

Meeting Summary

Subject	Regional Toll Advisory Committee Meeting #1
Date and Time	August 24, 2022 / 9:00-11:30 a.m.
Location	Hybrid: Hyatt Regency Portland at the Oregon Convention Center and online via Zoom

Attendee	Organization / Role	Attendance
Frank Bubenik	City of Tualatin	In person
Shoshana Cohen (representative for Jo Ann Hardesty)	City of Portland	In person
Nafisa Fai	Washington County	In person
Brendan Finn	ODOT, Urban Mobility Office	In person
Carley Francis	Washington State Dept. of Transportation	In person
Kathy Hyzy	City of Milwaukie	In person
Sarah Iannarone	The Street Trust	In person
Jon Isaacs	Portland Business Alliance	In person
Jana Jarvis	Oregon Trucking Associations	In person
Anne McEnemy-Ogle	City of Vancouver	Virtual
Della Mosier	ODOT, Urban Mobility Office	In person
Willy Myers	Columbia Pacific Building Trades Council	In person
James Paulson	EMAC Liaison	In person
Jessica Vega Pederson	Multnomah County	In person
Lynn Peterson	Metro	In person
Matt Ransom	SW Washington Regional Transportation Council	In person
Richard Rylander	Clark County, WA	In person
Vivian Satterfield	Verde	In person
Paul Savas	Clackamas County	In person
JC Vannatta	TriMet	In person
Julie Wilcke Pilmer	Ride Connection	In person
Kasi Woidyla	Virginia Garcia Memorial Health Center	Virtual
Keith Lynch	FHWA (ex officio)	Virtual
Kris Strickler	ODOT Director serving as chair	In person
David Kim	Facilitator	In person
Garet Prior	Presenter	In person
Mandy Putney	Presenter	In person
Amanda Pietz	Presenter	In person
Maureen Bock	Project team	In person
Nick Fazio	Zoom host	Virtual
Anne Pressentin	Facilitation coordinator	In person

Attendee	Organization / Role	Attendance
Heather Wills	Project team	Virtual
Sine Madden	Project team	In person
Kirsten Beale	Committee Coordinator	In person
MJ Jackson	Zoom support	In person
Logan Cullums	Zoom support	In person
Adela Mu	Note-taker	In person

Not in attendance: Jo Ann Hardesty, City of Portland; Curtis Robinhold, Port of Portland

1 Welcome and Agenda

David Kim, facilitator, welcomed the attendees and talked through the logistics of the meeting. He reminded the audience that this is a public meeting and a hybrid meeting. He asked that attendees be respectful and courteous to each other; some members nodded in acknowledgement. He asked that members indicate on the meeting evaluation form whether September 26 would work for them as the next meeting date.

David walked through the agenda for today's meeting before turning to Chair Kris Strickler, Director of ODOT.

2 Committee Charge and Purpose

Director Strickler thanked members for attending, both in person and via Zoom. He acknowledged that ODOT's past decisions have caused harm for some, and that going forward, the department will be working to serve everyone's needs. He clarified that this is not a place to have the toll-or-no-toll conversation; rather, members are expected to discuss how they can make the system work for everyone. He expressed his confidence in the group being able to come up with solutions to serve the needs of the region.

David emphasized Director Strickler's point that this is not a meeting to debate toll or no toll – that decision has already been made. The purpose of this meeting is to find ways to fulfill all the member organizations' needs.

3 Member and Staff Introductions

David invited members to introduce themselves and briefly describe how they hope to contribute to the conversation. Several themes were expressed as members introduced their goals, including:

- Connecting to constituencies and bringing diverse voices into the discussion
- Understanding impacts of a tolled system
- Highlighting the importance of a transportation system that works for everyone, regardless of travel mode

- Bringing freight and business considerations to conversations
Centering equity to ensure the system does not disproportionately impact underserved and underrepresented groups.

After the members' introductions, David introduced some of the Toll Team staff joining today.

Lastly, David expressed being impressed by the diverse collection of organizations and interests present to represent such a large metropolitan area. He acknowledged the spirit of cooperation he sensed from the members and is optimistic about the group moving forward. Whether new to the project or involved in the past, each member has much to offer as they bring their own expertise and history to the group.

4 Review Committee Charter and Workplan

David introduced the Committee Charter, describing why members are here and what they are here to do. The committee will be taking final action on the charter at the next meeting. David called attention to several important points, including regular meeting attendance, alternate designation, and process for responding to media or other inquiries about the committee. He asked that members submit any feedback on the charter to committee staff, so that staff can send a revised charter, if necessary, before seeking final approval in September. He invited questions about the charter.

- Commissioner Savas voiced the concern that the charter seems rigid. He also asked that committee staff add communications that Clackamas County has sent to the Oregon Transportation Commission to the meeting packet, which he believes will be helpful for the committee to know.
 - David said that committee staff will add materials from Clackamas County to the packet for the next meeting.
- Commissioner Savas asked David to clarify why he said the committee is not doing “a deep dive,” but Director Strickler said the committee will be having “in-depth conversations.”
 - David clarified that the committee will not be doing “deep dives” during *presentations*, as the committee meeting time is reserved for *discussion*. If members would like a briefing, staff is more than happy to provide them between committee meetings.
- Metro President Peterson asked to clarify the role of the committee, its scope, and whether it will provide advice on rate-setting, the Oregon Highway Plan Amendment timing, and the I-205 project.
 - David responded that this committee is not a decision-making body. Its purpose is to give advice to Director Strickler and his team. The committee will provide recommendations on the criteria to inform rate-setting, but that decision is ultimately to be made by the Oregon Transportation Commission. For the Oregon Highway Plan Amendment timing, David replied that the question will be addressed during the discussion on the Oregon Highway Plan agenda item.

RTAC Meeting #1 Summary / August 24, 2022

- For the I-205 project, Della Mosier from the Urban Mobility Office responded that the project team will give presentations to the committee so that members can discuss and advise. Recommendations from other committees will be shared for discussion as well.
- Shoshana Cohen, representing the City of Portland in place of Jo Ann Hardesty, echoed that the purpose of the committee is not to open everything back up, but it will be important to discuss key topics such as revenue allocation and how net revenue is defined.
- Director Strickler acknowledged that this is a *regional* body discussing a *statewide* toll program and its rules, and that more will come on how the committee fits in with the Statewide Toll Rulemaking Advisory Committee.
- SW Washington RTC Director Ransom asked how the committee will ratify its recommendations and how decisions will be made.
 - David asked if Director Ransom is implying the question of whether the committee will take votes. David replied that he wants to take a consensus approach and avoid formal recorded votes as if this is a legislative body. If there are dissenting opinions, there are opportunities to submit a minority or dissenting view.
- David encouraged members to avoid using acronyms and asked for any other questions on the charter. He reminded members that he will seek approval of the charter at the next meeting.

5 Project Context and Status

Mandy Putney, Urban Mobility Office, gave an overview presentation.

She highlighted the Portland metropolitan region's traffic congestion problems and bottleneck areas, which have severe economic, safety, climate change, and equity consequences. Through the Value Pricing Feasibility Analysis in 2018, congestion pricing was identified as a viable strategy to reduce traffic jams while being a sustainable source of revenue to fund safety and equity improvements. Other recommendations from the analysis included thinking about multimodal improvements, considering equity and people experiencing low incomes in project design, and funding neighborhood projects to reduce diversion.

Mandy presented the Urban Mobility Strategy map, which shows a holistic view of the regional projects that support state and regional climate goals, create sustainable revenue streams, and center equity. The spine of the strategy is the Regional Mobility Pricing Project, which will initiate the National Environmental Policy Act (NEPA) process in September.

The I-205 Improvements Project is a seven-mile project to add the missing third lane on I-205 and perform seismic improvements for nine bridges. Construction began on the Abernethy Bridge this summer, and ODOT will need toll revenue to complete rest of the improvements in this corridor. The draft Environmental Assessment will be published this fall for public review, and then refined and revised in

early 2023. Data so far show that the third lane on I-205 and congestion pricing together will significantly improve congestion from 13-14 hours a day to less than 2 hours by 2035.

Equity is central to ODOT's work moving forward. The Equity Mobility Advisory Committee developed an Equity Framework that is being actively used for project development and environmental analysis by using a trauma-informed approach and considering different transportation needs of historically excluded and underinvested communities.

Lastly, Mandy presented a graphic of the existing and new committees that will advise ODOT and the Oregon Transportation Commission on tolling, the project's public outreach extent and process, and the overall timeline for the two toll projects. Tolling is expected to begin on I-205 by late 2024 and regionally by late 2025.

- James Paulson, EMAC liaison, asked about the total cost for the projects planned as part of the Urban Mobility Strategy.
 - Mandy responded that the projects are in different stages of planning and are managed by different authorities. She can follow up with the status of the projects.
 - James asked how much of the costs tolling is expected to pay for.
 - Mandy replied that the Urban Mobility Strategy map is meant to identify how the region will collectively move forward with the multimodal system with equity and climate in mind. Some projects are underway, and some are in planning. The map does not tie toll revenue to all those projects, but all elements need to be in play for the region to reach its mobility goals. Tolling will not pay for all of the projects identified on the Urban Mobility Strategy map.
- Commissioner Savas asked if tolling all lanes was part of the directive from House Bill 3055 or from any legislation.
 - Mandy replied that tolling all lanes on I-5 and I-205 was part of the recommendations from the Value Pricing Feasibility Analysis in 2018. Most members of the Policy Advisory Committee then encouraged expanding tolling to more parts of the system. The analysis then showed that pricing all lanes worked best for congestion management, since the corridor did not have a complete system of three lanes and did not have a High-Occupancy Vehicle Lane.
- Jana Jarvis, Oregon Trucking Association, said that she was on the Policy Advisory Committee in 2018 and does not remember recommending tolling 24 hours a day.
 - Mandy responded that there is no policy to toll 24 hours a day. It is an analysis assumption so that the environmental review can capture the largest impacts associated with tolling. The Oregon Transportation Commission will determine the toll rates and rate structure.

- Director Strickler asked to clarify why there is a one-year gap between federal review and start of tolling on the schedule.
 - Mandy replied that ODOT will need clear regional partnership and support and continued close communications with the Federal Highway Administration to move forward with the process – a year is the expected maximum time for that coordination to take. This committee can help to identify how the project team can be as productive as possible during that time and how to improve the schedule.
- Director Strickler added that the back-office administration for the toll projects is fairly significant; such customer service is a new experience for ODOT. Setting up accounts, gantries, and inner workings will cost hundreds of millions of dollars, which is another contributing factor to the one-year gap. This is the right time for the committee to have conversations about tolling all-day and toll rates, and the Oregon Transportation Commission will consider and weigh input from all the committees.

6 Low-Income Toll Report

Garet introduced himself and said equity in tolling is often only considered at the end of the process; ODOT wants to change this approach and to integrate equity from the beginning of the project. The Low-Income Toll Report under development by ODOT and the Equity and Mobility Advisory Committee will be presented to the Oregon Transportation Commission in September this year.

Options in the draft report were developed based on more than 10,000 responses to the Spring public engagement survey and conversations with regional partners, including many members of this committee. The key pillars of the report are: 1) a significant discount for households at or below 200% of the Federal Poverty Level, 2) a smaller discount for 201-400% of Federal Poverty Level, and 3) consideration of self-certification for enrolment in the low-income toll program.

- Keith Lynch, FHWA, asked if toll discounts would apply for all time or only for a limited period.
 - Garet responded that discounts would be in place on day one of tolling, and the project team would monitor and adjust after implementation begins to make sure that it is meeting the needs of the system.
 - Mayor McEnerny-Ogle added that she wants a consistent system through the entire region.
 - Garet agreed and said ODOT wants to work closely with the Washington State Department of Transportation as they develop their low-income program.
- Commissioner Fai supported the three key pillars and asked about punishment for not paying tolls, especially for low-income communities.
 - Garet replied that there are existing state laws that apply, and the project team will further consider options with the Statewide Toll Rulemaking Advisory Committee. The current

recommendations going into that process are to put maximum caps on fines so that they do not lead to indebtedness or criminal penalties. The next step for the team is to translate the report's strategic direction into implementable details.

- Mayor Bubenik suggested that the committee may benefit from seeing the Federal Poverty Level thresholds amounts.
 - Garet recounted that for a family of four, 200% of the Federal Poverty Level is \$55,000 and 400% is \$110,000.

7 Oregon Highway Plan Goal 6 Amendments

Amanda Pietz, ODOT, gave an overview of the Oregon Highway Plan amendment, which will be presented to the Oregon Transportation Commission in September. The Oregon Highway Plan is a statewide, overarching plan that describes how the toll program will be governed by the Oregon Transportation Commission, covering four areas in tolling policy: 1) road pricing objectives, 2) rate structures, 3) use of revenue, and 4) infrastructure and management.

The plan was released on June 13 for public review and the comment period will close on September 15, lasting nearly 100 days. At the September meeting with the Oregon Transportation Commission, ODOT will share key comment themes and potential changes based on those comments. A revised copy will be released to show the evolution of the plan. Once the comment period closes, ODOT will meet with jurisdictions and talk through proposed edits to finalize the plan, which then goes to Oregon Transportation Commission for adoption at their November meeting.

So far, the plan has received more than 300 comments. Feedback includes: better distinguish between definitions of tolling and congestion pricing; define corridor for traffic versus multimodal; consolidate diversion policies in one area, clarify definitions of diversion and mitigation; clarify what partnership and collaboration means and look like; and accountability for shared decision-making.

Amanda concluded that the next steps are to hear from committee members for feedback, what is missing, and potential revisions.

- Sarah Iannarone, The Street Trust, asked when members can expect the draft.
 - Amanda replied, the Friday before the Oregon Transportation Commission meeting in September. The draft will include where the team thinks it is heading with revisions and themes to discuss with the Oregon Transportation Commission.
- Commissioner Vega Pederson asked where the comments are coming from.
 - Amanda responded, all over the state and from tribes. The majority is from the Portland metropolitan region, with more from Clackamas County and those directly affected and soon.

Memorandum

RTAC Meeting #1 Summary / August 24, 2022

- Commissioner Savas noted that if the draft comes out on Friday, that is not enough time to review. He asked if it could be provided earlier.
 - Amanda replied that the team will try to get it out as soon as possible. It is unusual for ODOT to post any revisions before the final version, but the team is trying to improve information transparency. She recognizes the short timeline and recommends the committee to get their most significant comments out early, so that the team can reflect them in the revised version before the final.
- Kasi Woidyla, Virginia Garcia Memorial Health Center, asked how the team is spreading the word about feedback and reaching all communities, recognizing the barriers to electronic communications.
 - Amanda responded that the team has tried a number of tactics to alert people of policies and upcoming changes. One way is via committees like this one. A lot of communications have been web-based such as via the website, webinars, and social media, but the team is also having individual conversations with community members and groups. The team is also applied recommendations from the Equity Mobility Advisory Committee directly in the plan. The team will share out what it heard online and offline and keep a running record of all comments to ensure transparency and accountability.
- Councilor Hyzy commented that distinguishing the two types of tolling makes sense. She asked to expand on how the plan helps with definitions.
 - Amanda answered that the first type of tolling is to pay for projects, the second is congestion pricing to reduce trips and improve multimodal travel, and the third is a combination of the two. The team will start with revisions in the front sections of that plan that lists the differences in definitions. It will define terms like “project” and “corridor,” which may differ depending on the type of tolling and the project. Another area for clarification is the spending hierarchy and how funds will cascade down. Revenue will always pay for administration first, but the rest will vary based on the type of project.
- President Peterson thanked the team for beginning with managing demand and expanding multimodal mobility before adding capacity. That is a great policy that has been in place for 20 years, but it did not have all the tools it needed to achieve its goals. Distinguishing between types of tolling is important because the amount of revenue needed and how revenue will be used are different. Making clear how revenue is used for each type of tolling will make implementation easier and help clarify responsibilities between jurisdictions and ODOT. There are many projects going on in the region, and the stakeholders need to be clear among themselves how to prioritize needs.
- Commissioner Savas asked if there are data on how many users will divert to other routes and how many will change their trip times or modes. He added that the impact of congestion hurts businesses and that tolls will exacerbate impacts, especially if tolls are in place 24 hours a day.

- Amanda replied that from a policy standpoint, ODOT recognizes the existing impacts to businesses. The team has had conversations with partners to better understand and pay attention to those impacts. However, there are project-level factors like toll rates and the availability of and demand on local alternatives that will come into play through the environmental analysis and project-level work.

8 Public Comment

Three members of the public signed up to present a verbal comment, and one person joining online asked a question.

David invited attendees listening in to comment and reminded the audience of other ways to provide a comment after the meeting.

- Terry Parker (no affiliation, parkert2012@gmail.com) highlighted the importance of family-wage jobs and that motor vehicle usage keeps the economy humming. He described tolls as a socially engineered extortion and non-auto users as freeloaders. He noted that a bus causes twelve times the wear-and-tear of a car, and demanded transit, bikes, and other modes be assessed special fees.
- Paul Edgar (no affiliation, pauloedgar@q.com) commented Clackamas County will be disproportionately harmed through diversion and rerouting. The county needs compensation for businesses that will be disproportionately harmed by losing customers and jobs. He claimed that properties will be devalued as a direct result of tolling and that the project team does not understand diversion. He highlighted that a rebuilt bridge in Oregon City will be fed by Highway 43 and Willamette Falls Drive and will quadruple trips into the city, which will strangle Highway 99 and kill the business community. He expressed safety concerns about daily diversion to local roads and bridges that will see more accidents and traffic deaths.
- John Ley (no affiliation, pilotjpl@aol.com) from Clark County stated that in 2018, ODOT and consultants made the decisions, not the Policy Advisory Committee. He cited that for every toll dollar collected, 43 cents go to toll collection. Once tolling is implemented, 130,000 vehicles will be diverted to side roads and neighborhoods and traffic congestion will not be eliminated, only shifted. He claimed that ODOT is targeting poor minority neighborhoods around I-5 and I-205, and that ODOT does not need the toll money. He encouraged citizens to support IP-41, which would require a public vote before tolling is implemented.
- Tony, an online attendee, asked about the timeframe for tolls and what kind of tolls will be in place for what timeframe.
 - Mandy responded that the environmental analysis is assuming tolling 24 hours a day. The final decision will be made by the Oregon Transportation Commission during rate-setting.

9 Next Steps

David expressed appreciation for members' active participation and reminded them to fill out the evaluation form. The committee staff wants their feedback to improve future meetings. He also gave a reminder to send comments on the committee charter over the next few weeks, and the committee staff will circulate the updated version at the next meeting for approval. Anyone who wants a briefing before then should contact committee staff. David welcomed members to email him at David.Kim1@wsp.com.

Director Strickler thanked members for their time and willingness to engage on these difficult topics. He emphasized that decisions would impact generations in the future and that not everyone has experienced the same level of impact in the past, which ODOT wants to change for the future.

David closed the meeting by saying that he looks forward to the members' feedback and the next meeting.

10 Action Items

- Indicate ability to attend September 26 RTAC meeting (Members)
- Comments on draft charter to committee staff by September 7 (Members)
- Avoid using acronyms (All)
- Request briefings on project history and background through David Kim or Garet Prior (Members)
- Include past comments related to tolling and congestion pricing project development from Clackamas County in future meeting materials. (Facilitation Team)

11 Meeting Evaluation Results

Meeting participants were asked to provide feedback on the committee meeting via an evaluation form that was provided for both in person and virtual attendees. The results of the meeting evaluations are summarized in the table below:

Please select the response that best describes your feelings about each statement.	Strongly				
	Agree	Agree	Neutral	Disagree	Disagree
1. I clearly understood the agenda, the meeting objectives, and knew what the group was trying to accomplish during this meeting. the meeting objectives, and knew what the group was trying to accomplish.	6	9	2	0	0
2. The committee's charge and purpose is clear.	2	6	8	1	0
3. Members had a chance to speak and contribute to items under consideration.	8	8	1	0	0
4. The meeting was well facilitated.	9	7	1	0	0
5. There were adequate options for public comment.	5	8	3	1	0

Memorandum

RTAC Meeting #1 Summary / August 24, 2022

Please select the response that best describes your feelings about each statement.	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
6. This RTAC meeting advanced my understanding of the project and helped prepare me to talk to constituents and other decision-makers.	5	7	4	1	0
7. I plan to attend additional RTAC meetings.	6	9	2	0	0

Written comments received on the meeting evaluation forms were:

Commenter 1:

- Parking is key. This location works well.
- Face to face is very important.
- I'm concerned about word smithing with such a large group

Commenter 2:

Great first meeting. Well facilitated and organized.

Commenter 3:

There were a lot of people in the room. Is everyone on the AC? If not, will there be opportunities for closed door meetings with just the AC? I would like an opportunity to openly discuss the plans and fully understand how we intend to engage the public. It was not clear at the meeting how this would happen. I do plan to attend these kinds of meetings in person in the future whenever possible. The virtual format was not efficient with that many people in attendance. If there are smaller AC meetings those might be effectively done via Teams/Zoom.

12 Written Public Comment

For public comments sent before the meeting, see attached.