

Regional Toll Advisory Committee

Meeting #6

April 24, 2023

Facilitator: David Kim (he/him)

Technical Info

- This meeting is being hosted via Zoom webinar and being live-streamed on YouTube.
- All RTAC Members are participating virtually.
- For all others watching virtually, video and chat are disabled, and attendees are muted.

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What you say is part of the public record and open to public records requests through the Oregon Public Records and Meetings Law.

We have agreed to:

- Silence electronics.
- Be curious and willing to learn and contribute.
- 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 and speak respectfully and try sincerely to understand the needs and interests of others.
- Seek common ground.
- Honor each other by being honest, authentic, and brave.
- Make space, then take space; be concise. Everyone should have the opportunity to share ideas.
- Attend to impact. Good intentions can still cause harm. When someone is hurt, focus on listening and understanding the impact.

Agenda

- 1 Welcome
- 2 Advancing Equity for the Oregon Toll Program
- 3 Public Transportation Strategy: Initial Screening Criteria
- 4 Toll Program Monitoring Framework
- 5 Public Comment
- 6 Project Updates



Welcome!

David Kim, Facilitator

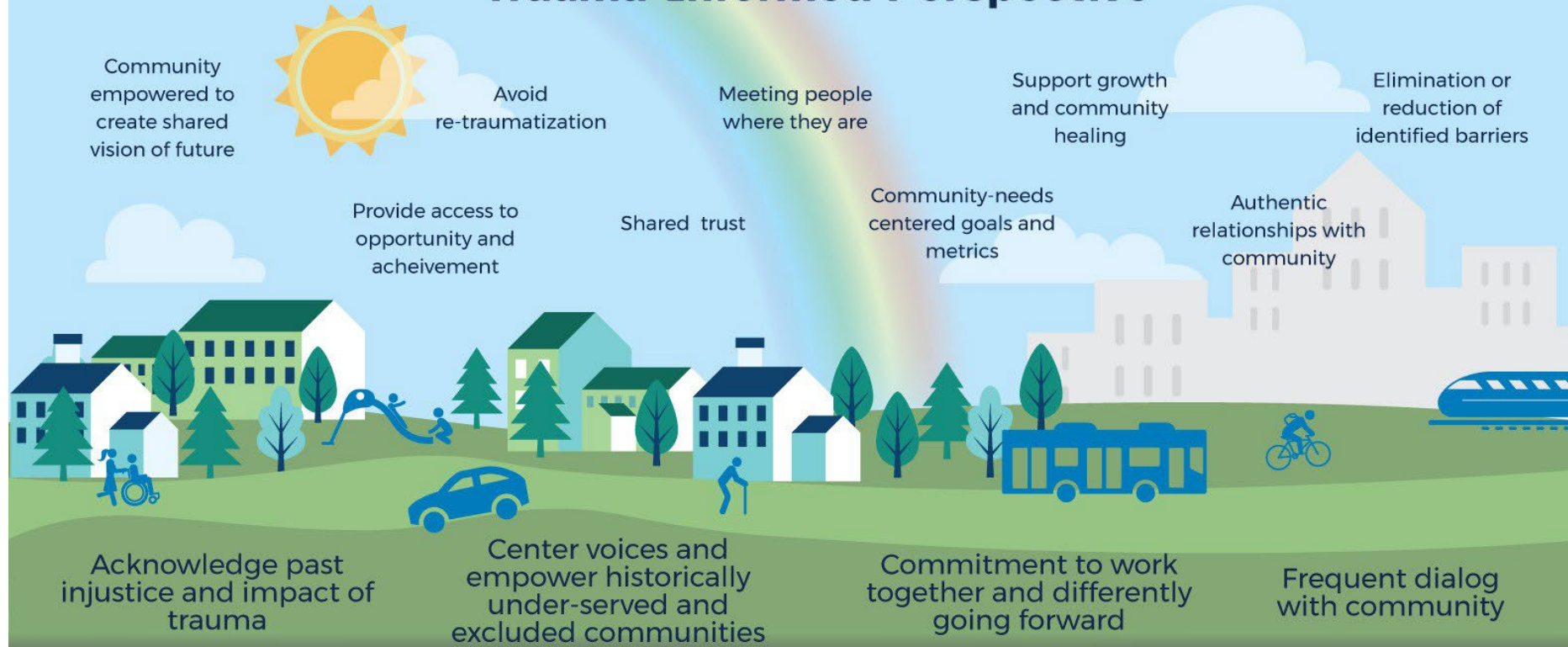
Kris Strickler, ODOT Director

Advancing Equity for the Oregon Toll Program

James Paulson – EMAC Liaison

**Hannah Williams, ODOT – Oregon Toll Program Community
Engagement Coordinator**

Trauma-Informed Perspective



Recognize Signs of Community Trauma

- Community members feel blamed rather than partners in creating positive change
- Meeting daily needs outweighs planning for future
- Disempowerment and lack of community ownership
- Economic, educational, and employment uncertainty and instability
- Health disparities
- Long-term stress and negative mind and body impacts create doubt about future
- Reduction of material wealth and feeling of value
- Loss of sense of place or community
- Distrust, disconnection, and apathy
- Historical community disinvestment

ODOT's Definition of Equity

- **Process Equity**
 - Full participation
- **Outcome Equity**
 - Affordability
 - Access to opportunity
 - Community health and safety
- ***People-first, people-forward*** approach

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Equity Framework Communities

- **Equity Framework Communities** have experienced negative cultural, health, economic, and relational impacts to local communities and populations as a result of previous transportation projects.
- These projects have resulted in displacement and segregation 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.

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EMAC Foundational Statements

Provide investment for **reliable, emissions-reducing, competitive transportation** options

Develop solutions to **address climate and equity** at the same time

Provide **toll-free travel options** for people struggling to meet basic needs

Deliver equity investments **by day one of tolling**

Provide a **user-friendly system** (language, tech access, and ability)

Extend **equitable benefits into SW Washington**

Work in **coordination with regional partners** to build an equitable transportation system

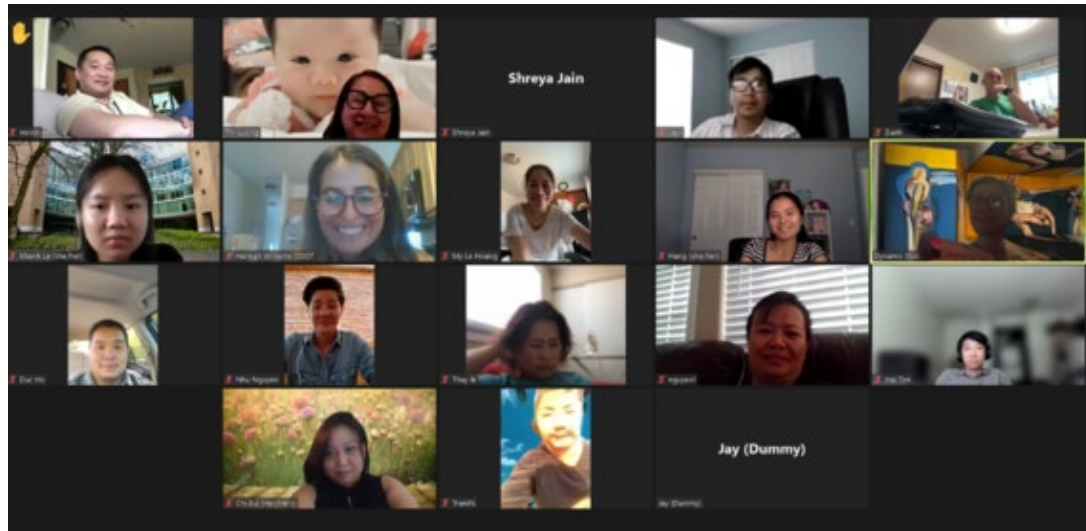
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EMAC Report Out

- EMAC's 2023 work plan will focus on providing input on four major areas of the Toll Program:
 - Accountability
 - Engagement
 - Revenue Allocation Criteria, through RTAC
 - Rate setting framework and Low-Income Toll Program considerations, through STRAC
- EMAC Meeting #22 on April 5
 - Preparing for the ODOT-EMAC Accountability Workshop #1
 - Developing a recommendation a for an accountability process or structure
 - Connection with RTAC's monitoring framework

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Equitable Engagement

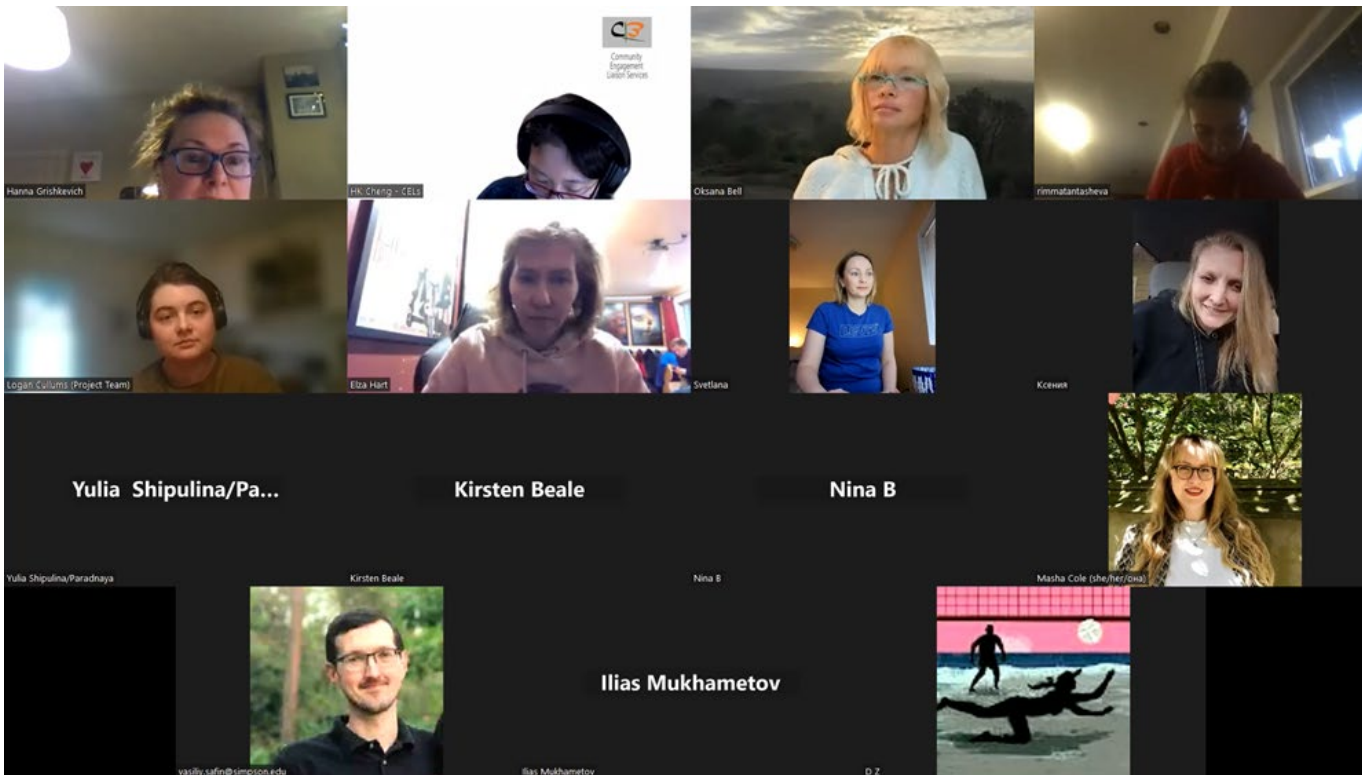


Discussion Group, Summer 2021

- Translation
- Paid participation
- Discussion Groups
- Community-Based Organizations
- Community Engagement Liaisons

Equitable Engagement Compensation Policy

- Incentives
- Stipends
- Community Engagement Contract
- Price agreements



Discussion Group, Spring 2023

Community Based Organizations



Conversación: el Acceso

- ¿Qué les preocuparía a usted o a sus conocidos a la hora de abrir una cuenta en línea
- ¿Ya tuvo que hacerlo antes en otro estado o país?

Urban Mobility STRATEGY www.OregonTolling.org Oregon Department of Transportation



- Notifications
- Briefings
- UMS Discussion Groups
- Community Engagement Contracts
- Engagement services price agreements

Discussion Group, Spring 2023

Community Engagement Liaisons



Community engagement liaisons Yvonne, Romeo, and Jay.

What We Heard from Equitable Engagement

- Provide travel options outside of the priced facility.
- Keep tolls at low as possible. Support exists for a discount, exemption or credit for people experiencing low incomes.
- Concerns about toll police and penalties for not paying a toll.
- Reliable travel and improved mobility is viewed as a core benefit, in addition to using toll revenue for travel improvements and community investments.

Discussion

- *Questions?*

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Public Transportation Strategy for the Portland Metropolitan Area

Karyn Criswell, ODOT – Public Transportation Division Administrator
Tom Mills, TriMet – Director of Mobility, Planning and Policy

RTAC key question

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What partnerships and resources should ODOT and local public transportation providers pursue to make public transportation and multimodal travel a viable alternative to driving on I-5 and I-205?

Review of Workgroup Charge and Workplan

Purpose, Goal and Objectives

Purpose

Establish an equitable Public Transportation Strategy for the Portland Metropolitan and SW Washington area that is developed by regional partners and ODOT. The Strategy will identify near- and long-term public transportation projects and supportive services that are complementary to a congestion pricing system on I-5 and I-205.

Goal

Increase public transportation options other than driving alone on or near tolled highways while advancing a more equitable and climate-friendly transportation system to help meet regional and state policy goals.

Objectives

- Collaborate to increase availability of public transportation options other than driving alone on or near tolled highways, especially for historically and currently excluded and underserved communities.
- Identify public transportation projects and supportive services that will facilitate a shift to higher occupancy vehicles with consideration to local needs.
- Identify potential funding sources and lead agencies.

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Project Management Group

Members

Clackamas County, City of Portland, C-TRAN, Metro, ODOT, TriMet, Washington County

Responsibilities

- Inform and provide guidance on the overall workplan to develop the Strategy.
- Review and provide input on the agendas and materials for Workgroup meetings.
- Provide oversight on the development and implementation of the engagement plan for community-based organizations and other interested communities.
- Support the Workgroup to reach consensus.

Workgroup

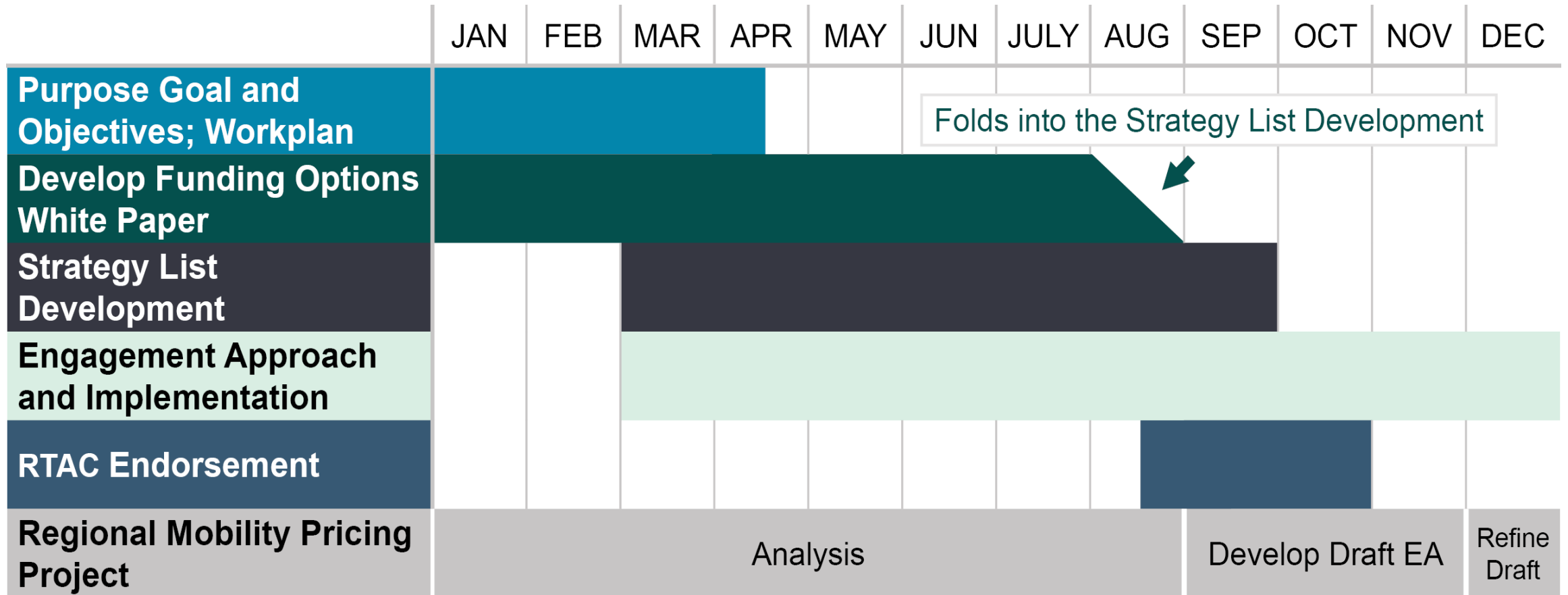
Members

Canby Area Transit, City of Portland, City of Vancouver, Clackamas County, C-TRAN, Interstate Bridge Replacement Project, Metro, Multnomah County, ODOT, Ride Connection, SMART, SCTD, SW Washington RTC, TriMet, Washington County

Responsibilities

- Review, provide input, and reach agreement on the screening criteria.
- Apply the screening criteria to develop the initial project list and identify projects and supportive services for the Strategy.
- Develop the initial project list comprised of short-term and long-term projects and supportive services.
- Review, provide input, and reach agreement on the development and implementation of the engagement plan for community-based organizations and other interested communities.
- Review and provide input on the suite of funding options and financing strategies to be considered generally and by project or service.

PTS workplan and schedule



Overview of engagement approach assumptions

- Most identified projects and supportive services will have been vetted through an engagement process prior to Strategy list inclusion.
- For new or modified projects and supportive services, proposing agencies will complete an engagement process, if required. Required engagement does not necessarily have to be completed before proposing the project as part of this Strategy.
- Identified existing groups with an advisory role on the Regional Mobility Pricing Project and I-205 Toll Project will be provided updates and/or opportunities to provide input to the Strategy.
- Planned Regional Mobility Pricing Project and I-205 Toll Project public engagement efforts will include information on the Strategy.
- The Regional Tolling Advisory Committee (RTAC) will provide touchpoints of input and Strategy endorsement.
- PMG/Workgroup participants will keep their agency's governing bodies engaged during Strategy development and take action to incorporate projects into adopted plans, as appropriate, within existing processes.

Draft Strategy List Selection Process and Screening Criteria

Overview of selection process

1. Workgroup/PMG collaboratively develops screening criteria.
2. Partners submit initial public transportation projects and supportive services.
3. Workgroup narrows the proposed list of projects and supportive services.
4. Workgroup prioritizes projects and supportive services:
 - Short-term 5-year investment priorities (2025-2030)
 - Long-term investment priorities (2031+)
5. Seek RTAC endorsement of the Strategy at their October 2023 meeting.
6. Bring strategy to OTC; a future phase of the Strategy that would include a funding plan may require a higher level of engagement with OTC.

Screening criteria

The screening criteria will guide regional partners in determining the set of projects and supportive services meet the Strategy purpose, goal, objectives, and definitions. Projects would be rated as “pass/fail” in these criteria.

Criteria categories

- Project type
- Relationship to congestion pricing
- Equity

Prioritization criteria

The purpose of these criteria are to assess project and supportive services' readiness and timing for implementation in order to help the Workgroup prioritize the strategy list.

Prioritization categories

- Inclusion in local, regional, state plan
- Level of planning and design
- Relationship to corridor that will be priced by the Oregon Toll Program
- Timeline
- Phasing possibilities
- Engagement needs

Screening criteria – key issues

- Establish common understanding for the term “on or near” priced highways:
 - Define it as a “corridor”, vs.
 - Identify common origin/destination pairs for travelers who would normally drive alone ON the priced highway.
- Should the Strategy consider projects/supportive services within defined geographic segments.
- Preferred analysis tool to assess equity criteria.
- How to define access to opportunity.
- Should the criteria be weighted.

Discussion



- Any general questions or clarifications about the selection, screening, and prioritization process?
- Additional key issues on screening questions and criteria?

Toll Program Monitoring Framework

Thomas Parker, FHWA – Environmental Program Manager

Tyler Patterson, WSDOT - Toll Division Systems and Engineering Manager

Mandy Putney, ODOT – UMO Strategic Initiatives Director

RTAC Key Question



What partnerships should ODOT and local jurisdictions pursue for short-term and long-term monitoring of mitigation strategies to address negative impacts from diversion to low-income workers, small businesses, neighborhoods, local roads and the broader transportation system?

Importance of Monitoring

Oregon Division Office

Oregon Coast Trail at Cape Meares

- The importance of monitoring is based on the recognition that **predictive effects** identified through technical impact analyses, involvement processes, and reasoned findings **may deviate from the actual effects** after the implementation of the project.
- Over time, these **deviations can and should be addressed to mitigate and offset effects**, particularly when observed outcomes prove more inequitable or disproportionately burdensome to low-income and minority populations.



Monitoring Post Toll Implementation

Oregon Coast Trail at Cape Meares

Oregon Division Office

“Post-implementation monitoring is essential for most or all toll implementation projects and rate changes. Environmental and community commitments made by decision-makers, and shared with stakeholders and affected communities must be met.”



Assessing the Environmental Justice Effects of Toll Implementation or Rate Changes: Guidebook and Toolbox (2018)

DETAILS

424 pages | 8.5 x 11 | PAPERBACK

ISBN 978-0-309-47070-4 | DOI 10.17226/24991

CONTRIBUTORS

Lawrence Pesesky, Deborah Matherly, Leigh Lane, David Aimen, Deva Deka, Asha Weinstein Agrawal, Bruce Brown, and Anne Morris; National Cooperative Highway Research Program; Transportation Research Board; National Academies of Sciences, Engineering, and Medicine

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U.S. Department of Transportation
Federal Highway Administration

Monitoring Considerations

Oregon Division Office

Oregon Coast Trail at Cape Meares



Who is responsible for monitoring?



What are the objectives for monitoring?



What are the environmental and community commitments that have been made while assessing disproportionately high and adverse impacts and working through potential solutions?



What are some of the key metrics for monitoring performance to measure the effectiveness of the program, plan, or project?



How should monitoring be conducted?



Discussion

- *What elements of the WSDOT example framework were the most interesting or essential to include in any plan for I-205 and RMPP going forward?*
- *What did you hear that is not applicable to this region and why?*
- *Multiple workgroups are identified in the draft framework. What are your thoughts on the workgroup composition, discussion topics, and timing?*
- *What is missing from the draft monitoring framework as presented by ODOT staff?*



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WSDOT Monitoring Framework

**Tyler Patterson, WSDOT – Toll Division Systems and
Engineering Manager**

What changes when tolling starts?

WSDOT's approach to understanding the impacts on the transportation system

Why is this process important?

- Establishes facts that everyone agrees are both relevant and accurate
- Builds trust and connections between the partnered agencies and public
- The transportation network is operated and maintained by multiple agencies and jurisdictions – this process reflects that.

Agenda

- 1. Why is this important?**
- 2. Background**
 - Washington state's toll program
- 3. Performance monitoring**
 - High level methodology
 - Detail steps and examples
- 4. Keys to success**

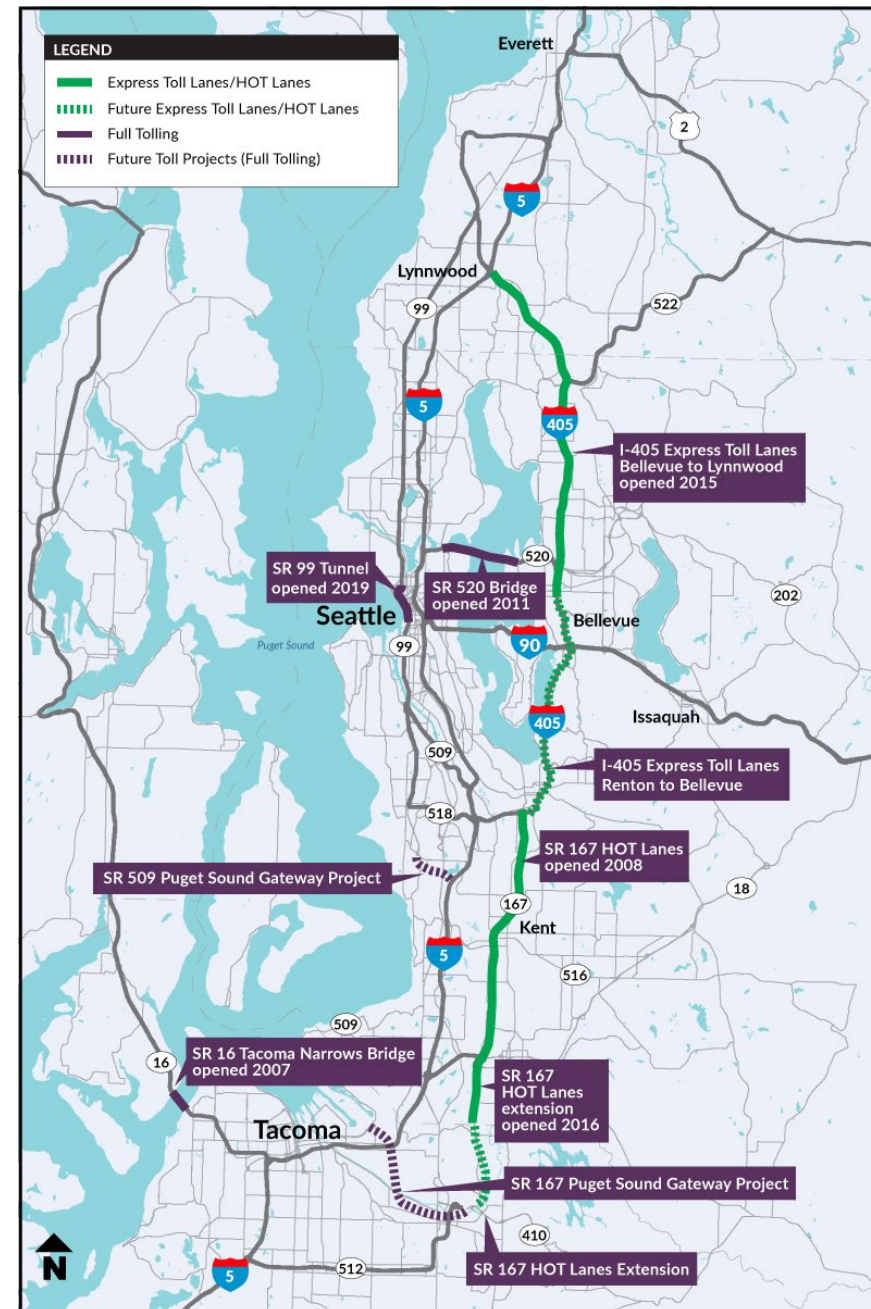
Washington state's tolling program

Current toll facilities:

- SR 16 Tacoma Narrows Bridge
- SR 167 HOT Lanes
- SR 520 Floating Bridge
- I-405 Express Toll Lanes (Bellevue to Lynnwood)
- SR 99 Tunnel

Authorized toll facilities:

- Puget Sound Gateway Project (SR 167, SR 509)
- I-405 Express Toll Lanes (Renton to Bellevue)



How does the process work?

1. Form the team
2. Establish the area to monitor and time period
3. Listen and understand the concerns from partners
4. Select metrics to measure these concerns
5. Determine data needed and identify gaps
6. Fill the gaps
7. Establish a baseline time period
8. Begin collecting and sharing the data
9. Start tolling
10. Keep collecting and sharing data
11. Ongoing operations



1. Form the team

- Identify who needs to be on the team:
 - Engineers, planners, public works directors, data analysts
 - State DOT, cities, county, transit, ports, state patrol, etc.
- Meet with the jurisdictions one at a time and listen.
 - Ask who else should we meet with?
- Bring everyone together for a kick-off meeting

SR 99

- King County
- Port of Seattle
- Seattle DOT
- Sound Transit
- WSDOT

SR 520

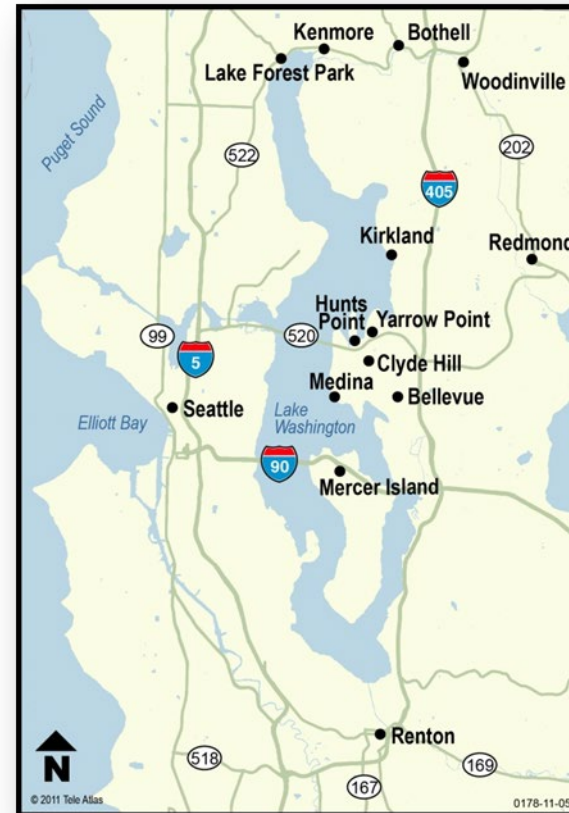
- 14 local jurisdictions
- King County
- WSDOT
- Federal Highway Administration
- Washington State Patrol

2. Establish the area and time period

Establish the area and time period. This can be refined later, if need be.



SR 99



SR 520

3. Listen and understand the concerns and needs

A series of meetings to gather information from:

- Local jurisdictions
- State officials
- Federal officials

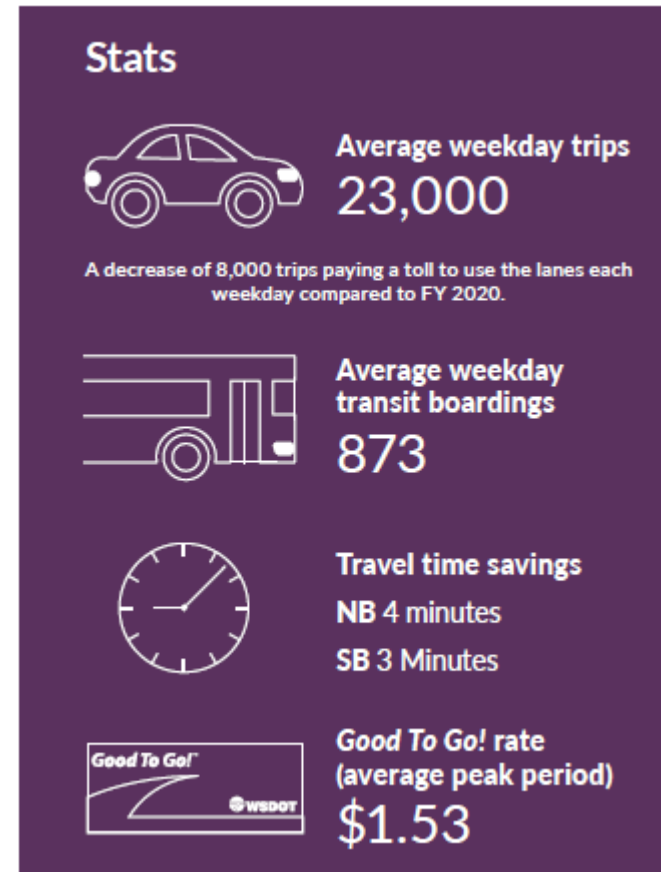


4. Select metrics to measure these concerns

Evaluation may cover:

- Toll road usage
- Alternate routes
- Transit ridership
- Travel times
- Speeds
- Intersection level of service
- Revenue
- Customer survey
- Comparison to the forecast

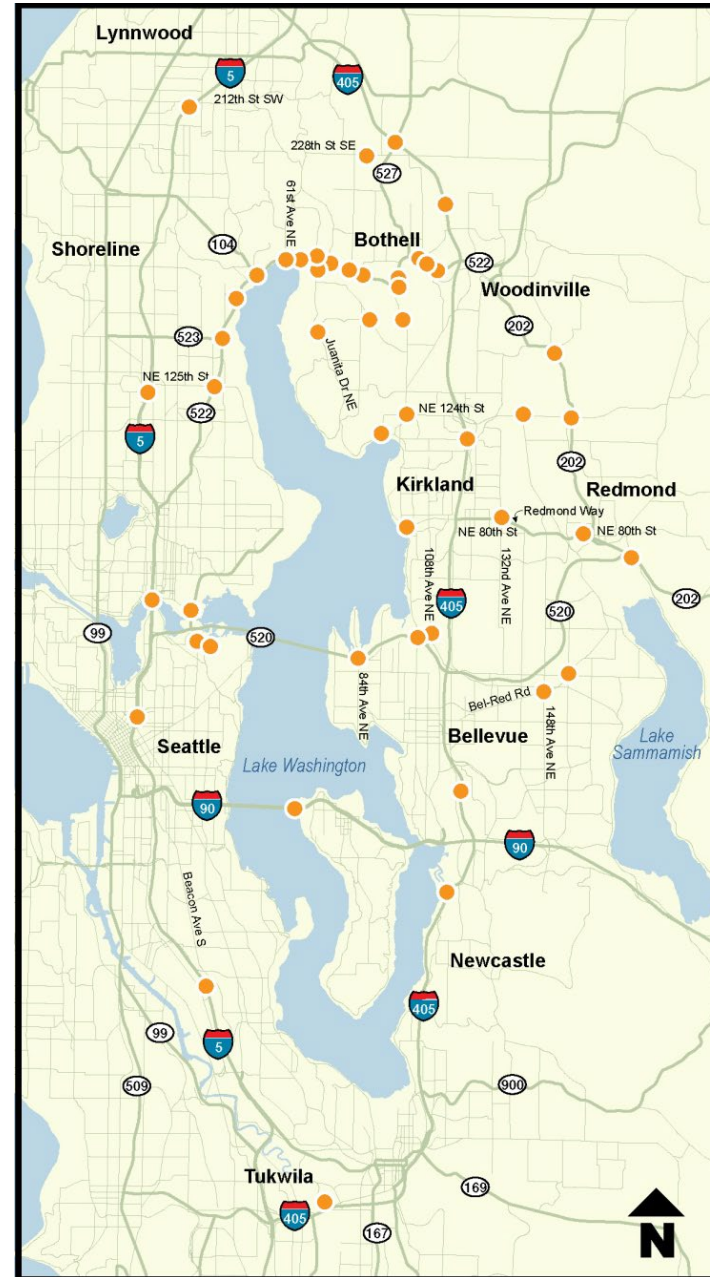
Communicate these to anyone that will listen - often!



5. Identify data gaps

1. Review
 - What data is currently being collected?
 - What reports are currently being produced?
2. Determine if it is possible to measure everything that is being asked?
3. What are we missing?

SR 520



6. Fill the gaps

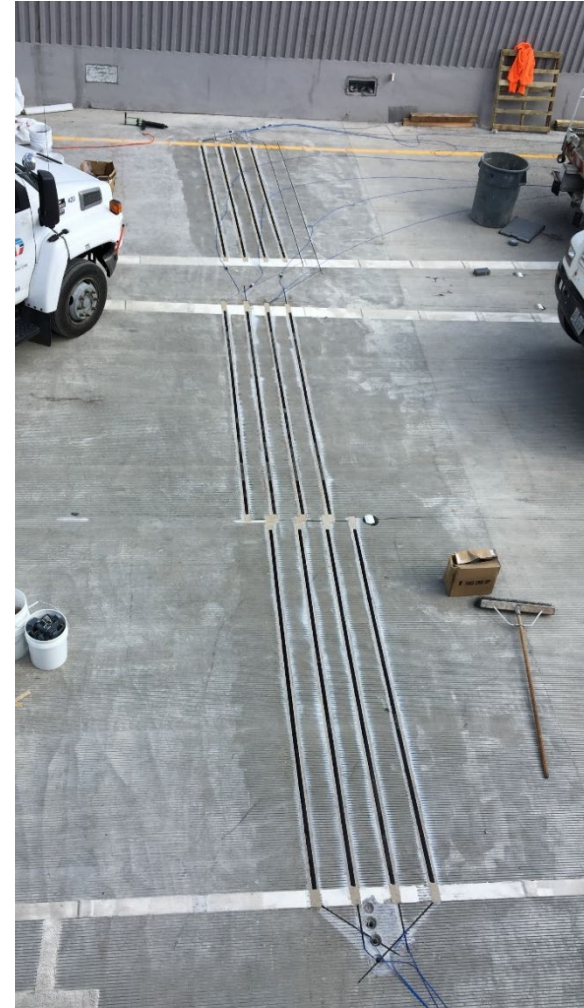
1. Install equipment

1. Tubes
2. Pucks
3. Loops

2. Manual counts

3. Fund any new equipment

Every project has a budget –
select the right collection method
– balancing cost, sensitivity



7. Establish a baseline time period

1. Be flexible – this can be a moving target
 - Construction schedules move
 - Seasonal travel
 - External factors (i.e. global pandemic)
 - Weather impacts
 - Transit service adjustments
2. Forecasted data
3. Typically, a year of data is ideal
4. Consider shoulder months (i.e. October and May)
 - Commuting patterns are more typical with school in session
 - No spring or winter or summer breaks
 - Weather is typically not as big of a factor

8. Begin collecting data

1. Make data available to the entire team
 - Place data in central repository
 - Ensure the data is organized and well documented
2. Continue communicating, coordinating and meeting with the team
 - May need to add a location
 - New information may surface
 - Challenges may arise



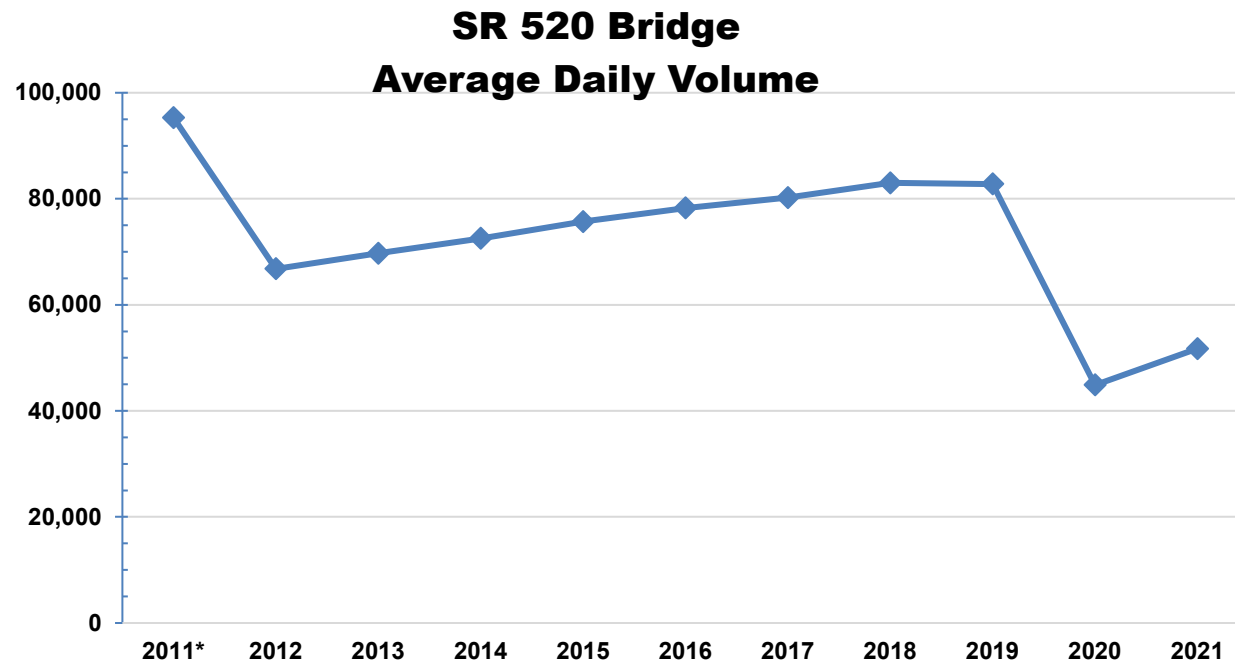
9. Start tolling

Create reports to share the information

1. Determine what you will be able to report on a daily, weekly, and monthly basis
2. Work with the project team for go-live event planning
 - Develop schedule for sharing data
 - 7:00 am – Data pulled, gathered, prepared
 - 9:00 am – Data sent to QA
 - 10:00 am – Agency no surprises meeting
 - 10:30 am – Performance team meeting
 - 11:30 am – Media briefing
 - 1:00 pm – Posted to public website

10. Keep collecting and sharing data

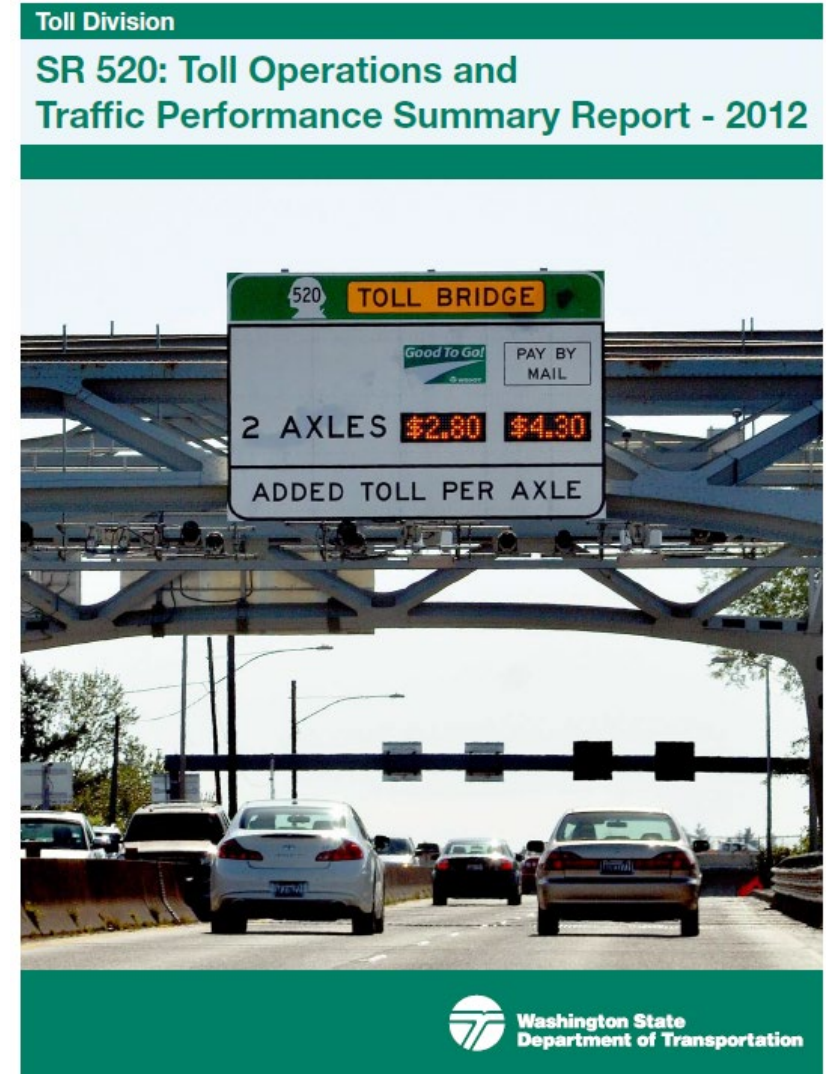
1. Meet as frequently as needed
2. Aim to answer all questions and concerns
3. There will be new things that people didn't realize they wanted to monitor – try to add them if possible.



*Full day volumes.

11. Operational reports

- Daily reports
- Weekly wrap-ups
- Monthly reports
- Quarterly reports
- 1 year report
- Ongoing reporting



Keys to success

- 1. Final report should be unbiased and accurate**
 - Reviewed and approved by the team
- 2. Collaboration with local jurisdictions who are the local experts and:**
 - Have historical traffic counts and other data
 - Can keep their elected officials informed and answer questions
- 3. A commitment to transparency throughout the process**



Questions?

Tyler Patterson

PatterT@wsdot.wa.gov

Oregon Toll Program Monitoring Framework

Mandy Putney, ODOT – UMO Strategic Initiatives Director

Overview

- **Develop a schedule to routinely monitor and assess changes** in traffic and safety patterns at various time scales (e.g., hourly, weekly, monthly) and by mode
- **Collaborate with partner agencies** to achieve a comprehensive understanding of changes
 - **Partnerships needed:** cities, counties, regional government (Metro), transit agencies and transportation service providers (TriMet, Ride Connection), community organizations, interest groups (freight, business)

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Partner Coordination

Multiple workgroups will be involved, including ODOT and local agency staff

Transportation Agency Communication Workgroup

- Coordinate messaging and address communication gaps, internal and external
- *Composed of communication managers*

Transportation Agency Executive Workgroup

- Coordination between project area agencies
- Provide direction as needed
- *Composed of agency leadership*

Transportation Agency Operations & Performance Workgroup

- Respond to unplanned high impact mobility issues
- Coordinate for planned system impacts
- *Composed of operations staff and emergency responders*

Transportation Agency Senior Staff Workgroup

- Identify and resolve issues where impacts are in a limited area but rapid response is essential
- Provide situational updates to executive group
- *Composed of workgroup leads and agency senior staff*

Next Steps

- **Partnerships will be key**
 - Begin coordination with local agency partners by July 2023
- Incorporate input and begin monitoring for baseline conditions
 - Monitoring will begin approximately 12 months before tolling

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Discussion

- *What elements of the WSDOT example framework were the most interesting or essential to include in any plan for I-205 and RMPP going forward?*
- *What did you hear that is not applicable to this region and why?*
- *Multiple workgroups are identified in the draft framework. What are your thoughts on the workgroup composition, discussion topics, and timing?*
- *What is missing from the draft monitoring framework as presented by ODOT staff?*



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Public comment



- We will start with those who are providing public comment in person. Then we will move to those who have raised their hands to comment virtually.



- We will call on you when it is your turn to speak. Please **raise your virtual hand** so the Project Team can unmute you when they call on you.

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To provide comments at any time:

Email oregontolling@odot.oregon.gov with “RTAC Public Comment” in subject line to provide written comments.

Call 503-837-3536 and state “RTAC Public Comment” in your message to provide verbal comments.

Thank you for your participation.

STRAC Report Out

Commissioner Nafisa Fai, Washington County

Statewide Toll Rule Advisory Committee: Report Out

- **Purpose:** Provide feedback on statewide rules, including how toll rates are set and how customers interact with the toll system
- Provided comments on the draft rules for how customers would enroll and the types of accounts
- Discussed how ODOT could encourage customers to register for pre-paid accounts (lowest cost to administer)
- Provided feedback on the community engagement plan to inform the rulemaking process

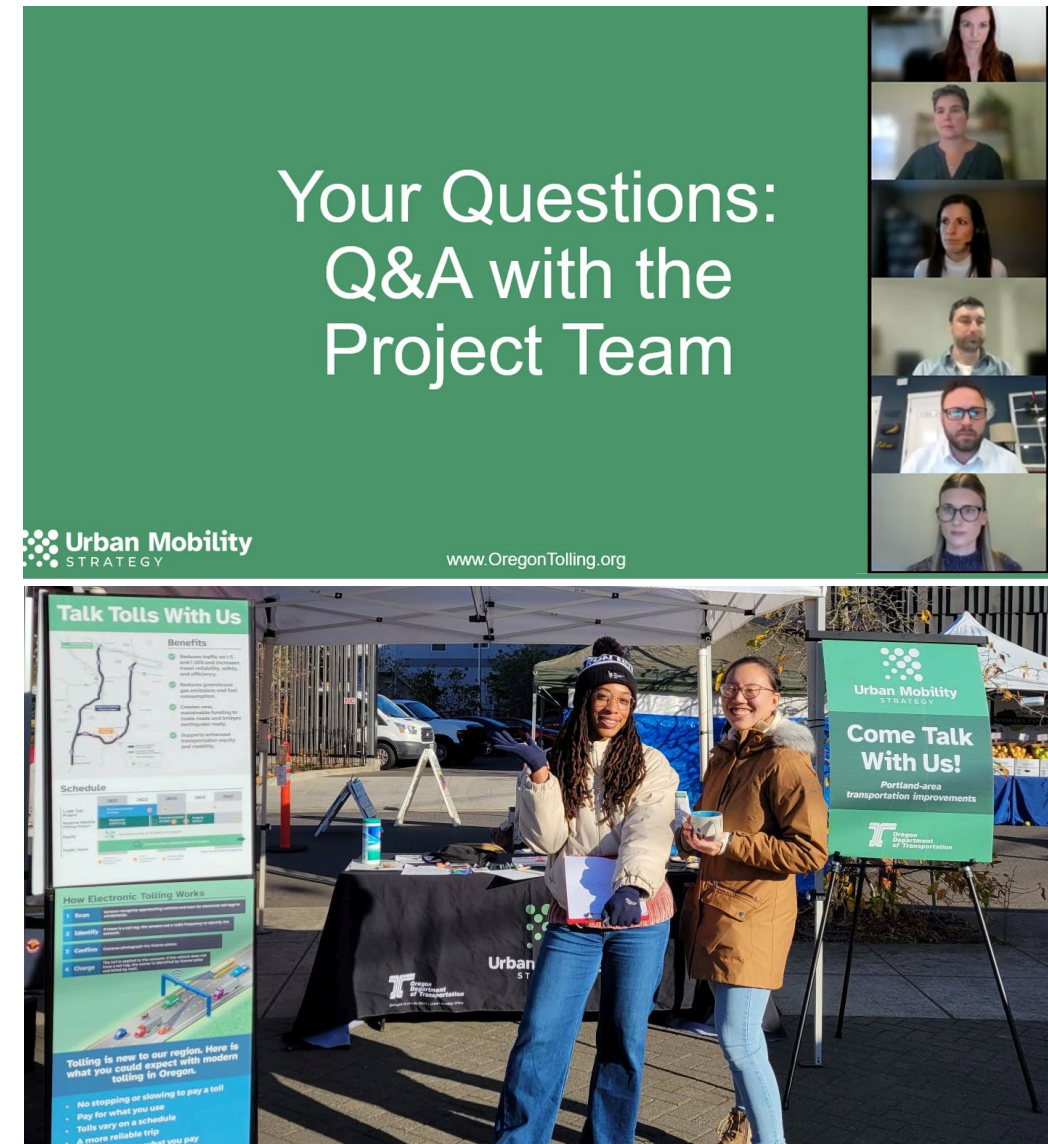
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RMPP Scoping Period Results

Mandy Putney, ODOT – UMO Strategic Initiatives Director

Scoping Period

- 50-day scoping period: Nov. 18, 2022 to Jan. 6, 2023.
- Opportunity to invite comment and gather input on the range or “scope” of community and environmental issues to study.
- Invited feedback on Draft Purpose and Need, Proposed Action, and topics to study in the Environmental Assessment.



Who Participated



What We Heard: Key Themes

- Concerns about the **effectiveness of congestion pricing** to reduce congestion and raise revenue.
- Potential impacts to local communities from **traffic rerouting** off I-5 and I-205.
- **Financial and economic impacts** from congestion pricing, particularly for people experiencing low incomes.
- Questions about the **need for, and plans to use, toll revenue**.

Comments Related to Equity

About 700 comments related to:

- **Financial impacts** on people experience low incomes, older adults, and seniors on fixed incomes.
- **Air pollution and safety impacts** from rerouting on historically excluded and underserved communities.
- Desire for more details about the **Low-Income Toll Program**.

What We Heard: Specific Feedback

- Focus the Project on reducing vehicle miles traveled and managing travel demand.

Response: Revise the **Purpose and Need** to clarify the intent of the project to manage travel demand and congestion.

- Do not price all lanes; implement Project at key locations rather than the entire lengths of I-5 and I-205.

Response: Add more detail on the congestion pricing fee in the **Proposed Action** to provide greater transparency and make it easier to explain how the project will effectively manage traffic.

Next Steps to Address Feedback



- Incorporate feedback into the environmental **study methods** for analyzing project benefits and adverse effects.
- Share **more information** about how congestion pricing would work, how ODOT will address community concerns in the environmental analysis, and how to stay involved in the project.
- Publish **Environmental Assessment**, including proposed solutions, or mitigations, as needed to address impacts.

Download the full Scoping Comment Report and Executive Summary at [OregonTolling.org](https://www.OregonTolling.org)



Outcomes from I-205 Toll Project EA Comment Period

Mandy Putney, ODOT – UMO Strategic Initiatives Director

I-205 Toll Project EA Comment Period

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I-205 Toll Project Overview

Details and Benefits

- ✓ Funds seismic improvements to eight bridges on I-205 from Stafford Road to OR 213. As a separate project, construction is underway to make the Abernethy Bridge the first earthquake-ready highway bridge across the Willamette River in the Portland metropolitan area.
- ✓ Adds the missing third travel lane in a seven-mile stretch from Stafford Road to the Abernethy Bridge. Upgrading this section to three lanes, similar to the rest of I-205, will increase safety and reduce bottlenecks.
- ✓ Uses congestion pricing through variable-rate tolls at the Abernethy and Tualatin River bridges, beginning in late 2024, at the earliest.

Key Benefits of Tolling and Improvements on I-205:

- Congestion reduced from 14 hours to 2 hours or less per day in 2045
- 26 percent fewer crashes
- Travel times up to 25 percent faster in the morning and up to 50 percent faster in the evening

Urban Mobility STRATEGY

Oregon Department of Transportation

We want to hear from you!

60-day public comment period on the Environmental Assessment

Feb. 21–April 21

VISIT THE PROJECT WEBSITE TO VIEW THE ENVIRONMENTAL ASSESSMENT AND LEAVE YOUR COMMENTS!



Tolling Information

What is Tolling?

A toll is a user fee imposed on a road or bridge.



RTAC next steps

- Next meeting: May 22, 2023
- Action items
- Complete meeting evaluation



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Thank you!

David Kim

Regional Toll Advisory Committee Facilitator

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