>Key Products</b>	<ul style="list-style-type: none"> <li>• Data and Tools               <ul style="list-style-type: none"> <li>○ Household, population and employment data and maps showing housing and job growth in the 2045 Distributed Forecast<sup>1</sup></li> <li>○ 2020 Metropolitan Planning Area Boundary and Map</li> <li>○ RTP Equity Focus Areas Designations Map and related data</li> <li>○ RTP High Injury Corridors and Intersections Designations Map and related data</li> <li>○ On-line storymap visualizing various datasets to help identify needs and gaps in transportation projects and programs</li> <li>○ Regional freight commodities movement data</li> <li>○ Transportation trends data</li> <li>○ VisionEval tool for the Portland region</li> </ul> </li> </ul>

<sup>1</sup> Adopted by the Metro Council in 2021 after extensive consultation with and review by local governments, the Metro Technical Advisory Committee and the Metro Policy Advisory Committee, the land use assumptions are based on the LCDAC-acknowledged 2040 Growth Concept and the seven-county 2045 Regional Forecast previously adopted by the Metro Council in 2018.

## Phase 2 Key Tasks and Activities

- Updated RTP System Maps
- Policy Briefs
  - Regional Congestion Pricing Policy Update
  - Regional Mobility Policy Update
  - Safe and Healthy Urban Arterials Policy Update
  - Climate Smart Strategy Update
  - High Capacity Transit Strategy Update
- Emerging Transportation Trends Findings and Recommendations Fact Sheets and Report
- Updated transportation equity analysis approach
- Updated mobility policy analysis approach
- Federal System Performance Report
- Summary and map of RTP projects completed since 2018
- RTP Project Hub and project list categorization updates
- Draft Regional Vision, Goals, Objectives and Targets (Chapter 2)
- Draft Regional Transportation System Policies (Chapter 3)
- Draft Growing and Changing Region/Existing Conditions (Chapter 4)





## PHASE 3 | REVENUE AND NEEDS ANALYSIS | SEPTEMBER TO DECEMBER 2022

*Desired outcome: By December 2022, JPACT and the Metro Council provide direction on regional project and program priorities and funding levels to guide updating the region's investment priorities.*

The third phase of the process will include updating financial assumptions for the plan period and documenting transportation needs and disparities in the region with a focus on RTP priority outcomes identified in Phases 1 and 2, including equity, climate, safety and mobility.

**Financial Plan:** The purpose of the financial plan is to understand and document the funds available to fund our region's transportation needs. This financial plan will also address corrective actions identified in Metro's 2021 Federal certification review. Cooperatively updating the plan's financial assumptions will include working with transportation providers to document and forecast the amount of local, regional, state and federal funding expected to be available to address current and future transportation needs, including adequately maintaining and operations of the existing transportation system.

This will include documenting existing revenue sources (i.e., fees, taxes, fines, fares) collected at the local, regional, state and federal levels, documenting historic levels of funding by revenue source, forecasting "reasonably expected" revenue for the plan period (i.e. financially constrained revenue forecast or "constrained budget") and identifying potential new funding mechanisms. A "Constrained RTP" near-term (2024-2030) and long-term (2031-2045) revenue forecast will be developed consistent with federal requirements.

This information will be used to support a policy discussion on the sources and levels of funding needed to implement the region's project and program priorities in the near- and long-term and meet federal requirements for demonstrating fiscal constraint in the RTP. This work will be informed by regional congestion pricing policy development and coordinated with ODOT's Tolling Program, and may inform other concurrent funding discussions happening at the local, regional, state

### Defining terms

#### Constrained budget

The combined federal, state and local funds the greater Portland region can reasonably expect through 2045 under current funding trends – presumes some increased funding compared to current levels

#### Constrained list

Projects that can be built by 2045 within the constrained budget

#### Strategic list

Additional priority projects that could be achieved with additional resources

and federal levels. In order to be eligible for federal or state transportation funding, a project must be included on the “constrained” list.

This research will also help build an understanding of how the regional system is funded today, illuminating how revenue collection and disbursement may contribute to transportation inequities. A policy brief will be developed providing an assessment of the equity impacts of current RTP revenue collection and disbursement on people with lower income and communities of color. The equity assessment will inform the RTP finance plan. The policy brief will also identify financing strategy options, identifying potential revenue sources that could improve equitable outcomes and other equitable financing strategies. Additionally, potential policy changes may be identified for a more equitable financing approach in the future. Equitable financing options and potential policy changes could inform implementation actions in Chapter 8 of the 2023 RTP.

**Transportation Needs Analysis:** An updated regional transportation needs report will be prepared to inform jurisdictions as they update their project and program priorities in the next phase. The report will also highlight disparities in the region with a focus on RTP priority outcomes, including equity, climate, safety and mobility and provide recommendations for how to address them in the next phase. Staff will work with the Metro Council and JPACT to understand the region’s needs with respect to safety, equity, climate and mobility; identify specific types of projects that address different needs; and report back on RTP spending on each of these project types alongside related performance measures in Phase 4. **Figure 5** provides examples of the types of projects and programs that are contained in the RTP to address transportation needs in the region.

This work will provide additional context to help the Metro Council and JPACT understand how RTP project and program priorities advance RTP goals and priority outcomes and inform policy direction for updating the RTP project and program priorities in the next phase.

**Figure 5. RTP Project and Program Examples To Address Regional Needs**

Projects	Programs
 <p><b>Bridge and road maintenance</b> Bridge and road pavement resurfacing, preventive maintenance, preservation and rehabilitation</p>	 <p><b>Affordable transit pass program</b> Provide affordable transit passes to students, seniors and low-income riders</p>
 <p><b>Bus and rail vehicle maintenance and replacement</b> Preventive maintenance for fleet and facilities, transit vehicle replacement, etc. to keep system in good repair</p>	 <p><b>Programs and incentives to reduce vehicle trips</b> Regional travel options programs, paid and timed parking in centers, encourage walking, biking, use of transit, carpooling, carsharing, ridesharing, telecommuting, etc.</p>
 <p><b>Complete streets for all users</b> Modernize street and intersection designs to reduce conflicts and better serve all modes and users</p>	 <p><b>Smart technology and traffic management</b> Traffic signal and transit priority coordination, vehicle charging stations, clearing crashes quickly, etc.</p>
 <p><b>Freight access to industry and ports</b> Road and railroad crossing upgrades, port and intermodal terminal access improvements, rail yard and rail track upgrades</p>	 <p><b>Transit amenities</b> Bus shelters and benches, passenger boarding areas, transit stop and station access, lighting at stops, etc.</p>
 <p><b>Throughway expansion</b> Interchange fixes, strategic widening, auxiliary lane additions in areas of consistent bottlenecks</p>	 <p><b>Transit oriented development</b> Policy and market incentives to encourage building higher-density, mixed-use projects in centers and along corridors served by high capacity and frequent transit</p>
 <p><b>Main street retrofits</b> Retrofit streetscapes in areas with shopping, restaurants and local services to include street trees, improved lighting, street furniture, such as benches, garbage bins, wider sidewalks, bike parking, etc.</p>	 <p><b>Transportation safety and education programs</b> Improved and expanded Safe Routes to Schools programs, speed enforcement, Safe Routes to Transit programs, etc.</p>
 <p><b>Seismic upgrades</b> Retrofit roads and bridges to increase resiliency to earthquakes, particularly major river crossings</p>	 <p><b>Transportation services for older adults and people with disabilities</b> On-call paratransit services, door-to-door pick up, etc.</p>
 <p><b>Street connections and expansion</b> New arterial and collector street connections, strategic widening, highway overcrossings, etc.</p>	<p><b>Other tools that could be supported by policies</b></p>
 <p><b>Transit service enhancement and expansion</b> Increased bus service coverage, speed and frequency, MAX and streetcar extensions, expanded WES commuter rail service, employee and community shuttles, separate travel lanes for buses, etc.</p>	 <p><b>Emerging market-based technologies</b> Freight movement technology, self-driving vehicles, shared mobility services (e.g., Uber and Lyft), etc.</p>
 <p><b>Walking and biking connections</b> Protected and/or separated bike lanes, sidewalks, crosswalks and curb ramps on major streets, off-street trails, etc.</p>	 <p><b>High occupancy vehicle/tolled lanes, express lanes/congestion pricing</b> High occupancy vehicle (HOV) lanes, high occupancy tolled (HOT) lanes, tolling, managed lanes, congestion pricing</p>
	

## Policy Direction and Desired Outcomes for RTP Project and Program

**Priorities:** The Call for Projects process that will guide updating the RTP project list will be more fully defined during Phase 3 to provide policy direction on how the “Constrained” and “Strategic” project lists should be updated and prioritized in the next phase.

Similar to past RTP updates, Metro and jurisdictional partners will work together to update the plan’s regional transportation project and program priorities following the process agreed to by JPACT and the Metro Council. In Phase 4, agencies will be asked to identify projects that address regional needs and challenges and community priorities, and maximize progress toward the region’s agreed upon vision and goals for the future transportation system.

Phase 3 Key Tasks and Activities	
Planning	<ul style="list-style-type: none"><li>• Update RTP financial plan<ul style="list-style-type: none"><li>○ Research transportation revenue sources</li><li>○ Update the financially constrained revenue forecast with local and state partners, building ODOT’s <i>Financial Assmptions for Development of Metropolitan Transportation Plans SFY 2018-2047</i></li><li>○ Set funding targets for the “Constrained RTP” near-term (2024-2030) and long-term (2031-2045) project and program priorities</li><li>○ Identify potential new funding mechanisms to assume to implement the more aspirational “Strategic RTP” and set funding target for additional project and program priorities the region would pursue if additional resources became available</li><li>○ Make recommendations on financing strategy options, including potential policy changes, for a more equitable financing approach</li></ul></li><li>• Identify regional transportation needs and priorities, including:<ul style="list-style-type: none"><li>○ Identify gaps and deficiencies</li><li>○ Identify opportunities to support increased use of alternative fuel vehicles, transportation electrification (including buses, e-bikes and other mobility devices), connected vehicles, driverless vehicles and other advanced technologies</li><li>○ Identify transportation disparities experienced by marginalized communities</li><li>○ Identify potential transportation risks and vulnerabilities of Regional Emergency Transportation Routes to inform opportunities for making the transportation system resilient to natural and security hazards, climate change and extreme weather events</li></ul></li><li>• Define process to guide update to list of RTP project and program priorities</li></ul>

Phase 3 Key Tasks and Activities	
<b>Engagement</b>	<ul style="list-style-type: none"> <li>• Continue to engage partners and community members to identify regional transportation needs and possible solutions</li> <li>• Engage regional technical and policy advisory committees to define Call for Projects process</li> <li>• Engage transportation providers to document and forecast reasonably available funding sources</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• JPACT and the Metro Council provide direction on process for updating and evaluating RTP project and program priorities and prioritizing the RTP “Constrained” and “Strategic” project lists</li> </ul>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Regional Transportation Needs Assessment Report</li> <li>• Draft RTP Transportation Needs (Chapter 4)</li> <li>• Equitable Financing Strategies Policy Brief</li> <li>• Draft Finance Plan (Chapter 5)</li> <li>• Regional Transportation Priorities Call for Projects Packet</li> <li>• Public Engagement Report</li> </ul>



## PHASE 4 | BUILDING A SHARED STRATEGY | JANUARY TO JUNE 2023

*Desired outcome: By June 30, 2023, a draft plan (and appendices) and updated regional project and program priorities are prepared for public review in Phase 5.*

The fourth phase of the process will include updating the region’s project and program investment priorities and future actions recommended in Chapter 8 of the RTP to support implementation of the plan. The Call for Projects process will be defined in Phase 3. Staff will evaluate priority investments and strategies following the process and policy direction defined by JPACT and the Metro Council in Phase 3. Opportunities for input on the updated project lists, evaluation results and project and program investment priorities will be provided during this phase. Work will also include updating Chapter 8 of the RTP to identify future actions and work needed to support implementation of the 2023 RTP.

Phase 4 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Develop draft RTP project and program priorities</li> <li>• Solicit and coordinate updates to list of the region’s transportation investment priorities, consistent with Metro Council and JPACT policy direction</li> <li>• Compile recommended local transportation system plan and corridor refinement plan updates</li> <li>• Address identified regional transportation needs and opportunities</li> <li>• Compile draft RTP “constrained” and “strategic” project lists in publicly-accessible website</li> <li>• Conduct and report on system-level evaluation of investment priorities relative to plan’s goals, objectives and performance targets</li> <li>• Identify tradeoffs and choices for regional discussion relative the identified needs and revenues anticipated to be available during the plan period</li> <li>• Refine draft RTP project and program priorities to address public feedback and findings from the performance evaluation</li> <li>• Update recommended actions in Chapter 8 to support plan implementation, including securing adequate funding</li> <li>• Update performance monitoring framework, data and methods as needed</li> </ul>

Phase 4 Key Tasks and Activities	
<b>Engagement</b>	<ul style="list-style-type: none"> <li>Engage partners and the public to review draft list of project and program priorities and system performance</li> <li>Engage partners and the public to update Chapter 8 of the RTP to support implementation</li> <li>Engage regional advisory committees to finalize recommendations to the Metro Council on direction for draft 2023 Regional Transportation Plan</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>Public review draft RTP, appendices, and project lists</li> </ul>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>Regional Transportation Projects and Programs Evaluation Report</li> <li>Regional Freight Delay and Commodity Movement Study Findings and Recommendations Report</li> <li>Draft RTP Finance Strategy (Chapter 5)</li> <li>Draft RTP Action Plan (Chapter 8)</li> <li>Draft Regional Framework Plan and Functional Plan amendments</li> <li>Public Engagement Report</li> </ul>



**PHASE 5 | PUBLIC REVIEW AND ADOPTION PROCESS |  
JULY TO NOVEMBER 2023**

*Desired outcome: Before December 6, 2023, the Metro Council adopts the 2023 Regional Transportation Plan and its technical appendices (including project and program investment priorities).*

The final phase of the update will provide additional opportunities for review and input on the overall draft plan and its appendices prior to consideration by the MPAC, JPACT and the Metro Council.

Phase 5 Key Tasks and Activities	
<b>Planning</b>	<ul style="list-style-type: none"> <li>• Compile draft plan and technical documentation for public review</li> </ul>
<b>Engagement</b>	<ul style="list-style-type: none"> <li>• Release public review draft 2023 RTP for 45-day public comment period</li> <li>• Hold public hearings</li> <li>• Consult with Tribes, Resource agencies and Federal and state agencies</li> <li>• Engage regional advisory committees to finalize recommendations to the Metro Council on adoption of 2023 RTP</li> </ul>
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• MPAC makes recommendation to the Metro Council</li> <li>• JPACT considers adoption of 2023 RTP</li> <li>• Metro Council considers adoption of 2023 RTP</li> </ul>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Public review draft 2023 RTP (and appendices, including project and program investment priorities)</li> <li>• Adoption legislation, including findings of compliance with Statewide Planning Goals and Federal mandates</li> <li>• Final Public Engagement Report</li> <li>• Final 2023 RTP (and appendices)</li> </ul>



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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

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April 1, 2022



**2023 Regional Transportation Plan Update**

# **Public Engagement Plan**

Recommended by the Transportation Policy  
Alternatives Committee on April 1, 2022

## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

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**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. This means JPACT approves MPO decisions and submits them to the Metro Council for adoption. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

**Project web site:** [oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration

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## INTRODUCTION

The Regional Transportation Plan (RTP) shapes the future of greater Portland's transportation system – the way people and businesses get where they need to go. The RTP was last updated in 2018 with the input of thousands of people who live, work and travel across the greater Portland region. The 2018 RTP identified transportation needs and goals related to safety, equity, climate and congestion management. There have been significant successes and progress made toward our regional goals. Still, there is much to accomplish and there are new considerations given all that has changed since 2018.

We are at pivotal moment. The impacts of climate change, generations of systemic racism, economic inequities and the pandemic have made clear the need for action. The greater Portland region continues to grow, technology is changing quickly and our roads and bridges are aging. The 2023 RTP update calls for Metro to again bring together the communities of the greater Portland region to renew our shared vision and strategy for investing in a transportation system that serves everyone. It calls for strengthened and new partnerships, a commitment to collaboration and innovative ideas.

The plan will address regional challenges and areas of focus identified during the scoping phase.

## PUBLIC ENGAGEMENT GOALS AND OBJECTIVES

The public engagement plan supporting the 2023 RTP guides the strategic direction, approach and desired outcomes for engaging people, community-based organizations, businesses, transportation agencies and other stakeholders throughout the two-year RTP update process.

The plan describes the engagement goals, objectives, potential strategies, timeline, decision milestones, as well as metrics to measure success. The approach described in this plan is intended to support a transparent process in which all stakeholders have opportunities to provide meaningful input on the 2023 RTP. The plan is in alignment with Metro's agency wide [Strategic plan to advance racial equity, diversity and inclusion](#), the Planning and Development Departmental Strategy for Achieving Racial Equity [public participation in transportation planning guide](#) and federal and state requirements and expectations for effective public engagement.

The desired outcome of the engagement is to gain insight around the values, needs and priorities of the community members, community-based organizations, businesses and transportation agencies and their input on how to pay for investments to address those needs and priorities. The information gathered from engagement activities will be shared with decision-makers in a variety of ways to

ensure they have opportunity to contemplate and fully consider public input. The development of the 2023 RTP will apply a racial equity lens. This includes:

- An understanding that, due to structural racism, Black, Indigenous and other people of color (BIPOC), experience inequitable health, education, criminal justice and economic outcomes.
- A commitment to advance strategies to support and invest in Black Lives and transform systems that create or perpetuate harm.
- A commitment to redesigning and centering new programs, policies or planning efforts to benefit and support BIPOC communities so that they may thrive in our region.
- An understanding that a traditional approach to decision-making without a racial equity considerations will result in communities of color bearing the disproportionate impacts.

Metro is committed to advancing racial equity, which centers the values of diversity, equity and inclusion in decision making and ensuring that all people in the Portland metropolitan region have the opportunity to reach their full potential.

## Public Engagement Goals

The engagement for the 2023 RTP will provide opportunities for people across the greater Portland region to increase their understanding of how decisions about transportation in the region are made and to have an impact on those decisions. Goals for this process include:

- Learn about the transportation needs and priorities of communities across greater Portland.
- Reflect the priorities identified through community engagement and prioritize the input provided by communities of color, the disability community and communities with limited English proficiency, in the elements of the 2023 RTP that guide investment decisions.
- Build support for and momentum to achieve community-driven objectives and build public trust in Metro's transportation planning process.
- Strengthen existing and build new partnerships with local, regional, state and federal governments, Tribes, business and community leaders, academic institutions and historically underrepresented communities including Black, Indigenous and people of color, people with disabilities, people with low incomes and people with limited English proficiency, as well as youth and older adults for sustained involvement in decision-making.



**METRO ROLE** Implement a public engagement plan for the 2023 RTP update that builds on previous and concurrent engagement efforts and relationships, is informed by input from partners and the public and advances **Metro’s Strategic Plan to Advance Racial Equity, Diversity and Inclusion.**

### **Public engagement objectives**

1. Communicate complete, accurate, understandable and timely information to the public and partners throughout the project.
2. Provide inclusive, meaningful public engagement opportunities and demonstrate how input influenced the process. Clearly indicate when there are opportunities for engagements, how the public can participate and how feedback will be used going forward.
3. Actively seek public input prior to key milestones and share with Metro Council and regional committees in a manner that best supports the 2023 RTP decision-making process. Develop meaningful public engagement activities to generate input relevant to project milestones.
4. Build community capacity to participate in and make an impact on transportation policy and investment decisions during the 2023 Regional Transportation Plan and in future transportation plans, projects and decisions at both local and regional levels.
5. Build the capacity of regional decision makers and Metro staff to effectively translate community priorities into effective policies and actions during the 2023 Regional Transportation Plan update and into the future.
6. The 2023 RTP projects and policies respond to the needs and priorities of people living, working and traveling in the region.
7. Comply with all public participation requirements. Ensure engagement approach meets requirements as articulated in Title VI of the Civil Rights Act, the Environmental Justice Executive Order, [Federal Executive Order on Advancing Racial Equity](#), new [Federal Planning Emphasis Areas](#), the Federal Highway Administration’s 23 Code of Federal Regulations Section 450.316, Oregon’s Statewide Planning Goal 1 for citizen involvement and Metro’s Public Engagement Guide.
8. Coordinate engagement efforts with relevant Metro and agency partner projects and programs. Incorporate engagement needs of relevant Metro projects and programs to create a coordinated effort that connects projects and programs for the public as they learn about and provide input on the 2023 RTP. Projects and programs include but are not limited to the Metropolitan Transportation Improvement Program (MTIP) and Regional Flexible Funds Allocation (RFFA) process and major planning efforts underway such as,

updating the High Capacity Transit component of the RTP, the Westside Multimodal Improvements Study and the Tualatin Valley Highway Corridor Plan.

### Building a plan together

The engagement efforts will seek participation of all potentially affected and/or interested individuals, communities and organizations. To date, the project team has identified a number of stakeholders to engage in the process. The list that follows is not exhaustive and additional stakeholders will be included as the region builds a shared strategy for the 2023 Regional Transportation Plan.



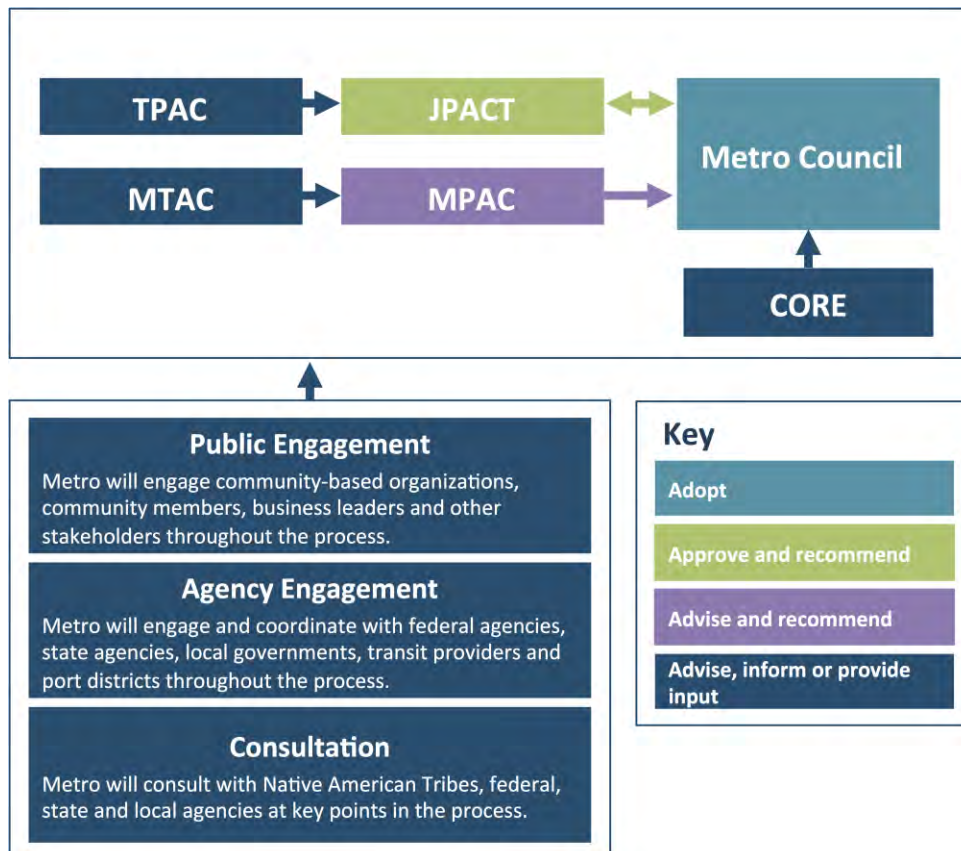
- General public
- Communities historically underrepresented in the decision-making processes including Black, Indigenous and people of color (BIPOC) communities, people with low incomes and people with limited English proficiency
- Youth and older adults
- People with disabilities
- People at the intersection of multiple communities who have been historically underrepresented in the decision-making processes
- Community leaders and organizations, including community-based advocacy organizations working with historically under-represented communities, health and equity interests, environmental and land use issues and transportation advocacy groups
- Business and economic development interests, including large and small employers, business organizations, associations and chambers of commerce
- Local jurisdictions and special districts, including transit providers and Ports
- Advisory committees involved with partner agencies that are engaged in transportation and/or related issues

- Southwest Washington Regional Transportation Council (RTC) and other Clark County governments
- Philanthropic foundations and institutions
- Native American Tribes
- Federal and state legislators and elected officials representing counties and cities in the region
- State agencies, including the Oregon Department of Environmental Quality, Oregon Department of Land Conservation and Development and Oregon Department of Transportation
- Federal agencies, including the Federal Highway Administration, Federal Transit Administration and the U.S. Environmental Protection Agency

## REGIONAL TRANSPORTATION DECISION-MAKING FRAMEWORK

The RTP update will rely on Metro’s role as the federally designated Metropolitan Planning Organization (MPO) designated by the governor for the Portland metropolitan region and its existing decision-making framework, shown below.

### Regional Transportation Decision-Making Framework



The decision-making framework includes the Metro Council and five advisory committees that have varying levels of responsibility to review, provide input and make recommendations on the development of the 2023 RTP. **Integral to this decision-making process are timely opportunities for partners and the public to provide meaningful input to the Metro Council and the technical and policy advisory committees prior to key decision milestones.**

Metro's Committee on Racial Equity (CORE) advises Metro Council and staff on the implementation of [the \*Strategic Plan to Advance Racial Equity, Diversity and Inclusion\*](#). CORE will provide input at key points in the 2023 RTP process. CORE's input will be shared with Metro's other advisory committees for consideration.

The Metro Policy Advisory Committee (MPAC) advises and makes recommendations to the Metro Council on growth management and land use issues, including the RTP, at the policy level, and the Metro Technical Advisory Committee provides input to MPAC at the technical level.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including updating the RTP every five years. The Transportation Policy Alternatives Committee (TPAC) provides input to JPACT at the technical level.

Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. For the purposes of the RTP, JPACT approves the RTP and periodic amendments and submits these to the Metro Council for adoption. The Metro Council adopts the recommended action or refers it back to JPACT with a recommendation for amendment.

## **PUBLIC ENGAGEMENT APPROACH**

The regional advisory committees will serve as the primary engagement mechanisms for collaboration and consensus building. In addition to these committees, engagement with other interested individuals, communities and organizations will continue to be an important element of the engagement strategy.

The process will employ community engagement that informs, consults or involves people based on their level of interest in the project. The project team will seek specific input using a variety of public engagement tools.

The engagement is intended to make the 2023 RTP planning process accessible and to ensure that stakeholders can have meaningful voice in the process. The approach is guided by the following engagement practices:

- 1) demonstrate how the decision-making process operates where/when to provide input and the key questions/outcomes to consider
- 2) provide outreach early enough in the decision-making process to promote meaningful opportunities for the public to shape policies and outcomes,
- 3) track how input is considered by decision makers and impacts final action or outcome of decision,
- 4) provide follow up with those who provided input about final action or outcome of decision,
- 5) seek public evaluation of engagement experience and monitors engagement of historically underrepresented communities and
- 6) adjust engagement to respond to results of evaluation.

## **ENGAGEMENT STRATEGIES**

The engagement strategies will create accessible and welcoming opportunities for community members and other stakeholders to share their experiences and ideas in order to have an impact on the 2023 RTP process. The engagement strategies outlined in this plan are intended to serve as a guide. They are informed by stakeholder input, lessons learned from recent engagement and resources available. However, the engagement strategies will be iterative and responsive to evolving relationships, feedback and changing conditions, to the extent possible. The constraints of this process, including federally designated timelines, will be acknowledged and communicated to stakeholders.

Core strategies include: Interactive online engagement, Community storytelling, community partnerships, place-based conversations. The engagement activities and tools will support the implementation of these strategies.

Engagement for the 2023 RTP starts as the greater Portland area enters the third year of the COVID-19 pandemic. The pandemic has impacted the capacity of community and agencies and has changed how we do community engagement. This engagement plan assumes social distancing will continue through much of this process and emphasizes digital tools to engage stakeholders remotely. However, we will work with community based organizations, local agency partners and other community representatives to ensure community members without internet access or limited access to/familiarity with technology have opportunities to meaningfully engage in the 2023 RTP

### **Interactive online engagement**

Online engagement will include interactive surveys, information that is concise and accessible and videos that make RTP topics and decisions pertinent and relatable. Community members will have opportunities to engage in ways that are comfortable and convenient for them. Brief and relatable information supports a more inclusive process in which participants do not need technical knowledge to engage and make an impact on the process. Staff will promote online engagement opportunities and information through the Metro news feed, social media, emails to interested parties lists, jurisdictional and community partners. Metro staff will also work with community organizations and leaders to encourage survey participation in communities that are typically under-represented among survey respondents. The extent possible, Metro will collaborate with community partners to provide a variety to survey formats (i.e. phone, translations, word documents) to reach community members and expand participation.

### **Community storytelling**

Storytelling amplifies the voices of community members who have been historically left out of public decision-making processes and are affected by transportation policies and investment decisions. When community members tell the stories of their lived experiences they become involved in the decision-making without needing to become experts in transportation policy. Further, their stories help to ground decision-makers in the lives of the community members who they serve. Metro staff will work with community members and community partners to tell the stories of people who work in live in greater Portland. There will be two focused storytelling windows: one in spring and summer 2022 that will highlight community experiences and needs getting around. The second in early 2023 to describe the potential impact of proposed investments on people's lives.

Additionally, Metro staff are aware of at least two storytelling initiatives led by transportation advocacy organizations that will happen concurrently with the 2023 RTP. Staff will also look to these and other community storytelling for insights to inform the 2023 RTP.

### Community partnerships

Metro works with community-based organizations (CBO's) serving and expressing the perspectives of Black, Indigenous and people of color to elevate the voices of communities that have been historically ignored or marginalized in policy decisions. Through these partnerships, CBO's have consistently invested their expertise, leadership capacity and limited resources in working with Metro to have a meaningful impact in the policies and investments that affect their communities. Metro's relationships with CBO's continue to evolve and Metro staff and leadership continue to recognize and address the institutional structures and norms that are often barriers to Black, Indigenous and people of color, people with disabilities, people with limited English proficiency, youth and older adults being involved in Metro discussions and decision-making spaces.

“Metro will create policies, build systems and invest resources to break down social, historical and institutional barriers and positively transform how communities of color meaningfully engage in Metro decisions and the design of policies, programs and plans.”

– Goal B, Metro meaningfully engages communities of color

Metro will seek partnerships with three or more community-based organizations to help ensure that the needs and perspectives of communities of color and other culturally specific communities are represented in the development and implementation of the 2023 RTP. Metro seeks to work with partners to achieve the following goals:

- Ensure decision-makers learn from and include perspectives of communities of color in shaping 2023 RTP policies and investment priorities.
- Grow the capacity of communities of color to engage in regional and local transportation decisions, including future decisions beyond the 2023 RTP.
- Include multiple communities of color and culturally specific communities from across Metro's jurisdiction in the 2023 RTP.

Organizations may offer different tactics within their current programming and capacity-building plans to accomplish the partnership program's goals. Specific scopes of work will be co-created with partners once they are selected.

## Place-based conversations

Community stories, data and videos will highlight areas in the region that are ongoing priorities for investments as well as areas where investments have been made. Over the last couple years one way Metro engaged community members on transportation was through hosting Local Investment Teams. The teams included local elected officials, community members and agency staff who toured corridors across greater Portland and discussed the needs and opportunities they observed on and around some of the most heavily used roadways.

Metro staff received feedback that the Local Investment Teams were appreciated by both participants and many of the local elected officials who learned from the teams' insights and ideas. The 2023 RTP process will build on and update this approach to meet the constraints of the pandemic, expand participation of local elected officials and business leaders and use videos and interviews/community stories to highlight needs and opportunities across greater Portland.

## ENGAGEMENT ACTIVITIES AND TOOLS

The following describes the types of outreach and engagement tools that will be used during the development of the 2023 RTP. These tools will be timed to best leverage the needs of the RTP and its components.

- **Public Engagement Plan** (May 2022) Details outreach activities, schedule, public engagement framework and key stakeholders.
- **Comment tracking database** (Ongoing) The team will pursue a method to log all public comments, questions and concerns and respond to or coordinate a response when appropriate. The log is intended to include direct comments or comment themes from all sources, including emails, phone calls, email submissions and comments made during presentations and briefings with stakeholders.
- **Website** (Ongoing) The project website will be the primary portal for information about the project. It includes pages that describe project activities and events, the process timeline and support documents and materials. The site will host online quick polls, open houses and surveys. At any time, members of the public may submit comments through the project website's online comment tool. Staff will receive comments, coordinate responses as needed and track comments.
- **Interactive online engagement** (Ongoing) The team will use MetroQuest throughout the 2023 RTP process to reach a broad audience. Surveys will be available to the public in advance of key decision points. Participants will engage with multimedia educational content and a variety of formats for providing input including a mapping tool, ranking activities and open ended



comments. Engagement opportunities will be promoted widely. Translated surveys will be made available when Metro is able to work with culturally specific organizations to promote and support community members with limited English proficiency to participate. Metro will seek to collect and report demographic information as part of each survey to track whether we are hearing from a representative group of people that reflects our diverse communities and a broad range of experiences in our region.

- **Social media** (Ongoing) Metro staff will use social media, including Instagram, Twitter and Facebook, to invite members of the public to participate in online quick polls, surveys and other major public engagement activities. Social media will also be used to announce major project milestones.
- **Tribal consultations** (Ongoing) Metro will consult with Tribes in coordination with Metro's Tribal Liaison. Metro will invite Tribes to consult early in the process (Spring 2022). In this invitation, Metro will seek feedback on how Tribes would like to be involved in the 2023 RTP process. Activities could include: email updates, in-person briefings, individual or group consultation meetings (~spring 2022) and an invitation to consult during the public comment period (July- Nov 2023). Metro will document this consultation process as a framework for future consultations.
- **Regulatory and resource agency consultations** (Ongoing) The project team will consult with regulatory, natural resource and other public agencies and stakeholders, including ODOT, DLCD, FHWA, FTA, OHA and others identified during the scoping process. Activities will include: email updates, in-person briefings, offering two group consultation meeting opportunities to provide feedback (~spring 2022 and an invitation to consult during the public comment period (July- Nov 2023)).
- **Engagement toolkits** with informational materials, presentations and discussion questions will be made available for Metro Councilors, JPACT members, jurisdictional partners, community organizations and other interested parties to engage constituents in advance of key decision points.
- **Storytelling, project newsfeeds and emails** (Ongoing) Metro staff will develop stories, videos, newsfeeds and emails to provide information about key milestones and to invite the public to participate in engagement opportunities. The stories and newsfeeds will also be important tools for audiences to learn about the people and places that make up the region and related transportation needs and priorities. The project will maintain an interested parties email list that will be an ongoing feature of the public engagement effort.

It is expected that newsfeeds and email updates will be developed during these key points:

- Introduction and announcement of the project
  - Invitation to participate in online surveys
  - Refinement of RTP goals, objectives and performance targets
  - Identification of transportation needs and priorities
  - Development of a shared investment strategy and action plan
- **Joint Policy Advisory Committee on Transportation workshops** (spring, summer and fall 2022 and spring 2023) will provide space for JPACT members to discuss policy priorities, consider public input and provide policy feedback to the Metro Council on specific topic areas.
  - **Community Leaders Forums** (ongoing) will be held in advance of major decision points to hear priorities and concerns from community leaders and receive feedback about the RTP process. The forums are also intended to hold space for community leaders to coordinate and build relationships around regional transportation policy.
  - **Policy in Action Expert Panels** (Spring – Summer 2022) The project team will develop expert panels to hear from national leaders and foster regional collaboration on topics such as modeling the impact of transportation on climate change and measures of mobility.
  - **RTP Informational Sessions** (Spring – Summer 2022) The project team will offer interactive informational sessions that orient community members to the RTP process, why it's important and how to read and work with the RTP project list. The purpose of these events is to increase transparency and support interested individuals in effectively engaging with the RTP, with a focus on involvement in the development of the project list and understanding the life of a project before and after the RTP.
  - **Agency and jurisdictional engagement** (Ongoing) Metro Council and staff will engage agencies and local governments through Metro Council formal advisory committees, standing meetings of county-level coordinating committees, joint TPAC/MTAC workshops, TPAC workshops, TransPort Subcommittee to TPAC, the SW Washington Regional Transportation Council and other means. Metro Council will also provides updates as part of Metro updates to city councils and other policy bodies throughout the project. In addition to this engagement, the High Capacity Transit Strategy Update will also form a transit work group including agency and local government representatives from SMART, Portland Streetcar, City of Portland, Clackamas County, Multnomah County, Washington County, ODOT, C-TRAN and SW RTC that will meet regularly to share work and provide input on key project elements. Metro invites jurisdictions and agencies to share local community

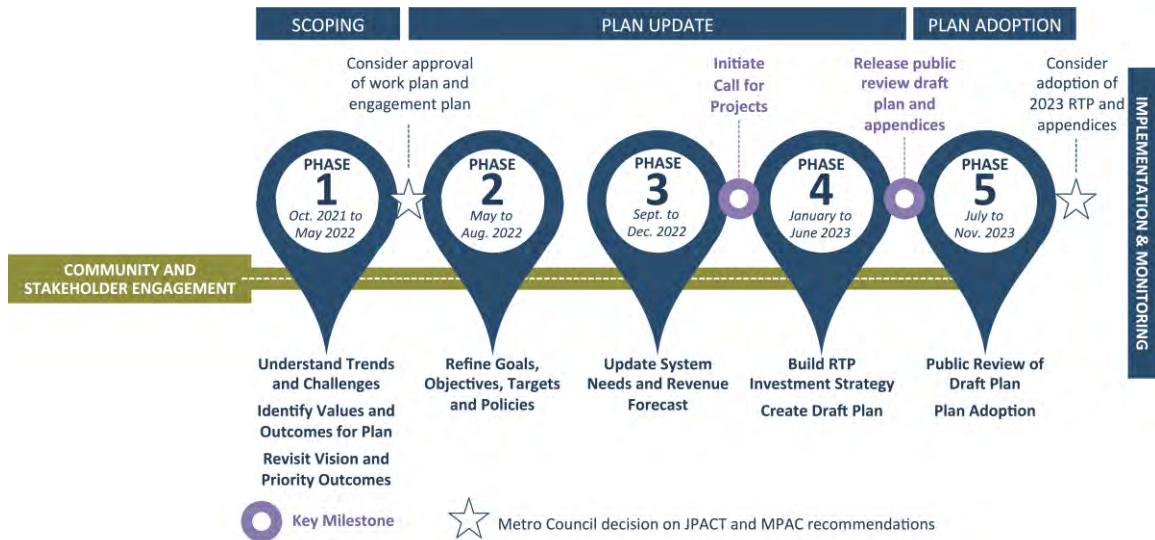
needs and priorities that staff and leaders have heard from engagement on recent Transportation System Plans and other initiatives.

- **Individual and small group stakeholder meetings and briefings** (Ongoing) Metro Council and staff will provide updates to stakeholders throughout the project and will have discussions at standing meetings of community groups and organizations and other stakeholders who have an interest in the project. This will include briefings and discussions with elected officials, businesses, business and economic development groups (including two business roundtables), community-based groups and organizations. The project team will also seek to coordinate with agency partners in order to engage existing advisory committees that advise jurisdictions and transportation agencies on transportation, community needs and equity. The project team will seek opportunities to co-convene meetings with community and business partners. The purpose of these meetings will be to provide updates, share information and to solicit input on key elements of the project. For the High Capacity Transit Strategy Update in particular, Metro staff will seek to work with community groups to hold workshops in each county for the purpose of providing input on the system vision.
- **Publications** (Ongoing) Fact sheets, project updates and other materials will be developed to describe the RTP update, as well as to describe specific topical components of the project, such as transportation equity, finance and climate and specific aspects of the update at key milestones. The materials will be distributed at briefings and meetings. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and meeting presentations.
- **Public comment reports** (Ongoing) Throughout the process, the project team will document all public involvement activities and key issues raised through the process.
- **Final public comment report** (Summer 2023) A public comment report will be compiled and summarized at the end of the formal public comment period.
- **Metro Council public hearings** (Fall 2023) Hearings will be hosted by the Metro Council as part of regular meetings as part of the final adoption process.
- **Final public engagement summary report** (Fall 2023) A final summary report containing a complete evaluation and overview of the engagement effort, including a discussion of the successes and potential areas for improvement will be created at the end of the process.

## 2023 RTP timeline

From May 2022 to November 2023, the Metro Council and staff will engage the public and local, regional and state partners to update the Regional Transportation Plan. The 2023 RTP update will be completed in five phases.

### Timeline for the 2023 Regional Transportation Plan Update



### Ongoing engagement opportunities (May 2022 – November 2023)

The project webpage ([www.oregonmetro.gov/rtp](http://www.oregonmetro.gov/rtp)) will be the primary portal for information and engagement throughout the process. Comments may be submitted via email at any time in the process. The project team will respond to comments as needed and track comments and responses through an ongoing database.

### Engagement points (May 2022 – November 2023)

There are multiple milestones and decision points through the development of the 2023 RTP. Using the tools outlined below, the project team will facilitate a dialogue between the public and decision-makers that will ensure that decision-makers are considering and addressing the recommendations and concerns of the public and that the public understands the policies being considered in the 2023 RTP. The project team expects to engage the community in each phase of the 2023 RTP process.

## Summary of planning and engagement activities and key project milestones

When	What
<b>Phase 1: Scoping</b> Oct. 2021 to May 2022	Develop a shared understanding of trends and challenges facing the region and priorities for the update to address
<b>Milestone:</b> <b>April/May 2022</b>	MPAC makes recommendation to the Metro Council  JPACT and the Metro Council consider adoption of the work plan and public engagement plan
<b>Phase 2: Data and Policy Analysis</b> May to August 2022	<p><b>Planning Focus:</b> Refine the plan’s vision, goals, objectives, performance targets and policies; update data and analysis tools to support process.</p> <p><b>Engagement Focus:</b> Refine vision, goals, objectives, and shape key policy updates to inform the Needs Assessment in Ph. 3 and Call for Projects in Ph. 4. Refine criteria for evaluating and prioritizing projects and educate about opportunities and constraints for stakeholders to influence Ph. 4 Call for Projects process.</p> <ul style="list-style-type: none"> <li>• Launch community partnerships</li> <li>• Metro Councilor engagement with constituents, including city councils</li> <li>• Policy-maker topic-specific workshops</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Expert panel discussions on measuring impact of transportation on climate and measures of mobility to inform targets</li> <li>• Regional transportation tools and data workshop(s)</li> <li>• Small group stakeholder meetings</li> <li>• RTP informational sessions</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul> <p><i>Note: RFFA public comment is planned for May 2022. Public input could help inform Phase 3.</i></p>
<b>Milestone:</b> <b>August 2022</b>	No action taken
<b>Phase 3: Revenue and Needs Analysis</b> September to December 2022	<p><b>Planning Focus:</b> Update regional transportation needs and revenue forecast to guide updating the RTP project and program priorities.</p> <p><b>Engagement Focus:</b> Community engagement to identify needs, priority project types and project locations.</p> <ul style="list-style-type: none"> <li>• Video tours of needs and successes featuring community priorities for types of investments across the region (e.g. safety—lights, bus stops in underserved areas) and priority geographies (e.g. urban arterials such as 82nd, Tualatin Valley Highway and Sunrise Corridor) (video tours could be combined with community stories)</li> <li>• Community stories: multimedia story telling that elevates lived experiences of community members from across the region to deepen understanding of system needs and inform the investment strategy.</li> <li>• Online interactive survey that invites input on place-based and system wide needs</li> <li>• Business roundtable meeting</li> <li>• Community partner engagement</li> <li>• Policy-maker topic-specific workshops</li> </ul>

When	What
	<ul style="list-style-type: none"> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Small group stakeholder meetings</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul>
<b>Milestone:</b> <b>January 2023</b>	Initiate Call for Projects
<b>Phase 4: Build RTP Investment Strategy</b> January to June 2023	<p><b>Planning Focus:</b> Update regional project and program priorities and prepare a draft plan and appendices.</p> <p><b>Engagement Focus:</b> Communities and stakeholders consider projects and tradeoffs. Metro will give feedback to transportation agency partners on these projects based on their ability to advance regional goals with a focus on climate, equity, safety and mobility</p> <ul style="list-style-type: none"> <li>• Online interactive survey that explores investment priorities and for input on preferred priorities</li> <li>• Community partner-led engagement</li> <li>• Community leaders forum</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Business roundtable meeting</li> <li>• Small group stakeholder meetings, with focus on bridging community leaders, business leaders and other interested members of the public with the decision-making bodies—MPAC, JPACT and Metro Council</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul>
<b>Milestone:</b> <b>July 2023</b>	Release draft 2023 RTP for public review
<b>Phase 5: Public Review and Plan Adoption</b> July to November 2023	<p><b>Planning Focus:</b> Conduct 45-day public comment period</p> <p><b>Engagement Focus:</b> Receive feedback on Draft 2023 RTP (and its components)</p> <ul style="list-style-type: none"> <li>• Online interactive survey</li> <li>• Tribe and agency consultations</li> <li>• At least two public hearings</li> <li>• TPAC/MTAC workshops</li> <li>• TPAC workshops</li> <li>• Presentations and discussions at county-level coordinating committees and regularly scheduled TPAC, JPACT, MTAC, MPAC and Metro Council meetings</li> </ul>
<b>Milestone:</b> <b>November 2023</b>	<p>MPAC makes recommendation to the Metro Council</p> <p>JPACT and the Metro Council consider adoption of the 2023 Regional Transportation Plan (and its components) for submittal to DLCDC and U.S. DOT.</p>

## HOW WE MEASURE SUCCESS

Metro, led by an effort in the Parks & Nature Department, is working to develop an approach to measuring engagement that is consistent and aligned with Metro’s Strategic plan to advance racial equity, diversity and inclusion. In the interim

Characteristics of a successful effort	Performance measures
<p>1. Key champions from the stakeholder community emerge and gain momentum within their communities for engaging with RTP update process as a viable activity for shaping the future of their communities</p>	<p>A. At end of 2023 RTP process, contracted community based organizations report that their organization and/or the community members who they work with have strengthened their capacity to advocate for community transportation needs as a result of the RTP process.</p>
<p>2. Meaningfully and successfully engages a broad range of audiences, including communities historically underrepresented in Metro's decision-making process.</p>	<p>B. The project's public record reflects representative and active participation by local and state public agencies and business, freight, environmental and public health leaders. A balance of qualitative and quantitative information demonstrates that participants in the 2023 RTP process represent communities of color, people with limited English proficiency, people with low incomes, people with disabilities, older adults and youth in greater Portland. Coordinate with community based organizations involved in 2023 RTP for feedback from participants on their experience engaging during the 2023 RTP.</p>
<p>3. Strengthens relationships with public officials and community leaders across the region and provides more options for public officials to hear directly from their networks of voters and community leaders</p>	<p>C. Community leaders are engaged throughout plan development in collaboration with Metro staff. Opportunities are provided for community leaders to connect with public officials— either directly from community leaders or indirectly, through stories and comments shared by project staff, depending on the preference of the participating community members.</p> <p>The demographics of participants demonstrates regional diversity.</p>
<p>4. Elevates the lived experiences of people in greater Portland to inform sound policy decisions.</p>	<p>D. Stakeholders and interested public have the opportunity to understand how RTP policies can advance safe and reliable transportation choices that connect residents and visitors to jobs, schools, families, parks and more through stories, at least four times in the 2023 RTP process.</p>

## ENGAGEMENT ROLES AND RESPONSIBILITIES

<p><b>Policy partnerships: Council, JPACT and MPAC</b></p> <ul style="list-style-type: none"> <li>• Provide leadership and policy direction to staff</li> <li>• Build partnerships and collaborate</li> <li>• Engage partners and the public</li> <li>• Incorporate input from partners and the public</li> </ul>	<p><b>Community partnerships: Partners and the public</b></p> <ul style="list-style-type: none"> <li>• Tell us about your experiences traveling in the region and the places that are important</li> <li>• Provide community values, needs and priorities</li> <li>• Provide ideas and solutions</li> <li>• Provide input and recommendations to decision-makers</li> </ul> <p><i>Community partnerships and engagement activities will seek to strengthen public trust and be more inclusive of historically underrepresented communities, youth and older adults.</i></p>
<p><b>Technical partnerships: TPAC, MTAC and work groups</b></p> <ul style="list-style-type: none"> <li>• Implement policy direction to update plan</li> <li>• Provide technical expertise</li> <li>• Keep decision-makers informed of progress</li> <li>• Incorporate input from partners and the public</li> <li>• Make recommendations to decision-makers</li> </ul>	
<p><b>Technical support: Metro staff</b></p> <ul style="list-style-type: none"> <li>• Implement policy direction to update plan</li> <li>• Provide technical expertise</li> <li>• Keep decision-makers informed of progress</li> <li>• Incorporate input from partners and the public</li> <li>• Make recommendations to decision-makers and technical advisory committees</li> </ul>	



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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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### **Metro Council President**

Lynn Peterson

### **Metro Councilors**

Shirley Craddick, District 1

Christine Lewis, District 2

Gerritt Rosenthal, District 3

Juan Carlos González, District 4

Mary Nolan, District 5

Duncan Hwang, District 6

### **Auditor**

Brian Evans

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Portland, OR 97232-2736  
503-797-1700

April 1, 2022

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 22-5255 FOR THE PURPOSE OF ADOPTING THE WORK PLAN AND ENGAGEMENT PLAN FOR THE 2023 REGIONAL TRANSPORTATION PLAN UPDATE

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Date: April 18, 2022

Departments: Planning, Development &  
Research and Communications

Meeting Date: April 26, 2022

Prepared by: Kim Ellis,  
kim.ellis@oregonmetro.gov

Presenters:

- Margi Bradway, Deputy Director
- Kim Ellis, RTP Project Manager
- Molly Cooney-Mesker, RTP  
Communications Specialist

Presentation time: 45 min.

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### ISSUE STATEMENT

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. As the federally designated MPO, Metro is responsible for leading and coordinating updates to the Regional Transportation Plan (RTP) every five years. Metro is also responsible for developing 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 Reduction Targets Rule, the Oregon Transportation Plan (OTP), and by extension state modal plans. As a result, the RTP serves as both the Federal metropolitan transportation plan and the regional TSP for the region.

The [Regional Transportation Plan](#) (RTP) sets regional transportation policy that guides local and regional planning and investment decisions to meet the transportation needs of the people who live, work and travel in greater Portland – today and in the future.

The RTP was last updated in 2018 with the input of thousands of people who live, work and travel across the greater Portland region. The 2018 RTP prioritized transportation needs and goals related to safety, equity, climate and congestion management. There have been significant successes and progress made toward our regional goals. Still, there is much to accomplish and there are new challenges and considerations given all that has changed since 2018.

We are at pivotal moment. The greater Portland region continues to grow and change. The most recent census data shows our region continues to grow more diverse. By 2045 more than 2 million people are expected to be living within the metropolitan planning boundary for the RTP – about one-half million more people than today.

The greater Portland region is facing urgent global and regional challenges, and the future is uncertain. The impacts of climate change, generations of systemic racism, economic inequities and the pandemic have made clear the need for action. Systemic inequities mean that communities have not equally benefited from public policy and investments, and our changing climate and the pandemic has exacerbated many disparities that Black,

Indigenous and people of color (BIPOC) communities, people with low income, women and other marginalized populations already experience. Safety, housing affordability, homelessness, and public health and economic disparities have been intensified by the global pandemic.

Technology is changing quickly and our roads and bridges are aging. In addition, how, why, when and where people travel changed dramatically during the COVID-19 pandemic. Increases in fatal and serious traffic crashes, fewer commute trips during morning rush hour as many people continue to telework, increases in e-commerce and home deliveries, lower transit ridership and increases in recreational walking and biking point to the need to take stock of where we are today and what we need our transportation system to deliver now and in the future. At the same time, the climate is changing, and we need to continue to work for clean air, clean water and healthy ecosystems.

The 2023 RTP update calls for Metro to again bring together the communities of the greater Portland region to renew our shared vision and strategy for investing in a transportation system that serves everyone. It calls for strengthened and new partnerships, a commitment to collaboration and innovative ideas.

Under Federal law, the next update is due by Dec. 6, 2023, when the current plan expires. Providing continued compliance with federal planning requirements ensures continued federal transportation funding eligibility for projects and programs in the region.

Engagement and planning activities for the 2023 RTP update have been organized to support a regional policy discussion on the future of the region's transportation system and the role that investment can and should play in building healthy, equitable and resilient communities and a strong economy by:

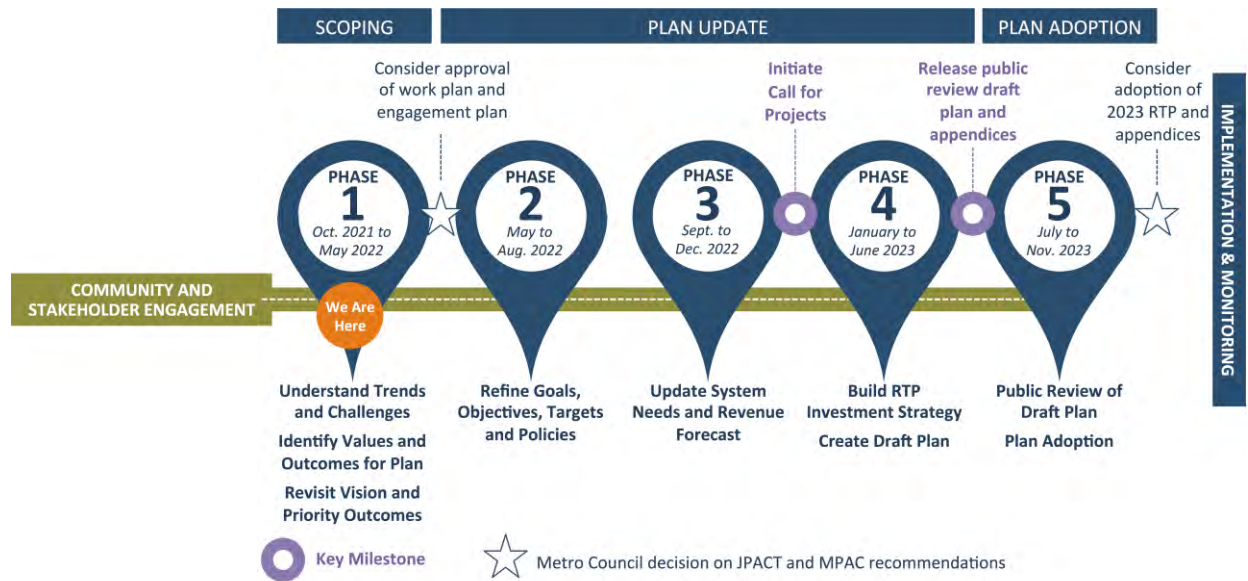
- addressing growing inequities, the climate crisis, and other urgent challenges that are facing our growing region.
- linking land use and transportation planning to support the 2040 Growth Concept and our transportation, housing, environmental and economic development goals;
- supporting local plans and visions;
- improving safety for all travelers and making the most of the investments we have already made in our transportation system; and
- providing safe, reliable and affordable mobility options to access to jobs, education, healthcare and other services and opportunities people need to thrive.

Engaging local, regional and state partners, business and community leaders and the public in the 2023 RTP update is a key tool to help ensure that as our region grows and we make investments in the transportation system, we preserve and protect what residents and businesses value most. The update to the RTP is an opportunity for the region's policymakers to work together to update the plan to better address key inequities, combat climate change, and prepare our region for recovery. This will help create an equitable, prosperous and resilient future for everyone.

Approval of Resolution No. 22-5255 by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approves the work plan and public engagement plan for the 2023 Regional Transportation Plan update. The resolution directs staff to proceed with the second phase of the update.

In 2022 and 2023, Metro will work with the community, business groups and community-based organizations across greater Portland and local, regional, state and federal partners to update the RTP as shown in Figure 1.

**Figure 1. 2023 Regional Transportation Plan Timeline**

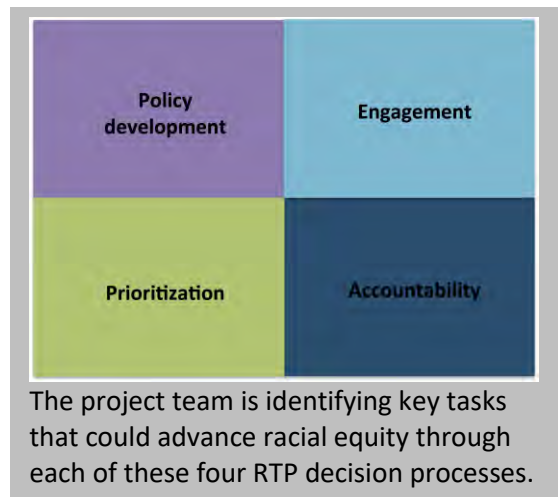


**Summary of Scoping Activities Completed Since October 2021**

The scoping process began in October 2021. At that time the Metro Council, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Policy Advisory Committee (MPAC) provided feedback on the planning process and priorities to be addressed through the update. Since October, the project team conducted research and engaged stakeholders to identify transportation trends and challenges affecting how people travel in the region, priorities for the update to address and ways to engage local, regional and state public officials and staff, community-based organizations and business groups and members of the public in shaping the updated plan. A timeline of the scoping phase is provided in **Attachment 1**.

A summary of the planning and engagement activities completed during the scoping phase follows.

**Racial Equity Framework** – The project team has been working with Metro’s Diversity, Equity and Inclusion (DEI) staff liaison to apply a racial equity framework and identify opportunities for further advancing racial equity and [Metro’s Strategic Plan for Advancing Racial Equity, Diversity and Inclusion](#) (SPAREDI) through the 2023 RTP. As a first step in the work, the project team participated in a two-day training led by Metro DEI staff and Scott Winn, a consultant, in June 2021.



The team developed the work plan and engagement plan considering these questions:

- How will the goal and outcome for each RTP process area advance Metro’s overall racial equity goals?
- What are the specific long-term racial equity outcomes that will be impacted by the RTP decision?
- What have we learned from past partnerships with communities of color (either in previous updates of the RTP or other projects) that could inform these racial equity outcomes and goals?

To consider these questions, team reviewed how Metro approached equity in the 2018 RTP update and other recent regional transportation processes and discussed successes and opportunities for further improvement to identify potential changes to the RTP process. Staff also reviewed the [Federal Executive Order on Advancing Racial Equity](#), new [Federal Planning Emphasis Areas](#), the [Oregon American Planning Association \(APA\) Racial Equity Glossary](#) and the Climate-Friendly Equitable Communities (CFEC) draft [Equitable Outcomes Statement](#) and [draft rules on equity analysis and engagement](#) being developed through the statewide [CFEC rulemaking](#) process. This research uncovered the need to update terms and equity-related definitions throughout the RTP to be consistent with Metro’s equity strategy and inclusive style guide and new federal guidance and state rulemaking, update designated RTP Equity Focus Areas (EFAs) using 2020 census data, define what constitutes an equity project in the 2023 RTP and refine equity evaluation methods. The team will engage Metro’s Committee on Racial Equity (CORE) and other committees and stakeholders in this work.

**Emerging Transportation Trends Study** – The project team continued background research to identify how the COVID-19 pandemic and other recent disruptions could impact meeting the overarching RTP priorities. The Metro Council and JPACT have received briefings and provided feedback on this study. The study findings and recommendations will help set a foundation for updating the RTP.

**Other background work underway** – The **Regional Freight Delay and Commodities Flow Study** stakeholder advisory committee began meeting in January. The study is anticipated to help inform data and policy analysis related to freight delay and e-commerce trends in the RTP. **Data collection and background policy analysis** has started help support Council, MPAC and JPACT policy discussions related to: **regional congestion pricing policy, regional mobility policy, a strategy for safe and healthy arterials, RTP revenue sources and finance plan, and advancing the region’s state of practice for measurement** of mobility, transportation equity and greenhouse gas emissions. A work plan for **updating the Regional High Capacity Transit (HCT) Strategy** is under development. The updated strategy will establish a vision for Bus Rapid Transit (BRT) that provides equitable access to rapid transit across the region.

**Engagement Activities** – The project team conducted activities to seek input from local, regional, state and federal partners, community-based organizations, business groups and members of the community. Activities included:

- **Four language-specific focus groups** conducted as part of updating Metro’s Limited English Proficiency Plan. Participants included historically underrepresented community members (people of color, people with low-income and people with limited English proficiency). A summary report is provided in **Attachment 2**.

- **One community leaders forum.** Metro invited more the 60 community representatives from culturally specific, environmental justice and transportation-focused community-based organizations from across the region. Thirteen community leaders participated. The [final forum report](#) is provided in **Attachment 3**.
- **Participation in a Tribal Summit on Climate Leadership.** The summit provided an opportunity for the Metro Council and senior staff to learn about the challenges Tribes are facing regarding climate change and the Tribes' respective priorities for addressing these challenges. The summit also aimed to explore opportunities for partnership and collaboration with the Tribes in support of Metro's efforts to advance the region's six desired outcomes and other goals and priorities of the agency, including implementation of the [2040 Growth Plan](#), [Metro's Strategic Plan for Advancing Racial Equity, Diversity and Inclusion](#) and [Climate Smart Strategy](#).
- **Interviews** of more than 40 local, regional and state public officials and staff, and Portland-area business groups and community-based organizations. The interviews identified issues and ideas that Metro should consider for the 2023 RTP. The final report is provided in **Attachment 4**.
- **On-line survey** to learn about the transportation trends and challenges affecting how people travel in the region and their vision and goals for the future transportation system. The survey was made available on the project website in Spanish and English languages. A text only version of the survey was also available in Word. Notification of the survey was distributed through a variety means, including: Metro newsfeeds, distribution to Metro's regional committees and interested parties lists for the RTP update, announcements in e-news distributed by jurisdictional partners and community-based organizations. The survey closed on April 3 with more than 1200 responses received. A summary report and the results of the survey will be shared with the Metro Council and regional advisory committees during Phase 2 of the update to inform planned discussions on the vision, goals and priority outcomes for the 2023 RTP.
- **Briefings and presentations to regional technical and policy advisory committees and county-level coordinating committees** on the 2023 RTP process, including challenges and priorities to address and engagement approaches. In February, staff drafted a set of high-level values and outcomes for discussion and feedback by the Metro Council, JPACT, Metro's Committee on Racial Equity (CORE) and MPAC. Provided in **Attachment 5**, the draft values, outcomes and actions (VOA) reflect priorities expressed by the Metro Council, JPACT and MPAC last Fall and priorities identified through subsequent engagement activities with TPAC, MTAC, local, regional and state public officials, business groups, community-based organizations and members of the community. On April 1, TPAC recommended more time be spent discussing the draft VOA and that the VOA be kept in draft form to inform planned discussions on the RTP vision, goals and priority outcomes in Phase 2.
- **Consultation meetings** with resource agencies and Federal and State agencies on February 23 and March 1. The project team is working with Metro's Tribal liaison to identify opportunities for consultation with Tribes as part of ongoing meetings. Consultation meetings were offered to these Tribes: Confederated Tribes of Grand Ronde, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of Warm Springs, Confederated Tribes of Siletz Indians, Cowlitz Indian Tribe, Nez Perce

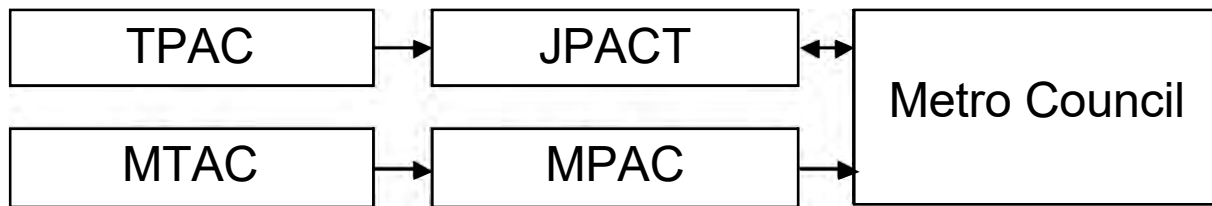
Tribe and the Confederated Tribes and Bands of the Yakama Nation. Additional consultation meetings will be offered and held during the RTP update. A report documenting the consultation meetings is under development.

## BACKGROUND

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, MPAC serves in an advisory role to the Metro Council.

The regional transportation decision-making framework is shown in **Figure 1**.

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



The 2018 RTP provided the policy foundation for several planning activities identified in Chapter 8 that have since been completed or are underway that will inform and/or will be coordinated with the 2023 RTP update.

### 2018 RTP Chapter 8 efforts include:

- Better Bus (formally Enhanced Transit) Program (ongoing)
- Designing Livable Streets and Trails Guide (completed in 2019)
- Jurisdictional Transfer Framework (completed in 2020)
- Regional Emergency Transportation Routes Update (Ph. 1 completed in 2021; Ph. 2. anticipated completion in 2023)
- Regional Trail System Plan Map Update (completed in 2021)
- Regional Congestion Pricing Study (completed in 2021)
- Transportation System Management and Operations (TSMO) Strategy Update (completed in 2021)
- Active Transportation Return On Investment (anticipated completion in Spring 2022)
- Regional Mobility Policy Update (anticipated completion in Fall 2022)
- Regional Transportation Trends (anticipated completion in June 2022)
- Regional Freight Delay and Commodity Flow Study (anticipated completion in July 2023)

Other local, regional and state efforts have been completed or are underway since 2018 that will also inform the update.

### Local efforts include:

- Burnside Bridge Locally-Preferred Alternative (underway)
- Clackamas to Columbia (C2C) Corridor Plan (completed in 2020)
- Tualatin Valley Highway Investment Areas Project (underway)
- Westside/US 26 Corridor Project (underway)
- Transportation system plan updates (e.g., Hillsboro, Gresham, Tigard, Portland, Troutdale and Fairview)



- Cooper Mountain Transportation Study (underway)
- Washington County Urban Reserve Transportation Study (URTS)
- Washington County Transit Development Plan (completed in 2020)
- Major Streets Transportation Improvement Program (MSTIP) (next cycle to be completed in 2022)
- Sunrise Corridor Planning (underway)

**Regional efforts**, several of which were identified in Chapter 8 of the RTP, include:

- Economic Value Atlas (beta version completed in 2019)
- Get Moving 2020 Corridor Investment Package (completed in 2020)
- Regional Trail System Plan Map Update (completed in 2021)
- Comprehensive Economic Development Strategy (CEDS) (completed in 2021)
- Greater Portland Economic Recovery Plan (completed in 2021)
- Transportation System Management and Operations (TSMO) Strategy (completed in 2021)
- Regional Emergency Transportation Routes Update (Ph. 1 completed in 2021). Note: The start of Ph. 2 has been delayed to late 2023 to better align with staffing for this work.
- Active Transportation Return On Investment (anticipated completion in Spring 2022)
- Social Vulnerability Toolkit (anticipated completion in Spring 2022)
- Southwest Washington Regional Transportation Council (RTC) RTP update (anticipated completion in March 2024)

**Transit planning efforts** include:

- TriMet Moving Forward (underway)
- TriMet Coordinated Transportation Plan for Seniors and People with Disabilities (2020)
- TriMet Pedestrian Plan (2020)
- Metro/TriMet Better Bus/Enhanced Transit Concept Analysis (2020-21)
- TriMet Reimagining Public Safety and Security Plan (2021)
- Clackamas County Transit Plan (2021)
- Washington County Transit Plan (anticipated completion in 2022)
- SMART/OOT Bus on Shoulder Pilot (SMART/ODOT)
- SMART Master Plan update (anticipated completion in 2022)

**State efforts** include:

- Every Mile Counts Implementation Work Plan (2020)
- Oregon Transportation Commission Strategic Action Plan (2021)
- ODOT Active Transportation Needs Inventory
- Region 1 Transportation Performance Report (2021)
- Blueprint for Urban Design (2021)
- Jurisdictional transfers (Cornelius Pass Road, 82<sup>nd</sup> Avenue in Portland)
- Climate-Friendly and Equitable Communities rulemaking (May 2022)
- Oregon Transportation Plan Update (2022-early 2023)
- Oregon Highway Plan Update (2022-23)
- ODOT Statewide Transportation Strategy (STS) Monitoring Report and Climate Action Plan Implementation (2021-26)

- Region 1 Urban Mobility Strategy Planning and Project Development
  - Regional Mobility Pricing Project (RMPP), I-205 Toll Project (PE), Interstate Bridge Replacement, I-205/Abernethy Bridge, I-5/Rose Quarter, I-5/Boone Bridge
- DEQ Employee Commute Options (ECO) Rulemaking (2021-22)

## ANALYSIS/INFORMATION

**Known Opposition.** None known. There is broad support for updating the RTP to better address urgent global and regional challenges and understand variations of disparities and needs across the region and gaps in investment and funding.

**Legal Antecedents.** Several federal, state and regional laws and actions relate to this action, including:

Federal laws and actions include:

- 23 U.S. Code 134: Metropolitan Transportation Planning.
- 23 U.S.C. 150: National goals and performance management measures.
- 23 CFR 450 and 771: USDOT rules that govern updates to RTPs.
- Clean Air Act [42 U.S.C. 7401 and 23 U.S.C. 109(j)], as amended.
- US EPA transportation conformity rules (40 CFR, parts 51 and 93).
- Moving Ahead for Progress in the 21st Century Act (MAP-21), signed into law in 2012.
- Fixing America’s Surface Transportation Act (FAST Act), signed into law in 2015.
- Infrastructure Investment and Jobs Act (IIJA), signed into law in 2020.

State laws and actions include:

- Statewide planning goals
- Oregon Transportation Planning Rules (OAR Chapter 660, Division 12)
- Oregon Transportation Plan and implementing modal plans, including the Oregon Highway Plan
- Oregon Clean Air Act State Implementation Plan (SIP)
- Oregon Metropolitan Greenhouse Gas Reduction Targets Rules (OAR Chapter 660, Division 44)
- [Governor’s Executive Order 20-04](#) on Climate Change, signed in March 2020.

Metro Council actions include:

- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Resolution No. 16-4708 (For the Purpose of Approving the Strategic Plan to Advance Racial Equity, Diversity and Inclusion), adopted by the Metro Council on June 23, 2016.
- 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.
- Ordinance No. 21-1457 (For the Purpose of Adopting the Distribution of the Population and Employment Growth to Year 2045 to Local Governments in the Region Consistent with the Forecast Adopted by Ordinance No. 18-1427 in Fulfillment of Metro’s

Population Coordination Responsibility under ORS 195.036), adopted by the Metro Council in February 2021.

### **Anticipated Effects**

Approval of the work plan and the engagement plan for the 2023 RTP update enables the 2023 RTP update to proceed to the next phase. The project team will develop a more detailed schedule of stakeholder engagement activities and discussions of TPAC, MTAC, MPAC, JPACT and the Metro Council.

### **Financial Implications** (current year and ongoing)

Funding for the scoping phase and beginning of Phase 2 of the update (through June 30, 2022) is accounted for in the current adopted Metro budget and the FY 2021-22 Unified Planning Work Program (UPWP). The project will rely on a combination of Metro's federal transportation planning grants, MPO-related COVID-19 funding and non-federal MPO funding. Implementation of the work plan and public engagement plan will be determined through future budget and UPWP actions.

### **How does this advance RTP equity goals?**

The RTP update will be guided by the [Metro Council's Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#) and supporting Metro Racial Equity Framework and the [Planning and Development Department Strategy for Achieving Racial Equity](#) using a targeted universalism<sup>1</sup> approach. This will ensure that people situated in different positions in society because of institutionalized racism can access the same opportunities.

The RTP advances equitable outcomes by eliminating disparities as a priority policy outcome. The project team has been partnering with Metro's DEI team to apply Metro's Racial Equity Framework to the design of the planning, data collection and analysis and engagement process developed for JPACT and Metro Council consideration.

### **How does this advance RTP climate action goals?**

The RTP is a key tool for implementing [2040 Growth Plan](#), adopted in 1995, and the [Climate Smart Strategy](#), adopted in 2014 and approved by the Land Conservation and Development Commission (LCDC) in 2015. The strategy was incorporated into the RTP in 2018. This RTP update is an opportunity to update the strategy and consider how the plan's policies and investments can be recalibrated to accelerate reducing greenhouse gas emissions and support implementation of the [Governor's Executive Order 20-04](#) on Climate Change and the [Statewide Transportation \(STS\) Strategy for Reducing Greenhouse Gas Emissions](#).

The Land Conservation and Development Commission (LCDC) is updating Oregon Administrative Rules that guide transportation and land use planning statewide, including updates to the RTP. LCDC intends to adopt the new administrative rules through the [LCDC Climate Friendly Equitable Rulemaking process](#) in mid-May 2022. Relevant provisions of the adopted rules will be addressed through the work plan and engagement plan for the 2023 RTP update, and subsequent follow-on work to be defined in Chapter 8 of the RTP as part of developing the 2023 RTP.

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<sup>1</sup> Targeted universalism means addressing the disparities that affect the most disadvantaged will generate solutions to address most of the needs of other vulnerable groups.

**Explicit list of stakeholder groups and individuals who will be involved.** This information is described in more detail in the engagement plan.

**ACTION REQUESTED**

Approve Resolution No. 22-5255.

**POLICY QUESTIONS**

- Does Council have questions about the draft work plan or draft engagement plan for the 2023 RTP update?

**POLICY OPTIONS FOR CONSIDERATION**

1. Approve Resolution No. 22-5255 as recommended by JPACT.
2. Do not approve Resolution No. 22-5255 and refer it back to JPACT with a recommendation for amendment.

**RECOMMENDED ACTION**

Pending JPACT action on April 21, 2022, the Metro Council will be asked to Approve No. 22-5255 at the May 5, 2022 meeting.

Staff will present any revisions recommended by JPACT at the work session.

**ATTACHMENTS**

1. Scoping Timeline
2. Focus Groups Summary
3. Community Leaders Forum Summary
4. Stakeholder Interviews Report
5. Draft Values, Outcomes and Actions for the 2023 RTP Update



# 2023 REGIONAL TRANSPORTATION PLAN

## Key Dates for Developing Work Plan and Engagement Strategy to Guide Update

### October 2021 to February 2022

**Outcome:** Seek feedback on values, priority policy outcomes and engagement to guide update.

Date	Who
October 12	Metro Council (work session)
October 21	Joint Policy Advisory Committee on Transportation (JPACT)
November 3	East Multnomah County Transportation Committee TAC
November 4	Washington County Coordinating Committee TAC
November 10	Transportation Policy Alternatives Committee (TPAC)
November 10	Metro Policy Advisory Committee (MPAC)
November 17	Metro Technical Advisory Committee (MTAC) Community Leaders Forum
November	Four language-specific focus groups for community members in coordination with update to Metro's Limited English Proficiency Plan
November 15	East Multnomah County Transportation Committee (policy) Washington County Coordinating Committee (policy)
November 16	Clackamas County TAC
November 17	Clackamas County C-4 subcommittee (policy)
November 19	Tribal Summit on Climate Leadership and Urban Planning
Nov. 2021 to Feb. 2022	41 stakeholder interviews with greater Portland area business groups and community-based organizations and local, regional and state public officials
January to April 2022	<ul style="list-style-type: none"> <li>TPAC and MTAC discussions on values, vision and priorities (Jan. 6 and Jan. 19)</li> <li>Public online survey on priorities (Feb. 16 to April 3)</li> <li>Consultation meetings with Resource Agencies and Federal &amp; State Agencies (Feb. 23 and March 1)</li> </ul>

### February to May 2022

**Outcome:** Seek JPACT and Metro Council approval of the Values, Outcomes and Actions (VOA), work plan and engagement plan to guide the update.

Date	Who
February 15	Metro Council discussion on values and outcomes for RTP
February 17	JPACT discussion on values and outcomes for RTP Committee on Racial Equity (CORE) discussion on values and outcomes for RTP
February 23	MPAC discussion on values and outcomes for RTP
<b>Via email</b>	TPAC feedback on values and outcomes, work plan and engagement plan for RTP
March 2	East Multnomah County Transportation Committee TAC
March 14	East Multnomah County Transportation Committee (policy)
March 16	MTAC discussion and feedback on values and outcomes, work plan and engagement plan for RTP
April 1	TPAC discussion and recommendation to JPACT
April 7	Clackamas County TAC
April 20	Clackamas County C-4 Subcommittee (policy)
April 21	JPACT recommendation to Metro Council

April 26	Metro Council discussion on values and outcomes, work plan and engagement plan for RTP
April 27	MPAC recommendation to Metro Council
May 5	Metro Council considers action on MPAC and JPACT recommendations



## LIMITED ENGLISH PROFICIENCY PLAN FOCUS GROUPS

### SUMMARY OF TRANSPORTATION NEEDS AND PRIORITIES

#### DECEMBER 2021

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#### Introduction

In December 2021, Lara Media Services (LMS) conducted focus groups in Mandarin, Russian, Spanish, and Vietnamese to help inform Metro's update to its Limited English Proficiency (LEP) Plan. LMS gathered qualitative and quantitative data through dynamic virtual focus groups and survey questions. While most of the focus group discussion was about language access across all Metro programs and services, the groups also discussed community needs and priorities related to transportation. Focus group participants completed a questionnaire that included questions about transportation priorities. **The results of the focus groups and questionnaire related to transportation are summarized in this document. These discussions will help inform Metro's 2023 Regional Transportation Plan update.** The comprehensive focus group report is included in Appendix D of Metro's 2021 Limited English Proficiency Plan.

LMS organized, recruited, facilitated, and captured the sentiments of community members who identify as a person of limited English proficiency. The methodology is described in Attachment A to this summary. LMS organized, coordinated, and conducted four virtual focus groups in four different languages: Spanish, Russian, Vietnamese, and Mandarin, with a minimum of nine participants per group.

#### Focus group results

Most groups' primary areas of interest related to transportation were roads and public transportation. They focused less on sidewalks and bike paths. Participants in the Mandarin, Vietnamese, and Spanish groups appeared most interested in

significant road improvements. In contrast, the Russian group was most interested in addressing public transportation needs, such as more bus and Max signage in their language. The summary below includes first high-level themes across all focus groups followed by summaries of each focus group.

**Public Transportation (all focus groups):**

Although a significant proportion of participants used public transportation, many found it unreliable, ineffective, difficult to use with children, and many disliked it due to the lack of control over their time and environment. Most believed it was difficult to use public transit due to the lack of stations near their preferred or essential destinations, such as hospitals, grocery stores, and restaurants. Participants in the suburban areas saw it as an unrealistic form of transportation due to the travel time, the distance of destinations, and the cost of constant travel. They said that system is more effective for highly urbanized areas, such as Central Portland versus West Linn.

Many also agreed that the metro area needed more bus stops to make the system more accessible. Participants would also like bus stops and Max stations to be better maintained. They asked for more stops and stations to be covered to protect against the elements, to be more family-friendly, and to have more seating.

**Roads (all focus groups):**

The main concern about roads is the ongoing traffic issues when commuting in Portland. Many suggest opening new carpool lanes or building new freeway off-ramps and on-ramps to help offset the traffic build-up. Several also asked for better-maintained roads and fixed potholes. Some wanted Metro to prioritize local roads as many residential areas have received little maintenance.

Another main focal point was road safety. Many participants are concerned with the amount of lighting on roads and sidewalks, noting that an increase in lighting and reflective signs would help road safety around Portland when traveling at night or in the dark.

Others believe the growing homeless population is also a safety hazard, especially around roadways and public transit stations. Drivers are worried about the tendency of people to cut across busy roads. Public transit commuters feel uncomfortable with the increased presence, even opting to use more private means of transportation.



**Bicycle Paths (all focus groups):**

Bike paths were commonly viewed as an ineffective mode of transportation because it takes too long to get somewhere, and there are not enough bike paths available to provide riders safe access to many areas. They also comment that getting access to a bike is expensive and unrealistic, especially for larger families and people with more than one job. They see it as a solution for a "utopian community" but not a real solution for BIPOC and low-income families. However, many expressed a need for safer bike paths, suggesting that broader bike paths be built and be more distinguishable.

**Sidewalks/Walkways (all focus groups):**

Overall there was little focus on sidewalks. Although of those that commented, participants agreed that all sidewalks should be kept clean and well maintained. Some noted that many areas required more or wider sidewalks for better use and pedestrian safety.

**COVID 19 Impact (all focus groups):**

Covid has highly impacted our BIPOC communities and caused many changes to transportation use. Many participants had to cease or diminish their use of public transportation and began using more private means of transportation whenever possible. However, many participants plan to return to their usual pre-Covid methods as restrictions lessen or proper Covid protocol is established and followed.

**Results from Vietnamese focus group****Transportation**

The Vietnamese community focused on private transportation and road changes more than any other group. Many participants advocated fixing 82nd Avenue as this road is vital for Vietnamese businesses and needs more driving and parking spaces. Conversely, many advocated against Division Street's renovations and disapproved of similar renovations taking place elsewhere.

Others had issues with road layouts and were displeased with the placement of parking spaces outside of bike spaces on streets due to safety concerns and noted that the need for the right lane for cars was more significant than the need for bus-only lanes.

The participants also disapproved of the I-205 toll, highlighting the class divide and noting that low-income families struggle to pay the toll daily. They believed that this

would add more significant burdens to them and the Vietnamese community on top of increased taxes. Although, some argued that they would perceive the toll as more reasonable if I-205 was to be rebuilt or a new bridge added.

### **COVID-19 Impacts on transportation**

Many in this community experienced no changes before the pandemic as most prefer and have access to private means of transportation.

### **Results from Mandarin focus group**

#### **Transportation**

Most of the participants' knowledge on this topic was about direct transit services like TriMet, Hop cards, light rail, and Max lines. Many members had difficulty grasping Metro's role with transportation if it wasn't about any of the services mentioned.

Several expressed the need to address the increasing heavy Portland traffic. Commuting into downtown and the Portland metro area has worsened over the years, and members wish to see policy changes to improve traffic flow. Many agree that new freeway off-ramps could be a way of improving the traffic jams that occur during rush hours. There was more focus on freeways rather than streets. Most seemed more comfortable driving and believed it to be a more effective means of transportation overall.

### **COVID-19 Impacts on transportation**

Regarding Covid-19, many believe it would be advantageous to highlight Covid-19 precautions and mandates at stations in multiple languages to ensure commuters abide

### **Results from Spanish focus group**

#### **Transportation**

Many community members wished buses had more stops and for public transit to be punctual. They believe that putting more buses into circulation would help more people get to their destination on time. However, the Spanish-speaking community had a more significant focus on biking and walking safety concerns.

Several participants noted that bikes are often stolen when left alone and that bringing them as an alternate form of transportation is often not a good or viable option. One participant mentioned the need for a program to teach people to ride

bikes and help provide affordable bicycles to increase bike path usage and prevent future safety concerns regarding bicyclists.

Participants believe that more safe road crossings are needed for pedestrians. They like the idea of cameras, and ways to record how fast people are driving would lower the rate of car accidents due to speeding both near high population areas and urban residences. One participant proposed using funds to ensure safe railroad crossings for pedestrians.

But regardless of preferred transportation methods, most participants wanted more information, such as routes, timetables, and maps to be easily accessible. Many suggested adding information to any and all public transit sites, specifically mentioning bus stops, TriMet, and Max stations.

### **Results from Russian focus group**

#### **Transportation**

Transportation is a critical issue that most participants had many concerns about. They would like to have more direct access to more areas without changing buses and lines as this becomes quite expensive.

Public transportation riders would also appreciate more lighting around bus stops and max stations and roads. Many feel uneasy waiting in the early morning, especially around Downtown Portland or other inner-city areas. The fear of traveling in the dark keeps many people participating in community events.

Additionally, more Trimet information in Russian was requested as there are very few resources available in Russian, and several participants highlighted the difficulty of getting driving instruction and a license as a foreign immigrant.

#### **COVID-19 Impact**

While most Covid-19 changes led to a decreased use of public transportation since school children no longer had access to school buses, most began to ride the TriMet almost daily. This situation also caused parents to worry as many children reported having felt unsafe on public transportation due to the behavior of other riders during necessary transit.

## Survey results

### Mandarin focus group survey responses

Why do you believe the answers above are important? Do you think it is important that government agencies address this? What other issues should be addressed?

1. It's very important. The traffic congestion problem in Portland is now very serious. Children's indoor and outdoor activities, rainy season and winter, children need more indoor activity space, for example, more children's community [centers].
2. The problem of homeless people and garbage in the city center urgently needs to be dealt with by the government.
3. Because of community safety, which is important, how to deliver messages to [a] specific community is important.
4. Housing and roads
5. I think the transportation in Portland is so bad, and it is very important for the government to focus on it.
6. Now, because of the epidemic, most people travel by themselves, such as shopping and picking up children [from] school. So I think road safety is very important, as well as the maintenance of traffic lights, especially the traffic lights on Division Street.
7. Climate change. Increasing access to nature and outdoors through working with culturally specific organizations like the Taiwanese Association of Greater Portland.
8. It is important because, with a growing population, the road will become more congested in the future. It is important to have the infrastructure in place to accommodate commutes in a safe and efficient manner.
9. It is related to everyone's life and commuting time every day. It is necessary to reduce commuting time, increase safety and convenience.
10. These problems are long-standing problems that require continuous efforts to improve and are closely related to our daily lives. The government is committed to solving these problems and can improve the quality of life of residents. I think some [streets] are congested with traffic, and in some areas, even on weekends, it is inconvenient for residents to commute and takes a long time. The government should improve the road system and distribute the traffic to make it easier for everyone to attend work.
11. Necessary, the traffic jam is too serious now.

## **Vietnamese focus group survey responses**

1. [The] police force needs to be highly considered, giving police a priority to protect people and public property and businesses.
2. I hope to have more [affordable] houses or apartments.
3. Homelessness is on the rise in Portland; action is needed
4. Expanding the bus and Max system will help reduce traffic congestion, which in turn will contribute to climate change [due to vehicle smoke].
5. Human life is important; minimizing [homelessness] is best.
6. I believe government regulation is important to encourage people to carpool, etc., to reduce the traffic on the road. [A] Government road plan.
7. Homeless problem
8. [The] homeless population in the Metro area is out of control. We need more affordable housing for people, including BIPOC. Also, please plan to have a parking lot of those housing as well. No parking on the street.
9. This problem is important because it reduces traffic jams and accidents... The problem that needs to be solved now is homelessness and theft.
10. Homeless, safety

What is the primary way you get around?

1. Car (95.65%)
2. Carpool (4.35%)

## **Spanish focus group survey responses**

Which of the following issues is most important to address with transportation?

1. Fewer deaths and severe injuries on our roads
2. Reduce the impacts our cars, buses, and trucks have on climate change (T-2)
3. Expand the bus and max system (T-2)

Why do you believe the answers above are important? Do you think it is important that government agencies address this? What other issues should be addressed?

1. These are matters that are expected to be provided by government agencies.
2. Homeless, homeless people, but the most important thing is the insecurity that currently exists.
3. Transportation [to] hospitals for immigrants
4. For me, it is very important to take care of the planet, to educate ourselves to recycle. Also to be able to have childcare more accessible to everyone, because that is the basis of their future, I also think that parks should have more fun areas for young people and not only for children, I think there is a lack of places for young people [to] stay busy.

5. Yes, the Governor [should address issues]
6. Community safety and street lighting
7. Because it is important
8. Because there have been many deaths and the safety of us and our children [are important].
9. The transportation system is important and provides access to resources for all people, so expanding the max and bus system would allow more people to be able [to] use community resources and enhance their quality of life.

What is the primary way you get around?

1. Bus/Max (55.56%)
2. Car (33.33%)
3. Bike (11.11%)

### **Russian focus group survey responses**

Which of the following issues is most important to address with transportation?

1. Expand the Bus and Max
2. Fewer deaths and severe injuries on our roads

Why do you believe the answers above are important? Do you think it is important that government agencies address this? What other issues should be addressed?

1. I know some people of [the] Portland area live in places without bus stops. Unfortunately, a lot of Russian immigrants [do] not earn a lot of money. That's why they cannot afford to pay for the car or taxi. Also, information about new routes will let people choose new places [to] rent or buy houses in [the] future.
2. Safety is important
3. I think this is very important.  
Yes, I think it's important.
4. This is [a] very important issue for me and people who live in my apartment complex in West Linn. We do not have a bus stop nearby. People have to take Uber to get to the bus stop on Highway 43. This is very expensive and inconvenient. Public transportation issues should be addressed by local or county authorities.
5. Homeless
6. Property taxes, homeless people
7. It is important. [Transportation] needs to be made more accessible for Russian-speaking people.
8. Yes. These are very important issues and need to be addressed.
9. Safety. More bus lines.

What is the primary way you get around?

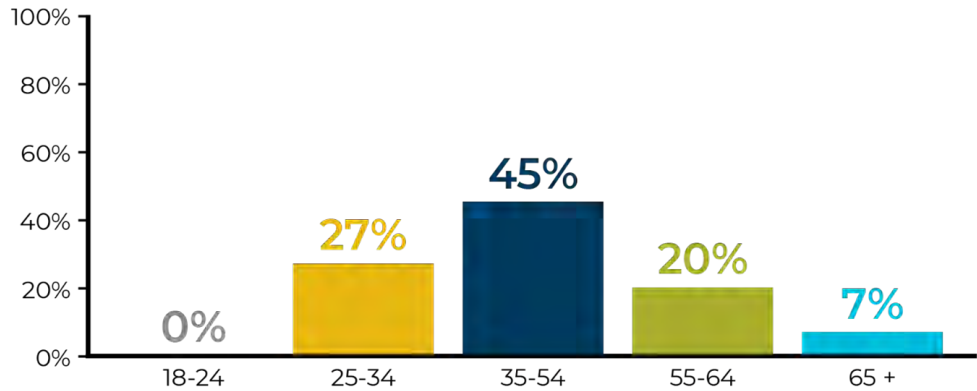
1. Car (58.33%)
2. Bus/Max (33.33 %)
3. Walk (8.33%)

**Participant demographics (focus groups aggregated)**

The following questions were optional, though all 44 participants provided this information.

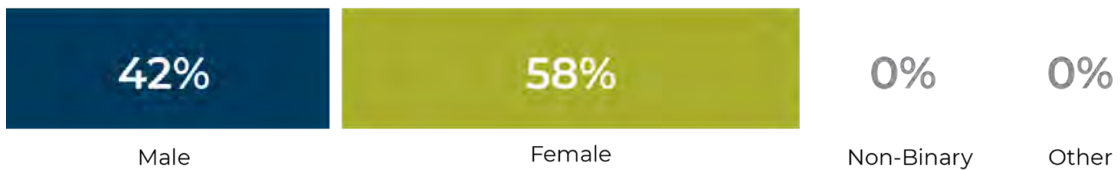
**Figure 1: Participant Age - LEP Survey**

What is your age?



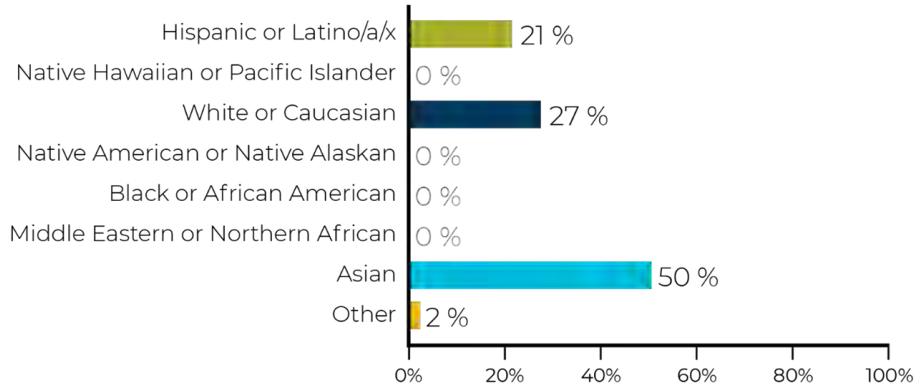
**Figure 2: Gender - LEP Survey**

Which of the following best represents your gender?



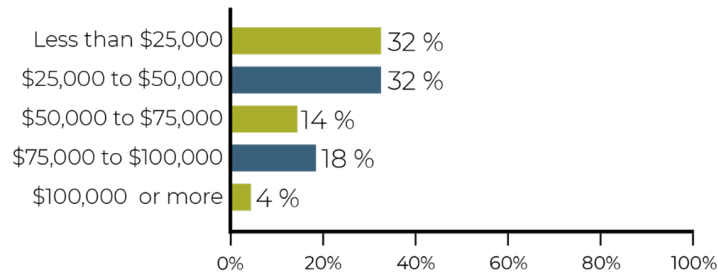
**Figure 3: Race/Ethnicity - LEP Survey**

When asked about your racial or ethnic identity, how do you identify?



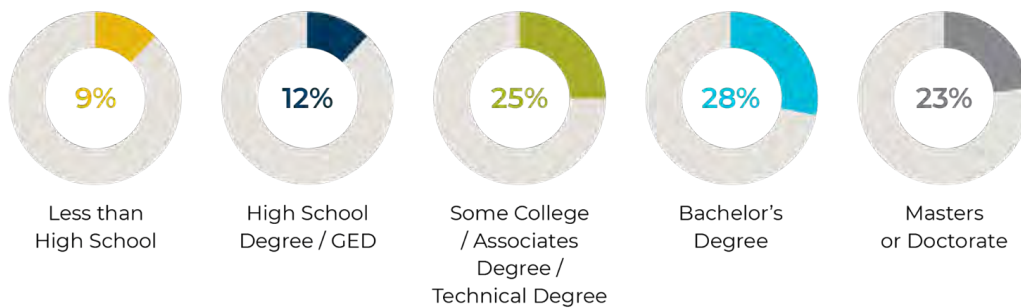
**Figure 4: Household income**

In 2020, What was your household income?



**Figure 5: Education**

What is your highest level of education?





## **Closing remarks**

Participants thanked LMS and Oregon Metro for the opportunity to engage and share their thoughts, opinions, and ideas. The facilitators who conducted the conversations were astounded by the level of engagement from the communities.

LEP communities are open, interested, and willing to participate in Metro's projects and the processes needed to make them happen. They see the importance and value of expressing their opinions and needs. Most of the participants were first or second-generation immigrants. They are generally younger and continue working for more hours than their white counterparts. They come from countries where gathering information from the public is different and not present. The community members want to contribute but do not have practice with similar processes from their home country.

LMS believes that each community has its unique challenges and needs, but the contributions, dreams, values, and barriers are similar. They want to engage and be engaged. Each group has community members interested in being part of the planning Metro manages. Metro will need to work on its communication strategy to access these willing communities of limited English proficiency. LMS has an obligation to the participants involved in this research to relay to Metro that they and their communities want to participate in the planning process.

Participants in the focus groups were most interested in understanding the resources available in their locality. They wanted clear, direct, and concise information, with the option to read more if desired in a timely way. They want to provide ideas for projects and be involved in policy-making and planning. Community members also want an array of options to engage with Metro, especially for those who don't have the access required to engage electronically, such as the hardware or the experience of navigating resources virtually. These communities may be good with technology in general, but they will need training on using the tools required to be involved with Metro.

## **Acknowledgment**

Lara Media Services thanks Metro for this opportunity to connect with the hearts and minds of Limited English Proficiency communities in the Portland Metro Area. From doing this outreach and research, it is evident that there are many opportunities in the future waiting to unfurl.

## ATTACHMENT A - METHODOLOGY

LMS coordinated and hosted four focus groups. LMS hired community members to conduct the focus groups in Mandarin, Russian, Spanish, and Vietnamese. The Mandarin and Vietnamese focus groups were held Wednesday, November 18, 2021, while the Russian and Spanish focus groups were held Thursday, November 19, 2021.

The four languages were identified as the most frequently spoken languages, other than English, in the greater Portland region. Metro conducted the language analysis using the following data sources:

- 2015-2019 American Community Survey (ACS) 5-Year estimates, aggregated by census public use microdata areas (PUMAs)

- 2015-2019 American Community Survey (ACS) 5-Year estimates, aggregated by census tracts

- Oregon Department of Education (ODE): 2018-2019 school year enrollment data for school districts in Clackamas, Multnomah, and Washington counties.

Participants were required to have access to an electronic device with a camera and microphone to participate in the focus groups. LMS offered to lend tablets to participants in need of electronic devices; none were requested. LMS also offered Zoom Video conferencing training to all participants who requested assistance; two requested training.

LMS gathered qualitative and quantitative data through dynamic virtual focus groups and survey questions. The focus groups consisted of fourteen questions about Metro, places, programs, service knowledge, participants' use of media and translation programs, and transportation. A follow-up survey was filled out by each participant with questions about transportation priorities, trusted information sources, and optional demographic questions. The focus groups were 120 minutes. All participants were compensated \$100 for their time.

Focus group participants were from the Portland Metro Area and have limited English proficiency or understand the needs of those who have limited English proficiency.

With over 100 people showing interest in participating, LMS screened and confirmed 48 participants. Forty-four attended and participated in the conversations. Each focus group included nine to 12 participants from all three Portland Metro region counties: Clackamas, Multnomah, and Washington Counties. The Vietnamese group consisted of 11 participants, nine from Multnomah County, one from Washington, and one from Clackamas. The Mandarin group consisted of

twelve participants: seven from Multnomah County, three from Washington County, and two from Clackamas County. The Spanish group consisted of nine participants: six participants from Multnomah County, two from Washington County, and one from Clackamas County. The Russian group consisted of twelve participants, five from Multnomah County, four from Washington County, and three from Clackamas County.



## 2023 Regional Transportation Plan scoping

### Community leaders' forum report

November 17, 2021

#### Forum objectives:

- Raise awareness of the proposed 2023 Regional Transportation Plan (RTP) process with community leaders and receive feedback.
- Reflect community transportation priorities and values identified through Get Moving 2020, the 2018 RTP and other recent transportation planning efforts.
- Listen to community leaders to understand if the priorities remain relevant and if new priorities have recently emerged.
- Share the Metro Council and JPACT priorities for the 2023 RTP.
- Share the transportation trends study and receive input and insights on these trends.
- Understand how community-based organizations want to engage in the 2023 RTP process and ideas for engaging the communities they work with.



## Introduction

Metro is updating the Regional Transportation Plan (RTP). The plan is a tool that guides investments in all forms of travel – motor vehicle, transit, bicycle and walking – and the movement of goods and freight throughout greater Portland. From September 2021 to early 2022 the RTP project team is developing the work plan and engagement plan that will guide the 2023 RTP. During the scoping phase, the work plan and engagement plan will be shaped by technical work and input from regional and local decision makers, community and business leaders, and members of the public.

On November 17, 2021, from 3 – 5 pm, Metro hosted a virtual community leaders' forum to discuss the 2023 RTP. Metro invited more than 60 representatives from culturally-specific, environmental-justice and transportation-focused community based organizations to participate in the forum. Thirteen community leaders participated in the forum, representing the following organizations:

- 1,000 Friends of Oregon
- AARP
- Asian Pacific American Network of Oregon (APANO)
- Getting There Together
- Next Up
- OPAL
- Oregon Walks (2)
- The Street Trust (2)
- TriMet Committee on Accessible Transportation
- Unite Oregon (2)

### Urgent community transportation needs

- **Safety and accessibility:** People need to be able to get where they need to go in environments that are welcoming and safe.
- **Transit:** Transit riders, and especially transit dependent community members, face access, affordability and equity barriers.
- **Displacement:** Investments in residential and commercial stabilization must precede investments in transportation infrastructure.

This document summarizes the forum and the discussion themes. Participants in the community leaders forum were invited to review this summary and provide feedback. Feedback from Next Up staff who were not able to attend the full forum are included as Attachment A. The RTP project team will consider this input in the development of the 2023 work plan and engagement plan.

The forum included opening remarks from Metro Councilor Craddick, presentations from the RTP project team, small group discussions in Zoom breakout rooms and a large group discussion, (See Attachment A for the agenda and attachment B for the presentations.)

The forum was focused on two, related topics: the 2023 RTP and emerging transportation trends. The project team provided a brief presentation about the RTP process, regional priorities in the 2018 RTP and the input received to-date from decision makers on the 2023 RTP. Following the presentation participants provided their input on community priorities and urgent needs related to for transportation. They also discussed their ideas for ongoing involvement of their organizations and communities they work with in the 2023 RTP.

Following the small group RTP discussions, participants reconvened and reported highlights from their conversations. The project team then gave a brief presentation about the emerging transportation trends study that will inform the 2023 RTP. Following the presentation, forum participants were asked, with a Zoom poll and follow up discussion, which trends are most impactful to communities and if anything was missing from the trends presented.

The discussions are distilled and organized in this summary by the discussion questions.

Discussion questions included:

- What are community transportation needs and priorities?
- How does your organization want to be involved in the 2023 RTP process?
- Which of these trends most impact the communities that you work with? Is there anything missing?

## Discussion summary

### **What are community transportation needs and priorities?**

Forum participants agreed that the 2018 RTP priorities of equity, safety, climate and congestion management remain important priorities for the 2023 RTP. Generally, the discussions focused on issues related to and strategies that support multiple priorities. As an example, a participant commented that congestion relief needs to support other RTP goals. Expanding freeways works against the other goals.

The discussions about priorities helped clarify specific issues that should be emphasized within these priorities. A few themes emerged including: safety and accessibility, transit, displacement, and overarching comments about how community values should be integrated into the RTP.

### **Safety and accessibility: people need to be able to get where they need to go in environments that are welcoming and safe.**

Safety and accessibility were the most frequently discussed community concerns. Safety concerns impact community members' ability to get where they need to go.

- Transit dependent people often experience insufficient and/or non-existent crosswalks and street lighting in their

neighborhoods.

- Gaps in sidewalks and narrow sidewalks do not accommodate people with walkers, wheelchairs and strollers.
- Transit doesn't feel like a welcome and safe space for people, especially: people with hidden disabilities and people of color.
- There's a growing concern about personal safety. People feel vulnerable, especially older adults when they are by themselves.
- Approaches to improving safety include safety by design and prioritizing projects that benefit multiple underserved or vulnerable community groups.

**Transit: there is a need for increased transit access, connections and affordability.**

Transit was a prominent focus in the forum discussions.

- Paratransit, which is required under Americans with Disabilities (ADA) regulations, does not provide equitable access for people who cannot use fixed route transit. People who use paratransit must schedule their trip by 5 PM the day before.
- More transit frequency, routes and connections are needed.
- A fareless transit system would support equity goals in many ways. An increase in ridership supports environmental justice goals more broadly.
- What does a solution like bus rapid transit look like on Tualatin Valley Highway in 10 or 20 years?

**Displacement: Investments in residential and commercial stabilization must precede investments in transportation infrastructure.**

Conversations about displacement emphasized the need for resources to fund community anti-displacement strategies *before* investments in transportation infrastructure are made.

- Investments in community stability are needed before new infrastructure; this includes residential and business stability.
- There have been good plans but without funding we can't keep people from being displaced. Make sure that commercial and housing affordability is guaranteed.
- Leverage housing bond money with transportation investments.

**Community values**

Some of the discussion was focused ideas and questions about the values that drive policies and investment decisions.

- We need to change status quo of auto dependency and strong leadership is needed to change the status quo.
- This RTP needs to lock in long-term changes that address climate change.
- With the Infrastructure Investment and Jobs Act in Oregon there is a lot of Federal funding available for megaprojects. The RTP needs to be specific about priorities and include accountability for that funding.
- There are projects in the region, like Tualatin Valley Highway with costs around \$100 million, and other projects that are priced at \$1 Billion. How are those decisions being made? What are the

opportunity costs involved in those decisions?

### **How does your organization want to be involved in the 2023 RTP process?**

Metro staff asked community leaders to share how their organizations might want to be involved in the development of the 2023 RTP over the next two years and their ideas for engaging community members in the process. Forum participants provided input specific to their organization and ideas for effectively engaging community members.

### **Organization-specific recommendations on engagement**

- TriMet Committee on Accessible Transportation: the RTP team should come to CAT and share the RTP process and provide materials.
- Metro could support activating community events planned by community organizations. The Street Trust will have some events in spring 2022.
- Unite Oregon/ SW Corridor Equity Coalition: The Southwest Corridor Leadership Cohort has trainings. Metro could provide an overview of the RTP and how to be involved and engaged throughout the process.
- Oregon Walks has a Plans and Projects Advisory Committee that could be engaged in the RTP.
- OPAL, Bus Riders Unite (BRU), and Youth Environmental Justice Alliance (YEJA) members will likely want to be involved in the RTP process.
- The Our Streets campaign will be an important partner for community involvement in the RTP.

### **Overarching recommendations on engagement**

- Metro needs to make the RTP more approachable for community members to engage. Unpack the jargon. Community groups do not have the bandwidth to translate wonky technical and policy language; Metro needs to provide that. More approachable language also may need to be translated into languages other than English for Limited English Proficiency community members.
- Communicate what has been accomplished since the last RTP. What progress has been made on the goals set out by the 2018 RTP?
- Make data available to community organizations would be helpful, along with translation.
- It will be important for Metro to work with community partners on storytelling.
- Support participants' transportation and childcare (if in person), provide adequate time and notices, address technology access issues, and provide stipends for participation.
- Support community groups to participate in the RTP process by helping expand capacity in community groups.
- There are less well known community groups who need to be reached- including culturally-specific and youth organizations such as NAYA and Beyond Black.
- Get in touch with organizations who are really serving the community where they are.



## Which of these trends most impact the communities that you work with?

The project team presented on the Emerging transportation trends study Metro is working on with a consultant, Fehr & Peers. The goals of the study are to develop a common understanding of trends that we've all been experiencing individually and identify potential changes to RTP policies, projects, and assumptions. The project team is considering a number trends for further study, including the following. (Description of the trends are included in Attachment B.)

- transit ridership.
- increased concerns about racist policing and pandemic-era anti-Asian racism.
- teleworking
- electric vehicles and e-bikes
- shopping online.
- boom in recreational bicycling
- limited resources and outdated processes.
- increase in traffic deaths

Participants used a Zoom poll to indicate which of the trends being considered for the study most impacts the communities they work with. More than half of the ten participants responding to the poll selected: transit ridership, concerns about racist policies and pandemic-era anti-Asian racism and limited resources at public agencies. Participant input on the trends of most concern is summarized below.

### 1. Transit ridership (8/10)

- Transit ridership/communities – has the pandemic impacted access to transit or ridership.
- How would it be different to support transit riders; where the transit board is reflective of the people actually using

transit in the region?

- Transit is viewed as a consumer good instead of a public good.
- 2. **Concerns about racist policing and pandemic-era anti-Asian racism (7/10)**
  - Racist policing is a top community concern.
- 3. **Limited resources at public agencies (6/10)**
  - Transit dependent folks and frontline workers have been using transit during the entire pandemic. Rather than framing the discussion as how do we get ridership back, frame the discussion as how do we supporting current riders. Community relies on public agencies to help with bus fares. Homeless people are greatly affected because agencies don't have funds/resources to provide assistance/passes to ride transit.

Participants were also asked if there were trends **missing from the list**. Six of the ten participants answered yes, two responded maybe, and two responded no. Participants suggested considering the following trends:

- Disasters associated with the climate crisis.
- Addressing changes in how people's personal and physical vulnerability and/or exposure to acts of violence or physical injury is changing, walking or in a car, or otherwise.

Additional comments on trends for further study:

- Consider teleworking from an equity perspective; recognize that we are creating a class divide. Now, those who need to travel get paid less money. Whose transportation needs are we serving as a region?

- Users of the system are exhibiting different/dangerous behaviors (driving faster/recklessly).
- Traffic enforcement is a complicated discussion but speaking anecdotally it

feels like there is not enforcement happening for road safety.

Other feedback related to the trends study included:

- Use BIPOC rather than “people of color”

## Next steps for the 2023 Regional Transportation Plan

**October 2021 to January 2022** Metro Council, regional advisory committees and stakeholders discuss values, priorities and desired outcomes; engage stakeholders through community leaders forum, interviews, online survey, consultation with Tribes and federal and state agencies to inform work plan and engagement strategy

**February to March 2022** Metro Council and regional advisory committees discuss draft work plan and engagement strategy

**March 2022** JPACT and Metro Council consider approval of work plan and engagement strategy (by Resolution)





# 2023 Regional Transportation Plan Stakeholder Interviews Report

March 2, 2022

*Prepared for Metro  
by JLA Public Involvement*



## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

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**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. JPACT serves as the MPO board for the region in a unique partnership that requires joint action with the Metro Council on all MPO decisions.

**Project web site:** [oregonmetro.gov/rtp](http://oregonmetro.gov/rtp)



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## OVERVIEW

### Interview Approach

In December 2021, Metro contracted with JLA Public Involvement to conduct 41 interviews with local, regional, and state public officials and staff, business groups and community-based organizations. The interviews identified issues and ideas that Metro should consider for the 2023 Regional Transportation Plan (RTP).

Interview goals:

- Engage with local, regional, and state public officials (elected officials and staff), Portland area business and community leaders, and other key stakeholders to understand challenges and opportunities related to the RTP.
- Identify key issues or topics that Metro should consider during the RTP process to inform creation of the work plan, public engagement plan, and key project messages.
- Ensure that the RTP development process allows for meaningful participation from community stakeholders and is consistent with a wide range of community values and priorities.

Interview questions were designed to gather input on:

- Key concerns that stakeholders would like to address in the 2023 RTP.
- Key trends and choices facing the region, how the region should work together to address them, and desired process outcomes.
- Suggestions for how to approach the public engagement process.

*(See also “Appendix B: Interview Instrument.”)*

### Document Purpose

This document provides a summary of stakeholder feedback received between December 2021 and early February 2022.

## Interviewees

Interviewees were selected by Metro with assistance from JLA. Stakeholders were chosen to represent a range of agencies, community leaders, and municipalities within the Portland Metropolitan Area. Interviewees included:

- Metro Council President and JPACT Chair
- Representatives serving on JPACT, MPAC, and TPAC
- Mayors and councilors from Beaverton, Forest Grove, Gresham, Hillsboro, Milwaukie, Oregon City, Portland, Tigard, Troutdale, West Linn, and Wilsonville
- Commissioners from Clackamas, Multnomah, and Washington Counties
- Partner agencies, including ODOT, SW Washington RTC, SMART, and TriMet
- Community Leaders
- Business and Economic Development Leaders

*(See also “Appendix A: Interviewees.”)*

## Anonymous Feedback

To encourage open and candid feedback from stakeholders, the comments in this report have not been attributed to specific interviewees. Although these comments provide useful perspectives on our transportation system, some statements represent opinions that have not been checked for accuracy and do not necessarily represent the views of Metro or project staff.

## Summary Overview

### Future Trends

Stakeholders weighed in on changes they have observed and long-term trends that should be considered during the RTP process.

- **Uncertainty.** Everything we think we know about transportation is shifting radically and the future is unclear.
- **New travel patterns.** Work-from-home has changed the nature of the daily commute. Many people are now traveling at different times of the day and week and are increasingly dependent on freight and home delivery services. Meanwhile, other types of jobs do not offer work-from-home options.
- **More driving, more congestion.** More people are buying more cars than ever. There is a sense that (given the choice) people will continue to drive because it is the easy choice.
- **More danger.** Vehicle and pedestrian fatalities are up. Fear of COVID and violence is affecting how people travel and use public spaces.
- **Shifting costs.** Transportation funding is poorly understood and unsustainable. Funding mechanisms will need to evolve and impacts on people with lower income will need to be considered.
- **Transit.** Transit is seen as essential for achieving the region's transportation equity goals, addressing congestion, and reducing greenhouse gas emissions. Investments and strategies that provide new transit connections and help rebuild ridership will be an important near-term goal.
- **Climate.** It will be critical to figure out how to accelerate the transition to electric vehicles and pay for related infrastructure.
- **New priorities.** COVID and telework has prompted the "Great Resignation" and people are reevaluating infrastructure priorities. Many have discovered the importance of safe, walkable neighborhoods.
- **New technologies.** Considerations should include hybrid work infrastructure, electric and autonomous vehicles, e-bikes and scooters, travel data/information technology, ride-share, and alternative fuels.

## Vision

Stakeholders provided their feedback on the existing Regional Transportation Plan vision:

“Everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy, and affordable transportation system with travel options.”

- **An ambitious and solid foundation.** The vision Statement still makes sense as an aspirational and ambitious goal for the region’s future. The vision was praised as clearly stated, comprehensive, positive, and consistent with the vision statements of other groups.

Some described the vision as “idealistic” and “utopian” but felt that it was appropriate for a vision to be broad and to aspire to lofty goals. Others felt that the vision may be trying to achieve too much and realizing the vision will depend on factors outside of the transportation system.

Stakeholders suggested changes to the Vision. Consider more emphasis on...

- **Accessibility.** Improved access and affordability should be a primary goal. Transportation access is closely related to concerns about having an equitable system.
- **Equity.** The Vision should speak more directly to equity and include specific language that addresses historically marginalized and oppressed communities.
- **Climate.** The Vision needs to include more explicit focus on climate and resilience.
- **Economic prosperity.** The Vision should reflect how transportation drives the regional economy and supports manufacturing and freight.
- **Travel options.** The Vision should be inclusive of all modes of transportation and recognize that different regions have different needs.
- **Transit.** Transit is critical to achieving the Vision and will require greater focus to become a safer and more reliable transportation option.

## Priority Areas

The 2018 RTP prioritized equity, safety, climate, and congestion. Stakeholders discussed whether these priority areas still make sense?

While all the priorities were seen as important and interrelated, **safety** and **equity** were most consistently rated as higher priorities relative to climate and congestion:

“The system should be safe, or it is not a good system.”

“It is important to address disparities with people of color, urban, and rural communities to ensure they are not overlooked.”

## Equity

Stakeholders provided their thoughts on what makes an equitable process for selecting projects and what an equitable transportation system looks like.

- **An equitable system.** While there was no universal definition, most offered a variation of the following:

“Equity means that we have a transportation system that serves everyone, regardless of income and geography.”

Most agreed that an equitable system should be affordable, safe, accessible, convenient, provide equal opportunity for users, and will focus on users who have not benefited from past transportation decisions. These users were most commonly described as “people of color”, people in “underserved areas”, or “the most vulnerable users.”

- **Equitable projects** should focus on improving safety, particularly with regard to last-mile connectivity, improving transit accessibility, and multimodal travel options. Projects should yield objectively beneficial outcomes for specific areas ... not just vague regional benefits.
- **Equitable process** should not presuppose outcomes in advance. A truly equitable process should center diverse voices who are closest to the problems and empower them to make their own decisions. Such a process could involve using data to identify underserved areas, going to those places and nurturing relationships with individuals and organizations who are trusted community ambassadors, agreeing on how Metro can support the process, providing information, education, and compensation for time as required, and then standing back to let the people lead.

Throughout, Metro must be a good listener and foster an open, collaborative process that develops a thorough understanding of local needs. At the end, Metro should circle back to let people know they were heard, to build trust and maintain ongoing relationships with the community.

- **Critical Partnerships.** Metro has a solid reputation for engaging with community-based organizations (CBOs) and Black, Indigenous and People of Color communities, but some regional cities and business groups have felt left out of recent transportation conversations. Existing relationships with CBOs should not be taken for granted or overused. Partnerships should not be infrequent, only when Metro wants something. Commitment to partnership means being transparent about the role and decision-making power of participants, and not asking for time if it will not make a difference. It also means honoring prior input.

## Hopes

Stakeholders described what they hope will be different in two years because of the 2023 RTP process:

- **Improved reputation for Metro.**
- **Partnerships.** More coordination and better relationships between agencies and communities.
- **A better RTP.** The RTP should be an exciting, useful tool that honors diverse voices and lays out a clear plan with metrics for success.
- **Visible change.** Demonstrate tangible accomplishments and successes.
- **A picture of what's coming.** We must understand the new normal.
- **Renewed optimism.** People should feel listened to and are hopeful that solutions are coming.

## TRANSPORTATION TRENDS, CHALLENGES AND OPPORTUNITIES

### Transportation Today

**Tell me the story of how you think a typical person in your constituency uses the transportation system on a given day. Think about the challenges they might face, and how this story is different for someone who has means versus someone who does not.**

#### General impressions

The transportation system has notable strengths, but there are many ways that it needs improvement.

- **Pretty good.** In many ways, the existing system “punches above its weight” in providing transportation options compared to other parts of the country. Although most people drive, there are options for people who don’t. The transit system is expansive and relatively easy to navigate, and there are more cyclists and bicycle friendly facilities here than in many other places.
- **But nowhere near perfect.** The region faces many transportation related challenges, and transportation problems are the #1 source of public complaints for many elected officials. Safety, maintenance, and equitable access are ongoing concerns, and we have more congestion compared to other regions our size.

#### We are a region that drives

Most people drive as part of their daily commute. Many communities in the region have been historically dependent on cars and drive because they feel that they have no practical alternatives.

- **Driving is cheap and easy.** System users make decisions based on convenience and safety, and driving is still the mode of choice because gas prices are low, parking is often free, and existing infrastructure is mostly oriented towards people who drive. Some people simply value the flexibility, independence and autonomy that comes with driving. While many people may be interested in driving less or taking transit more, it takes much more effort to use transportation alternatives. It’s usually more efficient, cheaper, and easier to hop in the car without thinking, particularly outside of downtown Portland. This is particularly true for parents with children, or for people with mobility challenges.

“[The transportation story] depends on where a person lives, works, plays. Their income, race, or ethnicity. Whether they have a disability. Whether they have children. Whether they are young or old. Their class status. Whether they are well-served by transit. Whether they are within the Metro region. It all depends on who and where you are.”

The average user doesn’t know or care about the difference between streets, highways, and county roads. They only care about a seamless transportation system that gets them where they want to go.”



“I wish the transportation system made it easier for people to change behavior and mode. It’s frustrating that after so many people doing work for so long, it hasn’t become easier for people to make low-impact, healthy choices.”

- **Congestion is a problem.** If you have a car, you may be able to move more freely – depending on traffic. Road users are often frustrated with the amount of traffic and congestion in our region. Drivers complain about chaotic road conditions, the inability to get anywhere quickly, and challenging commutes. Local congestion is also a regional and statewide issue that affects the delivery of goods and services to other states and places in Oregon.

Freeways and highways now seem as full as they were before COVID. During rush hour and when accidents occur, adjacent communities must deal with drivers diverting from freeways onto local streets.

Even as drivers complain, they don’t seem to understand the role they play in creating congestion. It seems to be a problem that is caused – and should be solved – by someone else.

- **No other options are available.** In some places, particularly at the edges of the urban area, driving is considered the only safe, viable, travel option. Many people in rural areas feel a deeply ingrained sense of dependence on personal cars. Even they don’t want to own a car, there are many places where it feels necessary to use one. This includes large parts of Clackamas and Washington County that have not seen investment in transit and walking and biking connections as they have urbanized.
- **Challenging regional travel.** Long trips within the region are difficult, and many people work outside of the city where they live. Some 70% of people in East County travel elsewhere for work, while 70% of the workers in East County come from somewhere else. These travelers, as well as users coming from outside of the Portland area, rely heavily on freeways, highways, and roads that pass through multiple jurisdictions, and this cross regional travel is particularly challenging for users who must regularly commute from rural areas, travel long distances between counties, or who pass through the region to reach other places.

As the region grows, there is a sense that the transportation system is not efficiently connecting people to where they want to go. A traditional system built to bring people into the downtown core may not be as appropriate anymore. While some cities continue to serve as bedroom communities to downtown Portland, others are seeing more jobs and related travel on the edges of the urban area and other parts of the region. Many of these new jobs are held by lower-income households, including warehouse work for Boeing, Amazon, and FedEx.

## Transportation advantages

Some people and parts of the region have distinct transportation advantages over others.

- **Downtown and inner Portland.** Close to downtown, “it takes 20 minutes to get wherever you need to go”. Downtown Portland is walkable and has good transit. It’s not as easy by car, but that is recognized as intentional. The combination of nearby services, car-sharing, paths, transit, and bicycle connections make it possible to live without owning or using a car, even for families with young children.
- **Transit advantaged areas.** In some places, mostly within or near downtown Portland, and in Wilsonville where the bus is free, transit is seen as useful and convenient for people who are able to live near bus and light rail corridors. Many are users by choice who have the ability to drive if they choose.
- **Newer suburban communities.** Some areas have wider, better maintained roads and comparatively few failing facilities than others. Newer developments may also include better connections to long distance active transportation facilities like multi-use paths and bike lanes.

## Transportation disadvantages

Income, demographics, vehicle ownership, and where people live and work can create significant transportation challenges.

- **Pushed to the edges.** Housing is more expensive in the urban core and within town centers. Consequently, people with lower incomes have been displaced from areas that have high levels of infrastructure investment and must look to outlying areas for affordable housing. These areas – often transit and food deserts – generally do not provide all necessary services. This means that to reach work, food, healthcare, and education, people are forced to drive.  
  
More affordable areas, such as east of 82nd Avenue, tend to have more unpaved roads, more crashes, and more traffic fatalities. These areas often lack sidewalks, street lighting, and related safety infrastructure. Transit is often not safely accessible.
- **Unsafe to walk or bike.** Even though it is easier here than in other places, our transportation system is still primarily built out for cars, not for people who do not have access to a vehicle or who walk, bike, or ride transit as their primary means of travel. This lack of a connected system for these other modes means that people who don’t have cars – or who are unable to drive – don’t have the same, safe access as others. Safety challenges are particularly pronounced along high-speed, high-traffic, low visibility roadways, and within underdeveloped neighborhoods without amenities like sidewalks, crosswalks, lighting, and consistent paving.
- **Low income, limited travel options.** Transportation costs often have a disproportionate impact on people with low incomes. Many economically vulnerable populations are front-line service workers and do not have the flexibility to change their travel behaviors or consider alternative transportation. Although some people may be able to share cars and pool resources, travel can still take a long time because of where people can afford to live.
- **Transit dependent.** While some people have the option to drive, others must rely on transit for all of their needs. These people tend to have low wage jobs and are more

likely to work during hours when there is less transit service available, and they must transfer more frequently than other users because of where they live. This means that a round-trip using transit can take many hours.

Busy roads with missing sidewalks, railroad tracks, poor street lighting, long walks, and unlit and unsheltered bus stops combine to make transit inconvenient and less accessible. Safety concerns while waiting for the bus can be compounded by infrequent or unreliable service that increases waiting times in dangerous areas.

“[Transit access issues include] sidewalk gaps, bus stops without lighting, and stops that aren’t sheltered. So, it’s not just about service, it’s also the stops and roadways.”

- **Mobility challenged individuals.** Many older individuals have constraints that prevent them from being independently mobile. They may have cognitive, language, or physical constraints that make it challenging to use under-developed transportation infrastructure. They also do not have the ability to easily change their travel behavior. Since they are not always able to use active transportation alternatives, they often must drive themselves or rely on others to take them where they need to go. Paratransit services can help, but do not serve all areas and not everyone qualifies for assistance.
- **Youth.** Students often don’t have the support they need to get to school regularly and on time. Schools are not able to cover all needs, and transit is not always a viable option.

### Issues for everyone

Some issues impact a broad spectrum of transportation system users.

- **Transit service has problems.** Depending on where someone lives, the transit network is usually not a more attractive alternative to driving. Taking the bus tends to take a long time, particularly when traveling to or from communities on the edge of the region, and multiple transfers and infrequent service can make planning trips difficult. At the same time, many people have no other travel options and must rely on transit despite the related challenges. Specific transit issues include:
  - **Fewer transit routes perpendicular to the downtown core.** This includes north-south routes in Washington and Clackamas Counties, and east-west travel options in the south part of the Portland metropolitan area. This is the result of a hub-and-spoke approach which focuses bus and light rail services through downtown Portland.
  - **Poor last-mile connections.** There are significant gaps in sidewalk networks that limit access from neighborhoods to transit stops. This creates accessibility challenges in areas with unsafe pedestrian infrastructure, particularly for users with children or mobility issues.
  - **Lack of coverage at the edges.** Smaller communities outside of central urban areas have fewer transit and other travel options. This is particularly true in much of Clackamas County, outer Washington County, and parts of east

“Most people do not ride transit and are a long way from even trying it.”

Multnomah County. Where transit does exist in these areas, it tends to be infrequent, slow, and inconvenient for regional travel. Gaps in sidewalks and bikeways also limit access to transit and other destinations.

- **Safety.** People do not always feel safe on transit. People have fears related to COVID and violence, as well as discriminatory law enforcement that has targeted people with low income and people of color.
- **Affordability.** Transit fares are a barrier for some users. Cost is a significant impact for larger families that cannot use school buses but also do not qualify for free transit.
- **Transit is less attractive.** Given the option to drive, most people wouldn't naturally think of transit as an option because they aren't informed about how it works, or they don't consider it to be an attractive travel choice.
- **Poor infrastructure.** The transportation system is perceived as being in an “abysmal” state of repair. This includes the condition of facilities related to all travel modes. There is a sense that given available funding (gas taxes), the system should be better than it is, and that the region has focused too much on supporting new growth instead of maintaining existing infrastructure.
- **Limited parking.** Finding available parking is a challenge. Parking at park-and-ride facilities is often limited.
- **Biking isn't practical.** While e-bikes make traveling longer distances more feasible, bicycles are still not seen as a practical choice for regional travel. Bicycle safety is a constant concern, and bicycle riders must often deal with inconvenient trip logistics (changing clothes and storing equipment) when they arrive at their destination.
- **High freight costs.** Portland is considered one of the more expensive places to move goods because of congestion on I-5 and a lack of investment in our highway system. As part of a trade dependent economy, many freight haulers are increasingly open to the idea of congestion pricing because it would reduce the cost of traveling through the region.
- **No one knows who is responsible.** There is a sense that transportation planning takes place in many rooms with many pathways that could be streamlined if there was more comprehensive coordination.

## Recent Changes and Trends

The last couple years have been unprecedented, and many people have changed their travel needs and routines. How do you think the transportation landscape has changed within the region? Which changes will last? Are there long-term trends we need to consider as we begin the RTP process?

### More driving

Although there were fewer trips at the height of COVID travel restrictions, traffic seems to be coming back to pre-pandemic levels and many people feel it is as bad as ever – if not worse.

- **Traffic is back.** Any temporary traffic reductions that occurred at the height of COVID are now mostly gone. More people are buying cars than ever. There is a sense that, given the choice, people will continue to drive and traffic congestion will need to get much worse before people consider making changes.
- **Congestion is inevitable.** Healthy economic growth almost necessarily leads to congestion as increasing populations outpace available infrastructure. This means that as the region continues to grow, congestion will get worse, and increased system capacity can only be a temporary solution.

At the same time, some stakeholders feel that the transportation system must do a better job of compensating for congestion by anticipating and mirroring projected growth. Projects that intentionally or effectively reduce the carrying capacity of existing facilities feel counterproductive.

- **Shifting impacts.** As congestion worsens and new mitigation strategies are applied, there are concerns that drivers will shift congestion and travel impacts to new locations. For example, drivers may take steps to avoid tolling by diverting onto local streets.
- **More older users.** People are going to be driving more and longer into their old age. Within 20 years, older people will be a very significant part of the population.

### New travel patterns

Telework has changed how people relate to their jobs, and the pandemic is prompting many people to reconsider their lives and their work. In the short term, the “Great Resignation” will lead to travel changes for the public as well as bus driver and staff shortages. Understanding new travel patterns will be critical to understanding future transportation needs.

“We need to redefine what data will define normal travel patterns.”

- **Different commutes.** COVID travel restrictions and lockdown mandates changed how the workforce engages with transportation. During the pandemic, more people were forced to telecommute from home, and businesses dramatically expanded remote work opportunities. Some people stopped traveling because they lost their jobs, while others traveled in more irregular patterns to find available work.

Legislation may soon allow the conversion of more commercial spaces to residential, and as more people work from home, the region may need to consider a new transportation model that is not focused on regular downtown travel.

In the future, more people may decide to relocate to areas with lower tax rates, and this may result in increased cross-regional and interstate travel. These people may need to commute less often but will travel longer distances when they do drive.

- **Reduced travel (for some).** With the availability of telecommuting and services like telemedicine, there has been some reduction in travel to and from centralized employment locations. Expanded product delivery and takeout services also allowed some people to reduce or change the timing of personal trips.
- **Shorter trips.** At the height of COVID, many people didn't venture far from home. They found themselves relying on local services and taking more frequent, shorter trips within their own neighborhoods.
- **Different times.** With hybrid work, peak travel times may have changed. The traditional 9-to-5 commute may no longer be the major organizing principle for daily travel and Monday-Wednesday may no longer represent the days with the highest weekly travel demand. With more time spent at home, travelers may make more frequent, short trips during the day instead of long commutes at peak hours.
- **Mode shift.** During COVID, there was increased use of the active transportation system. People spent more time walking or riding bikes, visiting parks, and enjoying time outdoors. This was particularly true in Portland where existing facilities make bike and pedestrian travel feel like a comfortable, safe, and time-efficient travel option. People began to appreciate "20-minute neighborhoods" and how sidewalks and multi-use paths create connected, accessible, and walkable communities. This appreciation highlighted a general need for better sidewalks, bike lanes, lighting, safer routes, and context sensitive design. This reaction was common in less walkable suburban and rural areas, but also in urban neighborhoods where restaurant owners recognized the importance of focusing on the pedestrian experience and replacing parking to support sidewalk dining.

During COVID, transit ridership decreased (see "public transportation challenges" below), and many people who previously relied on transit switched to using Uber, Lyft, carpools, and community car-sharing.

In the future, there will likely be increased demand for 20-minute neighborhoods, multimodal infrastructure, and updated transportation priorities that focus on multimodal experiences.

- **More freight and home delivery.** During COVID, more people came to rely on delivery for groceries, food, and services. Portland saw one of the biggest shifts in the nation when it came to switching from traditional retail to shopping online. (The size of the shift was due to the large number of people who had previously prioritized shopping locally before COVID.) Many people have enjoyed the convenience of these services and reliance on delivery is likely to continue and increase. This shift will affect the reasons that people need to travel and will mean more delivery vehicles on local streets.

## Funding challenges

The region faces transportation funding challenges that are likely to get worse. Potential solutions could create new problems.

- **Unsustainable funding sources.** Existing transportation funding is not sustainable because of the dependence on declining fuel-tax revenues. Compounding the challenge is a lack of public understanding – even among elected officials – of how the transportation funding system works.

Future conversations around funding mechanisms should be mindful of equity and how the emphasis on tolling and widening freeways could reinforce the message that our future transportation system will be paid for by – and oriented towards – drivers.

- **Different regional funding priorities.** While some cities have required new development to pay for adjacent transportation improvements, others have attracted business without requiring commensurate investment to support growth. These communities may have different expectations about the role that State funding and the RTP should play in fixing infrastructure problems that result from these decisions.

Moving forward, Metro should consider how it can help all parts of the region develop public/private partnerships to address future growth and local needs.

## Public transportation challenges

Transit ridership dropped significantly during the COVID pandemic and has yet to recover. Providing service where it currently does not exist and rebuilding faith in transit is important, but unlikely to occur without changes.

- **Lower ridership.** TriMet ridership has decreased significantly and may continue to suffer into the near future due to COVID related safety concerns and ongoing service reductions.

With fewer riders by choice, there are concerns that ridership may come to consist primarily of people who are transit dependent and essential workers. These transit dependent populations are likely to continue to grow.

- **Afraid to take transit.** Many people have been choosing to drive because of fears about disease transmission. COVID made people uncomfortable being in small spaces with others, particularly with people who do not wear masks.

There have also been increased concerns about personal safety on transit. There have recently been more homeless people using transit to find temporary shelter and an increased number of security incidents correlated with reduced transit security.

In the wake of George Floyd's murder, many people of color, Pacific Islanders, and Muslim communities have been concerned about hate crimes and their safety on transit and in public places.

- **Service is not as good.** TriMet has reduced service due to a lack of available drivers. Changes to routes and decreased reliability has significantly impacted transit dependent people.

School buses have also been impacted. School resources are strained and unable to meet the needs of all students.

- **Need for resilient transit.** As transit deals with the long-term ramifications of COVID, the system will need to do more to prepare to for future pandemics and increasingly severe weather events that will impact transit service and users. This includes preparation for extreme heat, hazardous air quality, and ice.
- **Transit must be part of future solutions.** Transit will need to change to account for telework. Transit is seen as a key factor in advancing transportation equity, reducing congestion, and reducing greenhouse gas emissions. Investments and strategies that provide new transit connections and help rebuild ridership will be an important near-term goal. New tools such as micro-transit, vanpools, and lower fares may improve transit accessibility, while bus-on-shoulder service can help make transit faster, more reliable, and appealing. Transit-oriented development and low-income apartments can help attract residents to transit corridors.

### Increasing inequity

The pandemic created unique challenges for the transportation disadvantaged.

- **More pressure on the vulnerable.** The COVID pandemic wrought economic devastation for many people who were already living on the edge. Transportation inequity increased as vulnerable people suffered the compounding impacts of lost jobs, rising home prices, increased community violence, and health issues.
- **Still travelling to work.** Throughout the pandemic, many people were required to travel to meet their basic needs. People without cars had little choice but to rely on transit despite health and safety risks associated with being in public with strangers. Telecommuting was never a real option for delivery services, front-line workers, critical service providers, service workers, or many people with low-wage jobs. Even though grocery stores and restaurants quickly adopted new strategies to allow for food delivery and takeout, not everyone was able to afford food and grocery delivery.

In the future, some jobs will still require people to travel. Jobs in construction, manufacturing, freight, retail, and other service industries will have similar travel needs and won't allow as many employees to work from home. Rural communities are less likely to change their travel patterns due to the prevalence of these types of jobs, but also because of poor internet access to facilitate online work.

- **Increasing impacts to low-income residents.** As telecommuting allows people with higher wage jobs to work from home, new congestion pricing policies may disproportionately shift costs to lower income travelers who do not have control over their working hours. Rising housing costs compound the problem as people with lower incomes are forced to travel longer distances to find affordable housing, making transportation a proportionately larger expense in some low-income homes.

Since transportation choice is a significant determination of the ability to accumulate wealth, providing options and mitigating disparate cost impacts to low-income and Black, Indigenous and people of color (BIPOC) communities will be an important consideration when considering possible funding sources.

It is unclear how much of the economic recovery will include spending that creates benefits for these populations since a continued focus on widening highways and freeways is not inclusive of people who do not own cars.



## More risks

The risks associated with using the transportation system seem to have increased.

- **People feel unsafe.** The region is not meeting our safety goals and the continued increase in pedestrian fatalities and injuries needs to be addressed. Many roads are too dangerous for pedestrians and bike riders.

People of color and historically marginalized communities continue to bear the brunt of transportation related injuries and fatalities. Compounded by the housing crises, a disproportionate number of pedestrian fatalities are also houseless. This is because they are often forced to live in unsafe situations and in dangerous locations adjacent to freeways and high crash corridors.

Future projects that improve safety will be critical. There is a universality to the pedestrian experience – “we are all pedestrians” – and pedestrian fatalities should not be considered a “normal” cost living in a city.

- **Aggressive driving.** Traffic related violence has increased and drivers have become less patient, driving faster and more recklessly in general. Street racing has been a recent problem. Despite work and investment in improving safety, people are still taking risks and not thinking about the consequences of their actions.
- **Violence.** Fear of violence will make walking and using transit a less attractive option in some communities.
- **Climate change.** Climate change is related to very real threats to public health and safety, including severe cold, heat, wildfires, and air quality, and transportation is a primary source of greenhouse gas emissions. Fortunately, many people in the region seem to be aware of this connection and there seem to be many positive efforts to reduce emissions through electrification and the use of renewable energy.

Despite broad acceptance of the climate crisis, it will still be critical to figure out how to accelerate the transition to electric vehicles and pay for related infrastructure without hampering the economy. Improving transit service and increasing ridership, investing in needed walking and bicycling connections, and reducing resource consumption will be key to addressing the global climate crisis.

## New technologies and strategies

The switch to hybrid work forced people to learn new ways of working and changed how people relate to the transportation system. There will likely be many such changes to consider in the future.

- **Hybrid work.** Telecommuting and hybrid work opportunities have grown and will likely continue to be an option for higher wage, white-collar jobs. This may reduce pressure on the transportation network and space required for parking, but it will require new emphasis on supportive services such as broadband internet and childcare. Hardware and device availability will become an increasingly important factor in supporting hybrid work options in some communities.
- **Electric vehicles.** As the region shifts towards a cleaner electric transportation system planning for electric vehicle charging will be important, as will be investments that accommodate future needs relative to roadway capacity and parking.

However, it will be important to remember that a transition to electric *cars* won't fix congested roads or address concerns about safety for people who walk or ride bikes. Electric bikes may be a better long-term solution, but despite their popularity (outpacing electric car sales) there still need to be more conversations about e-bikes, required charging infrastructure, and updated traffic rules.

The shift to an electric system also raises equity concerns. Most people with lower incomes won't be able to afford electric vehicles and it will be important to understand the impact of future (possible) restrictions on internal combustion engines as well as the role of government in providing adequate replacement travel options.

As noted above, it will be critical to find appropriate replacements for the gas-tax as electric vehicles become more common.

- **Autonomous vehicles.** New vehicle technologies will affect transportation needs and may change how we design the transportation system. For example, autonomous vehicles may require enhanced road-striping, but may also be able to operate safely within narrower travel lanes.
- **Carpooling and car-share.** Low-income communities with limited car access have sometimes been able to pool resources to create their own travel options, particularly for elders who cannot drive or who only need infrequent access to a car. There is growing interest within these communities for increasing access to car-share services or exploring more formal options for sharing community resources.
- **Scooters and bikeshare.** Scooter and electric bike-share options seem likely to grow in popularity. The BikeTown program has become easier to use as technology has improved and there is growing interest in e-bikes within in some black communities. However, these programs have yet to reach some markets in the Metro area.
- **Information Technology.** Travel data is increasingly available to help with trip planning information related to traffic and travel times and to provide transit users with information about stop locations and arrivals.
- **Fuels.** The region should prepare for infrastructure changes as new fuels become available.

## Uncertainties remain

Recent history has raised many questions that need answers.

- **Many unknowns.** There is great uncertainty about what the future holds. Everything we think about transportation is shifting radically. We don't know how people will get around, or how much electrification will happen to support a shift to electric vehicles, or what kinds of policies and trends will continue to affect changes in the workplace.

At the same time, the last two years have been unique and may not be an appropriate indicator of whether the transportation system is working properly.

- **COVID-19.** The COVID Pandemic is likely have lasting impacts, regardless of whether new variants continue to be a problem.
- **Questions need answers.** The future transportation system will need to balance a new, diverse range of needs. It is critical to understand the full range of changes before there are decisions about new investments. Questions on people's minds include:
  - How is traffic so bad when so many people are working from home?
  - How sustainable is telework? Are businesses going to require that employees go back to the office?
  - How have travel patterns actually changed over the course of the day and week? Are there more discretionary trips than there used to be? Are these irregular travel patterns permanent?
  - Are businesses and people really moving away from downtown Portland? If so, where are they going?
  - What will be the long-term impact to public transit? What are the main reasons people aren't riding transit anymore? What does it mean if not as many people continue to use transit to reach centralized employment destinations like downtown Portland?
  - Delivery trucks are everywhere – do they cause different kinds of traffic issues compared to people shopping in person?
  - What did we learn when COVID temporarily reduced pressure on the transportation system?

## VISION

**2018 RTP Vision: “In 2040, everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy, and affordable transportation system with travel options.”**

**Do you think that this Vision statement still makes sense? What would you change?**

### Reactions to the Vision

A good vision, with some concerns.

- **A solid foundation.** Most interviewees felt that the Vision Statement still makes sense as an aspirational and ambitious statement about the region’s future. The Vision was praised as comprehensive, clearly stated, positive, and consistent with the vision statements of other groups.

Interviewees appreciated the breadth of the Vision’s component parts, noting elements of transportation justice, equity and inclusion, affordability, travel options, and safety. While not overtly referenced, some considered that climate and environment could be considered as components of a “healthy” system.

- **Ambitious.** Some described the vision as “idealistic” and “utopian”, but also felt that it is appropriate for a Vision to be broad and to aspire towards lofty goals - whether they are achievable or not.

“If [we cannot achieve this Vision by 2040] then we’re doing something horribly wrong”.

Other interviewees felt that the Vision can and *must* be achieved by *at least* 2040, if not sooner.

- **Trying to do too much?** The vision covers many areas, and some interviewees questioned how practical, attainable, and realistic it is given recent events (the pandemic) and other uncertainties that we are likely to face over the next 20 years. Possible consequences of an ambitious Vision:
  - **Implementation challenges.** Even with a good vision, implementation may be challenging due to conflicting regional priorities.
  - **Unreasonable expectations.** Is it appropriate to expect so much from the transportation system? Many of the Vision components are dependent on other economic drivers and external issues such as behavioral health and housing.
  - **Endless compromise.** When goals and objectives are generated from broad vision statements, it can make it difficult to prioritize and make choices. This can lead to a cycle of endless compromise to try and meet all needs.

## Proposed changes

Clarify and expand key terms. Consider including new priorities.

- **Accessibility.** Most interviewees agreed that improving access is an important goal and the Vision could include additional messaging to expand upon what that “Accessibility” means. Several interviewees mentioned how transportation must be affordable (or free) for people with low incomes. Reduced accessibility also has a large impact on people with disabilities and on transit dependent community members. A lack of access impacts job growth as it affects where people can travel in the region. Transportation access is closely related to concerns about having an equitable system.
- **Equity.** Several interviewees also felt the RTP should speak more directly to equity and include specific language that addresses historically marginalized and oppressed communities. The City of Portland and Metro have anti-racist platforms and the RTP should align with those. As stated, the Vision offers an “everyone gets the same thing” approach that does not specifically acknowledge those who will need to overcome significant obstacles to achieve the Vision.
- **Climate.** The Vision needs to include some focus on climate and resilience. While climate and environment might be included in the word “healthy,” others felt that climate and climate action should be called out more explicitly. The issue is important to many people in the region and while related to other components of the Vision Statement, some felt this was not explicit enough for the message, and climate change needed its own statement, especially as the impacts from climate change would be immense over the next 20 years. One interviewee suggested that since climate can be a polarizing term for some, “quality of life” might encompass climate concerns and resonate with more people.
- **Economic prosperity.** Several wanted clarification for the word “prosperity” and wanted the message to reflect how transportation could boost job access, local economies, upward economic mobility and prosperity for businesses. Some noted that the transportation system is the main driver of regional prosperity and must support manufacturing and freight.
- **Travel options.** Other interviewees felt that the message should reflect and emphasize multiple travel options and include all modes of transportation, especially since different regions have differences in their public transit options and car dependency.
- **Transit.** Several interviewees felt that there should also be messaging surrounding improved connectivity and efficiency of regional public transit options. Many transit users want more convenient and reliable options and are frustrated by wait times. Some interviewees noted concerns about safety when riding on and accessing transit. Being and feeling safe on transit will be critical to encouraging transit use.

## TRANSPORTATION PRIORITIES

### Affirming Priorities

**The 2018 RTP prioritized equity, safety, climate, and congestion. Do these priority areas make sense? Is anything missing?**

#### General impressions and observations

The priorities mostly make sense, though there is some overlap and possible conflicts to address. There may be some ways to revise the descriptions of the priorities, as well as several new priorities to consider.

“Citizens need a transportation system with options and alternatives that provide equitable, safe choices that work for them and get them where they need to go in an equitable, climate-friendly way that is safe and responsive to their needs.”

- **Still the right priorities.** The 2018 priorities still make sense. They are consistent with the priorities of other organizations and most people would support a system with these core priorities.
- **Focused on conventional projects and cars.** As described, the priorities seem overly focused on conventional vehicle travel and big investments. They do not seem focused on people, local transportation options, and last-mile connections.
- **The priorities must help define criteria.** Metro will need to have a conversation about the criteria used to determine if projects will be included in the RTP. Example criteria might include economic benefits, environmental benefits, racial equity, improved travel time, or improved access to specific resources (education, jobs, healthcare, etc.).

#### Safety

- **Safety is about more than car crashes.** Long term safety issues are related to sedentary lifestyles, inactivity, and chronic disease. Safety must also consider people who don't use cars, but who still need safe communities to make walking and transit viable travel options.
- **Safety is an equity issue.** It is important to specifically name the people and places who are suffering from disproportionate injury and death. BIPOC communities, people with lower incomes, people with disabilities, and people over 50 years old are more vulnerable to safety issues and at higher risk from traffic hazards. People of color have higher death rates than other groups in our region.
- **Symbolism.** The red cross icon used in the RTP priorities graphic implies that an accident has occurred. Instead, consider representing safety by using a bike or pedestrian.

## Equity

- **Accessibility.** Related to *equity*, accessibility is a combination of mobility and safety. If a bus stop is only 1/4 mile away but a person can't safely cross the street, they don't have real accessibility. Access to jobs, education, and shopping is essential for creating racial equity.
- **Affordability.** There should be more focus on reducing barriers due to cost and helping people who are homeless and do not own vehicles.
- **Reducing barriers is not enough.** Barriers must be *eliminated*.
- **Travel options.** Equity means providing transportation choices for both urban and suburban communities.
- **Anti-displacement plans.** Investments that address the needs of displaced people are usually thought of as equitable, but truly equitable policies would not have resulted in displacement. An anti-displacement emphasis that addresses housing and inclusionary zoning can help prevent displacement in the future.

## Congestion

- **Increased capacity.** Strategic investments that increase capacity should be a priority.
- **Freight and transit priority.** Congestion as it impacts trade and freight is important. Consider narrowing the scope of "congestion" to focus on transit and freight since general congestion relief is not as critical compared with the other priorities.
- **Consider an alternative term.** Prioritizing "congestion" seems to accept congestion as a solvable problem when completely free-flowing traffic is not achievable. Consider whether "reliability" or "quality of life" would be a more useful priority. This would broaden the focus of this priority.
- **Opposes other priorities.** The RTP must focus limited resources, most of which are currently dedicated to cars and related infrastructure. This focus reduces funding for other more urgent priorities. Consequently, measures that reduce congestion are often in conflict with priorities related to climate and equity. Congestion may be interpreted as a symptom of climate injustice. Reducing congestion can also make travel less safe by allowing people to drive faster.

## Climate

- **Climate requires more emphasis.**
- **Adaptability and resiliency.** Emergency response and resilient services could be further incorporated into the Climate priority.
- **Equity.** Climate justice and climate equity should consider the disproportionate impact that climate change has on historically marginalized communities. For example, the impact of heat waves on populations without air conditioning.
- **Congestion.** Climate and congestion priorities affect each other. Reducing congestion will reduce greenhouse gas emissions from idling traffic.
- **Safety.** There are long-term safety hazards associated with climate change.

## New elements and considerations

- **Jobs and economy.** Be more explicit about providing access and support for jobs, freight, and commerce. Trade and freight are critical to growth.
- **Community.** Related to all priorities, community and partnership will be an important part of ensuring that everyone is a proactive participant in future solutions. A focus on creating community and giving more voices a seat at the table will also help improve equity.
- **Transit.** Transit is critical for dependent communities. If transit is a priority transportation mode, then it needs more emphasis.
- **Funding.** Funding is important since we can't do anything without paying for it. At the same time, looking *only* at money and costs may prevent us from making progress towards essential changes. Sometimes it's more important to design and build the right things, and *then* find the money to pay for them.

A least cost planning methodology has never been applied to the RTP.

- **Livability/quality of life.** Related to *equity* and *climate*.
- **Maintenance.** Related to *safety*; maintaining infrastructure is an important priority.
- **Other priorities.** System efficiency; active transportation; land use.



## Priorities Ranked

### How would you rank the priorities in terms of importance? Why did you rank the priorities this way?

Interviewees were asked to rank and offer feedback on which priorities were the most important to them. Most interviewees considered all the priorities to be important and noted intersectionality across all the categories. Some felt that certain priorities should be managed by addressing other priorities first. Some chose not to provide a ranking at all, while others opted to list only their top priorities. Key takeaways:

- **Safety and equity were the highest priorities.** While most interviewees noted that all the priorities were important, safety and equity were most consistently rated as higher priorities relative to climate and congestion.
- **Preferred not to rank.** Interviewees who chose not to provide rankings, or who rated all the priorities equally, cited the following reasons:
  - **All the priorities are important.** Most respondents noted that all the priorities were interrelated and important. To rank any priorities as “low” might mean that related projects may not be pursued. The focus should not just be on (for example) climate and equity if it means ignoring projects that support the other priorities.
  - **Accessibility** needs to be included or none of the priorities will benefit the community.
  - **Other priorities exist.** The RTP must consider all the goals and priorities that were included in the 2018 RTP.

### Safety

Ranked highly because...

- The system should be safe, or it is not a good system.
- Lack of a safe transportation system can compound other issues.
- Making the system efficient will also bolster safety.
- Engineers always prioritize safety.
- Prioritizing safety will reduce traffic accidents and deaths.
- The safety of people is a priority, and they will not use the system if it is not safe.
- Historically marginalized communities should be able to access safe and reliable transportation.
- Aging and poor infrastructure should be a top priority.

Improving safety also helps improve ...

- Equity, because they are interconnected. It also improves accessibility for marginalized communities and other transit users.

Other considerations related to safety...

- There are creative ways to increase safety.
- It is difficult to separate safety from equity.

## **Equity**

Ranked highly because...

- It is essential that we do not repeat past harms.
- It is important to put people first.
- Accessibility directly impacts equity and is to the benefit of all members of the community.
- Equity is related to all priorities and hard to separate from them.
- It is essential to eliminate or reduce barriers within marginalized communities.
- There is much more work to do to make transportation more equitable.
- It is important to address disparities with for people of color and between urban and rural communities to ensure they are not overlooked in the priorities.

Ranked equity lower because...

- It should be encompassed in all the priorities, not a separate priority.
- Equity is a result of a more efficient system.

Improving equity also helps improve...

- Safety, because violence is a consequence of inequitable treatment and everyone should feel safe using the transportation system.
- Congestion, because historically marginalized communities are often forced to drive longer distances to and from work.
- Accessibility for all members of the region.
- Climate, because marginalized communities are most directly impacted by climate change and climate injustice.

Other considerations related to equity...

- Equity is an essential part of every priority and should be applied to all of them.
- We need to prioritize adaptation (responding to the immediate needs of people) over mitigation (long-term efforts).

## **Climate**

Ranked highly because...

- Climate is about saving the planet and mitigating extreme weather. If climate is not directly addressed, the other priorities do not matter.
- Focusing on climate helps to achieve other goals.
- The effectiveness of efforts to address climate can be diminished by compromises related to achieving other priorities.
- Tackling climate change needs to take a more aggressive approach.

Ranked climate lower because...

- It is already a consideration of most Oregonians.
- Not a significant concern compared to the other priorities over the next 10 years.

Improving climate also helps improve...

- Equity, since many low-income and communities of color are more directly impacted by climate change and its effects.
- Congestion and safety, because policies that address climate tend to reduce vehicle use while encouraging use of transit, walking, and cycling.

Other considerations related to climate...

- We need to consider the climate impacts of people using the transit system.
- Need more understanding of how “reduce” is used in this priority.
- There will always be pushback from those who are losing a stake in something by addressing climate change.

## **Congestion**

Ranked highly because...

- As the 8th most congested area in the country, we need to focus on consistency and more efficient commute times.
- Reducing congestion provides benefits to people with less income who rely on vehicle travel or transit.
- People want faster commutes.
- It is hard to address climate without also making travel more efficient and reducing congestion. Idling vehicles contribute to more emissions in the environment.

Ranked congestion lower because...

- Congestion is not a primary concern. Congestion is inconvenient, but not dire.
- We should increase and promote new and more efficient modes of travel. Shifting people to other modes of transportation will reduce congestion.

- We need better transportation management to focus on the current system, rather than building new facilities.
- Congestion will be taken care of once other issues are addressed.
- Focusing on climate will directly reduce congestion. Expanding roads will negatively impact communities and contribute to climate issues.
- Free flowing (faster) traffic makes the system more dangerous.

Improving congestion also helps improve...

- Equity, since people with the fewest resources are often dependent on driving.
- Climate, since it will help reduce vehicle emissions.

Other considerations related to congestion...

- There should be a shift into more public transit and car shares to reduce congestion.
- It might be difficult to address climate without first addressing traffic and congestion.

## Challenges to Progress

To the extent that your organization has tried to address priorities like these, what have been the main challenges to making progress towards achieving your highest priority goals?

### Systemic problems

Agencies and decision-makers must contend with a variety of inherited and systemic problems.

- **Lack of funding and resources.** Transportation funding is already inadequate and getting worse. Policymakers and the public often don't have a sense of how the funding system works, how much projects cost, how long they take, or why partnerships are necessary.

The current system depends on parking fees and fuel taxes to pay for infrastructure, both of which are borne largely by drivers and freight. As vehicles become more efficient and regional policies encourage people to drive less, this funding system will need to change. There will need to be other ways for all road users to contribute to the costs of transportation infrastructure.

“We can't be a climate leader if our funding is reliant on something we're telling people we shouldn't rely on.”

Although the State is currently exploring pilot programs related to tolling and congestion pricing, there are concerns that these programs will only support freeways and not local transportation.

Available funding also varies depending on the outcome of elections. Stable funding is necessary to make proactive investments that (for example) allow us to prepare for earthquakes and the possibility of future infectious diseases, as well as to fund studies that will support future funding and grant applications.

On their own, grants are usually not adequate to make meaningful changes.

- **The wrong approach to solutions.** Unplanned events often dominate transportation decisions. Amidst so much reactive planning, it is difficult to proactively plan for events like earthquakes. Unfortunately, people tend to remain detached from issues until they become tragedies or a part of their lived experience.

Part of public detachment comes from an overreliance on quantitative data to rationalize investments. Focusing on quantitative data and ignoring qualitative feedback can make it difficult for the public to relate to project decisions and often leads to repeating traditional project approaches and policies instead of creating new, innovative solutions.

Many of these traditional solutions tend to be focused on building large projects, even when they are not the best solution. Traditional thinking also tends to be limited by available funds and can lead to compromises that fail to adequately address problems or that ultimately cost more money. Instead of focusing on “building things”, there could be

a greater focus on non-tangible solutions, such as providing programs, services, and incentivizing travel choices.

- **Deferred maintenance.** There are deferred maintenance needs throughout the region that affect safety and congestion. PBOT has a \$4B maintenance backlog that has grown over the last 20 years, and other cities feel that they have suffered from a lack of investment relative to other areas. Agencies must content with reducing maintenance backlogs while also planning for the future and developing new projects.
- **Housing affordability.** Buying a home within the UGB is prohibitively expensive for many people. Housing shortages make it difficult to find affordable housing close to jobs, and this puts strain on the transportation system. The Urban Growth Boundary compounds the problem of affordable housing by constraining available land without addressing increasing demand.
- **Lack of transportation options.** The region has not made the necessary investments to fully build out our bicycle and pedestrian system as an accessible, viable transportation option.
- **Geography and topography.** Some communities must deal with impassible physical barriers and hills that make it challenging for people to walk, bike, or use other modes, even for short distances.

### **Governance, cooperation, and leadership**

The political climate is polarized and there is a lack of strong, effective leadership that can unite agencies and communities in pursuit of solutions.

- **Polarization.** Some organizations take firm positions and are not willing to compromise, even if their goals are not widely supported. In some cases, these entrenched positions make it difficult to collaborate or accept common ground. (For example, there is mutual support for congestion pricing from both freight and climate advocates.) As a result, the most radical voices can stop productive deliberation by refusing to participate, spreading misinformation, and mischaracterizing projects. Projects that involve roads and business partnerships are frequently targets. In the face of this pressure, many politicians are afraid or lack the will to engage with certain issues.
- **Lack of leadership and clear direction.** Bureaucracy and a lack of coordination across (and within) different agencies make it difficult to develop a shared vision and common understanding of shared priorities. The region needs a leader who can develop a shared understanding of how decisions are made and organize the region in creating a consistent, unified set of criteria for selecting future projects.

Firm leadership can help support development of concrete action plans, such as the Congestion Pricing Study report. Similar studies and plans that produce specific, actionable steps regarding climate, safety, and equity would be useful in helping the region achieve shared priorities.

- **Lack of cross-jurisdictional responsibility.** Some communities consist of a patchwork of county, city, and state roads, and there is often confusion about who is responsible for repairing and managing facilities. Cross-jurisdictional planning is difficult when it comes to problems with shared facilities and “orphaned” roads, and there are sometimes

limited mechanisms for resolving conflicting agency priorities. This often means that certain types of development are not possible along some roads, and safety improvements, such as reduced speed limits on high-speed roadways adjacent to schools, are not allowed. Some potential partnerships are also limited because agencies charge prohibitively higher costs for improvements than if the city used its own resources.

- **Imposed solutions.** There is a sense that Metro has its own predefined solutions and is not open to differing viewpoints. State and regional priorities and regulations often conflict with local priorities and some local leaders feel that there is not enough respect for local knowledge and solutions, and that some solutions are not universally applicable.
- **Too many partners.** Some cities feel that they could make more aggressive progress working on their own and that the need to collaborate with outside partners – particularly when there are *multiple* state and regional partners – slows down progress because of additional process requirements.
- **Unfair distribution of investments.** Some communities feel that regional investment has historically provided disproportionate benefits for west Multnomah County over the rest of the region.
- **Lack of follow through.** Sometimes incoming leaders second-guess projects that are already described in the RTP and other preexisting plans. Stopping and restarting projects creates inefficiencies and defeats the purpose of having long-term plans that outlast political changes and create a stable future.
- **Lack of capacity.** Agencies and CBOs often have limited staff capacity to explore new strategies and technologies.
- **People are not prepared to engage.** The public doesn't always have enough background and context to understand the issues, and it can be challenging to rally cross-spectrum interest in supporting abstract, long-term, strategies.

### **Achieving safety**

Despite recent efforts, pedestrian deaths have increased.

- **Driver behavior.** There has been an increase in dangerous driver behavior: people deliberately disobey traffic laws, exceed the speed limit, drive under the influence, or are distracted by mobile devices. Although there is interest in taking action, agencies have limited options for addressing the root causes of these problems related to personal choice and societal influence.
- **Street design.** Sometimes people have a hard time with change, even changes that are intended to improve safety. Drivers are often confused and irritated by changed lane configurations, turning restrictions, and new crosswalks. New infrastructure design needs to make safe behavior easier, and people need to be better informed and educated about changes.
- **Old infrastructure.** Older neighborhoods and less developed areas tend to have poor lighting and unsafe crossings. This is natural as the region's growth continuously outpaces infrastructure and the existing transportation system. Fully addressing safety and walkability needs can be costly, but smaller safety projects can help fill the gap as cities grow.

- **Conflicting facilities.** When highways serve as main streets or pass next to schools, there are often safety issues because local jurisdictions do not have the ability to set speed limits.
- **Transit feels unsafe.** (See “transit deficiencies” below.)

### Achieving equity

Low income and BIPOC communities face unique transportation challenges. Addressing these issues will require dealing with entrenched decision-making structures, limited resources, and conflicting definitions of what equity means.

- **Equity means things to different people.** Jurisdictions across the region are still understanding what equity means and how to set it as a priority. Some cities have fewer people of color and haven’t felt the urgency to develop the same equity lens as other places, and many people don’t naturally understand the connection between equity and transportation. People in different parts of the region may have similar financial constraints and limited transportation access, but they have different needs depending on whether they live in an urban or rural area.
- **White supremacist status quo.** It takes a lot of work and time to create systemic change across institutions that are rooted in racist structures. Historically, many transportation projects have been unjust and discriminatory. The transportation system is built around projects and policies that have resulted in seized land to build freeways, placed polluting roadways in low-income areas, and allowed racially biased traffic enforcement.

Within this context, there is still inadequate representation from all voices, and it is hard to build trust when most leaders in government are white, privileged people. There won’t be real progress until affected people are part of decision-making and leadership.

- **Lack of resources for service providers.** Demand response and paratransit services are already under-resourced.
- **Competing priorities.** Prioritizing equity for the underserved is not always the same as prioritizing service for the greatest number of people. Cities without diverse populations have concerns about missing out on needed improvements when criteria is based solely on racial equity.
- **Shifting transportation costs.** People who have the ability to work from home tend to have higher income, white-collar jobs, while others have less flexibility and no choice but to drive during regular business hours. Consequently, funding mechanisms like congestion pricing and tolling have the potential to disproportionately impact people with lower paying jobs.
- **Lack of transportation options.** There are fewer transit, car-share, and multi-modal options on the edge of the urban area where people with lower incomes may be forced to live. These communities are often forced to drive, and transportation alternatives are not a typical part of their lived experience.
- **Disproportionate fatalities.** There are huge disparities in bicycle and pedestrian fatalities and injuries for BIPOC groups, particularly those in low-income areas.



## Addressing congestion

Congestion is increasing and the region is quickly approaching 2019 traffic volumes.

- **Congestion is inevitable.** Although growth is good for regional prosperity, it is bad for creating congestion. This can be a particularly hard relationship to accept, but other cities have demonstrated that adding new lanes is not a long-term solution because they will just fill with traffic. Shifting the regional conversation from “eliminating” to “managing” congestion is not always easy.
- **Change is hard.** Cities have been built around car travel, and many areas are difficult to navigate without one. The system has been in place for decades and shifting resources away from projects that are consistent with the established built environment will take time. Most people have a mindset about how they normally get around every day, and to take space away from cars will mean challenging established and powerful voices.
- **Driving is too easy.** It’s challenging to develop alternative solutions that are as convenient as a car when it comes to meeting the needs of working parents. Driving will need to become much less convenient or expensive before people voluntarily change their behavior.
- **Inadvertent outcomes.** The UGB preserves farmland but constrains developable land. There is a perception that this contributes to rising home values and that higher prices are pushing people to the edges of the urban area and forcing them to drive more.  
  
Policies that limit parking may increase reliance on services like Lyft and Uber, increasing travel costs without reducing the number of vehicles on the road.
- **Conflicting regional policies.** Congestion relief policies that might be appropriate for built-out parts of the region may not always make sense in areas that have enough room for higher capacity facilities. When congestion is a problem, restrictions and capacity reduction through road-diets can seem counter-productive. At the same time, it may be entirely appropriate to combat congestion by dedicating less space to single occupancy vehicles, and more space to prioritized modes such as transit and freight.
- **Bottlenecks.** There are many unaddressed pinch points in the region, mostly associated with traffic on and trying to reach I-5 and I-205, and locations like Highway 213 in Oregon City where traffic enters the region from outer Clackamas County. Bottlenecks sometimes lead to traffic diverting into adjacent communities.
- **No understanding of the cost of congestion.** A healthy economy is key to achieving regional priorities and congestion impacts the cost of freight and the cost of doing business in our region. This affects everyone, but people may not have a clear understanding of this relationship.

## Addressing climate

We are not achieving our climate goals; other priorities usually take precedent.

- **Too politicized.** People don’t like to be told what to do. Some controversial climate policies have made some people angry and elected officials are hesitant to engage the subject.
- **Climate urgency.** Climate science is telling us that we need to move quickly to avert climate catastrophe, but there is also a sense that we need to move slowly, inclusively,

and intentionally if we are to build lasting support for changes. It is also difficult to move quickly towards new technologies while addressing problems related to our existing, aging infrastructure.

- **Mitigation vs. adaptation.** Climate solutions often take a back-seat to resolving near-term problems. Adaptation means responding to the immediate needs of people, whereas mitigation means resolving problems with long-term solutions. Communities that must deal with the impacts of climate change, such as heat and wildfire smoke, require immediate, adaptive solutions (masks, air filters). Centering climate justice and frontline communities is not the same as providing long-term solutions (such as electric vehicles) that can help address the root causes of climate change.
- **Electric transition.** There is not enough infrastructure yet to support growth of electric vehicles, and some types of useful technology (small buses) is still not readily available.
- **Limited ability to affect change.** Some cities feel limited in terms of the actions they can take. Their efforts may be limited to electrifying vehicle fleets or building trails and active transportation facilities.

### Transit deficiencies

Transit is seen as an essential service that can help achieve priorities related to climate, equity, and congestion. However, ridership is down due to reduced service and fear for health and personal safety.

- **COVID.** There is a perception that transit is unhealthy because of potential proximity to people who may be infected or unvaccinated. Despite a mask mandate, some people do not wear masks. This makes some people uncomfortable with using transit. People may not know that vehicles are regularly cleaned and sanitized.
- **Security.** People have concerns about personal safety when using transit. Recently, there has been an increase in unsafe situations within the system, and many people do not feel comfortable using transit after dark.

To improve ridership, it will be necessary to help people feel safe and secure. It was suggested that this will require adequate funding for infrastructure and technology, such as accessible, safe and well-lit bus stops, security cameras, call-buttons and behavioral deterrents. It was also suggested that it will be necessary to bring back security personnel while changing the public relationship and perception of security and law enforcement.

- **Infrastructure is lacking.** To feel comfortable using transit, the public needs adequate sidewalks, comfortable bus shelters with seating, lighting, and signage.
- **Service problems.** Some people experience regular problems with crowded busses, poor connections, and inconsistent service. Service has recently been reduced due to a lack of available drivers.
- **Lack of regional transit coordination.** Without a strong regional leader, there has been a fragmented approach to transit outside of the TriMet service area. This has made it difficult for riders who need to make regional connections. Smaller agencies are having to fill the void in rural areas, and some do not feel adequately involved in developing regional transit policy. Existing rules and reliance on TriMet make it hard for cities to develop or improve their own transit solutions.

- **Lack of innovative thinking.** Providers should consider using more bus-on-shoulder solutions to demonstrate how transit can be a better travel option than driving. Micro-transit may also offer a more flexible approach to meeting new transit needs.
- **Lack of ridership.** It will be necessary to attract back “choice” riders who are currently driving. Encouraging these riders can free up roadway capacity for people who have no choice but to drive.
- **Cost.** There is a need for fareless transit. TriMet’s fare program needs to be made more accessible and better known to the community.

## ADVANCING EQUITY

### An Equitable System and Equitable Projects

**Equity has emerged as a challenge and priority for our whole region, but we don't all have a shared vision of what "equity" should look like. What does an equitable transportation system look like? What does advancing equity look like when it comes to selecting projects for the RTP?**

#### Defining equity

Metro is broadly seen as setting a good example for the rest of the region. Metro has developed a thoughtful and focused definition of racial equity and has successfully created inclusive spaces where culturally specific groups can advise and weigh in on decisions.

Without necessarily being aware of Metro's definition, interviewee definitions of equity included:

"An equitable transportation system means that no matter who you are, you can get where you need to go, in a reasonable amount of time, and at a reasonable cost in proportion to what you earn."

"[Equity means] improving the distribution of healthy transportation infrastructure, programs, and leadership opportunities and reducing the concentration of negative impacts for marginalized communities."

"Every person or thing can get exactly where it wants to go, when it wants, exactly how it wants, at a price it can afford. Both People and stuff."

"Equity means that we have a transportation system that serves everyone, regardless of income and geography."

#### Features of an equitable transportation system

While there is not a universal definition of what equity means, most descriptions included common terms such as: affordable, safe, available, accessible, convenient, flexible, and equal opportunity.

Most agreed that an equitable system...

- **Provides connectivity and accessibility for all.** People can get where they need to go regardless of whether they can afford a car. The ability to reach essential destinations and services (jobs, childcare, housing, food, medical care, and education) is critical.
- **Creates jobs and a healthy economy.** The transportation system *creates* jobs and supports upward economic mobility, and enhanced opportunities.

- **Allows involvement in decision-making.** In an equitable system, transportation decisions are the result of a process that allows communities to participate in ongoing decision-making. (See “Equitable Process” below.)
- **Addresses systemic barriers.** An equitable system identifies and addresses systemic barriers to ensure all Oregonians benefit from transportation services and investments. Affordable housing near good jobs can help support the transportation system since many people living with low wages have to drive long distances to work.

At the same time, simply providing access to jobs may not be enough. An equitable system must also recognize that disenfranchised groups, houseless people, and people of color are disproportionately targeted by police. Some people get pulled over simply because they are not white.

### Priority groups

Interviewees described different groups as the most logical beneficiaries of an equitable system. Groups included:

- **People of color.** Providing people of color with access to transportation is a matter of fairness. From freeways dividing neighborhoods to policies that have forced people from their homes, there have been many egregious historical examples of how our transportation system has disproportionately impacted people of color. Historic and ongoing injustice make it a matter of fairness to lead with *racial* equity, not simply *equity*, a racially equitable system needs to include deliberate ways to help people who have been wronged, even if it provides disproportionate benefits. These intentional investments should help address systemic inequity by making transportation more affordable, helping people get where they need to go, and by driving money into places where people of color live.
- **People who are most vulnerable.** Understanding and meeting the needs of the most vulnerable will let us create a system based on equity. This means providing choices and access to services for people who need it most. This includes groups with limited income, children, elders, and people with mental and physical disabilities. Everyone benefits from a system that allows the most vulnerable users to get around. This may mean refocusing transit so that it serves people with lower incomes and people who have no other transportation options.
- **Underserved areas.** Parts of the region are poorly served compared to others. Transit seems to be allocated unequally across the region, with many of the best served areas in predominantly white neighborhoods. A more equitable system should prioritize transit deserts and provide affordable, reliable access so that transit dependent communities can get where they need to go.
- **The whole region.** An equitable system should serve all parts of the geographic region, and not provide disproportionate resources to places where people outside that area will never go.

At the same time, an equitable system should also recognize that needs vary city by city and neighborhood by neighborhood. The tools that serve one place may not serve another. Equity may mean using carpool programs in one area, transit in another, bike lanes in another, and EV charging stations somewhere else.

A geographically equitable system also supports small communities. While larger cities tend to have the resources and staff to plan and compete for funding, smaller cities don't have the same resources. While recognizing the importance of larger projects and the limitations of available funding, it's also important to consider and invest in smaller, less diverse communities that have significant needs.

- **Everyone.** All people should have equal opportunities to use transportation and have a similar travel experience as everyone else. This includes minorities and historically marginalized groups.
- **All ages and abilities.** If the system is designed to work for someone who is 80, then it should work for everyone. Investments in safe, connected sidewalks provide mobility options for all.

### Equity specific projects and investments

Projects that promote equity will generally improve safety and access, though specific needs will vary and should be determined based on consultation with local communities.

“Look at what has happened in the past with the transportation system and look at ways to repair ills through future investments in a more structured way.”

- **Safety projects.** As long as people of color with less income disproportionately suffer from transportation related injuries and fatalities, then projects that improve safety are essential to creating a more equitable system. Projects that improve pedestrian safety and transit access are particularly important. Projects might include ADA compliant sidewalks and ramps, improved lighting, and crosswalks and improved intersections. Areas east of 82nd are in particular need of improvement.
- **Transit service.** Accessible, free, or low-cost transit is an equity investment that will benefit people with lower incomes. Transit priority and enhanced bus service are seen as ways to make transit a more practical and viable transportation solution.
- **People first projects.** It is important to prioritize safe spaces (away from traffic) for people to walk, bike, scoot, and roll. Transportation planning should start with the idea that roads are for people and transportation, not specifically for cars. Sidewalks should be a particularly high priority investment because they help improve access for everyone.
- **Projects with local benefits.** The RTP often contains large, multi-modal, geographically broad projects. It will be necessary to break down these large projects and demonstrate specific benefits to specific communities. For example, instead of just focusing on long trips within a corridor, it is also important to talk about how life will be better for people who simply need to cross the highway. Otherwise, it can be difficult to understand the nuances of large projects.
- **Programs and services.** Many groups see value in prioritizing programs, not projects. Examples could include a universal transit youth pass or targeted service improvements in transit dependent communities.
- **Should be left up to local communities.** Mobility means different things to different people, and “making transit better for low-income people” is an overly simplistic

approach to equity. Each community will have its own priorities and needs. While Metro can help identify potential projects and should offer feedback on strategies, Metro should also be careful about presupposing too much about what specific choices people will make, or imposing project selection criteria that communities do not agree with. Metro needs to work with communities that are most impacted, get input, and truly listen to what people want – even if it means that people want to drive.

## Equitable Process

**How do we prioritize equity in our engagement and decision making so we can create more equitable outcomes? Are there outreach tools that work particularly well for reaching marginalized voices?**

### Let the people lead

A truly equitable process demonstrates trust and delegates power.

- **Shift power.** The people closest to the problem are also closest to the solution. Equitable engagement means creating involvement opportunities at all levels of decision making and putting power into the hands of people who are closest to the problem. An equitable process does not identify solutions *for* people but works *with* people to help them identify their own solutions. These solutions are more likely to endure, as people are often most excited about what they create themselves.

Shifting power does mean that communities may decide to prioritize investments that Metro may not agree with, such as highway improvements that could improve the experience of low-income, long-distance travelers.

- **Trust local communities to lead.** Metro is not as close to the people as local community, city, and county leaders. The closer the connection to the community, the better insights there will be into what equitable outreach should involve and what appropriate outreach tools should look like. Metro can provide data and support but should recognize the experts within local communities and let them lead the planning process to the extent possible.
- **Partner with existing community organizations,** community engagement liaisons, and social service groups to provide information and gather priorities and feedback. As possible, identify and work alongside existing outreach instead of duplicating effort. (*See also "Critical Partnerships."*)
- **Be careful of who speaks for the community.** People will listen to others from their communities, so prioritizing participation from trusted community leaders is important. At the same time, be sensitive to how communities are represented and how spokespeople are appointed. It is not always appropriate to expect individuals to accurately represent the needs of an entire community, and such appointments may feel like tokenism if most of the community is oblivious to what is going on.

*"It comes down to Metro trusting people to lead for themselves."*

It may also be necessary to develop opportunities for multiple voices to share power, so that it is not only the loudest voices being heard. Hearing from individual voices will also be important.



## Equitable process strategies

Equitable engagement is rooted in a variety of public involvement best practices.

“Engaging these groups is hard.”

- **Define terms.** Develop a shared understanding of what “equity” means with all stakeholders.
- **Go beyond passive engagement.** Passive engagement (notices and flyers) won’t work as well as speaking directly to people. In person, consider using simple and tactile ways to communicate ideas (see [placeit.org](http://placeit.org)). Consider engaging people with visible demonstration projects that paint on the sidewalk (for example).
- **Be transparent.** Avoid meetings behind closed doors. Ensure that the community is informed and aware of all factors affecting decisions. If the public trusts the process, people will feel more prepared to participate and to accept outcomes, even if they don’t get everything they want.
- **Use an Equity Advisory Committee.** A special committee can provide valuable insights and guidance to staff about community access and inclusion.
- **Start small.** Get a small group of diverse people involved, keep them engaged and give them a high-quality experience that they will share with their peers. Help them feel welcome and safe and they will be able to share success stories with their community.
- **Include diverse perspectives.** An equitable process means inviting more voices to the table. There should be diverse representation on committees so that there is innovative, out of the box thinking, and so that new voices become a bigger part of our regional identity. (See also “Critical Partnerships”.)
- **Make time.** An equitable process ensures that everyone is heard. Be prepared to accommodate possible delays. Otherwise, missed participation deadlines may lead some groups to feel uninvolved and discourage support for the rest of the process.
- **Set clear expectations and provide support.** Make it clear what level of effort will be required for any engagement activity, particularly service on committees. Provide committee members with the information they need to participate effectively. (The DLCDC rulemaking committee assigns staff to support committee members with briefings and answers to questions.)
- **Listen and be open to different ideas.** Storytelling and lived experience can provide important qualitative data and insights into the perspectives of disenfranchised community members. Listen to what people want and what they have to say, even if it goes against what might normally be considered “reasonable”. If issues cannot be addressed now, record them for later. If people want to focus on programs instead of projects, then that should be ok. If people are car dependent because of life circumstances, they should not feel alienated or looked down on because they cannot use alternatives. Do not enter the conversation with a made-up mind and preconceived notions.
- **Learn.** Recognize that we all have a lot to learn from each other. Hear what people have to say and take all input into consideration. Go into the process with the goal of understanding needs, not forcing a predetermined agenda that is not what people want.

- **Recognize limits.** People may not have the stamina to be engaged abstract, long-range projects with little immediate impact. Making the RTP tangible will be a big challenge.
- **Report back.** Show people that they have been heard and explain what will happen with feedback. Demonstrate active listening by using the unaltered words of the community.
- **Produce solutions.** There must be conversations around solutions, not just problems. Ultimately, the process must yield realistic, long-term solutions that will work into the future.

## Remove barriers

Explore ways to make it easier for communities to be involved in solutions. Participants should feel comfortable and safe when sharing their ideas.

- **Go where people are.** Bring the message to the people and gather feedback from core consumers, not just the usual suspects. Many planning efforts tend to hear from the same people and groups and some do not reflect the values of all their members. It is important to allow quiet voices to be heard.

Related outreach strategies may include:

- **Schools and churches.** Schools can provide a connection to under-engaged communities. Asking for participation from churches and mosques can be a good way to reach some African American and Islamic communities.
- **Go beyond borders.** Cultures do not observe city boundaries. People work, worship and shop in different places. Consider how people move across boundaries to meet their needs and go where they go to do what they need to do over the course of their day. It's critical to conduct outreach in a variety of locations to ensure representative coverage and discussion of locally relevant topics.
- **Ask to be invited.** Inquire about existing events – or just monitor civic events on social media and show up anyway.

Related outreach tools may include:

- **Canvassing.** Aggressive, direct, grassroots, boots-on-the-ground door-knocking is effective and people will remember visits. Commit staff to visiting communities that have been left behind. Visit, explain the purpose of the work, provide incentives, and offer direct invitations to participate further.
- **Tables and booths** at markets and street-fairs. Follow diverse groups on social media and identify possible events. Don't be afraid to show up and table to provide information. Make the most of outreach opportunities during the summer months.

“The engagement tools that Metro uses now are pretty impressive. Good work deserves credit. I see Metro trying to prioritize diverse voices, using a multilingual approach, all the right steps that government should take to be in alignment with racial equity and connecting with advocacy organizations.”

- **Onsite surveys** using comment forms or iPads. Consider mechanisms for allowing asynchronous participation from specific user groups, such as transit rider surveys.
- **Provide education.** An equitable process should ground all participants in a shared understanding of impacts and consequences, building capacity so that participants can engage more effectively in the future. As it is, most people don't know what Metro does or what an RTP is. Stakeholders will need education to understand the process, where decision points are, how they can weigh in, and how to make their voices heard.

Related outreach strategies might include:

- **Online Orientations.** There is a desire for better understanding of issues related to transportation. Possible webinar topics could include an introduction to the RTP, transportation funding, and the role of MPOs.
- **Online Civics Academy** (Wilsonville). Allows participants to learn about city departments, finance, planning, who to call, how to go on tours, water treatment, sewage. Once trained, civics "ambassadors" then reach out to others and monitor social media.
- **Shared storytelling** can be a beneficial way for Metro to convey information and receive useful feedback. Sharing information as stories may be more accessible to groups with limited background on transportation issues.
- **Ongoing opportunities.** Educational opportunities should not be limited to ballot-related outreach. Metro should stay involved on an ongoing basis to increase public awareness.
- **Use many outreach channels.** Do not rely too much on technology for engagement. Some areas do not have internet access and some people cannot afford devices that allow them to participate online. Some tools, like phone surveys may be appropriate for questions related to regional policy, but local events should be used for specific projects. Offer email surveys, townhalls, and other tools to that allow individuals to represent their own voices.
- **Accessible meetings.** Hold open houses and committee meetings in convenient locations and at times when working people can attend.
- **Provide compensation.** Do not expect local experts to give input free of charge. As a matter of fairness, individuals and organizations should be compensated for their "talent, time, and trauma." Compensation also helps build trust by demonstrating respect for time and appreciation of contributions. (Compensation can involve money or online credits and gift cards.)
- **Provide incentives and support.** Incentives make a difference in encouraging diverse participation, otherwise only people with privilege will show up. Incentives might include food, childcare, or transportation (bus passes). Incentives can allow participants to focus on the questions at hand without worrying about basic human needs.
- **Offer multi-lingual materials and events.** Bring in bilingual staff who can speak with community groups. Provide ASL interpretation. (Metro already does this well.)

- **Keep messages simple.** Avoid long, verbose documents and do not overwhelm people with data and acronyms. Instead, provide visual materials, high-level summaries, and use storytelling to talk about issues and gaps in the system. The “story” of the RTP needs to be told in about 30 seconds and so a 16-year-old should be able to understand it. If content is too complex to understand, Metro will only hear from niche participants (the usual suspects) who are already engaged.
  - **Keep feedback requests simple.** Collect qualitative stories as well as quantitative data. Let people know that they don’t have to provide solutions or be experts to participate. They only need to say what is important to them and how it affects their lives on a day-to-day basis.
  - **Hire locally and build capacity.** Create paid positions and train volunteers to support the outreach process within communities. This builds future outreach capacity while infusing money into the community. People are also more likely to trust the outreach process if the people working in the community look like the people they are serving.
- When it comes time to build and implement projects, consider how contracting opportunities can be made available to the local community. Use local labor where possible and help CBOs and local companies to become more competitive for available work. Consider Community Benefits Agreements that ensure high labor standards and create long-term job opportunities.

“People feel alienated from these big processes. There’s no way to sugar coat the pedantic, technical work.”

## Use data

Develop data-based metrics for evaluating need and measuring the impact of solutions.

- **Focus on outcomes.** Instead of measuring equity in terms of resource distribution, consider how spending creates different outcomes, such as access to jobs, improved health, wealth, or improved access to essential destinations.
- **Create an equity map.** A data lens based on the U.S. Census can be used to identify the locations of diverse communities, unsafe roads and intersections, gaps in services (transit, jobs), and missing infrastructure (unpaved streets and missing sidewalks). This map will establish a baseline that demonstrates a unique geography showing the location of racial groups and underserved communities. Data overlays, such as Safe Routes to School (SRTS) can then be used to help establish priority improvement areas.
- **Develop equity metrics.** Consider developing an equity score for evaluating projects. Measurable factors related to equity might include:
  - **Cost.** The price of long-distance travel, congestion pricing and tolling are further impediments to folks who need to get to work or educational opportunities.
  - **Travel time.** The amount of time that people dedicate to transportation may paint a clearer picture of need instead of income or race. Successful projects would increase the number of jobs and essential services that are reachable within a certain amount of time.
  - **Health.** Asthma rates near freeways can be a way to quantify negative health impacts.

## Other tools and technology for public engagement

At the outset, ask which tools make sense for each community. Some tools are more appropriate than others.

- **Storytelling.** Storytelling is a great way to capture experiences, understand what people care about, and what is challenging. Collecting stories and testimonials (written or video) is an opportunity to capture data that already exists in the community and can add value to the process by identifying issues, and local experts.
- **Videoconferencing** has opened participation to new groups and is a stable access point for the public in uncertain times. Video streaming can make participation easier for older people and others who have difficulty traveling. Viewership of City Council meetings has increased in recent years.
- **Signs in public places**
- **Onscreen advertising** in movie theaters
- **Spanish radio**
- **Committees, focus groups, user clubs.** (For example, the TriMet riders club.)
- **Social media**
- **NextDoor**
- **Postcards and mailers**
- **Listening sessions**
- **Email**
- **Policy tours and mobile workshops.** Applied learning can help people understand the system. Many people have never ridden a seamless transportation trip.
- **Surveys.** Ensure that polls and surveys are not leading, and participants have enough understanding to make informed recommendations. Allow open-ended responses. Focus on values and priorities.
- **Video.** Show diverse people talking about what projects mean to them.
- **People like swag**

## Critical Partnerships

**Partnerships with local, regional, state and community partners will be critical advancing equity and the success of this RTP update. Who do you think should be involved that hasn't traditionally been involved? Are there other groups you want to make sure we include?**

### Key demographic groups

It is important to recognize that there are many subgroups to each of these categories who can offer unique and valuable perspectives. It is not appropriate to assume that all “people of color” or all people from a specific geography share the same experiences.

Critical partnerships should include...

- **The most vulnerable people with the most need**
- **Different ages and abilities.** Notably youth, seniors, and people with mobility challenges. Older people of color can offer a multi-generational perspective on systems of oppression.
- **People of color.** These communities are disproportionately affected by a lack of transportation options.
- **Ethnicities.** The term “communities of color” may not resonate with the Slavic and Russian population.
- **Geography.** Recognize the shared labor shed. Ensure coordination with SW Washington. RTC and Metro, TriMet and C-Tran. Do not be hampered by jurisdictional boundaries.
- **Economic groups.** Notably, people with lower incomes and people with the fewest choices.
- **People who are most impacted**
- **Historically underrepresented and marginalized communities**
- **Non-English speakers**
- **People with lived experience**
- **Non-resident system users**
- **Users of different transportation modes**
- **New voices.** Many of the same people get tapped again and again. Identify who is missing and develop strategies to reach those groups, even if it is difficult.
- **The usual suspects.** People who have time and passion about advocating for their needs still need to be included, but no more than other groups.

## Organization types

- Agency partners
- Municipalities
- Neighborhoods
- Groups centering communities of color
- Immigrant and Refugee Services
- Community organizations
- Housing Advocates
- Senior services
- Social advocacy organizations
- Transportation groups and multi-modal advocates
- Environmental and tech organizations
- Social Services and Healthcare
- Community Centers /Religious Groups
- Schools and young people
- Transportation providers
- Business and Labor

*(For a full list of recommended organizations, see “Appendix C: Critical Partnerships.”)*

## Partnership strategies

Maintain the good relationships that were established in the run up to T2020. Those community partnerships will be necessary for the RTP and for maintaining a shared vision of how we should grow as a region.

- **Extend direct invitations.** Have electeds or important figures extend invitations to show that involvement is important. Ensure that participants feel welcome, engaged, and encouraged to participate.
- **Ask for commitments.** Ask individuals to help take responsibility for supporting and promoting the outreach process. Ask cities to help take responsibility for the PI process. They know their residents better than Metro does. Metro can send reminders and hold people to their commitments.
- **Include trusted liaisons in events and outreach.** People feel most comfortable and safe talking to people who look like them and speak their language. The public is more likely to engage with committees if they recognize members from their own community, and including trusted, local leaders at events can increase participation.
- **Foster legitimate participation.** People don’t want to participate if they are just lending legitimacy to a process. They want to feel respected for making contributions. It’s important to circle back and let people know that they were heard, even if they didn’t get their way.
- **Learn from T2020.** Recognize the time and contributions from the community during the T2020 process and begin with the priorities that have already been shared. Don’t ask people the same questions again.
- **Build capacity** in communities and in partner organizations. Shift power so that Metro is working in equal partnership. Teach participants to advocate for their own needs and to champion their own transportation future. Help communities understand that Metro can be an ally for providing useful data. In turn, these communities can become allies when Metro needs support.

- **Leave investment** in the local communities through contracts, stipends, and compensation for participation.
- **Community Benefits Agreements** can shift power to communities, address how projects are going to happen and how communities want to receive benefits. CBAs can create enforceable accountability mechanisms, opportunities for long-term capacity building through workforce education, greater contractor diversity, and can infuse money to support community growth and future capacity.
- **Prioritize groups advocating for smart choices.** Investments should prioritize desirable choices, not unsustainable, climate unfriendly projects. Metro should prioritize and amplify the voices of communities that are already thinking about being part of the solution.

*(See also “Equitable Process” for additional strategies related to public engagement.)*



## PUBLIC ENGAGEMENT

### Partner Involvement

#### How do you, your colleagues and your organization want to be engaged as the process moves forward? How would you like to be kept informed?

Cities and organizations were broadly in favor of receiving more regular updates from Metro. These could take the form of formal briefings or less formal ongoing conversations. Local jurisdictions were interested in updates related to regional efforts, as well as projects of local significance.

#### Recommendations for being a good partner

Metro has established that it can be a good partner under the right circumstances, but there is interest in further developing deeper relationships with more agency partners.

- **When Metro is engaged, it is good at sharing information.** There is a sense that Metro has generally done a good job of engaging with BIPOC communities and communicating with advocacy groups throughout the region. Several interview participants described having good relationships with Metro and with Metro Councilors. These relationships are valuable and desirable.
- **Partnerships are two-way arrangements.** Partnerships mean working together and should not only be invoked when Metro needs something. A commitment to partnership means ongoing engagement and being clear about roles and the decision-making power of participants.
- **The more touchpoints, the better participation.** This may involve providing quarterly or bi-annual updates to councils and commissions. These are good opportunities to engage with Metro, deepen relationships, and allow the region to develop a unified voice.

There may be value in having Metro job-shadow key staff at other agencies to better understand different approaches to their work.

Avoid engagement fatigue. There is a sense that the “same 20 advocacy groups” are being used repeatedly. Respecting partners means honoring existing feedback and not asking for time when it will not make a difference to outcomes. Some partners have already provided recent feedback as part of the T2020 outreach process, and they do not want to repeat themselves.

- **Traditional partners are still important.** While it is appropriate to broaden outreach to include new audiences, some city leaders are feeling uninvolved and angry when they are not informed and consulted.

“The more coordination with cities, counties, schools, service districts, the better. Everyone has a vested interest in making it work. Metro can’t do that in a silo. The more they can bring mayors together, commissioners together, to make it not just a ‘Metro’ plan, the better. Get them in the same room, recognize needs, and build a plan from that.”

- **Balance participation.** Ensure that multiple sectors are participating equally and having their voices heard. Sometimes it is easy for powerful, well-organized groups to promote petitions and promote one side of a story. Cities on the edge of the Metro area generally feel less engaged with Metro. Good partnerships can help provide a voice for organizations and municipalities with fewer resources.
- **Meaningful access to the process.** Metro should only seek input when it is needed, when it will be appreciated, and when it has the potential to actually shape outcomes. To that end, participants need to have a clear understanding of when decisions are being made and how they can participate. The ability to provide meaningful input is more important than frequency of input.
- **Time is precious.** Agencies and especially CBOs have limited time and staff. Participants may need additional time and/or adequate summaries of information to feel like they can contribute. It may not be reasonable to expect participants to read long documents with only a few days' notice. Providing non-finalized materials in advance is sometimes preferable to large documents at the last minute. To make the best use of participant time, Metro should be clear about expectations, roles and responsibilities, commitment required, including number of meetings, length of each, and amount of preparation required.
- **Avoid rushing the process.** The current timeline for completing the RTP feels tight, especially if Metro wants to take a more inclusive approach to public involvement. To do things differently may require building in more time for discussion. Providing more advance notice will lead to better participation.
- **Extend invitations.** Direct, personal invitations to participate can help individuals and organizations feel more appreciated and wanted.

## Coordination with other projects

**We want to avoid asking the same questions that you may have recently asked people in your community. We would also like to know about current projects that you may have in place and identify possible opportunities to work alongside you as we gather and share information. Are there related, active projects we should know about? How should the RTP process be coordinated with these projects?**

Efficient interagency collaboration is an ongoing challenge and several stakeholders suggested that the RTP process might be able to create new structures and relationships to increase efficient coordination between related projects. Interviewees suggested a range of projects, committees, and community activities that could benefit from coordination with RTP staff.

*(For a list of recommended projects, see “Appendix E: Project Coordination.”)*

## Key Messages

**The RTP eventually impacts everyone who lives and works in our region, yet it can be hard to keep people engaged when we talk about Visions and long-term goals. Knowing what you know about the importance of the RTP, what do you think are some key messages that will encourage people to care about and engage with the RTP development process?**

### Explain what Metro is

People don't understand what Metro does. What they think they know, they don't always like.

*"It's a hard job to be the voice of a region that is so diverse. With diverse needs."*

- **People don't understand Metro.** People may understand the role of city government, but many don't have a comparable understanding of what Metro does. Who are the Metro electeds and what do they do? What does the term "Metro" refer to? Metro area? How is it related to each city? County? Local agencies? What is Metro's role with regard to ODOT and state transportation funding? Why is Metro necessary?

In the wake of the T2020 Bond measure, Metro may not have the best reputation right now. Metro is an easy entity to disparage, but also has the potential to be a force that helps jurisdictions collaborate with each other and the state when they might not otherwise do so. Because of their regional responsibilities, Metro has the potential to serve as a "convener of big picture thinkers" for how we build the system and more needs to be done to describe why Metro exists.

### Impressions of Metro...

- **A bureaucracy.** There are lots of plans in the region, lots of studies and reports from Metro. There is the perception that Metro is an imposed group that comes up with things on its own and imposes rules on everyone else. The 2020 bond was perceived as pushed through too quickly. The Metro Council is perceived as very formal and difficult work with. Some parts of the region (smaller cities and those on the edge of the urban area) do not feel like Metro helps them be part of the process as much as other MPOs.
- Metro must also content with the general impression that government asks for lots of opinions but never follows through. There is a sense that agencies go to the same groups for feedback over and over and don't coordinate with each other. This creates fatigue and a sense that the feedback is not being heard. People need to understand that their feedback matters and improved follow-through is key for proving this. (Staff turnover may be partially to blame for some projects losing momentum.)
- **Anti-car.** Although decreasing dependency on cars is a common goal, not everyone agrees with what they see as Metro's strategy of forcing change by making it more expensive to drive. Those interviewees tended to prefer strategies that focus on supporting attractive alternatives to driving.
- **Anti-business.** Transportation may be one of the most divisive issues between Metro and business community. The lack of support from the business community (due to the

impact of payroll tax increases) is seen as a key factor in the defeat of the T2020 bond measure. As an aspirational plan, the RTP has the potential for healthier engagement with the business community, but Metro needs to be prepared for some difficult initial conversations.

- **Anti-growth.** There has been criticism of Metro policies related to only allow growing “up” and not out. This has been frustrating in rural and suburban areas where these policies don’t seem to make sense. There is a sense that policies designed for downtown Portland are being foisted on the rest of the region.
- **A good partner doing valuable work.** Partners on projects in Tigard and related to the SW Corridor have strong connections and working relationships with Metro. The work that Metro does to preserve parks and open space is largely viewed positively.

### **Acknowledge lessons learned**

It’s not just about providing education and helping people understand the issues. It’s also about believing the messenger. Metro has an image problem and public communications need to remember that.

- **Acknowledge shortcomings** related to the previous RTP and what didn’t work on the T2020 Bond. Consider which messages did resonate with voters. That measure may not have focused enough on addressing congestion, removing bottlenecks and roadway improvements. Polls related to the T2020 Bond showed support for vehicle related improvements, but only 3% of the package was for driving related improvements.
- **Avoid mode-related dogma and grouping people by mode.** People are all street users that use a variety of modes to travel. It is important to see system users as whole people who are using the system that is available to them. To change the behavior of “car users” will require a cultural change and a new way of thinking about our shared transportation experience. Treating all car users like they are a problem will only put people on the defensive.

### **Educate people**

Help people understand what Metro does, why the RTP is important, and how transportation funding works.

- **Engaging people on complex issues is challenging.** Many people don’t know what the RTP is or what it does. People need to have a better understanding of what the RTP is about we’re offering so they can provide meaningful input. People will want to know how transportation decisions are made and how funding happens.
- **Decision makers are also unclear.** New legislators will need a transportation funding 101 course. They need to know about the highway trust fund, constitutional limits, and how funding mechanisms vary for different modes. The limits of federal funding and an understanding of financial constraints needs to be made clear. A flow chart that explains transportation decisions would be valuable.

## Address controversial topics

Controversial topics are important to address, and people are more likely to engage when controversial topics are on the table.

- **Tolling and congestion pricing** may be unpopular but are likely to figure prominently in future transportation planning. If these and other controversial topics are not approached in a sensitive and inclusive way, the public may respond with a ballot initiative that prevents or severely restricts the use of these tools in the future. Short-term compromises may be preferable.
- **All concerns are legitimate.** Tolling and congestion pricing will be important conversations with potential equity ramifications. People need to understand the impact on travel demand. Concerns about people avoiding tolls by going on local streets is a legitimate concern. No one will care if the legislature “told you to do it”. That will not be an acceptable justification for explaining unpopular policy decisions.
- **Talk about the limitations of transportation funding sources.** Gas-tax and parking revenues are not long-term solutions if Metro wants to reduce dependence on cars. Additional revenue streams may be needed even with incoming federal funding.
- **Share controversial data.** Metro sometimes tries to shy away from conversations that could be construed as too politicized, but they need to take a more practical approach to system transformation. If there is data that shows that widening freeways won't fix congestion, it needs to be shared. There is objective science that can be used to talk about transportation.

## Messaging strategies

It's hard for non-planners to think long term. The public needs to understand how projects and problems impact daily life. Are you going to relieve congestion? Build bike lanes? Create pedestrian improvements? If you can't answer those questions, they won't know why they should care.

- **Relate to personal experiences and daily activities.** System users may not immediately understand the importance of transportation in their lives. They may need help connecting transportation with problems such as high gas prices, delivery prices and the wider impacts of congestion on travel predictability and reliability, street maintenance (potholes), inability to walk or bike, or addressing needs like getting to the doctor.
- **Connect with values.** Conversations about vision and high-level goals and values can keep people focused on common priorities instead of entrenched positions or individual projects and localized problems.
- **Explore common humanity.** Ground it in the humanity of transportation – make it human centered to help people connect more with the issue. Transportation is fundamentally about the ability to connect people with each other.
- **Acknowledge concerns.** When developing messaging, recognize that the public is nervous and scared. People don't know what the future holds, and they will look for help surviving stressful moments. Flexibility and the need for “comfort” line-items may need to be accounted for and built into engagement budgets. Things that are on peoples' minds:

- **COVID** fatigue is real.
- **Climate change.** People here may care more than in other places. There needs to be empathy for the fact that people don't have the options they need to live a low carbon life. By not making faster progress, people are forced to live in a world that is contradictory to what they want because they don't have other options.
- **Racial justice and social upheaval.** People care but are wary "equity-washing." They are tired of feeling like nothing ever changes.
- **Housing shortages**
- **Congestion**
- **Future funding uncertainties.** What is the next regional ballot measure going to include? What are the implications of the federal infrastructure bill?

### Possible message themes

The benefits of the RTP can be framed using a variety of themes and key messages that specifically resonate with different communities.

Potential themes include...

- **Shaping the future.** People are looking for a reason to get excited about Portland again. Paint a picture that people can get excited about.

"When people make a life shift, that is the best time to talk to them about their commute and making changes. They are most open to making changes at that time."

"This plan shapes the future. It impacts the transportation system and drives decisions for the next 20-25 years. If you want to be part of the next series of successes, it starts today."

"The world is changing. What are your biggest transportation priorities in a post-Covid world?"

"Design the future ... How will your neighborhood look?"

- **Livability and quality of life.** These terms that resonate with almost everyone and may offer a less polarized approach to talking about congestion and climate change.

"This is an investment in our future, for our children and future generations. What we invest now will compound over time ... for good or ill. Do you want to have a say in how this money is spent?"

"Tried biking on 82nd lately?"

- **It's in your interest.** People living in “purple” parts of the region don't like taxes and they want to get their money's worth. Appeal to self-interest by sharing how project spending translates into benefits for specific user experiences.

“Without planning and coordination, we can't compete for funding. This is how we get federal money into our region.”

“This can mean lower local taxes for you.”

- **Communicate equity.** Talk about fairness, and how many people still do not have safe, flexible, reliable access to transportation.

“This is for everybody, not just a select few.”

“Transportation is important for everyone to be able to live their best lives.”

“We are all in this together.”

“Transportation is a right, not a privilege.”

“People of color are disproportionately injured and killed by our transportation system.”

- **Taking personal responsibility.** Identify concrete ways that people can take action now on the issues that are important to them (such as climate change). Provide resources to support those efforts and challenge people to get involved.

“What steps can you do as a resident (or municipality) to reduce congestion and improve your transportation experience?”

- **Metro is listening.** Address the perception that “Metro knows your needs better than you do”. Ask meaningful questions and hear the answers. Developing a true understanding of how people use the system, what works, and what doesn't work, will make it obvious what is important to address.

“We want to know how transportation affects your life.”

- **Articulate costs and benefits.** Without putting people to sleep, try to describe the economic benefits of new investments and system transformation. Show the hidden costs of our current system as it impacts safety, the environment, and equity, then demonstrate the economic benefits of alternatives and the transformation of the system. For example, explain the low cost of bikes, benefits to safety and health, and economic impacts and job creation per bike lane mile.
- **Federal funding isn't enough.** People may think that the federal transportation bill will meet our transportation needs, but there's only \$1B coming to Oregon. That's not that much. We need to educate the public about funding needs and available resources.



- **We need your help to build a safer system.** Appeal to emotion in order to identify solutions to the significant safety problems for people who walk, bike and use transit. Note the impact for people who have disabilities or no other transportation options.

“We need help finding solutions.”

- **You belong to Metro, and Metro belongs to you.** We need to think holistically about a vision for the whole region.
- **Look what we’ve already accomplished.** There are perceptions that things haven’t changed, and that government is not capable of delivering on its promises. Some people will only engage when they see proof, so demonstrate that good investments have been made in the past. Explain how specific projects are helping us make progress towards our priorities. Focus on visible, tangible, “marquee” projects with a clear need, such as the Interstate Bridge Replacement, or other failing infrastructure.
- **We’re all in this together.** People may not understand how projects in another part of the region affect them. Tell the story of how seemingly disconnected issues and projects affect everyone in the region. Demonstrate that there is a cohesive relationship between the transportation system and equity and climate goals.

### Projects of interest

Interviewees expressed support for the following projects and project types. These may also be projects of particular interest to the public, and project messaging should address how they do or do not fit into the RTP:

- **82nd Avenue** (jurisdictional transfer and related improvements)
- **Accessibility** (generally)
- **Auxiliary lanes**
- **Bus on shoulder**
- **Clackamas County east-west transportation options**
- **Multi-modal safety**
- **Seismic resilience**
- **Transit service** (additional service, particularly for Clackamas County, east Multnomah County, and Washington County)

## HOPES FOR THE PROCESS

What do you hope will be different in two years because of this process – either in terms of new partnerships, changes to how decisions are made, or the RTP update itself? Do you have ideas for how we can make sure that happens?

### Progress and renewed optimism

There will be more faith in Metro, public process, and prospects for the future as a result of demonstrated progress towards our regional priorities.

“I hope that people feel a sense of optimism and that they feel heard. They see projects coming that will make community safer and give them more options for how they get around.”

- **Improved public reputation for Metro.** This process is an opportunity to improve Metro’s reputation by implementing a thoughtful, intentional process. Metro should be transparent, acknowledge prior missteps, and use the T2020 transportation bond as an opportunity to talk about lessons learned. This process should demonstrate that Metro hears every voice, regardless of background and respects the values of all participants.
- **Progress.** We will demonstrate accomplishments and a track record of progress towards desired outcomes and achieving priorities. We will show how public input contributed to outcomes and how the plan is being used.
- **Easy projects.** Where possible, we will implement incremental, visible projects such as bike lanes and bus-on-shoulder. These improvements shouldn’t need to take years to build and have the potential for making people excited about possibilities. This excitement will lead to increased support for future improvements.
- **Leadership in transportation and climate innovation.** The whole world looks to this region to lead on transportation, and Metro may be the best hope we have for leading the region into a positive future. It will take courage, but if we don’t do the best, we let people down all around the world.

### Better partnerships and regional coordination

Metro should establish ongoing relationships and engagement that extends beyond the RTP.

- **Improved intergovernmental coordination.** The RTP could be used as a tool to untangle regional bureaucracy and develop a coordinated understanding of common challenges. This means continued and improved coordination among jurisdictions and new inter-agency and community liaisons. Metro should identify new ways to listen to regional concerns and develop systems of more effective and efficient planning.
- **Better community relationships.** Address historic mistrust of government by improving relationships with CBOs, communities of color, and business groups. Improving trust and building community capacity can generate a network of organizations who can come together to support future projects.

## A better RTP

The RTP needs to be an action plan, not a dream. It needs to articulate where we've been and what we need to do next.

- **Public awareness.** In two years, hopefully more people will have an understanding of what the RTP is and how it drives transportation investments. It will be an accessible, transparent, and less abstract document that the general public can understand.
- **A clear path forward.** The next RTP should be an exciting, visionary document that sets a clear path forward, lists investments with clear community support, and makes it clear how these investments will make a difference in achieving our regional priorities.
- **A useful tool.** The RTP should feel like a useful tool that Cities will use to add value to their own planning efforts. It shouldn't be in opposition to what the city is trying to do. It should serve as a true regional plan that doesn't overcorrect for the needs of other communities. To treat all communities the same is unfair. Fixes and needs are unique for each jurisdiction, and for the RTP no not speak to unique needs can create an unbalanced, unfair and inequitable transportation.
- **Honors diverse voices and experiences.** The RTP should include new, diverse voices, and specifically marginalized communities. There is tremendous benefit to including diverse expertise and an understanding of lived experience. This will help equity be a part of the whole discussion and not just something that is added in.
- **A clear plan with timelines and metrics for success.** Make sure the system we create it is based on our core priorities and establish mechanisms to evaluate whether we've succeeded by the next update. Right now, there isn't a good system for creating a shared vision of where the region will be in 2050, and the fear is that we will revert to the status quo.

RTP components and priorities could include:

- **Describing the new normal.** Everyone knows that commuting patterns are changing, and there must be a better understanding of how people will use our transportation system in the future. We need to understand whether the current hub and spoke model of the region will continue to make sense, or if new travel patterns will emerge as businesses leave downtown. We need to think strategically about the future and we must invest in data gathering to be better informed about future trends and needs.
- **Safety.** A focus on public safety (including focus on Covid and security) as well as an approach to Vision Zero that addresses speed, transpiration safety options, and roadway design.

*“One mayor said of T2020: ‘It was expensive ... and we don't know what the future holds.’”*

*“My hope is that we will be intentional about making sure we're not focusing on moving *automobiles*, but on moving *people and goods* in a way that is climate friendly and doesn't exacerbate issues in poor communities.”*

- **Climate.** Recognition that it is urgent to address our changing climate. Climate is not going to wait for any of us. We set goals that we've been bumping out. There is too much red tape.
- **Congestion.** Honor existing commitments that have already been made. HB2017 commitments included major projects like Highway 217, I-205, and the Rose Quarter. Drivers are already paying gas taxes to pay for those projects. It is also important to have a long-term vision for the freeway system. Demand management is not the same as planning for future capacity. Consider needs when all cars are electric.
- **Transit.** More push to ride transit, more ridership post-Covid. More consistency and reliability. Identify specific routes for improvements and ways to make our light rail system faster. (A 20-minute trip from Lloyd Center to Providence Park.)
- **Equity.** Center BIPOC communities in our conversations. We need an updated transportation system that works for our most vulnerable and marginalized users because it doesn't work right now.
- **Funding.** Identify new funding sources, cost savings, system efficiencies, potentially unnecessary projects, and opportunities to save money through regional collaboration.
- **Data.** Show new transportation patterns. Use climate and transportation science to demonstrates needs related to climate justice, racial equity, safety, and systemic barriers that prevent desirable travel behaviors.
- **System awareness.** Consider the interplay of housing, economic development, and business growth, and recognize that transportation tends to lag the others. It may be useful to think about the transportation system as a more comprehensive "ecosystem" that includes a wide range of land use, and not just a series of discrete projects that serve people who travel on defined routes. Strategic thinking will consider the full impacts of land use and developments decisions and how investments in one area will affect another.

"I would love to see a campaign for getting people on transit. [That says] transit is viable for everyday trips."

"We need a system that is safe and equitable. I hope the trend towards social justice stays with us."

Metro should use the RTP to describe out of the box thinking that crosses agency silos to generate innovative solutions in the context of this complex system.

- **Economy.** Focus on the RTP role in opening up the post-COVID economy.
- **Travel demand management.** As the state considers commuter trip reduction programs, participation from large employers will be relevant. The RTP could help expose travel costs and structure incentives for employers to help employees to make better transportation choices. This would shift some of the RTP focus to programs that change behavior.



## **APPENDICES**

- A. Interviewees
- B. Interview Instrument
- C. Critical Partnerships
- D. Project Coordination

## **A: Interviewees**

The following interviewees were selected by Metro and reviewed by JLA.

### **JPACT Chair and Metro Council President**

1. Lynn Peterson – President/Councilor, Metro
2. Shirley Craddick – Councilor, Metro

### **JPACT and MPAC Elected Officials (New and existing Members)**

3. Lacey Beaty – Mayor, City of Beaverton
4. Travis Stovall – Mayor, City of Gresham
5. Steve Callaway – Mayor, City of Hillsboro
6. Kathy Hyzy – Councilor, City of Milwaukie
7. Rachel Lyles Smith – Mayor, City of Oregon City
8. Jo Ann Hardesty – Commissioner, City of Portland
9. Randy Lauer – Mayor, City of Troutdale
10. Paul Savas – Commissioner, Clackamas County
11. Jessica Vega Pederson – Commissioner, Multnomah County
12. Nafisa Fai – Commissioner, Washington County

### **Elected Officials (Not JPACT or MPAC)**

13. Jules Walters – Mayor, City of West Linn
14. Timothy Rippe – Councilor, City of Forest Grove
15. Jason Snider – Mayor, City of Tigard
16. Julie Fitzgerald – Mayor, City of Wilsonville

### **TPAC Community Representatives**

17. Idris Ibrahim
18. Jessica Stetson

### **Partner Agencies**

19. Amanda Pietz – Policy, Data and Analysis Division Administrator, ODOT
20. Rian Windsheimer – Area Manager, ODOT Region 1
21. Dwight Brashear – Transit Director, SMART
22. Matt Ransom – SW Washington RTC
23. Sam Desue, Jr. – General Manager, TriMet

### **Community Leaders**

24. Elaine Friesen-Strang – State President, AARP Oregon
25. Jenny Lee – Deputy Director and Anissa Pemberton – Environmental Partnership Manager, Coalition of Communities of Color
26. Ariadna Falcon Gonzalez – Coalition Manager, Getting There Together Coalition
27. Ted Labbe – Executive Director, Urban Greenspaces Institute
28. William Miller – Government Affairs Manager, NAYA
29. Lee Helfend – Organizing Director and Aaron Golub – Board Treasurer , OPAL
30. Ashton Simpson – Executive Director, Oregon Walks
31. Julie Wilcke – Executive Director, Ride Connection
32. Sarah Iannarone – Executive Director, Street Trust
33. Jairaj Singh – Director, Unite Oregon Clackamas County Chapter
34. Vivian Satterfield – Director of Strategic Partnerships, Verde

### **Business and Economic Development Leaders**

35. Marie Dodds – Director of Government and Public Affairs, AAA Oregon
36. Nellie deVries – Executive Director, Clackamas County Business Alliance
37. Brittany Bagent – Greater Portland Inc.
38. Kelley Haines – Metropolitan Alliance for Workforce Equity
39. Andrew Hoan – President and CEO, Jon Isaacs – Vice President, Portland Business Alliance
40. Gail Greenman – Executive Director, Westside Economic Alliance

### **Planning Practitioners**

41. Katie Mangle – Principal, Alta Planning



## B: Interview Instrument

### Metro 2023 RTP Work-plan and Public Engagement Interviews

**Name:**

**Date:**

**Interviewer:**

(Only numbered questions were included in the final comment summary.)

#### RTP Familiarity and Background

Thank you for speaking with me. My name is [name]. I work for JLA Public Involvement, a public engagement consulting firm. We have contracted with Metro to conduct these interviews and create a report that will be used to help Metro staff develop a work plan and public engagement strategy for the Regional Transportation Plan process.

This is also an opportunity for you to tell us how you specifically would like to be involved and engaged in this process.

I have about 20 questions and the interview should last 30 minutes to one hour.

Your input will be compiled into a report with other interviewee responses. We will include your name, but we will not associate you with specific responses.

#### Were you able to review the materials that we provided by email?

*If “no”* – That’s ok. The materials provide some background on the RTP but they aren’t required for the interview.

#### How familiar are you with the purpose of the Regional Transportation Plan or the RTP process?

##### *As needed* – **Would it be helpful to provide a brief overview of the history of the RTP?**

*If “yes”* – Metro has been our region’s Metropolitan Planning Organization (MPO) since 1979 and developing the RTP is one of Metro’s core responsibilities. The RTP is a guide for investments in our region’s transportation system for all forms of travel, including motor vehicles, transit, bicycling, walking, and freight. The RTP also identifies current and future transportation **needs**, recommended **investments** to meet those needs, and the local, state, and federal **funds** that are expected to be available to build and maintain those investments.

Transportation projects need to be included in the RTP high priority project list to be eligible for state and federal funding. This is why it’s important that we hear from a wide range of stakeholders in the region.

*If “no,” continues if “yes”* – The RTP is a 25-year plan, currently looking ahead to 2045. Metro updates the plan every five years to ensure that it remains consistent with what people in the greater Portland area think is important, to address new concerns, and to address changes in state and federal law. This RTP cycle is just beginning and is expected to be complete at the end of 2023.

To inform the RTP process, this interview is an opportunity for you to help Metro understand how to engage with the public and what issues and priorities they are likely to hear about from the community.

**Before we begin, do you have any questions about the interview process or anything I've said?**

### **Transportation Trends, Challenges and Opportunities**

I would like to begin by asking you to think about what transportation looks like today.

1. Tell me the **story** of how you think a typical person in [*your constituency*] uses the transportation system on a given day. Think about the challenges they might face, and how this story is different for someone who has means versus someone who does not?
2. The last couple years have been unprecedented and many people have changed their travel needs and routines. How do you think the **transportation landscape has changed** for [*your constituency*] specifically, and for the region as a whole?
3. Which changes do you think will last? Are there other **long-term trends** that we need to consider as we begin the RTP process? ↓

### **Vision**

A key element of the RTP involves affirming a collective, aspirational Vision for what transportation in our region should look like. The Vision is intended to reflect the values and desired outcomes that we hear at a certain point in time. I'd like to know your reaction to the Vision that was created in 2017:

*In 2040, everyone in the Portland metropolitan region will share in a prosperous, equitable economy and exceptional quality of life sustained by a safe, reliable, healthy, and affordable transportation system with travel options.*

4. Do you think that this **Vision statement** still makes sense?
5. If no, what would you change?

### **Priorities**

[*Share 2018 RTP Priorities graphic.*] The RTP also establishes priorities related to the Vision. The 2018 RTP prioritized equity, safety, climate, and congestion.

6. Do these **priority areas make sense** to you? Is anything missing?

*[If they feel that something is missing, and as appropriate, ask: Do you think [that] could be included as part of one of the other priorities?]*

7. How would you **rank these priorities** in terms of importance?

*[It is ok if the interviewee considers some or all the priorities to be equally important.]*

8. Why did you rank the priorities this way? ↓

9. To the extent that *[your organization]* has tried to address priorities like these, what have been the main **challenges to making progress** towards achieving your highest priority goals (besides lack of funding)?

## **Advancing Equity**

Metro recognizes that some communities have been underserved, excluded or disproportionately impacted by our transportation system and we would like to ask some questions about how we approach “equity” as a part of this process.

10. Equity has emerged as a challenge and priority for our whole region, but we don’t all have a shared vision of what “equity” should look like. What does an equitable transportation system look like to you and *[your community]*? **What does advancing equity look like** when it comes to selecting projects for the RTP?

*[If the interviewee does not specifically address racial equity, ask: What do you think it would look like if the transportation system helped to advance racial equity?]*

*[If interviewee has trouble, ask: How has transportation investment, or the related decision-making processes, not been equitable in the past? How could these choices have been made more equitably?]*

11. How do we **prioritize equity in our engagement and decision making** so we can create more equitable outcomes?

12. Partnerships with local, regional, state and **community partners will be critical advancing equity** and the success of this RTP update. Who do you think should be involved that hasn’t traditionally been involved? Are there other groups you want to make sure we include?

13. We know that *[you/your organization]* are working to engage your communities and to **elevate historically marginalized voices**. During the last RTP update, Metro used a variety of **outreach tools**. *[Share list of outreach tools.]* Are there outreach tools that you’ve found work particularly well for reaching these groups? For this and future projects, what are some ways for Metro to partner with you in reaching these members of your community?

## **Public Engagement**

14. **How do you and [your colleagues/your organization] want to be engaged** as the process moves forward? How would you like to be kept informed?

15. The RTP eventually impacts everyone who lives and works in our region, yet it can be hard to keep people engaged when we talk about Visions and long-term goals. Knowing what you know about the importance of the RTP, what do you think are some **key messages** that will encourage people to care about and engage with the RTP development process?
16. We want to avoid asking the same questions that you may have recently asked people in your community. We would also like to know about current projects that you may have in place and identify possible opportunities to work alongside you as we gather and share information. Are there **related, active projects** we should know about? How should the RTP process be coordinated with these projects?
17. Have you been **hearing anything** that would be helpful for us to know about?
18. **What do you hope will be different in two years** because of this process – either in terms of new partnerships, changes to how these types of decisions are made, or the RTP update itself? Do you have other suggestions or ideas for how we can make sure that happens?

### **Closing**

Thank you for your time. Again, we will be creating a summary of the input we've heard and this will be used to create a work plan and public engagement plan for the 2023 RTP. The Metro Council and JPACT will be asked to formally approve this work plan in March 2022, but there will be many opportunities to continue to weigh in on the process moving forward.

19. Do you have any **final comments** or questions?

Again, thank you. We appreciate your time.

## C: Critical Partnerships

### Regional stakeholders and beyond

Partners should generally include counties and county boards, cities, councils, and staff.

- **Multnomah County.** In east Multnomah County, transit service is lacking relative to the West Metro area.
  - Multnomah County Board of Commissioners
- **Washington County.** The County is conducting an MSTIP with an equity frame in early 2022. *(Contact Chris Deffebach for more information.)*
  - Washington County Board of Commissioners
- **Clackamas County.** Clackamas County has a reputation for represent the transportation needs of its cities. *Relevant group(s):*
  - Clackamas County Board of Commissioners
  - Clackamas County Coordinating Committee (C4)
- **Clark County and Washington State Residents.** *Relevant group(s):*
  - Monthly dinner of Clark County Mayors
  - Accessible Transportation Coalition
- **Regional travelers.** The RTP ultimately serves non-residents who commute through the region. High traffic regional destinations such as the Zoo may have information to share about transportation needs, transit access, and available travel options like vanpools, and carpools. Many regional destinations lack adequate parking.
- **Unincorporated areas.** Residents of Aloha, Cedar Mills, Damascus, Boring, and much of rural Clackamas County have a big impact on the transportation system but tend to feel disconnected from regional conversations and are often in conflict with Metro. Transit users from these areas often have limited service.
- **State Government**
  - **Governor and legislature.** The region lacks a strong coalition of elected representatives who will advocate for reinvestment in our region. Time and energy should be spent building those coalitions.
  - **ODOT.** Staff at the regional level, the Area Commission on Transportation (ACT) and in Salem.
  - **Department of Land Conservation and Development.** DLCD often gets questions about transit and parking but is not prepared to provide answers.

### Neighborhoods

- **Homeowners**
- **Renters**
- **Neighborhood Associations**

### **Groups centering communities of color**

- **Adelante Mujeres**
- **APANO**
- **Beyond Black**
- **Black Community of Portland**
- **Centro Cultural**
- **Guereras Latinas**
- **Imagine Black**
- **Latino Network**
- **Leaders Become Legend**
- **NAYA**
- **NAACP**
- **Urban League**
- **ONAC**
- **OPAL**
- **PACO (Filipino Network)**

### **Immigrant and Refugee Services**

- **Immigrant and Refugee Community Organization (IRCO)**
- **Russian Community**

### **Community organizations**

- **Play Grow Learn**
- **Rosewood Initiative**

### **Multi-organizational groups**

- **East County Caring**
- **Getting There Together**

### **Housing Advocates**

- **Community Alliance of Tenants**
- **Streets Roots (ambassador program)**
- **JOIN**

### **Senior services**

- **Loaves and Fishes**

### **Social advocacy organizations**

- **Portland United Against Hate**
- **Unite Oregon**

### **Transportation groups and multi-modal advocates**

- **AAA**
- **AORTA**
- **Accessible Transportation Coalition (Clark County)**
- **Cycling Advocates, Community Cycling Center**
- **Oregon Walks**
- **The Street Trust**

### **Environmental and tech organizations**

- **Verde**
- **Innovate Collaborate Oregon (ICO)**

### **Social Services and Healthcare**

- **Food Banks**
- **United Way**
- **NW Health**
- **CARES Act relief organizations**
- **Childcare providers.** Childcare deserts are often correlated with transit deserts

### **Community Centers /Religious Groups**

- **Places of worship** (churches, mosques, etc.) and faith communities.
- **Muslim Educational Trust** (Tigard)

### **Schools and young people**

- **Youth and students.** Youth may feel comfortable participating in ways that their parents are not, yet they are often still aware of their parents' situations and travel patterns. Planning for partnerships with youth raises useful and practical questions about the best way to talk about technical issues and ask questions in a way that young people will find engaging. There may be opportunities to engage specific student groups (For example, Mecha - Tualatin HS or Next Up – Clackamas) and to engage and cultivate emerging leaders who can serve as ambassadors for the RTP vision.

“They will see the benefits of our investments. They are passionate about climate and mobility, and they use public transit.”

- **Schools and school districts.** Schools and school boards will have a unique perspective on community needs, particularly those that also offer preschool and afterschool programs. Schools may also be able to offer partnerships in support of training programs and long-term employment opportunities.
- **Colleges.** Community Colleges often serve as a primary driver for bringing youth to a central location. Colleges often have transportation safety coordinators who may be able to help promote engagement opportunities.
- **Scouts**

#### **Transportation providers**

- **Paratransit services**
- **Transit drivers and workers**
- **TriMet/TriMet users**
- **Uber**
- **Lyft**

#### **Business and Labor**

The RTP should acknowledge how vital the transportation system is to the business community. Business support has the potential to benefit proposed changes.

- **Chambers of Commerce and business alliances.** *Groups include:*
  - **Hispanic Metro Chamber**
  - **Black American Chamber**
  - **Oregon City Business Alliance**
  - **Portland Business Alliances**
  - **Westside Economic Alliance**
  - **Clackamas County Business Alliance**
  - **Oregon Association of Minority Entrepreneurs (OAME)**
  - **East Portland Chamber of Commerce**
- **Organized labor and workforce advocates**
- **Large Regional Employers.** *Groups include:*
  - **Intel**
  - **Amazon**

**Construction and Contractors.** Have unique transportation needs relative to others, in terms of variable work schedules and work locations. Groups include:

- **National Assoc of Minority Contractors, Oregon**
- **Manufacturers**
- **Agriculture**



- **Retail**
- **Restaurants**
- **Lodging**
- **Freight and delivery.** *Groups include:*
  - **Oregon Trucking Association (OTA)**
  - **Amazon**
  - **Doordash**

## D: Partner Involvement

Groups that requested briefings included (but are not limited to):

- **City Councils.** Briefings to full city councils are a good way to keep councilors informed who might otherwise be siloed and focused on managing their own bureaus. Although some cities groups requested workshops and work sessions, others noted that available time is limited and that 10-15 minutes may be all that they can accommodate.
- **Cities** that requested briefings: Beaverton, Hillsboro, Wilsonville, Portland, Forest Grove, Oregon City, Tigard, and West Linn.
- **Counties.** Multnomah County holds Wednesday work sessions. Clackamas County staff would like to be interested in developing the PI program for the County. The Washington County board will receive updates through the JPACT representative, and staff should receive updates.
- **“G9” Clackamas County Chambers of Commerce.** Includes Clackamas County Chambers of commerce and business alliances. Metro used to do regular briefings to this group, but that stopped 1 year before Covid.
- **Westside Economic Alliance.**
- **Regional Transportation Council.** Metro used to give updates at RTC TAC and Board meetings. These seem increasingly important with regional discussions around tolling.
- **Oregon Walks, Plans and Projects Committee**
- **AAA Oregon**
- **Metropolitan Alliance for Workforce Equity**
- **NAYA**
- **TriMet.** Seeking ways for Metro to form stronger partnerships with TriMet Community Affairs on regular campaigns and to help strengthen partnerships with other regional agencies and business leaders.

Regular briefings to these groups is expected:

- **Metro Council**
- **MPAC**
- **JPACT**
- **TPAC**
- **C4**
- **Metro Equity Working Group**
- **East Multnomah County Transportation Committee** (Fairview, Troutdale, Wood Village and Gresham)
- **ODOT** (Region 1 and the local Area Commission on Transportation)

## Advisory Committees

Groups that specifically expressed interest in participating in advisory committees or a task force:

- AAA
- City of Beaverton
- TriMet
- Westside Economic Alliance

## Local resources

The following groups were recommended or have offered to assist in sharing information with constituents, educating the public, co-hosting events, and other outreach support.

- **Information distribution.** Groups who offered to connect Metro with their membership or otherwise make materials available to existing mailing lists:
  - **Greater Portland, Inc.**
  - **AAA.** (Includes increasingly multi-modal membership.)
  - **Metropolitan Alliance for Workforce Equity.** (Members include labor unions, apprenticeship programs, and construction firms.)
- **Online Civics Academy** (Wilsonville). Can provide direct education on civic issues and train ambassadors to talk about projects.
- **Street Trust.** Can help with policy maker education and messaging focused on marketing and audience building.
- **Portland Business Alliance.** Can convene quarterly meetings of diverse business groups throughout the region. Can partner to develop surveys to the business community.
- **Consultant community.** There is a regional brain-trust that goes beyond hired consultants. Local experts with a national perspective on transportation issues may be interested in forming short-term, informal subgroups to help tackle problems of regional concern. These may include pin-up sessions to address tricky issues or panels with professional organizations (WTS).
- **Regional Transportation Council.** Could coordinate a co-hosted Bi-State Leadership Summit to address key themes of regional (bi-state) interest.
- **Clackamas County.** Wants to be directly involved in designing the public outreach process within Clackamas County.
- **Unite Oregon (Clackamas).** Leadership development.
- **Verde.** Can help with community engagement when there are tangible decision points and when engagement is needed to build support for concrete solutions.

## Preferred engagement tools for project partners

Recommended outreach tools included, but are not necessarily limited to...

- **Newsletters.** The region lacks a central information hub for transportation news and it can be difficult to track regional transportation projects. A transportation focused newsletter could include updates on the RTP as well as ongoing transportation issues and could address the implications of national policy discussions.
- **Email**
- **Community Leader Forums.** The forums used for the 2018 RTP were cited as an example. A much broader regional or statewide transportation gathering could offer an opportunity to discuss a long-term shared vision for recovery, transportation investments, and future funding.
- **Social media**
- **Surveys**
- **Webinars.** The Interstate Bridge Replacement program was cited as an example of a useful webinar series.
- **Media releases**
- **Public testimony**

## E: Project Coordination

Example projects include, but are not limited to:

### City projects and committees

- **Beaverton.** Contact the City Manager to extend invitations to local project managers.  
*Potential projects:*
  - **Downtown Equity Study**
- **Forest Grove.** Contact the City Manager and Director of Public Works (Greg Robertson).
- **Gresham.** Potential projects:
  - **Transportation System Plan Update**
  - **181<sup>st</sup> Avenue**
  - **242<sup>nd</sup> Avenue**
- **Hillsboro.** Potential projects:
  - **Council Creek Trail**
  - **LRT Grade Separation on 185<sup>th</sup>**
  - **TV Highway**
  - **Westside Multimodal Corridor Study**
- **Oregon City.** Contact Community Development (Dana Webb) for more information.
  - **Comprehensive Plan Update**
- **Portland.** Contact Commissioner Hardesty for information on specific projects and opportunities for ongoing coordination. *Potential projects:*
  - **Vision Zero**
- **Tigard.** Coordinate with Dave Roth and Lauren Scott. *Potential projects:*
  - **Southwest Corridor**
- **West Linn.** Interested in improving connections to downtown Portland, such as using the trolley path. *Potential projects:*
  - **Willamette Falls redevelopment**
  - **I-205 Abernethy Bridge.** (This ODOT project will have impacts and cause disruption within West Linn.)
- **Wilsonville.** Contact the Government Affairs Office for more information. *Potential projects:*
  - **I-5 Pedestrian Bridge**
  - **Aurora Airport expansion**
  - **Parks improvements**

## County and regional projects and committees

- **Clackamas County.** The county would like to help design their own RTP public outreach program.
- **Metro.** Consider increased *internal* coordination with other Metro projects and programs. *Potential projects:*
  - **2019 Parks and Nature bond.** Consider areas of potential overlap related to path and trail planning. It may also make sense to explore ways that fish and wildlife passage improvements can be more efficiently incorporated into planned roadway improvements.
  - **UGB Update**
  - **Multnomah County**
  - **Burnside Bridge**
- **Regional Transportation Council (Clark County).** There is an opportunity to add links between the Metro and RTC websites.
- **Washington County.** Contact Chris Deffebach for more information. *Potential projects:*
  - **MSTIP**

## ODOT projects and committees

There needs to be better ongoing coordination between the local Area Commission on Transportation (ACT) and JPACT. It will be important to coordinate with Metro while recognizing ODOT's ultimate responsibility for these projects.

- **Community Benefits Agreement Committee**
- **Federal Infrastructure Bill**
- **I-205 Abernethy Bridge**
- **Interstate Bridge Replacement**
- **Rose Quarter**
- **Tolling and Congestion Pricing Studies**
- **Oregon Transportation Plan Update.** (A regular, formal OTP/RTP interface may be appropriate.)
- **Urban Mobility Initiative**

## Transit projects

- **SMART.** *Potential projects:*
  - **Transit Master Plan**
- **TriMet.** *Potential projects:*
  - **Comprehensive Service Analysis.** TriMet is looking at changes in travel behavior. Opportunities to work with Metro in understanding ridership patterns and needs.

- **Ridership recovery.** How do we help open Portland back up and get people safely using transit again? Metro can help people understand that TriMet offers a clean, safe, reliable alternative to driving.
- **Zero Emissions goals.** Potential to work with Metro to tell the story of how TriMet is working with partners, setting goals, and making progress towards reducing diesel emissions (57% carbon reduction in 2021).
- **Speed and reliability improvements**

#### **NGO projects and committees**

- **Clean and Just Transportation Network.** Biweekly meetings include topics such as transportation funding and electrification.
- **Coalition of Communities of Color.** Working with PBOT and Metro on qualitative data trainings.
- **Getting There Together.** Transportation justice storytelling.
- **Greater Portland Inc.** Provides hosted event opportunities including Economic Development Partners and the Small Cities Consortium of mayors.
- **Portland Business Alliance.** A joint business survey could provide useful insights to both Metro and PBA.
- **Street Trust.** The “Our Streets” community listening sessions partnership with Clackamas CBOs will take place in spring 2022.

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Shirley Craddick, District 1  
Christine Lewis, District 2  
Gerritt Rosenthal, District 3  
Juan Carlos González, District 4  
Mary Nolan, District 5  
Duncan Hwang, District 6

**Auditor**

Brian Evans

600 NE Grand Ave.  
Portland, OR 97232-2736  
503-797-1700



## **DRAFT Values, Outcomes and Actions (VOA) for the 2023 Regional Transportation Plan Update**

The purpose of this document is to convey overarching values and priority outcomes for the 2023 Regional Transportation Plan (RTP) update. The VOA is intended to provide focus and guide planning and engagement activities throughout the process in a way that addresses new and ongoing needs and concerns facing our region that were identified through the extensive engagement activities conducted over the past six months. In addition to addressing any new federal or state transportation planning requirements, a core purpose of each RTP update is to ensure the plan is relevant in addressing new or ongoing needs and concerns related to the region's transportation system.

Metro staff drafted the values and outcomes below based on input received during the 2023 RTP scoping phase. For the past 6 months, the project team has engaged hundreds of people across the region to identify transportation trends and challenges affecting how people travel in the region, urgent challenges and priorities for the update to address and ways to engage local, regional and state public officials and staff, community-based organizations, business groups and community members in developing the updated plan..

The values and outcomes have been reviewed and discussed by the Metro Council, Metro's Committee on Racial Equity (CORE), the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Policy Advisory Committee (MPAC), the Metro Technical Advisory Committee (MTAC) and the Transportation Policy Alternatives Committee (TPAC). These committees will play an important role in the development and final adoption of the RTP in 2023. The draft values, outcomes and actions will continue to be discussed as part of the 2023 RTP update.

### **VALUE: ADVANCING RACIAL EQUITY**

#### **OUTCOMES**

- Patterns of historic, systemic racism and inequities related to transportation in the region are recognized and addressed, focusing on racial equity and income disparities.
- Transportation system inequities are eliminated rather than just mitigating or doing no harm.
- The voices of people and organizations representing Black, Indigenous and people of color (BIPOC) communities and other marginalized and underserved communities are centered throughout the planning process to achieve transportation equity for all.
- Connectivity to jobs and key community places (such as medical, grocery, social and community services) is improved within the region especially for marginalized communities.
- The RTP update leads to an equitable transportation system that connects all people to their destinations.

#### **KEY ACTIONS**

- Build on and carry forward the transportation needs and priorities identified in prior outreach and engagement of community members and partners across the region.
- Center the needs and priorities of BIPOC and other marginalized and underserved communities throughout the planning and policymaking process – from setting goals and priorities to policy development to collecting and analyzing data to prioritizing projects to evaluating success.
- Work with decision-makers on a common definition of equity and clear understanding of what investments are needed and where to advance racial equity and implement the regional transportation equity policies.
- Value lived experience and qualitative data, not just quantitative data.

## **DRAFT Values, Outcomes and Actions for the 2023 Regional Transportation Plan Update**

- Update equity data and analysis methods using Equity Focus Areas (EFAs) to identify areas of concentration of BIPOC and other marginalized and underserved communities to be prioritized for investment.
- Evaluate whether marginalized communities are being disproportionately impacted by the RTP project and program priorities – and if so, recommend actions to avoid, reduce, and/or mitigate identified impacts.
- Build capacity of community partners to participate in and influence the planning process.
- Ensure that community partners have input and influence both how equity data is presented in the RTP and how results are interpreted and communicated. Build a shared understanding of the causes of displacement and develop new policies and best practices for community stability
- for integration into the plans and projects in the RTP to address potential displacement of low-income and BIPOC communities.

### **VALUE: CLIMATE LEADERSHIP AND RESILIENCE**

#### **OUTCOMES**

- ~~A transportation system that is resilient in the face of climate change~~
- The region is a leader in reducing carbon emissions.
- The RTP meets or exceeds the greenhouse gas emissions reduction targets set for the region.
- Investments in the RTP support future development and affordable housing in transit corridors and centers designated in the 2040 Growth Concept, where services are located and more travel options are available.
- The RTP leads the transition to a low-carbon transportation system by planning for and investing in low-carbon travel options and supporting infrastructure and services.
- Pricing tools are used as a means to reduce greenhouse gas emissions, including the tools identified in Metro's *Regional Congestion Pricing Study* (RCPS) Report, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and ODOT's Regional Mobility Pricing Project.
- Low-carbon technology is included in planning, policies, and projects, including electric vehicles, electric bikes, electric scooters and other emerging technology to help meet emission reduction targets.
- The resilience of the transportation system is increased to the effects of climate disruption and other disasters.

#### **KEY ACTIONS**

- Evaluate progress toward implementing the Climate Smart Strategy and reducing GHG emissions to ensure that GHG targets are achievable and meaningful.
- Update the Climate Smart Strategy to incorporate the latest data, best practices and strategies for reducing greenhouse gas emissions in our region.
- Update vehicle miles traveled (VMT) per capita reduction target to align with meeting state greenhouse gas reduction targets.
- Improve data, methods and analysis tools to advance the region's ability to evaluate progress in meeting state-mandated targets for reducing greenhouse gas emissions and vehicle miles traveled per capita.
- Prioritize multi-modal projects that reduce greenhouse gas emissions, including but not limited

## **DRAFT Values, Outcomes and Actions for the 2023 Regional Transportation Plan Update**

to transit, biking and walking, shared trips and other types of low-carbon mobility options.

- Develop policies on congestion pricing to provide a framework in the RTP that informs individual projects and plans that include congestion pricing or tolling.
- Consider emerging trends in technology and statewide efforts to plan for and expand electric vehicle charging opportunities as part of updating the Climate Smart Strategy.
- Revisit and refine the Climate Smart Strategy policies and fully incorporate the updated policies in the RTP, including:
  - Implement adopted local and regional land use plans.
  - Make transit convenient, frequent, accessible and affordable.
  - Make biking and walking safe and convenient.
  - Make streets and highways safe, reliable and connected.
  - Use technology to actively manage the transportation system.
  - Provide information and incentives to expand the use of travel options.
  - Make efficient use of vehicle parking and reduce the amount of land dedicated to parking.
  - Support Oregon’s transition to cleaner, low carbon fuels and more fuel-efficient vehicles.
  - Secure adequate funding for transportation investments the support the Climate Smart Strategy.
- Incorporate best practices to reduce greenhouse gas emissions and improve the safe and efficient movement of goods and people.
- Increase charging opportunities for electric vehicles.
- Update resilience related policies to further address the federal resilience planning factor and incorporate the Phase 1 Regional Emergency Transportation Routes (ETR) map and findings.

### **VALUE: SAFE AND HEALTHY STREETS**

#### **OUTCOMES**

- Safety is improved for all travelers.

Zero traffic deaths and serious injuries by 2035, where everyone feels safe, comfortable and welcome, regardless of how and when they travel. **KEY ACTIONS**

- Prioritize investments in universal design<sup>1</sup> and high-quality, connected, and safe pedestrian, bicycle, and transit networks, focusing on increasing safety in high-risk locations and on high injury corridors in Equity Focus Areas.
- Update High Injury Corridors to identify corridors to be prioritized for investment to complete all gaps in regional bicycle and pedestrian networks and ensure safe and convenient access to transit stops and stations.
- Identify best practices and strategies for investing in the region’s urban arterials, many of which are High Injury Corridors.
- Develop an approach for urban arterials in the region that aims to address their complex needs,

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<sup>1</sup> Universal design in this context means planning to build physical environments so that they are accessible to and usable by all people, regardless of age, disability or other factors. While universal design promotes access for people experiencing a disability, it also benefits others.

## **DRAFT Values, Outcomes and Actions for the 2023 Regional Transportation Plan Update**

including the need for investment in safety and related bicycle, pedestrian and transit infrastructure using urban design best practices and standards.

- Adopt policies and frameworks to allow for transfer of state-owned urban arterials to local jurisdictions, when and where appropriate, using the best practices and findings of Metro's Jurisdictional Transfer Assessment (JTA) Study.

### **VALUE: EQUITABLE MOBILITY**

#### **OUTCOMES**

- The transportation system is adequately maintained in a consistent state of good repair.
- Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other marginalized and underserved communities have equitable mobility and access to safe, reliable and affordable travel options, job opportunities, and key community places (such as medical, school, grocery, social and community services).
- Regionally agreed upon policies for congestion pricing and tolling the region's Interstate System.
- People and businesses can safely, affordably, and efficiently reach the goods, services, places, and opportunities they need to thrive by a variety of seamless and well-connected travel options and services that are welcoming, convenient, comfortable, and reliable.

#### **KEY ACTIONS**

- Prioritize investments that ensure that Black, Indigenous and people of color (BIPOC) community members and people with low incomes, youth, older adults, people living with disabilities and other historically marginalized and underserved communities experience equitable mobility.
- Update the Regional High Capacity Transit (HCT) Strategy and vision for Bus Rapid Transit (BRT) to provide equitable access to rapid transit across the region.
- Adopt a new multimodal urban mobility policy and standard, as developed in the Regional Mobility Policy Update, that provides a new approach to measuring the movement of people and goods and adequacy of the transportation system.
- Develop regional congestion pricing and tolling policies.
- Incorporate findings from the Regional Freight Delay Study, taking into account new trends and changes in urban freight, such as the increase of front-door delivery.
- Consider the growth in freight at ports and intermodal facilities, and the increasing number of distribution centers in our region in evaluating regional mobility.
- Provide accessible, safe, affordable, and equitable transportation options to better connect people with opportunities and to the destinations they want to reach (e.g., education, jobs, services, shopping, places of worship, parks and open spaces, and community centers).
- Manage congestion on the throughway system by implementing a comprehensive urban mobility strategy that includes congestion pricing and other demand management and system management tools and expanding safe, reliable and affordable travel options.
- Connect affordable transportation options to affordable housing to increase access to low-income persons.
- ~~Identify opportunities to increase affordable transportation access to low-income and middle-income jobs.~~

## **DRAFT Values, Outcomes and Actions for the 2023 Regional Transportation Plan Update**

- Examine how existing Transit Oriented Development programs and development can align with and support affordable housing programs to provide affordable housing with direct access to frequent bus service and the high capacity transit network.

### **VALUE: THRIVING ECONOMY**

#### **OUTCOMES**

- The region's target traded-sector clusters<sup>2</sup> and businesses are served by a multimodal transportation system that provides reliable access to employment centers, educational opportunities, markets and destinations within and beyond the region.
  - Thriving businesses in downtowns and main streets, along transit corridors and in industrial areas and employment centers.
  - Improved workforce access to job opportunities, particularly by transit.
- Housing, transportation and equitable economic development are linked, saving households and businesses money, supporting job creation, emerging markets and access to jobs, and increasing access to opportunities, goods and services people and businesses need to thrive.

#### **KEY ACTIONS**

- Engage the business, freight, economic development and labor community throughout the process.
- Increase affordable transportation access to low-income and middle-income jobs and educational opportunities.
- Improve access to industrial and employment areas and intermodal facilities identified in the *Greater Portland Comprehensive Economic Development Strategy (CEDs)*.
- Use the Economic Value Atlas to help identify investments that will improve access to family-wage jobs and support growing and emerging industries.
- Complete the Regional Freight Delay and Commodities Movement Study to identify the level and value of commodity movement on the regional freight network and explore how e-commerce is impacting and benefiting the transportation system and regional economy.

### **VALUE: ENSURING ACCOUNTABILITY AND TRANSPARENCY**

#### **OUTCOMES**

- Community members, the business community and a diverse range of stakeholders are engaged through a transparent and inclusive decision-making process within meaningful opportunities for input.
- The interrelationships between climate, safety and equity are communicated throughout the process – marginalized communities have identified climate and safety as equity issues, because they disproportionately experience the impacts. Prioritize the many investments that address all of these priorities.

#### **KEY ACTIONS**

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<sup>2</sup> The CEDs region's seven target traded-sector clusters are defined as: computers and electronics, software, apparel and outdoor, metals and machinery, food beverage, climate tech and design and media sectors.

## **DRAFT Values, Outcomes and Actions for the 2023 Regional Transportation Plan Update**

- Build on the extensive community input provided during 2018 RTP update, development of the regional investment measure and the 2023 RTP scoping phase to shape the 2023 RTP policies, analysis, investment priorities, and public engagement approach.
- Seek opportunities to build on and communicate past engagement that informed development of local transportation system plans and community priorities.
- Communicate the RTP's emphasis on equity, and particularly on the projects that can help eliminate transportation disparities, to partners early and throughout the process.
- Support community partners in shaping the 2023 RTP, including those elements that are led by partner agencies, and strengthen requirements for agency partners to collect and respond to community feedback when developing and prioritizing projects.
- Develop and use data, tools, and best practices that can support future local and regional planning and investment decisions.
- Report out progress on RTP at all stages of decision-making to allow for public participation and input.
- Monitor and report progress toward 2023 RTP values and outcomes at key project milestones.
- Prioritize transformational change (decision-making processes throughout the RTP update) over merely relying on transactional change (the final decision).
-

Agenda Item No. 5.4

**Department Budget Presentation- COO/Cil/Department Budget Presentation- COO/Council/DEI GAPD**

*Other Business*

Metro Council Meeting  
Tuesday, March 26, 2022

## STAFF REPORT

### COO/COUNCIL/DEI/GAPD BUDGET PRESENTATION

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Date: 3/31/2022

Prepared by:  
Robin Briggs

Department:  
Chief Operating Officer (COO) Office  
Council Office  
Diversity, Equity, and Inclusion (DEI) Program  
Government Affairs and Policy Development  
(GAPD)

Presented by:  
Marissa Madrigal, COO  
Ina Zucker, Program Director, Council office  
Raahi Reddy, Director, DEI  
Andy Shaw, Director, GAPD

Meeting date: 4/26/2022

Length: 45 minutes

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#### ISSUE STATEMENT

This work session will provide Council, serving as the budget committee, the opportunity to hear how the COO's office, Council office, DEI, and GAPD FY 2022-23 budgets aligns with Council priorities, strategic framework, racial equity outcomes and climate action goals. Information shared at the work session will help guide development of the FY 2022-23 Approved Budget.

#### ACTION REQUESTED

Council discussion and feedback on the department's budget submitted.

#### IDENTIFIED POLICY OUTCOMES

Development of a FY 2022-23 Oregon Metro budget that aligns with Council priorities.

#### POLICY QUESTIONS

What are the policy implications and tradeoffs that will result from the department's budget?  
Specific factors for Council consideration *may* include:

- How well do the department's programs align with Council priorities and direction?
- Does the budget represent a good investment in and advance the Council priorities?
- Has the department sufficiently described their racial equity goals and measurable outcomes?
- Has the department demonstrated sufficient planning to successfully implement any new programs and/or projects?

#### POLICY OPTIONS FOR COUNCIL TO CONSIDER

Each department's budget has individual items that should achieve outcomes specifically addressed by Council through the strategic framework. Council can support the budget in whole or in part, and modify individual items or larger program requests.



## **STAFF RECOMMENDATIONS**

The Chief Operating Officer and Chief Financial Officer recommend Council hear all the department presentations prior to determining their support for departments' proposed budget.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

Each department's FY 2022-23 base budget were developed following the Chief Financial Officer's budget instructions released in early December 2021. The base budgets allow the departments to continue existing programs and projects as adjusted for various factors such as inflation, COLAs, etc.

New programs, projects, additional appropriations, and FTE are requested through the department's modification request process. These requests were reviewed and analyzed by the Chief Operating Officer, Deputy Chief Operating Officer, Chief Financial Officer and the Director of Diversity, Equity and Inclusion department. Approved requests were built into the Proposed Budget, released on April 1, 2022, and presented by the Chief Operating Officer on April 5, 2022, with their budget message.

## **Legal Antecedent**

The preparation, review and adoption of Metro's annual budget is subject to the requirements of Oregon Budget Law, ORS Chapter 294. The Chief Financial Officer, acting in their capacity as the designated Budget Officer, is required to present a balanced budget to Council, acting in their capacity as our Budget Committee.

## **BACKGROUND**

Each department will provide information pertaining to their prepared budget, that includes approved modification requests.

Agenda Item No. 5.5

**Department Budget Presentation- OCC**

*Other Business*

Metro Council Meeting  
Tuesday, April 26, 2022

## **STAFF REPORT**

### **OREGON CONVENTION CENTER BUDGET PRESENTATION**

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Date: April 1<sup>st</sup>, 2022

Prepared by:  
Katie Shifley

Department: Oregon Convention Center

Presented by:  
Craig Stroud

Meeting date: April 21<sup>st</sup>, 2022

Length: 60 minutes

---

#### **ISSUE STATEMENT**

This work session will provide Council, serving as the budget committee, the opportunity to hear how the Oregon Convention Center FY 2022-23 budget aligns with Council priorities, strategic framework, racial equity outcomes and climate action goals. Information shared at the work session will help guide development of the FY 2022-23 Approved Budget.

#### **ACTION REQUESTED**

Council discussion and feedback on the department's budget submitted.

#### **IDENTIFIED POLICY OUTCOMES**

Development of a FY 2022-23 Oregon Metro budget that aligns with Council priorities.

#### **POLICY QUESTIONS**

What are the policy implications and tradeoffs that will result from the department's budget?  
Specific factors for Council consideration *may* include:

- How well do the department's programs align with Council priorities and direction?
- Does the budget represent a good investment in and advance the Council priorities?
- Has the department sufficiently described their racial equity goals and measurable outcomes?
- Has the department demonstrated sufficient planning to successfully implement any new programs and/or projects?

#### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Each department's budget has individual items that should achieve outcomes specifically addressed by Council through the strategic framework. Council can support the budget in whole or in part, and modify individual items or larger program requests.

#### **STAFF RECOMMENDATIONS**

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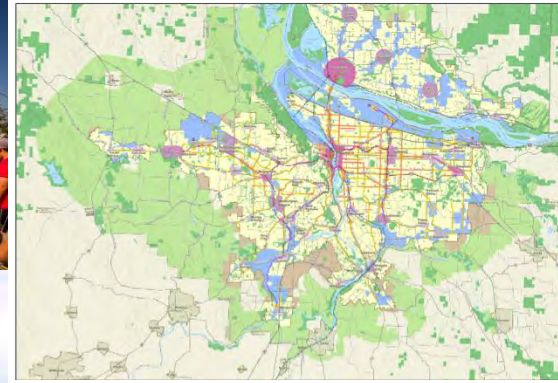
## **BACKGROUND**

Each department will provide information pertaining to their prepared budget, that includes approved modification requests.

# 2023 Regional Transportation Plan Update

## Metro Council Work Session

April 26, 2022



# Today's purpose

**Provide overview of JPACT recommendation to the Metro Council on Resolution No. 22-5255:**

- Exhibit A - work plan
- Exhibit B - engagement plan

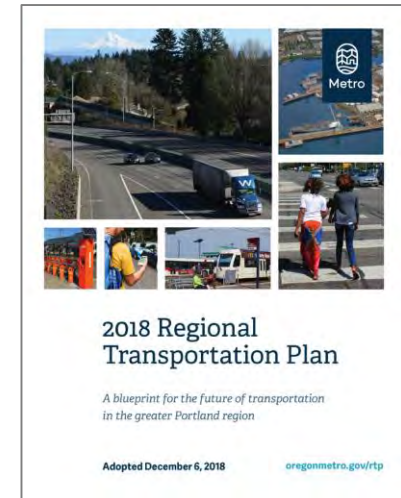
**Prepare for Council action on Resolution No. 22-5255 on May 5**



# What is the Regional Transportation Plan (RTP)?

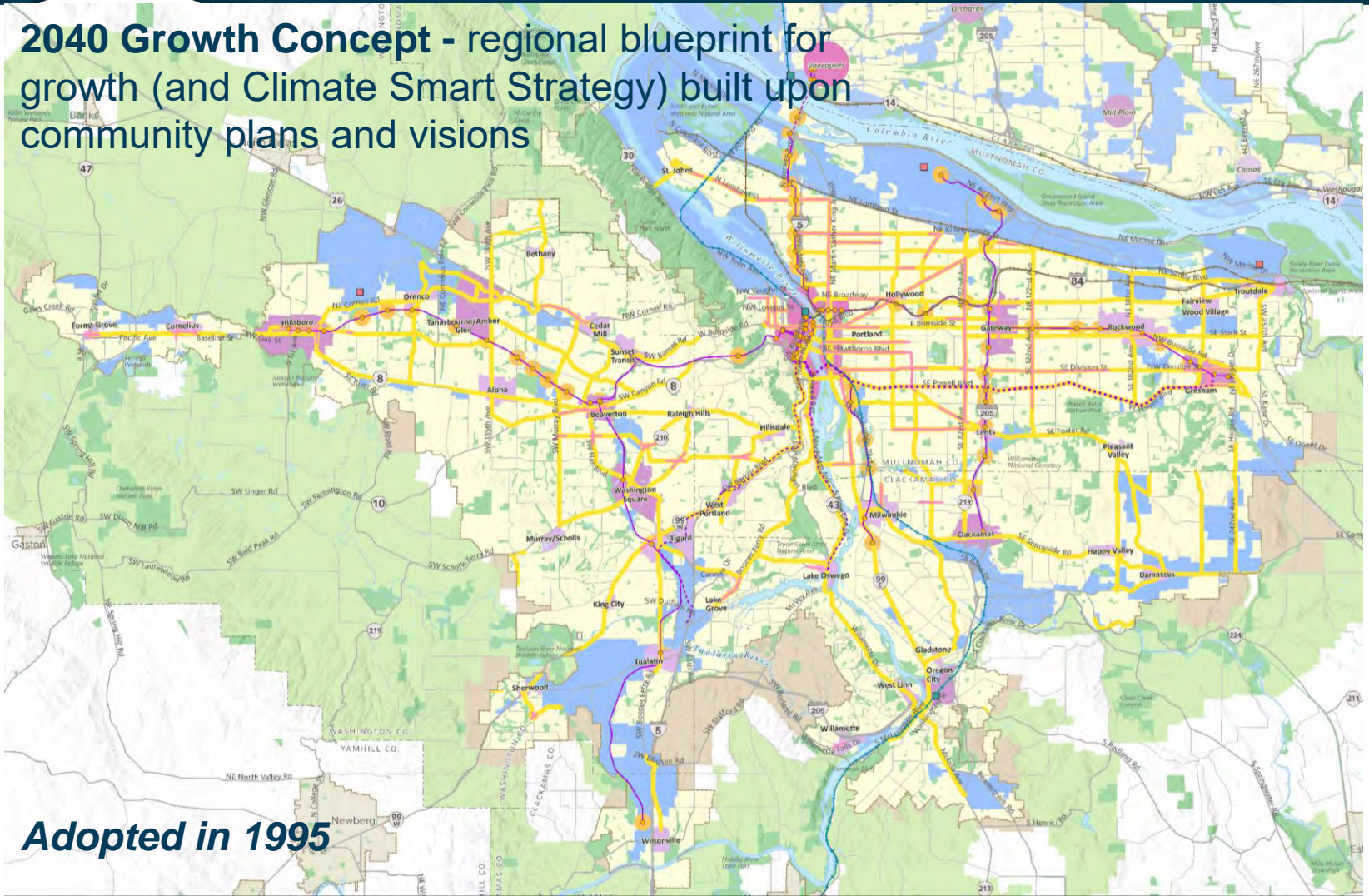
## 20+ year transportation plan

- Sets the vision and goals for moving people and goods safely, reliably and affordably for decades to come
- Uses projections of future population and job growth to identify travel needs and solutions through 2045
- Includes policies and projects
- Coordinates local, regional, and state investments on regional system
- Establishes priorities for federal and state funding



# The RTP is a key tool for implementing the 2040 Growth Concept

**2040 Growth Concept** - regional blueprint for growth (and Climate Smart Strategy) built upon community plans and visions



**Adopted in 1995**



# Engaging partners and the public since October

- 20 briefings and presentations
- 4 language-specific focus groups
- 1 Community Leaders Forum
- 1 Tribal Summit on Climate Leadership
- 41 stakeholder interviews
- 2 consultation meetings
- ~1400 on-line survey responses



# RTP timeline

SCOPING

PLAN UPDATE

PLAN ADOPTION

Consider approval of work plan and engagement plan

**PHASE 1**  
Oct. 2021 to May 2022

**PHASE 2**  
May to Aug. 2022

**PHASE 3**  
Sept. to Dec. 2022

**PHASE 4**  
January to June 2023

**PHASE 5**  
July to Nov. 2023

Initiate Call for Projects

Release public review draft plan and appendices

Consider adoption of 2023 RTP and appendices

COMMUNITY AND STAKEHOLDER ENGAGEMENT

We Are Here

Understand Trends and Challenges  
Identify Values and Outcomes for Plan  
Revisit Vision and Priority Outcomes

Refine Goals, Objectives, Targets and Policies

Update System Needs and Revenue Forecast

Build RTP Investment Strategy  
Create Draft Plan

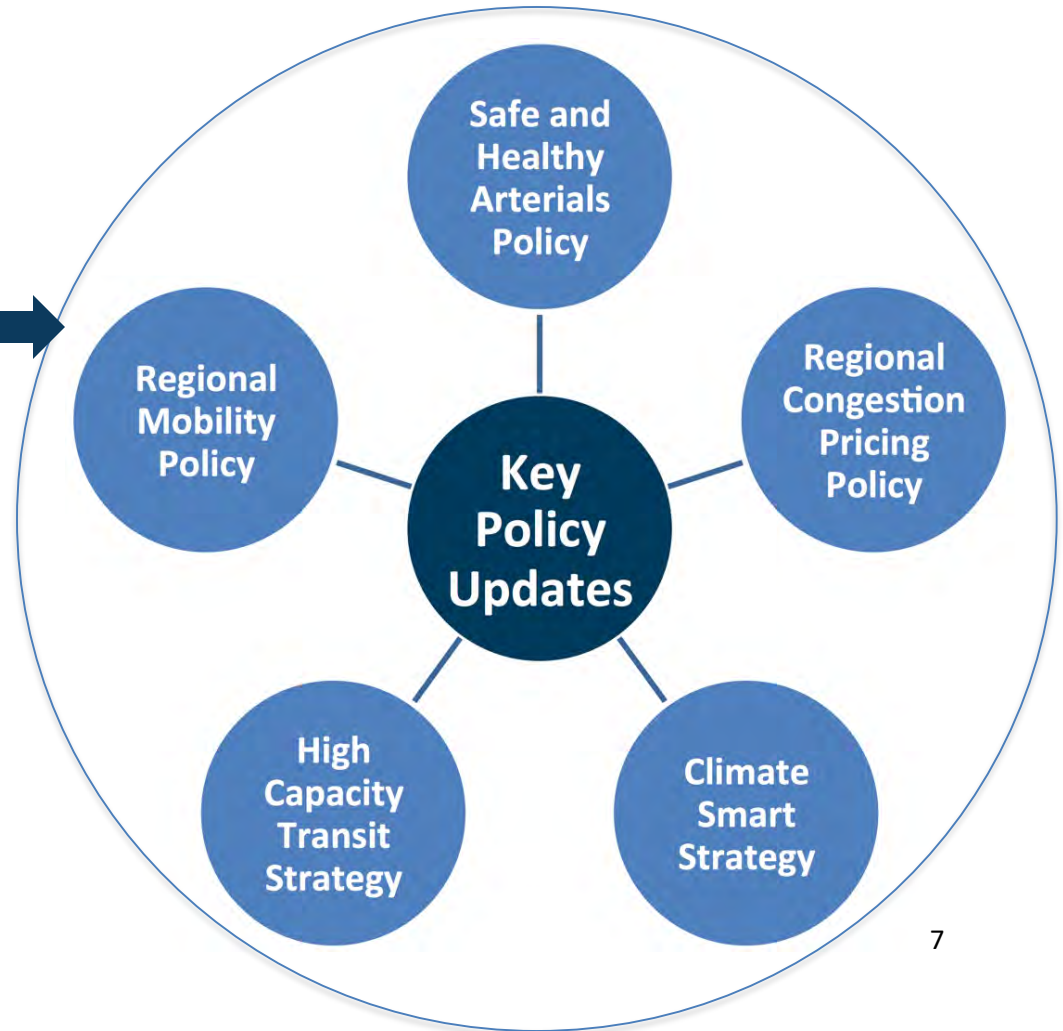
Public Review of Draft Plan  
Plan Adoption

IMPLEMENTATION & MONITORING

 Key Milestone

 Metro Council decision on JPACT and MPAC recommendations

# Key policy topics



These topics define the primary focus of the planning work, policy discussions and engagement activities to support development of the 2023 RTP

# How will the community, business and partners be engaged moving forward?

Metro advisory committees	Community leaders forums	Business roundtables
TPAC and MTAC workshops	Community partner-led engagement	Freight study advisory committee
JPACT/Council workshops	Community stories and video tours	Topical/small group discussions
County coordinating committees	Online surveys	Information sessions
Tribe and Agency Consultations	Expert panels	Digital outreach



# Data and Policy Analysis

May to August 2022



## PLANNING FOCUS

Refine vision, goals, objectives and targets

Update policies related to congestion pricing, regional mobility, urban arterials, climate smart strategy and high capacity transit strategy

Update data, tools and methods

Review 2018 RTP project list

Report on current conditions, system performance, Climate Smart Strategy and Congestion Management Process

## ENGAGEMENT FOCUS

**Who:** Community members, community leaders, business leaders and jurisdictional partners (staff and electeds)

**How:** Metro Council and Metro technical and policy advisory committees discussions and workshops, climate expert panel, mobility expert panel, on-line survey, informational sessions, community partnerships

**Outcome:** Updated vision, goals, objectives and policies to guide plan update

# Revenue and Needs Analysis

August to December 2022



## PLANNING FOCUS

Document regional transportation needs and identify investment priority gaps

Update forecast of revenues anticipated to pay for priority investments

Set funding level for the RTP investment strategy (“Constrained” list and “Strategic” list)

Define process for updating RTP project and program priorities

## ENGAGEMENT FOCUS

**Who:** Community members, community leaders, and business leaders (needs)

Jurisdictional partners (revenues and needs)

**How:** Metro Council, TPAC and JPACT discussions, business roundtable, on-line survey, community storytelling, community partnerships and other engagement activities

**Outcome:** Updated constrained revenue forecast and needs/gaps assessment

# Build RTP Investment Strategy

January to June 2023



## PLANNING FOCUS

Update RTP project list (near-term and long-term priorities)

Seek public feedback on draft project lists

Evaluate and report performance

Identify revisions to project lists

## ENGAGEMENT FOCUS

**Who:** Community members, community leaders, business leaders and jurisdictional partners

**How:** Metro Council, Metro technical and policy advisory committees, and county coordinating committees' discussions, on-line survey, community storytelling, community partnerships, business roundtable and other engagement activities

**Outcome:** Draft 2023 RTP, appendices and financially constrained project list for public review

# Public Review and Adoption Process

July to November 2023



## PLANNING FOCUS

Seek feedback on updated draft plan, appendices and projects

Address feedback in recommended plan, appendices and projects

## ENGAGEMENT FOCUS

**Who:** Community members, community leaders, business leaders, jurisdictional partners, Tribes, federal, state and resource agencies

**How:** Metro Council, Metro technical and policy advisory committees, and county coordinating committees discussions, Community Leaders Forum, online survey, Consultation meetings, public comment period and hearings



**Decision:** Metro Council and JPACT consider approval of the 2023 RTP and appendices (by Ordinance); MPAC will be asked to make recommendation to the Metro Council



# JPACT recommendation to the Metro Council

Recommend Metro Council approval of Resolution No. 22-5255

- Approves work plan and public engagement plan for 2023 RTP update
- Directs staff to proceed with Phase 2

# Finalizing work plan and engagement plan

- April 26** Metro Council discussion of JPACT recommendation
- April 27** MPAC provides feedback to the Metro Council
- May 5** Metro Council considers JPACT recommendation and MPAC feedback  
*(as part of the consent agenda)*

**Learn more at:**  
[oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)



# Learn more about the **Regional Transportation Plan** at:



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# **Council/COO/GAPD/DEI FY 2023 Proposed Budget**

April 26, 2022

# Agenda

- Council Office
- Office of the COO
- Government Affairs and Policy Development
- Diversity Equity and Inclusion



# **Council Office**

## **FY 2023 Proposed Budget**

# Council Office- Department goals

Support Councilors as policymakers as they work to impact shared prosperity, racial and climate justice

- Keeping Our Promises
  - Voter-approved Housing and Parks work
  - Solid waste goals
- Build Back Better
  - Venues, Ec Dev, DEI
  - Land use and Transportation

# Council Office- Equity metrics

- Racial equity outcomes:
  - Leading with racial equity
  - Centering BIPOC voices in decision making
  - Budget management



# Council Office- Proposed budget and service levels

- Service levels included in base budget:
  - Staff each Councilor with a policy advisor
  - Maintain legislative and administrative oversight: Council, JPACT, MPAC
  - Continue year-of-service internship program



# **Office of the COO**

## **FY 2023 Proposed Budget**

# Office of the COO-Department goals

## Keeping our promises

- Continue building on employee engagement and communications gains.
- Further develop and resource an accessibility program.

# Office of the COO-Department goals

## Building back better

- Advance process improvement and other priority projects that support organizational development.
- Invest in agency priorities using “Build Back Better” funds.

# Office of the COO- Equity Metrics

- Accessibility
- Employee experience and belonging
- Monitoring and accountability of Equity Metrics agency wide

# Office of the COO- Proposed Budget and Service Levels

- 1.0 FTE and \$95,000 for accessibility
- 1.0 FTE for employee communications
- Build Back Better fund
- Ongoing investments in Hatfield Fellows program and project management staffing



**Government Affairs and Policy  
Development  
FY 2023 Proposed Budget**

## GAPD- Department goals

- Representation of agency priorities and interests before local, state and federal governments
- Continuing development of Tribal Affairs program
- Ongoing management of Regional Investment Strategy



# GAPD- Department goals

- **Keeping our Promises**
  - Developing agency standards / policy on land acknowledgements, cultural resources protection, staff cultural competency
  - Supporting initiatives including RTP, UGB, Parks Bond, WPES facilities plan
- **Building Back Better**
  - Obtaining state and federal funding for housing, homelessness, transportation, and economic development and Oregon Zoo projects
  - Ongoing coordination of Regional Investment Strategy implementation

## GAPD- Equity metrics

- Agency coordination with Reimagine Oregon
- Development of state, federal, tribal affairs legislative agenda
- Support for departmental initiatives such as Construction Careers
- RIS coordination to ensure ongoing implementation SPAREDI goals

# GAPD- Proposed budget and service levels

Budget Addition	FTE	Service Level Impact
Regional Investment Strategy	-	Support for convening partners, understanding public opinion to advance regional investment strategy initiatives
Tribal Affairs - agency wide program development	-	Support for staff training curriculum, event participation, development of land acknowledgement, cultural resources protection policy, travel for government-to-government meetings
Tribal Affairs	1.0	Project and contract management



**Diversity, Equity and Inclusion  
Program  
FY 2023 Proposed Budget**

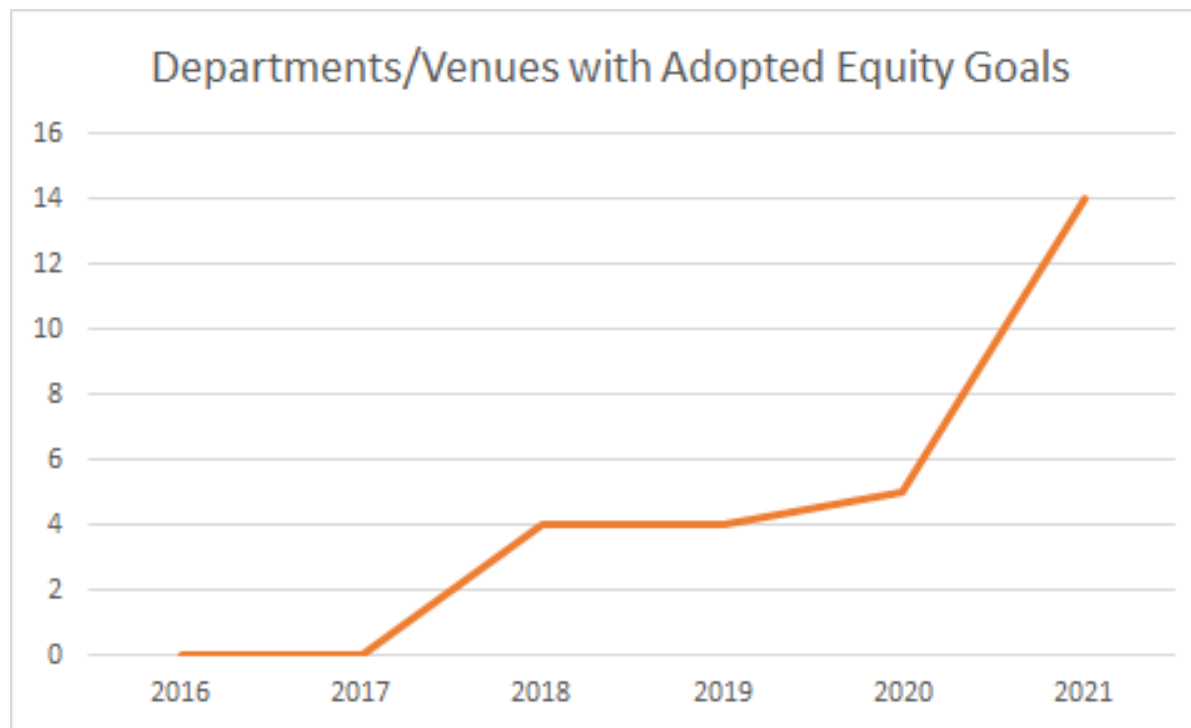
## DEI- Department Goals

- **Keeping Our Promises**
  - Civic Engagement Capacity Building
  - DEI Training
  - Racial Equity Framework and Budget Equity Tool
- **Building Back Better**
  - Construction Careers
  - Strategic Plan Update
  - Impact Evaluation
  - Racial Equity Leadership Team

# DEI-Equity Metrics

- **Construction Careers**
  - Outcome: Coordinate regional jurisdictional partners and industry stakeholders to advance and implement the Construction Career Pathways Regional Framework in order to create career pathways for women and BIPOC workers into the construction industry.
- **DEI Training**
  - Outcome: increase equity literacy across the agency.
- **Strategic Plan Update**
  - Outcome: Racial equity is prioritized in decision-making, resource allocation and across Metro's efforts and activities.
- **Impact Evaluation**
  - Outcome: Monitor and report equity impacts of Metro's efforts to improve decision-making and resource allocation

## Impact Evaluation, cont.



# Impact Evaluation, cont.

## Timeline of equity goal adoption

- 2016: Strategic Plan adoption
- 2018: Planning, Parks, WPES and Zoo
- 2020: Oregon Convention Center
- 2021: Remaining 9 departments
  - As part of DEI Plan: HR, Comms, P5, Expo
  - Through budget note process: FRS, COO/Council, IS, OMA, CAM



# DEI Budget and Proposed Service Levels

Budget Addition	FTE	Service Level Impact
Equity Analyst	1.0	Systems planner to embed Equity Metrics and Evaluation processes and reporting. Project management support for update of the Strategic Plan.
Strategic Plan update	-	research, facilitation support , community stipends and convening DEI staff leaders from local jurisdictions for increased engagement, feedback, and resource sharing.
Civic Engagement Capacity Building grantee cohort	-	convening cohort to share best practices and strengthen relationships with Metro and DEI investment to strengthen general funded cohort.
Career Pathways for Students	-	year-long PSU Diverse Grad Student Internship to work with DEI and Metro and support key DEI research needs for Strategic Plan update.

**oregonmetro.gov**





# IBR Program Update to Metro Council

April 26, 2022

[www.interstatebridge.org](http://www.interstatebridge.org)

# LPA Timeline and Upcoming Work Sessions

# LPA Timeline for Regional Conversations

- ▶ **May 5 and 6: Program Modified LPA Recommendation to ESG and Bi-state Legislative Committee**
- ▶ **May 10 - June 15: Program Modified LPA Briefing and Discussion at Partner Boards/Councils**
  - *May 6, TPAC*
  - May 10, Portland City Council
  - May 11, Port of Portland Board of Commissioners
  - May 26, TriMet Board of Directors
  - May 12 and/or 24, Metro Council
  - *May/June, Portland City Council advisory committee meetings*
  - *June 3, TPAC*
  - June 6, Vancouver City Council workshop
  - June 7, RTC Board of Directors
  - June 14, C-TRAN Board of Directors
- ▶ **June 16 and 17: Modified LPA Discussion Update at ESG and Bi-state Legislative Committee meetings**

# LPA Timeline for Regional Conversations Continued

- ▶ **June 22 - July 13: Program Partner Boards/Councils Endorse Modified LPA**
  - Mid - Late June, Portland City Council
  - June 22, TriMet Board of Directors
  - *June 16 (tentative), JPACT*
  - June 27, Vancouver City Council
  - June 28, Port of Vancouver Board of Commissioners
  - June 30 (tentative), Metro Council
  - July 5, RTC Board of Directors
  - July 12, CTRAN Board of Directors
  - July 13, Port of Portland Board of Commissioners
- ▶ **July 21: ESG meeting to adopt the Modified LPA**
- ▶ **July 21: BSLC meeting to consider and respond to the Modified LPA**

# Metro Council Work Session Schedule

- ▶ **February 8: Equity**
- ▶ **March 8: Climate**
- ▶ **April 12: Hayden Island/Marine Drive**
- ▶ **April 26: Transit**
- ▶ **May 3: Auxiliary Lanes**
- ▶ **May 12 and/or May 24: Modified LPA, Conditions of Approval**

# Transit Overview



# IBR Transit Investment

- ▶ **Quick Recap – Overview of process to date**
  - Development of representative transit investments
  - Development of transit measures
  - What has changed since 2013 for transit?
- ▶ **Draft findings from transit measures**
- ▶ **Considerations for transit components**
- ▶ **Next steps**

# What has changed for transit since 2013?

- ▶ C-TRAN has developed and begun implementation of the Vine BRT network.
- ▶ City of Vancouver has worked with C-TRAN to design robust station environments for the Vine system on Broadway and Washington in the Central Business District.
- ▶ The City of Vancouver has seen substantial growth in the Waterfront District as planned for in the Waterfront Development Plan.
- ▶ The population of the region is growing and diversifying. Since 2010, Clark County's population has grown by nearly 78,000 (76% of whom are people of color).

# Development of Representative Transit Investments

- ▶ **11 representative transit investments**
- ▶ **16 measures developed with project partners**
  - Multiple measures of ridership demand in 2045
  - Access for equity priority communities
  - Relative costs
  - Potential impacts
- ▶ **Stakeholder and community engagement**
- ▶ **Project components will be optimized and refined as design advances**

# Draft Findings from Transit Measures

# Transit Measures – Early Draft Findings

- ▶ All build options substantially improve service over the no-build option.
- ▶ Modeling shows demand for cross river transit service is expected to increase.
- ▶ Capacity, both at the investment option level and at the system level, are important considerations for selecting a preferred alternative.
  - LRT: Downtown Vancouver, Interstate Ave, Rose Quarter, Steel Bridge, Portland Transit Mall
  - BRT: Downtown Vancouver
  - Express Bus: Downtown Vancouver and the Portland Transit Mall
- ▶ A transit investment that serves the identified markets and attempts to serve demand will need to include a combination of BRT, LRT, and express bus
- ▶ Transfers from other transit vehicles are the highest mode of access for all representative transit investments.
  - This highlights the importance of conveniently connecting the C-TRAN and TriMet systems.
- ▶ When comparing the same representative alignment, LRT options have higher ridership and carrying capacity than BRT options.

# Transit Measures – Early Draft Findings

- ▶ Modeling shows Park & Ride demand is highest for facilities that provide convenient access from I-5
- ▶ Options that include more stations serve more residents within walking distance, including BIPOC and low-income populations
- ▶ All transit investments improve access to jobs, including for BIPOC and low-income populations
  - LRT investments improve access to jobs to a greater degree than BRT investments
- ▶ When comparing the same representative alignment, LRT options have higher capital cost and lower operations cost per rider than BRT options
  - Detailed O&M cost estimates specific to the IBR program are under development



# Considerations for Representative Transit Investments

# IBR Transit Investment

- ▶ **Three transit components to include in the LPA**
  - Alignment
  - Mode
  - IBR Terminus
- ▶ **Other components that will be studied further**
  - General station locations
  - General Park & Ride location and size
  - Operations and maintenance facility
  - System improvements to transit speed and reliability



# Discussion of Mode

# Modes Considered for Program Investment

- ▶ **Bus on Shoulder**
- ▶ **Bus Rapid Transit (BRT)**
- ▶ **Light Rail Transit (LRT)**

# Bus on Shoulder

- ▶ A transit investment that serves the identified markets and attempts to serve demand, will need to include a combination of BRT, LRT and express bus
  - Bus on Shoulder capability is included in all representative transit investments
  - **Remove as a standalone option**

# Comparing BRT & LRT as a Cross River Connection

- ▶ **When comparing the same representative alignments, LRT options have higher demand than BRT options**
  - **Vehicle capacity**
    - *LRT – up to 266 passengers accommodated with a two-car train*
    - *BRT – up to 100 passengers accommodated with a bus*
  - **Additional transfer needed for BRT options traveling further north/south than Expo**
    - *Impacts travel time*
    - *Effects demand for BRT options more when compared to C-TRAN express bus option between downtown Vancouver and downtown Portland*

# 2045 Average Weekday Ridership - Mode

- ▶ In 2008 analysis, LRT had 19%-25% more riders than BRT. That delta has increased. Why is that?
  - **BRT options include an additional transfer** for riders that are traveling further north/south than Expo, which negatively impacts ridership demand
  - **BRT options see more trips moving to the C-TRAN Express bus service**

# Transit Mode Takeaways

- ▶ Capacity on LRT options allows the program to maximize trips provided across the river
- ▶ LRT allows for preservation of the C-TRAN Vine and express bus current and future system while providing convenient connections to new LRT stations
- ▶ LRT provides more competitive travel time compared with trips that require a transfer at Expo
- ▶ Competitiveness for FTA discretionary funding
- ▶ An LRT extension of the Max Yellow Line from Expo Center into Vancouver best integrates existing transit investment in the region

# Preferred Transit Investment – Mode

- ▶ The IBR Preferred transit investment components:
  - Mode - Light Rail Transit
  - Alignment - \_\_\_\_\_
  - IBR Terminus - \_\_\_\_\_
  
- ▶ After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood

# Discussion of Alignment



# Two Representative Alignments

<b>Downtown Vancouver/ Central Business District</b>	<b>I-5 Running/Adjacent</b>
<b>Expo to Turtle Place</b>	<b>Expo to Kiggins</b>
<b>2013 LPA</b>	<b>Expo to I-5 McLoughlin</b>
	<b>Expo to Evergreen</b>



# Alignment Takeaways

- ▶ **Any transit investment should be made with a desire to complement the C-TRAN BRT Vine system, including existing and planned service**
  - One BRT line is in operation, one in construction, and one in planning
  - The Vine and C-TRAN express bus service provide frequent and reliable service within Clark County and to downtown Portland, respectively
  - City of Vancouver has worked with C-TRAN to design robust station environments for the Vine system on Broadway and Washington in the Central Business District

# Supporting Vancouver Land Use & Development Goals

- ▶ Significant investment and redevelopment in downtown Vancouver has occurred since the *2013 LPA*, including new BRT stations on the Washington-Broadway couplet, where BRT and local routes are frequent
  - The addition of LRT infrastructure would duplicate BRT service and have property impacts
- ▶ The I-5 alignment has fewer potential property impacts than the *2013 LPA* alignment and integrates with transit-oriented development opportunities at Library Square and at nearby City-owned parcels
- ▶ A connection over I-5 near Library Square between downtown and the Historic Reserve has the potential to create a significant opportunity to integrate transit into an active station environment that connects to key destinations

# Recommended General Alignment

I-5 Running/Adjacent
Expo to Kiggins
Expo to I-5 McLoughlin
Expo to Evergreen



# Preferred Transit Investment

- ▶ The IBR Preferred transit investment components:
  - Mode - Light Rail Transit
  - Alignment - I-5 Running/Adjacent
  - IBR Terminus - \_\_\_\_\_
  
- ▶ After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood

# Discussion of IBR Terminus

# IBR Terminus Considerations

- ▶ Evergreen terminus has fewer potential property impacts
- ▶ Connects directly to downtown library, jobs, services, and amenities
- ▶ Evergreen terminus supports transit-oriented development opportunities at Library Square and on nearby City-owned parcels
- ▶ Evergreen terminus maximizes transfer opportunities given direct connections to several local routes as well as planned BRT routes
- ▶ Evergreen connects east over I-5 to the Historic Reserve, and west through downtown to Main Street and Esther Short Park via planned 9<sup>th</sup> Street pedestrian way

# Preferred Transit Investment

- ▶ The IBR Preferred transit investment components:
  - Mode - Light Rail Transit
  - Alignment - I-5 Running/Adjacent
  - IBR Terminus - Near Evergreen
  
- ▶ After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood



# Next Steps

- ▶ Preferred transit investment → Modified Locally Preferred Alternative
- ▶ Optimize the Preferred Transit Investment
  - Access to transit investment
    - *Walk access*
    - *Transfer from existing/future transit*
    - *Park and ride*
  - Transit Operations - Working to meet transit demand
    - *Assumed frequency of HCT investment*
    - *Complimentary service via express bus, existing bus/BRT network, other*
    - *How the HCT investment will work within the built environment*
    - *Optimize service and connection within equity communities*
  - Fundability
    - *Understand how preferred option would rate for Federal Transit Administration Capital Investment Grant funding*



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# Thank you!

[www.interstatebridge.org](http://www.interstatebridge.org)



April 25, 2022

**Re: I-205 Toll Project Regional Transportation Plan Amendment Letter of Agreement Clarifying Commitments between Metro and the Oregon Department of Transportation**

This letter outlines the commitments of the Oregon Department of Transportation (ODOT) as it works closely with Metro and regional partners to develop the I-205 Toll Project, which is currently being evaluated under the National Environmental Policy Act (NEPA) process. The I-205 Toll Project would add a variable rate toll on all lanes of Interstate 205 (I-205) between Stafford Road and Oregon Route 213 (OR 213), and the tolls would raise revenue to complete financing for the planned I-205 Improvements Project and manage congestion on this section of I-205.

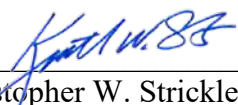
The commitments below reflect considerable input received over the past several months from regional partners, including Metro Council, Joint Policy Advisory Committee on Transportation (JPACT), Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), and Metro Policy Advisory Committee (MPAC).

- **ODOT will submit the Regional Mobility Pricing Project into the federal Value Pricing Pilot Program (VPPP).** This program provides more flexibility and innovation to manage demand. While the I-205 Tolling project is not going through the VPPP process, it does include demand management and ODOT acknowledges that any tolling project in the region must include funding for diversion mitigation and integrate demand management.
- **Integration of I-205 Tolling with the Regional Mobility Pricing Project (RMPP).** As I-205 tolling proceeds in order to finance critical shared priorities, ODOT will design this project to align with the RMPP. Metro Council, JPACT and MPAC will create congestion pricing policies to include in the 2023 RTP. Concurrently, the Oregon Transportation Commission will be seeking public input on the Oregon Highway Plan (OHP) and Oregon Transportation Plan (OTP), which will incorporate statewide tolling policies. ODOT, Metro Council, JPACT, and MPAC will work collaboratively to align the RTP, OHP, and OTP documents. This will provide a comprehensive framework to incorporate the I-205 tolling project and the RMPP in the context of the larger regional and statewide transportation system. In addition to not starting collection of tolls on I-205 until after the RMPP application has been submitted to FHWA/USDOT under VPPP, ODOT and Metro will work to keep the RMPP application submittal on schedule and will

make reasonable effort to narrow this window even further when opportunities become available.

- **Center Equity in our Process and Outcomes.** ODOT will continue to use the Oregon Toll Program’s Equity Framework and support the recommendations from the Equity Mobility Advisory Committee (EMAC) to guide the I-205 Toll Project. Before a toll is assessed, the Project will establish and implement equitable income-based toll strategies as described in HB 3055 Section 162 (2021). A Low Income Toll Report will inform the NEPA process and be submitted to the Oregon legislature in Fall 2022.
- **Monitor diversion and fund projects that address diversion impacts.** As indicated in the amendments made to the 2018 Regional Transportation Plan, ODOT will fund projects to help manage local diversion impacts from the I-205 Tolling project.
- **Local input on the direction of tolling revenue.** While toll policies will be developed for statewide applicability, the only place that ODOT currently plans to toll is in the Portland region. Regional representatives must have a significant, majority voice in any advisory body consulted on tolling revenue allocation. ODOT commits to ensuring a strong local voice in decisions around the allocation of tolling revenue and when and how local projects that address diversion impacts are funded. ODOT will work collaboratively with Metro and JPACT to determine how the regional input is incorporated.
- **ODOT will terminate the collection of tolls upon retirement of bonds associated with the initial tolling of I-205 and costs associated with construction of the I-205 South Corridor Widening and Seismic Improvements Project, if the Regional Mobility Pricing Project, or other regional tolling project, is not implemented.** The Oregon Transportation Commission (OTC), as the tolling authority for state-owned roads in Oregon, will set a rate structure and determine the duration of tolling. However, local governments represented at JPACT, MPAC and the local coordinating committees have expressed their concern about isolated tolling for the I-205 South Corridor Widening and Seismic Improvements Project continuing in perpetuity if the Regional Mobility Pricing Project (RMPP), or other regional tolling project, does not come to fruition.

Given that the shared understanding of the congestion pricing projects can result in transportation, climate, equity and financial benefits, ODOT and Metro agree to support ongoing and timely development of the I-205 Toll Project, incorporating continued local input throughout the process.

  
\_\_\_\_\_  
Kristopher W. Strickler      4/25/2022  
Director, Oregon Dept. of Transportation      Date

\_\_\_\_\_  
Lynn Peterson      Date  
President, Metro Council



Metro

# Oregon Convention Center FY 2023 Proposed Budget

April 26, 2022



Metro

# I-205 Toll Project (PE Phase) RTP Amendment

**Metro Council**

Margi Bradway

April 26, 2022

# Today's purpose

## Review

- RTP amendment process
- JPACT & MPAC actions and recommendations to Metro Council
- Review Oregon Transportation Commission Letter of Agreement with Metro

**Metro Council discuss and consider action to approve Ordinance No. 21-1467**

### I-205 Toll Project

RTP Amendment Public Comment Report

November 23, 2021



# What is the amendment process?

## **RTP AMENDMENT**

**Sponsor submits request and information for Metro review**

**45-day public comment period**

**MPAC recommendation to Council**

**JPACT/Council approval by Ordinance**

**Submit to DLCD; appeal period**

## **MTIP AMENDMENT**

**Sponsor submits request and information for Metro review**

**30-day public comment period**

**JPACT/Council approval by Resolution**



# Key concerns JPACT requested TPAC to address

- ❑ Establish a formal structure for the **impacted local jurisdictions, JPACT and the Metro Council to be involved in project decisions**
- ❑ Develop a plan to **ensure consistency between I-205 and the Regional Mobility Pricing Project (RMPP), and do not begin tolling on I-205 until FHWA has approved the RMPP**
- ❑ Ensure the I-205/Abernethy Bridge (Phase 1A) project remains on current schedule
- ❑ Provide **financial transparency**
- ❑ Commitment from ODOT to analyze 2027 data on **community impacts**
- ❑ A specific plan to **mitigate diversion** from day one and in the long-term
- ❑ Implement the recommendations from the **Equity and Mobility Advisory Committee (EMAC)**
- ❑ Address appropriate income levels for waivers to tolling and plan to **address cost-burdened low income drivers**

# March 17 - JPACT Action and Recommendation to the Metro Council

- **Approved and recommended Metro Council adoption of Ordinance No. 21-1467** with a revised Regional Transportation Plan (RTP) amendment that contains:
  - Action included TPAC recommendations and commitments from ODOT
  - Strengthened the TPAC language change the words from should to a “will be” to address diversion and create an equity program
  - Brought the I-205 Tolling project and the RMPP closer together by prohibiting tolling on I-205 to begin until the ODOT has submitted its application to the US DOT for the RMPP
- **Approval of this ordinance amends the 2018 RTP to include the preliminary engineering phase of the I-205 toll project** which allows ODOT to proceed with NEPA to understand impacts and potential mitigation opportunities

# Ordinance No. 21-1467 - TPAC recommendations as adopted by JPACT

JPACT amended the project description to include this language:

**The Project area includes all adjacent, connected, or parallel highways as described in ORS 383.009(2)(j) that may or may not be impacted by diversion. Money from the Toll Program Fund will be used to fund improvements in the Project area, including any mitigation identified for toll related impacts, and I-205 improvements in the Project area, pending NEPA outcomes.**

The text of RTP chapter 8 was also amended to make clear that money from the Toll Program Fund can be used to address diversion.

# March 30 - MPAC Recommendation to the Metro Council

- **MPAC took an advisory vote on Ordinance No. 21-1467 (as approved by JPACT)**
- The vote on the resolution to recommend to Metro Council to vote on the ordinance “as is” failed at MPAC.
- **However, the motion made by Councilor Sherman to recommend to amend the ordinance passed a resolution asking:**

“Metro Council to consider a ‘Plan B’ in the event the RMPP is not implemented; they asked to “terminate the collection of tolls upon repayment of costs associated with the initial tolling of I-205, and costs associated with construction of Phase 1A of the I-205 South Corridor Widening and Seismic Improvements Project.”

# What we've heard from Metro Councilors (4/14 updated 4/26) – Potential Actions by ODOT

1. Apply Regional Mobility Pricing Project (RMPP) into the federal **Value Pricing Program (VPP)** which provides more flexibility and innovation to manage demand
2. Continue to **integrate the I-205 Tolling Project with the RMPP as much as possible**, in terms of timing and approach, through a comprehensive policy framework. This includes reducing the time between the two projects.
3. Monitor, address and fund projects that are impacted by **diversion** (see RTP Amendment)
4. ODOT should provide for an appropriately sized and empowered **regional voice** on how tolling revenues will be allocated
5. Local input into setting **tolling rates and duration** of tolling for I-205 Tolling project, especially if the RMPP does not come to fruition (see Sherman Amendment)
6. **Equity program for low income users of the transportation system**

# New: ODOT Letter of Agreement

ODOT Director Stickler and President Peterson are proposing to sign onto a letter of agreement outlining the following elements:

- ODOT will submit the Regional Mobility Pricing Project into the federal Value Pricing Pilot Program (VPPP).
- Integration of I-205 Tolling with the Regional Mobility Pricing Project (RMPP). Collection of tolls on I-205 will not start until after the RMPP application has been submitted.

# ODOT Letter of Agreement

- Establish and implement equitable income-based tolling program before a toll is assessed.
- Monitor diversion and fund projects that address local diversion impacts.
- Strong local voice on decisions around the allocation of tolling revenue

# ODOT Letter of Agreement

- ODOT will terminate the collection of tolls upon retirement of bonds associated with the initial tolling of I-205 and costs associated with construction of the I-205 South Corridor Widening and Seismic Improvements Project, if the Regional Mobility Pricing Project, or other regional tolling project, is not implemented.



# Discussion and consideration of Ordinance No. 21-1467

Questions?

# FY23 Budget Strategic Framework

## OCC Goals

Key focus areas: Keeping Our Promises and Building Back Better

## Equity metrics

Priority Equity Outcomes

## Future of OCC

Proposed budget: Operating and Capital Projects



# Client Support and Successful Events



OCC utilizes its sphere of influence to advance racial equity.

# Build Back OCC Teams



Ensure equity in our hiring practices so that our workforce is reflective of the diversity in our community.

# Contract Future Events, Shows & Conventions

## Room Nights: Monthly Pace Target Variances

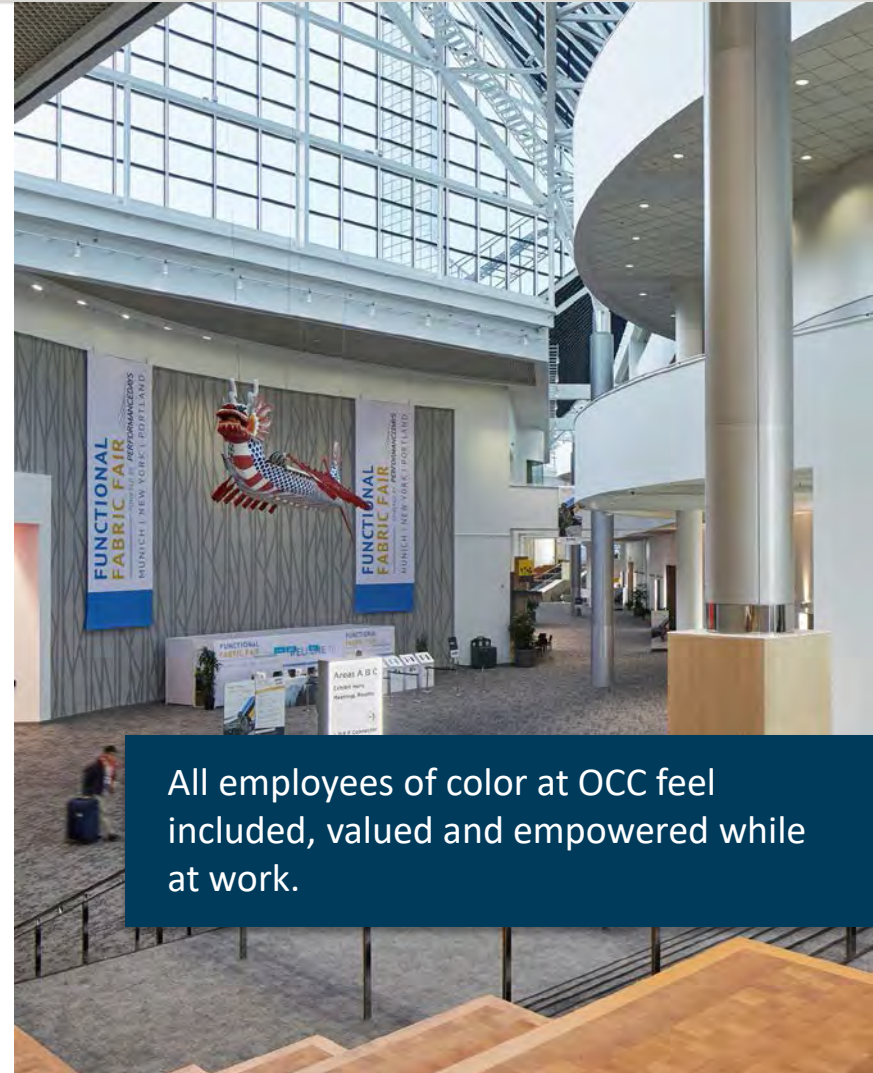
2022	-6,535	-11,704	-3,320	-5,580	-10,844	-3,325	-8,570	-6,551	-6,361	-4,331	-5,402	-4,052
2023	86	-3,290	2,228	-3,253	7,538	4,113	7,756	-3,356	-4,678	1,845	-313	935
2024	-2,518	2,121	-8,466	-4,945	-6,047	5,185	-2,902	6,099	-8,170	-3,754	-5,614	-1,952
2025	-2,517	-3,023	-5,077	-2,446	-1,237	-8,341	-2,624	-5,053	-1,356	-4,942	5,520	-1,376
2026	-1,759	-3,650	-7,317	-5,376	-2,189	-6,256	291	-4,007	-3,264	-1,130	2,930	-677
2027	-829	-1,864	-3,855	5,182	-3,204	-3,491	-2,476	-2,174	-1,842	-2,334	-1,507	-425
2028	-553	-1,184	-2,414	-1,842	-1,940	-2,269	-1,684	3,184	-1,329	-1,753	-1,132	-329
2029	-423	-754	-1,520	-1,199	-1,356	-1,543	-1,023	-900	5,147	-1,042	-673	-196
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec

# EDA Grant with Travel Portland

OCC and Travel Portland were awarded an \$800,000 grant from the Economic Development Administration, a Public Works and Economic Adjustment Assistance Program (including CARES Act funding), to support actions to tourism within the Metro three-county region.

# Process Improvements

- Improved event processes and service delivery
- Investments in Event Management software
- Restructured teams



All employees of color at OCC feel included, valued and empowered while at work.

# Implement OCC's Racial Equity Action Plan



OCC weaves racial equity throughout venue operations.



# Deploy Technology to Frontline Staff

## Digital equity is critical to an inclusive recovery

- Digital devices for non-desk-based workers
- Provide training and education on how to effectively use digital platforms
- Employees at all levels have the opportunity to fully engage and contribute

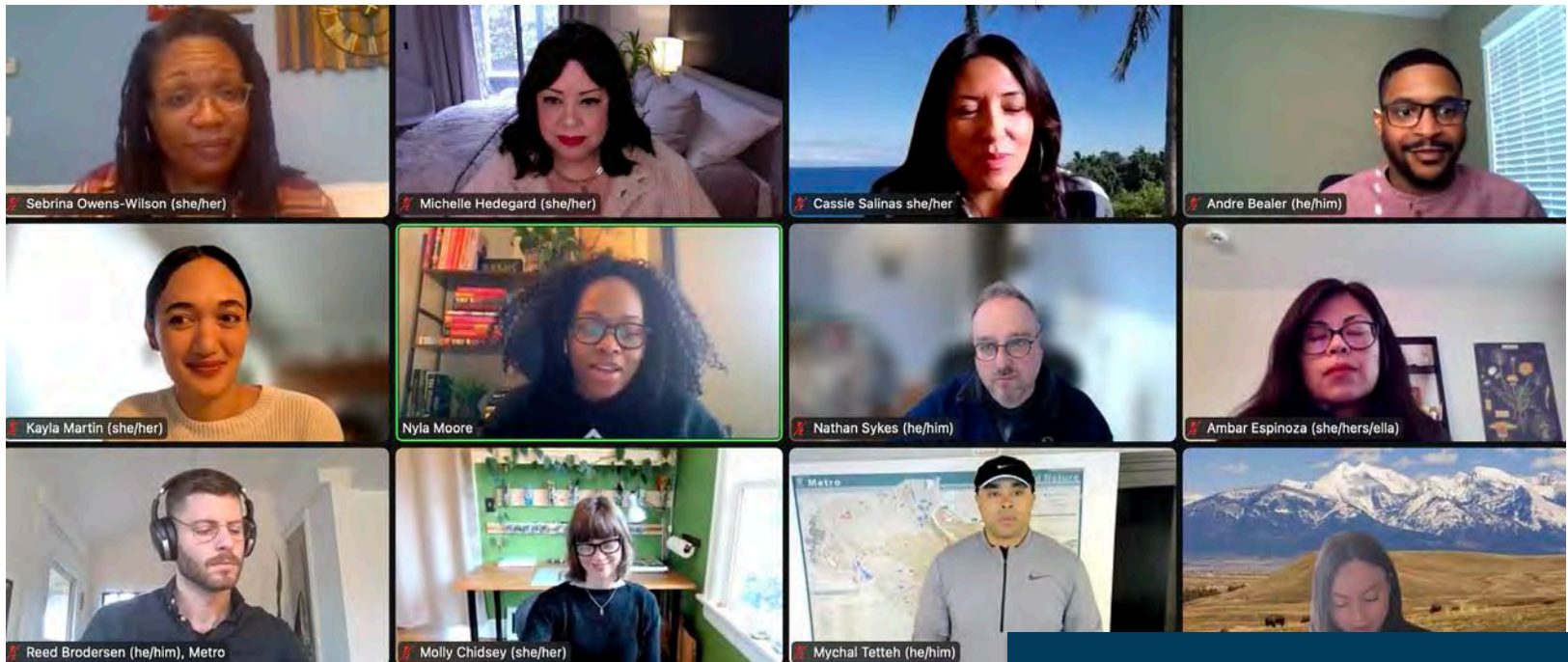
Ensure training and professional development to support and improve retention of a racially diverse workforce.

# Invest in Staff Onboarding & Training



OCC has formal onboarding, training, professional development, and performance review programs that support and improve retention of a racially diverse workforce.

# Collaborate with Metro Departments & Venues



OCC utilizes its sphere of influence to advance racial equity.

# Maintain COVID Safety & Neighborhood Livability



OCC is a welcoming space for all guests.

# Equity Metrics

## Diverse Group Sales Strategy

- Connecting diverse group conventions with Portland's offerings
- Leverage influence of local community organizations leaders.



OCC has strong relationships with, and fosters opportunities for, clients hosting diverse group events.

# Equity Metrics

## DIVERSE MEETINGS ON THE BOOKS

## DATES

National Conference on Race and Ethnicity in American Higher Education	May 2022
National Indian Child Welfare Association	June 2022
National Indian Head Start Directors Association	June 2022
Union of North American Vietnamese Student Associations	July 2022
National Association for Bilingual Education	Feb. 2023
National Association of Hispanic Nurses	July 2023
Association of Higher Education and Disability	July 2023
Society for Advancement of Chicanos/Hispanics and Native Americans in Science	Oct. 2024

## RECENT BOOKINGS - FY2021/22

United National Indian Tribal Youth Convention	June 2024
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# Equity Metrics

Supporting  
our Local  
Diverse  
Businesses

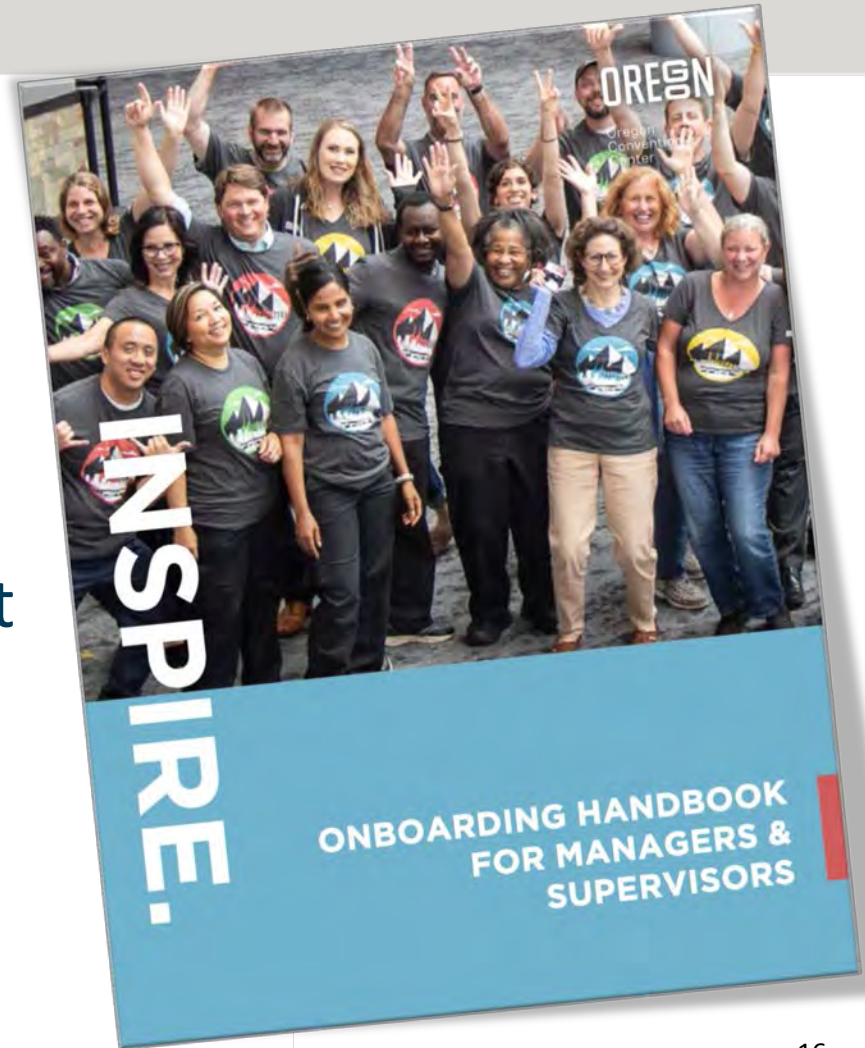


Connecting diverse businesses  
to hospitality opportunities

# Equity Metrics

## Staff experiences

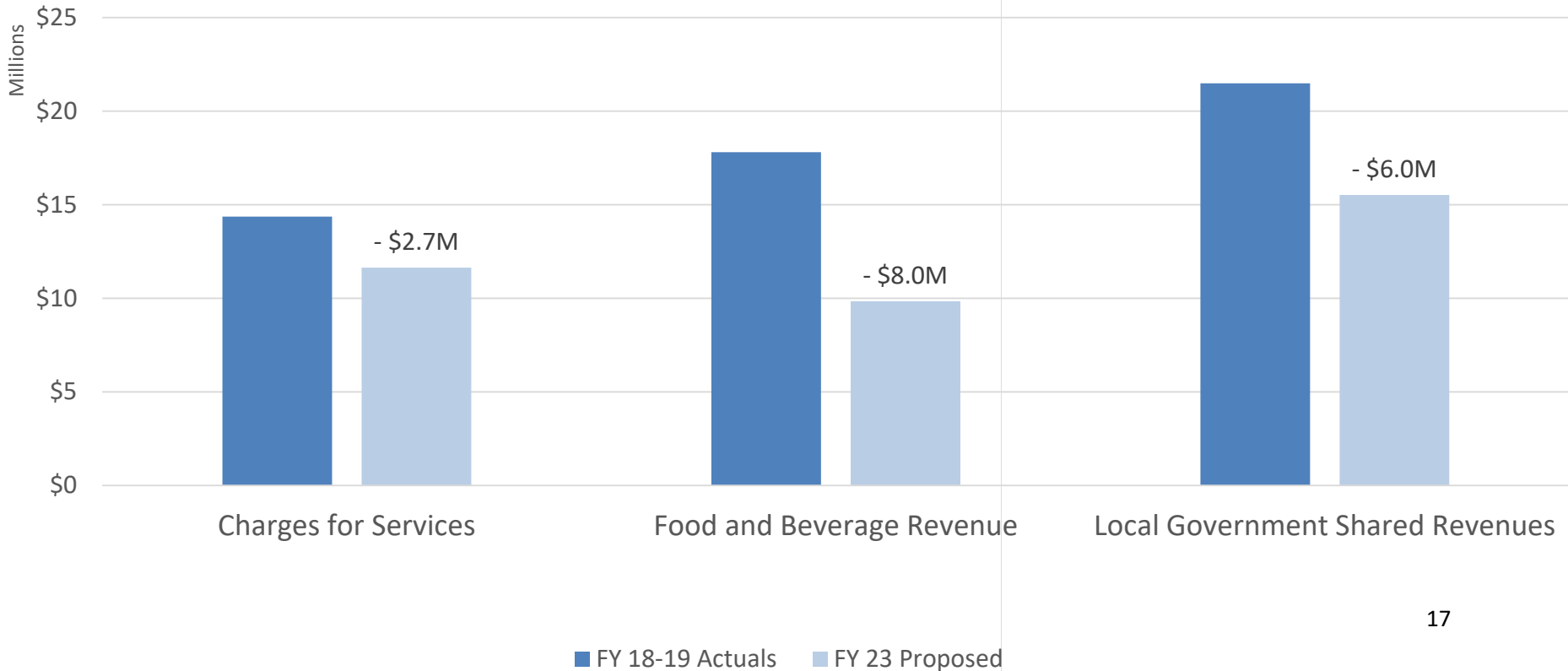
- Onboarding
- Training
- Professional Development
- Engagement
- Digital Devices





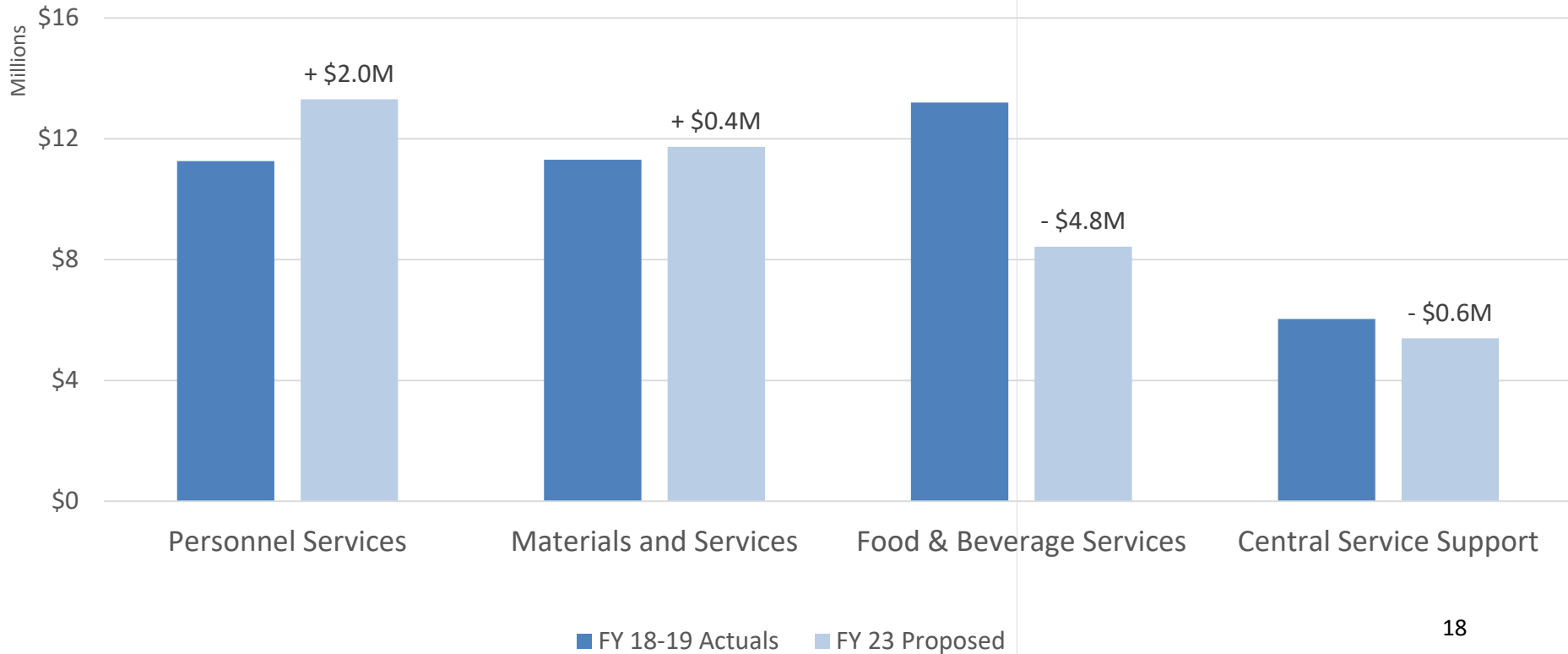
# Proposed Budget

## OCC Revenues - \$37.2M in FY 23



# Proposed Budget

## OCC Expenses - \$38.9M in FY 23



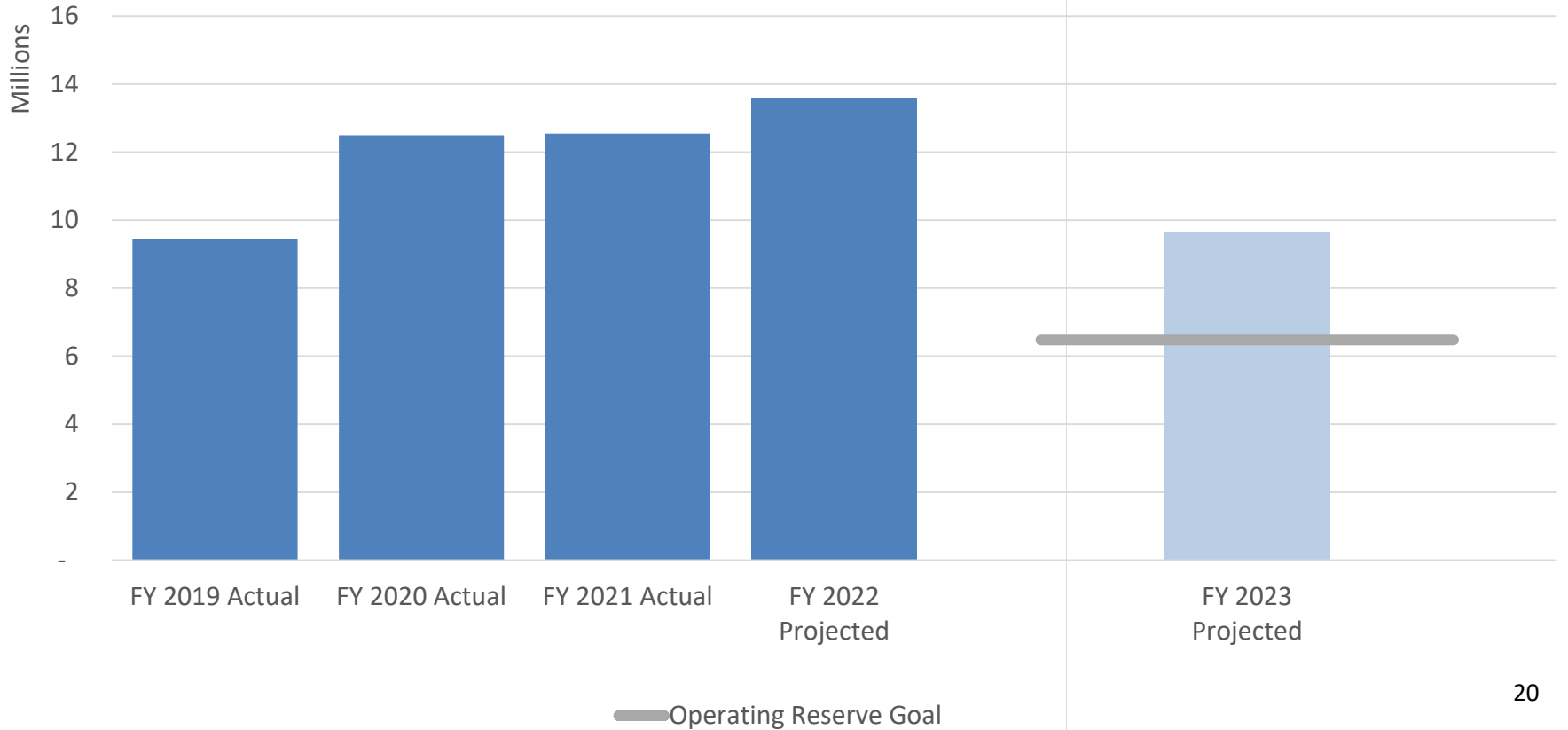
# Major Capital Projects

- Spires and Crescent Glazing Repair – \$1.65M
- Food & Beverage Improvement Planning – \$300K
- Americans with Disabilities Act (ADA) Assessment and Improvements - \$140k
- Safety Upgrades for Performance Stage Stairs - \$125k



# Proposed Budget

## OCC Operating Fund Balance



**oregonmetro.gov**

