

December 28, 2023

Oregon Toll Program Implementation Report

Executive Summary

On May 4, 2023, in response to concerns raised by elected officials and regional residents, Gov. Tina Kotek directed ODOT to delay toll collection on Interstate 5 and Interstate 205 until January 1, 2026. The delay has provided ODOT more time to develop a toll program that works for Oregonians and the communities in the Portland metro region.

The Oregon Toll Program Implementation Report documents the status of the agency's plans to address equity concerns and minimize traffic diversion to local roads.

The Oregon Department of Transportation (ODOT) is implementing tolls on Interstate 5 (I-5) and Interstate 205 (I-205) in the Portland metro area, as directed by the Oregon Legislature in 2017 and reaffirmed in 2021, to reduce highway congestion and provide a sustainable revenue source to invest back into the multimodal transportation system. The Oregon Toll Program Implementation Report documents the status of the agency's plans to address equity concerns and minimize traffic diversion to local roads for the I-205 Toll Project and the Regional Mobility Pricing Project.

The report lists decisions and milestones already achieved, while acknowledging current conversations and future decision points and how the agency will work through them collaboratively with regional partners. Some of the major topics that will be discussed and decided in the coming months and years include:

- Net toll revenue allocation, including discussions with regional partners and the Oregon Transportation Commission.
- Final statewide toll rule adoption by the Oregon Transportation Commission, including exemptions and enforcement policies.
- Adaptive Traffic Management Framework development by ODOT with regional partners to establish system monitoring requirements before and after toll projects are implemented.
- Long-term equity monitoring and accountability plan, created by the Equity and Mobility Advisory Committee with ODOT, to achieve equitable outcomes throughout implementation and operation of the Oregon Toll Program.
- Low-income toll program implementation by ODOT that will provide discounted rates for low-income households, beginning with a 50% discount for those living at or below 200% of the Federal Poverty Level. Additional analysis will consider the potential of discounts for those living at or below 400% of the Federal Poverty Level.¹

The Report contains two chapters: the *Equitable Toll Program Development Plan* and the *Diversions Management and Mitigation Plan*. The ***Equitable Toll Program Development Plan*** shares the work the Equity and Mobility Advisory Committee led to establish a low-income toll program, as well as the upcoming policy decisions that could impact low-income and underserved communities. This chapter of the report dives into four topic areas:

¹ In 2023, 200% of the Federal Poverty Level was \$29,160 for a household of one and \$60,000 for a household of four. 400% of the Federal Poverty Level was \$58,320 for a household of one and \$120,000 for a household of four.

- **Understanding equity and the needs of our community:** ODOT has engaged and continues to engage jurisdictional and agency partners and the public to develop the Oregon Toll Program, with the desire to reflect their input in the program. This section focuses on equitable engagement and how input received has informed and will continue to inform decision-making.
- **Establishing a low-income toll program:** While there are more than 300 toll programs in the United States, Oregon's will be the first in the country to have a low-income toll program on day one of operations. This section describes the low-income toll program's purpose, development process, next steps, and anticipated outcomes.
- **Toll rules for an accessible and equitable toll program:** ODOT is prioritizing equity to develop the broader foundational statewide toll rules for the Oregon Toll Program. This section presents an overview of the toll rulemaking policy process, policy decisions already made, and those occurring in the future.
- **Long-term equity commitments and accountability:** This section provides an overview of crucial equity accountability considerations, commitments made by the Oregon Transportation Commission, and decision points to establish the equity commitments and accountability process.

Local communities and elected officials have made it clear that traffic diversion from the tolled interstates onto local roads is a core concern for toll system implementation along I-5 and I-205, and ODOT agrees. As ODOT plans, designs, and ultimately implements the toll program, our top priority is to improve travel on the tolled interstates and raise revenue for transportation needs, and to do so in a way that minimizes impacts to local communities. The ***Diversions Management and Mitigation Plan*** presents ODOT's approach to limiting this type of vehicle diversion. This chapter of the report covers three topic areas:

- **Toll program and project design:** This section outlines how ODOT plans to avoid and minimize diversion early in the program and project development process, such as through identifying appropriate toll rate structures and toll point locations.
- **Oregon Toll Program Adaptive Traffic Management Framework:** After implementing toll projects, ODOT will work with regional jurisdictions to establish a process to track and routinely assess changes in traffic and safety patterns for multiple modes of transportation due to tolling. Monitoring is required to establish future mitigation needs, especially if impacts emerge in later years after implementation of tolls. ODOT will mitigate the additional effects directly caused by tolling. This section presents a summary of steps to establish and adjust components of a traffic management process for the toll program as needed to reflect evolving needs and conditions.
- **Projects that complement the Oregon Toll Program:** ODOT will continue collaborating with regional partners to explore other multimodal investments and funding opportunities to expand travel options for those who need to travel on or near the tolled interstates. This section presents the efforts and next steps to support our partners to identify and refine the list of projects that complement the toll projects.

There are many decisions to be made that will shape Oregon Toll Program policies, toll rates, and design. The Implementation Report presents the progress that has already been made on these important issues, the work still left to do, and how ODOT will work with the public and our partners to make informed decisions that thoughtfully and equitably advance the Oregon Toll Program.

Read the full report here: [Oregon Toll Program 2023 Implementation Report](#)