

# **EMAC [DRAFT] RECOMMENDATIONS TO THE OREGON TRANSPORTATION COMMISSION**

The purpose of this working document is to capture the status and history of the Oregon Toll Program's Equity and Mobility Advisory Committee (EMAC) recommendations for the Oregon Transportation Commission. These recommendations follow the development of the I-205 Toll Project, Regional Mobility Pricing Project, and the Oregon Toll Program (which covers the entire state).

*Words in italics* = PLACEHOLDER TEXT

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# EMAC VISION

*This whole section is a placeholder for EMAC's vision of equity processes and outcomes following their commitment to this committee work. They might say this is where we began and today our vision is XXX.*

*Or this section can be a letter from the members to the OTC acknowledging their partnership in furthering equity through the tolling projects. Thoughts about the role the committee members, ODOT and the OTC play in implementing equity.*

*The main purpose of this section is for it to be an authentic, in-their-own-words, succinct (1 page or less) introduction from the committee members about their intention with these recommendations.*

# KEY STATEMENTS

In developing recommendations for the OTC to consider at your November 2021 meeting, we [EMAC] want to make sure we are communicating the following:

- **The following recommendations are based off of our personal expertise and experience in the community, Toll Program community engagement input, review of research on case studies and best practices, and extensive and meaningful discussions on the Committee.** These recommendations provide a snapshot in time. New information is continually being added as the Toll Program develops that may alter these recommendations.
- **Our work to date has focused on the I-205 Toll Project area, not tolling on I-5 and I-205 (Regional Mobility Pricing Project).** No assumptions should be made about the transferability of recommendations from one project to the other.
- **Further work needs to be done to determine what will advance equity in the I-205 Toll Project.** A key step in this process will be to examine the findings of the impacts analysis that ODOT is currently conducting, which should be coming in late 2021 to early 2022. Proposed investments will need to be taken to the Equity Framework-identified communities that will be impacted to ask them what will best advance equity.
- **The Regional Mobility Pricing Project requires the same degree of expertise, experience, research, and engagement that has gone into the I-205 project (if not more).** For example, since there will be important project-level decisions on the Regional Mobility Pricing Project from 2022 to 2024, we recommend that an equity oversight committee. The application of recommendations for the I-205 area should not be applied to the regional system without careful evaluation, analysis, and community input. We want to make sure that ODOT applies the same level of rigor answering key equity questions regarding the Regional Toll Program, as well as interactions between the two toll systems once both are operational.
- **Tolling impacts all users in the greater Portland region which includes Oregon and Washington. It is important that equity and mobility benefits not end at the state line.** Therefore, EMAC wants to ensure that advancing equity includes anticipating the needs of Equity Framework communities from the entire region.

# RECOMMENDATIONS SUMMARY

## Equity and mobility action list

As a committee, we have built consensus to determine the following actions that will lead to critical outcomes we believe to best advance equity. We understand some items may take more time or require more resources and further study before the Oregon Transportation Commission (OTC) may agree to them. However, we recommend that the OTC consider items in the following sequence.

## Consensus supported actions

- Trauma-informed practices will inform all policy and strategy commitments to advance equity within Equity Framework-identified communities.
- *Add consensus supported options from the “preferred policy and strategy options” list here*

## I-205 Toll Project area

- *Add consensus supported options from the “preferred policy and strategy options” list here*

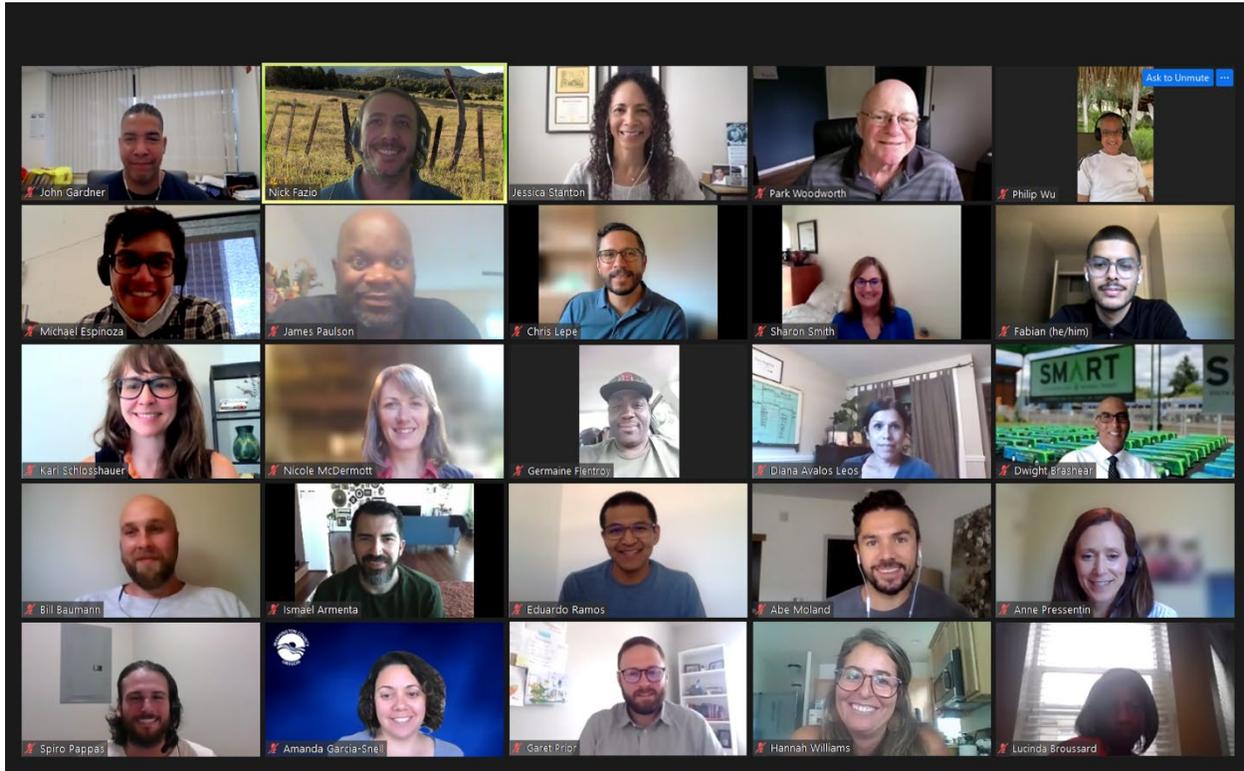
## Regional Mobility Pricing Project area

- *Add consensus supported options from the “preferred policy and strategy options” list here*

# THE EMAC STORY

## Meet the EMAC

*Description about the people (list names) in the EMAC and highlight their array of talents and expertise.*



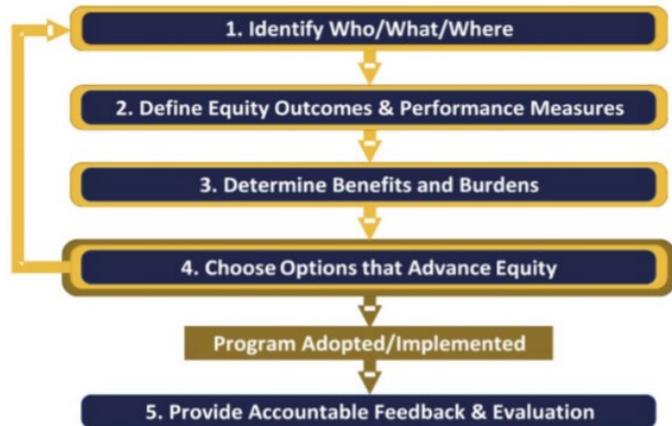
## EMAC's Charge

*Description of the EMAC's charge from the OTC.*



## Equity Framework

*Description of the Equity Framework.*



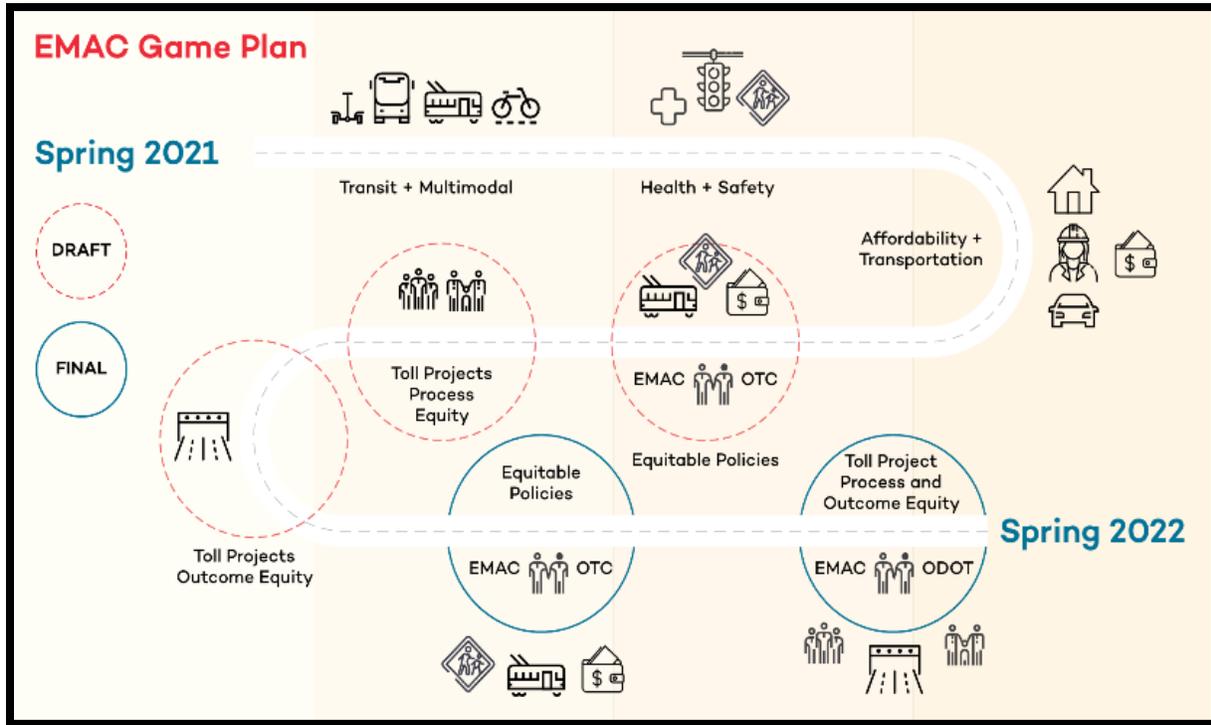
### EMAC is the leader

As members of the Equity Mobility Advisory Committee, we are professionals and individuals with a wide range of experience in advancing equity. Our purpose is to respond to the OTC’s direction to provide equitable policy and strategy recommendations for the Oregon Toll Program. Learn more about EMAC’s commitment to guiding this work within our [Committee Charter](#). To deliver this significant work, we [EMAC] embrace the following principles:

- Focus on equity advancement, rather than an emphasis on harm reduction. This includes creating a model for normalizing and applying equity into the National Environmental Policy Act (NEPA).
- Apply the project’s [Equity Framework](#) to help guide ODOT in an intentional process for equitable process and outcomes, including a Trauma-informed perspective to empower historically excluded and underserved communities.
- Identifying the costs and process for ODOT to deliver equitable outcomes before and by day one of tolling.

## EMAC's process for developing the recommendations

Description of EMAC's process in developing these recommendations.



# **[DRAFT] POLICY AND STRATEGY RECOMMENDATIONS**

The following recommendations are the cornerstone of this document.

## **Equity and Mobility Action List**

As a committee, we have built consensus to determine the following actions that will lead to critical outcomes we believe to best advance equity. We understand some items may take more time or require more resources and further study before the Oregon Transportation Commission (OTC) may agree to them. However, we recommend that the OTC consider items in the following sequence.

## **Consensus Supported Actions**

- Trauma-informed practices will inform all policy and strategy commitments to advance equity within Equity Framework-identified communities.
- Provide investments on or before day one. Investments should go further than reducing or avoiding impacts to advance equity
- *Add consensus supported options from the “preferred policy and strategy options” list here*

### **I-205 Toll Project area**

- *Add consensus supported options from the “preferred policy and strategy options” list here*

### **Regional Mobility Pricing Project area**

- *Add consensus supported options from the “preferred policy and strategy options” list here*

## **Other Options for Further Consideration**

- *Add options that EMAC wants to see further considered from the “preferred policy and strategy options” list here*
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## **Transit and Multimodal, Neighborhood Health and Safety, and Affordability – Preferred Options**

### **Dedication of toll revenues for investment**

- Dedication of (%) toll revenues or (\$) annually toward a combination of transit and active transportation investments. Funneling revenue to transit does not address the fundamental concern that pricing harms poor drivers. Bus riders may be disproportionately low-income, but they suffer no direct harm from pricing and may even benefit from it, if less congested roads make bus travel faster. Transit investments should be informed by identified needs and strengths of Equity Framework identified communities.
- Dedicate (%) of toll revenues or (\$) annually to Community Based Organizations to invest in programs or projects that improve transit and active transportation options, neighborhood health, local/small businesses, address impacts of climate change, or improve safety.
- Dedicate (%) of toll revenues or (\$) annually to address diversion off of the highway created by tolling, especially for communities identified in the Equity Framework. Investments would address the following health and safety needs:
  - a) Access to human needs: providing (or inhibiting) access to means of livelihood (e.g., jobs), essential goods (e.g., food, fuel and water), and essential services (e.g. health care, mental health services health promoting activities, and education)
  - b) Neighborhood livability: facilitating movement of people and goods, physical activity, and social engagement, and limiting crime and disorder in one's immediate neighborhood surroundings
  - c) Safety: preventing injuries and fatalities in the transportation system
  - d) Environmental quality: preventing emissions of environmental pollution (noise, air, water) related to system operation and associated health impacts

### **Exemptions, credits, or discounted toll rates**

- Public transit vehicles should be exempt from paying tolls.
- Registered vanpools and carpools should be exempt from paying tolls.
- Provide credits, exemptions, or discounts for public emergency response vehicles, non-emergency medical transportation, and to support social service or non-profit health organizations recruit and retain volunteer drivers.
- Provide credits, exemptions, or discounts for drivers who are people experiencing low-income.

## **Defining the location (corridor) for investments from toll revenues**

- A balanced approach of focusing on highway and areas farther from the highway that will be affected is needed. Consider a wider area of impact to include rural areas where Equity Framework-identified communities live not a limited distance from the highway.

## **Toll project development and analysis**

- Improve the Oregon Toll Program’s impact on health and safety through the development of the toll project environmental review process that complete the following actions:
  - a) Design the toll system to lessen congestion on the highways to improve the lives of those living near or traveling on them, which are disproportionately people from Equity Framework-identified communities.
  - b) Analyze the benefits to neighborhood health and safety to determine what investments are advancing equity, not just maintaining the status quo.
  - c) Provide detail about local air quality monitoring and conditions, which is beyond a look at the regional impact.
  - d) Take additional steps than what is traditionally measured in the federal review process to connect transportation planning to health outcomes; integrate a Health Impact Assessment (HIA) or elements of an HIA into the process.
- Analyze impacts to affordability by percentage of household income for lower income drivers as compared to middle and higher income drivers.
- Analyze the tradeoffs between exemptions, credits, or discounted rates based on income versus collecting the toll revenues and investing them into equity and mobility strategies. Equity Framework identified communities should be involved in the analysis and decision-making process on determining what would best advance equity.
- When establishing the definition for “low-income” for the income-based toll rate, include a range that encompasses more than the federal definition for poverty. For the toll projects federal environmental review process (NEPA), a measure of 200% of the federal definition for poverty was assumed. This should be the baseline for future consideration. The reality is that people move below and above the federal definition for poverty in a short span of time.

## **Toll rate setting and future oversight**

- ODOT should implement an income-based toll program that is progressive in nature. Meaning, that higher income drivers will pay a larger share or percentage of household income than lower income drivers.
- ODOT will produce annual reports for the Oregon Transportation Commission on a set of measures that track the progress of policies and strategic-investments in transit and multimodal transportation options, neighborhood health and safety, and impacts to affordability to understand whether actions are achieving their intention.

- When setting the toll rates, consider setting price caps on increases to the lower-income toll rate and/or build into the system where voices from Equity Framework identified communities are included in the decision-making process.
- Establish a monitoring and communications system to understand whether the actions taken to address affordability in the planning stage are actually reaching the needs of low-income drivers.

### **Toll system design that recognizes historic and current barriers and plans to address them**

- Include a baseline for Disadvantaged Business Enterprise investment that goes beyond what is federally required
- Create an integrated and easy-to-use fare system. Coordinate between Oregon and Washington, as well as across different types of mobility (for example, bike, scooter, carpooling, car sharing)
- Provide a cash-based option for paying tolls.
- Offer additional time to pay a toll bill without incurring fines.
- Design the system to be clear and easy to use for everyone, including non-English language speakers. Collaborate with trusted organizations and individuals within Equity Framework communities to overcome historic and current barriers of trust, language, and financial impacts to obtaining a transponder and understanding the toll rates for location and time of day.
- Transponders should be free or should come pre-loaded with credits to cover the cost of the purchase.
- Set a no- or low-minimum balance requirement for loading or maintaining transponders.
- Design and implement an interoperable system to accept transactions from transit, parking, and other modes of travel.

### **Transportation needs in the I-205 Toll Project area**

- Pursue a regional vision for bus-on-shoulder service (in coordination with mobility hubs) that considers the following:
  - a) Improvements to support existing transit and expanded transit (e.g., park-and-ride)
  - b) Mobility as a service – vanpools, telework, car sharing, walkability, scootering, ridesharing, electric vehicle charging stations, ride-hailing, real-time technology, etc.
  - c) First and last 5-mile connections off the highway to jobs, school, home, and healthcare
  - d) Americans with Disabilities Act access and safety
  - e) Transit Oriented Development coordination with affordable housing and jobs development

### **Addressing the impacts of diversion**

- Prioritize capital investment to improve transit and multimodal safety in areas affected by diversion.
- Provide a credit system or discounted rate to lower-income drivers who are local residents of the I-205 area in the time between when I-205 tolling starts and the regional I-5 and I-205 toll system (Regional Mobility Pricing Project) comes online.

# **EQUITY ACTION FACT SHEETS**

*The following page provides an example “Equity Fact Sheet” that would be completed for each of the preferred policy and strategy options.*

<b>EQUITY FACT SHEET</b>	
<b>Public transit vehicles should be exempt from paying tolls.</b>	<b>Image/Picture here</b>
<b>Equity Framework communities addressed</b>	<input type="checkbox"/> Low-income or economic disadvantage <input type="checkbox"/> Black, Indigenous, and People of Color (BIPOC) <input type="checkbox"/> Limited or no English language proficiency <input type="checkbox"/> Seniors <input type="checkbox"/> Youth <input type="checkbox"/> Living with a disability <input type="checkbox"/> Other populations and communities historically excluded and underserved
<b>ODOT’s Urban Mobility Strategy for the Portland Metro goals addressed</b>	<input type="checkbox"/> Climate <input type="checkbox"/> Equity <input type="checkbox"/> Congestion <input type="checkbox"/> Safety <input type="checkbox"/> Reliable Funding
<b>OTC highlighted areas for equitable tolling addressed</b>	<input type="checkbox"/> Neighborhood health and safety <input type="checkbox"/> Transit and multimodal transportation options <input type="checkbox"/> Impact to low-income people and communities
<b>How would this advance equity, as defined by the Equity Framework?</b>	Not charging for transit would reduce or remove the cost barrier for people to use them for transportation. These options disproportionately serve Equity Framework-identified communities, such as seniors, people with a disability, and people experiencing low-income. There are benefits for climate and safety, as people are moving in fewer vehicles. Transportation options are fewer in suburban and rural areas of the Portland Metro region and car/vanpools could be a low-cost option.
<b>Who is responsible and involved?</b>	ODOT and transit agencies (TriMet, SMART, Ride Connection, etc.).
<b>What would it cost (\$)?</b>	<input type="checkbox"/> Low (\$100,000 and less) <input type="checkbox"/> Medium (\$100,001 to \$1 million) <input type="checkbox"/> High (\$1 million or greater)  <b>Notes:</b> Cost for ODOT administration and loss of toll revenue.
<b>What would it take to deliver this on day one of tolling (or before)?</b>	Develop a plan including cost, benefits, registration options, roles and responsibilities for promotion, administration, and evaluation. Coordinate with involved agencies to establish and promote the opportunity. ODOT would setup a program to connect with transponders that are located on vehicles.

<p><b>What are the barriers to make this happen and how can they be addressed?</b></p>	<p>This would need to be approved by the Oregon Transportation Commission. Impacts to toll revenues and cost of administration could be provided by ODOT.</p>
<p><b>What do Equity Framework-identified communities think?</b></p>	<p>When the Equity Framework communities that this is proposed to address were asked if this policy or strategy option would help, we heard the following:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Strongly agree (%)</li> <li><input type="checkbox"/> Agree (%)</li> <li><input type="checkbox"/> Disagree (%)</li> <li><input type="checkbox"/> Strongly Disagree (%)</li> <li><input type="checkbox"/> Neutral/No Opinion (%)</li> </ul> <p><b>Notes:</b> Improving transit and transportation options was a desire from all people in the I-205 Toll Project area, especially from Equity Framework-identified communities (see community input section of <a href="#">Transit and Multimodal Policy and Strategy Options</a>).</p>
<p><b>Would the Oregon constitutional restriction apply?</b></p>	<p><input type="checkbox"/> Yes <span style="margin-left: 200px;"><input type="checkbox"/> No</span>          Notes:</p>
<p><b>Could this work in Washington state?</b></p>	<p><input type="checkbox"/> Yes <span style="margin-left: 200px;"><input type="checkbox"/> No</span>          Notes:</p>
<p><b>Will this be funded through project mitigation, strategic investments, or other?</b></p>	<p><input type="checkbox"/> Project mitigation (ODOT)  <input type="checkbox"/> Strategic investments (ODOT)  <input type="checkbox"/> Other:</p>
<p><b>Is this a part of the I-205 Toll Project, Regional Mobility Pricing Project, or Oregon Toll Program?</b></p>	<p><input type="checkbox"/> I-205 Toll Project (section of I-205 in Clackamas County)  <input type="checkbox"/> Regional Mobility Pricing Project (I-5 and I-205 in the Portland region)  <input type="checkbox"/> Oregon Toll Program (statewide)</p> <p><b>Notes:</b> Although this would apply to the needs in the I-205 Toll Project, for this exemption to work it would have to operate system-wide through the Oregon Toll Program.</p>

# **EQUITY FRAMEWORK COMMUNITIES: FEEDBACK, STRENGTHS, AND NEEDS**

The following pages are a snapshot. More information can be found here:

- Tactics
- Audiences
- Communities

## People Experiencing Low-Income or Economic Disadvantage

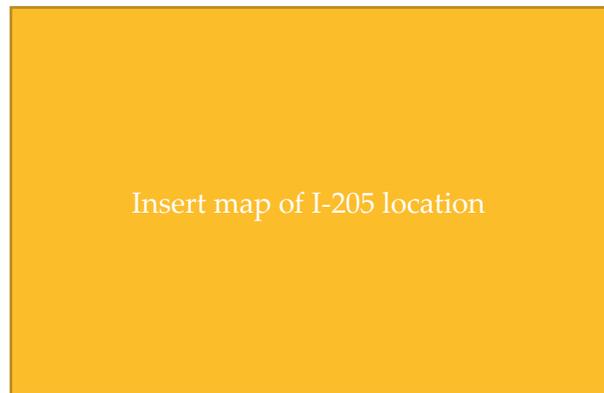
### Feedback on tolls

*List the top issues we have heard from engagement:*

- *One*
- *Two*
- *Three*
- *Four*
- *Five*

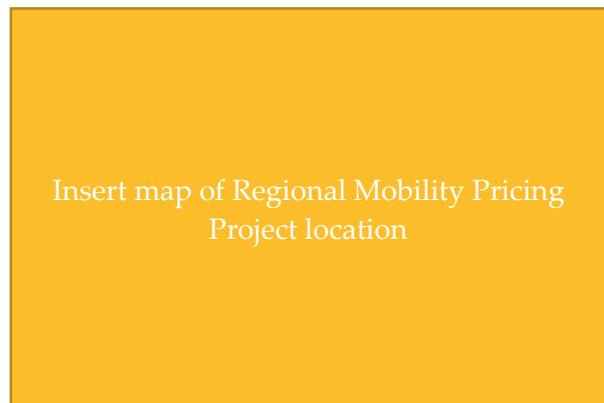
### I-205 Toll Project

*Describe the community assets, needs, and feedback on policies or strategies to advance equity for this group in the I-205 Toll Project's area.*



### Regional Mobility Pricing Project

*Describe the community assets, needs, and feedback on policies or strategies to advance equity for this group in the Regional Mobility Pricing Project's area.*



## **Black, Indigenous, and People of Color (BIPOC)**

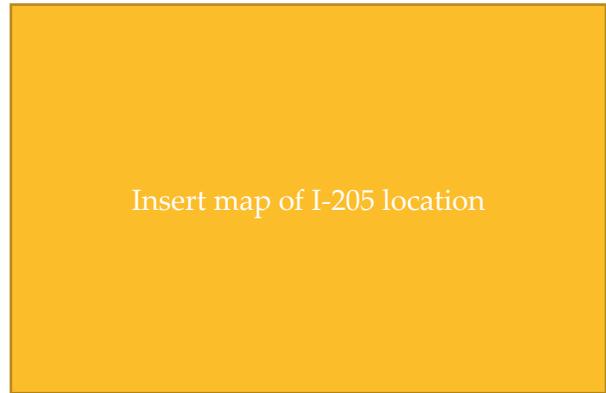
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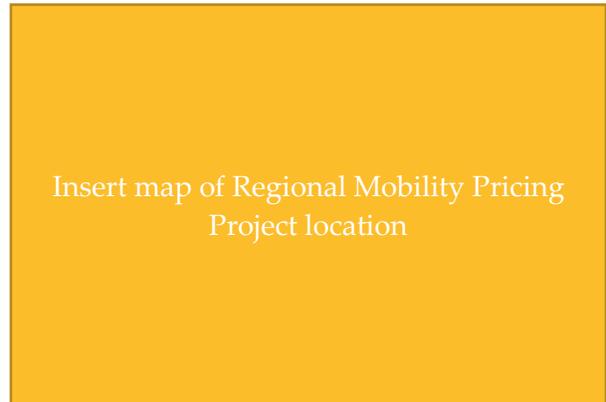
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### **Regional Mobility Pricing Project**

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## Older Adults

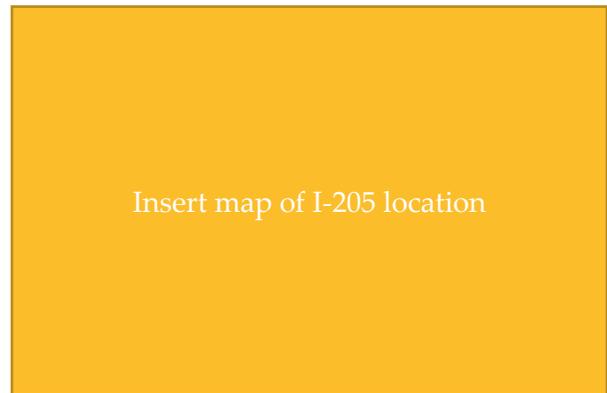
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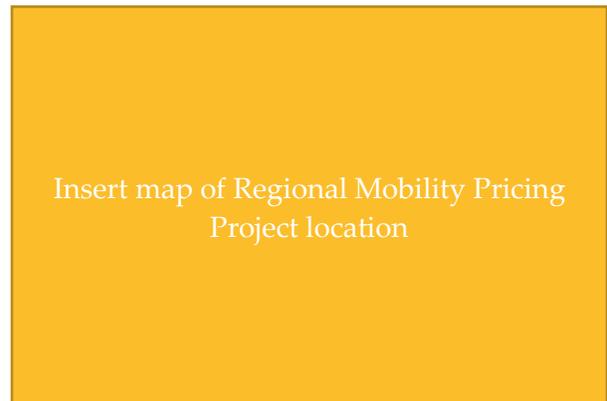
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## Children

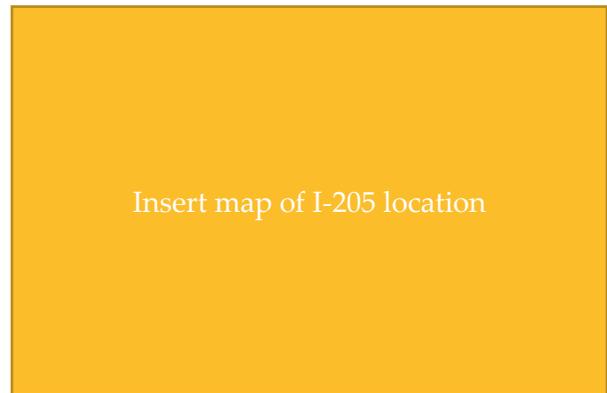
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### Regional Mobility Pricing Project

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## **Persons Who Speak Non-English Languages, especially Those with Limited English Proficiency**

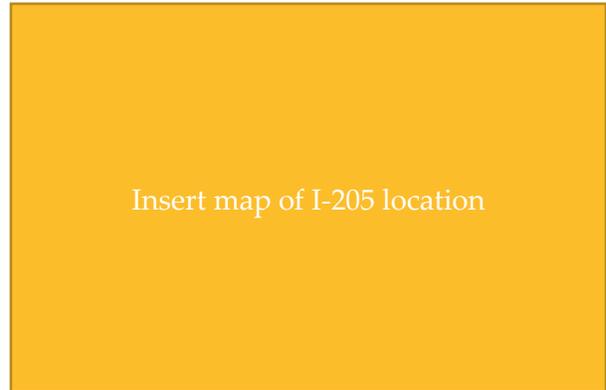
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### **Regional Mobility Pricing Project**

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## Persons Living with a Disability

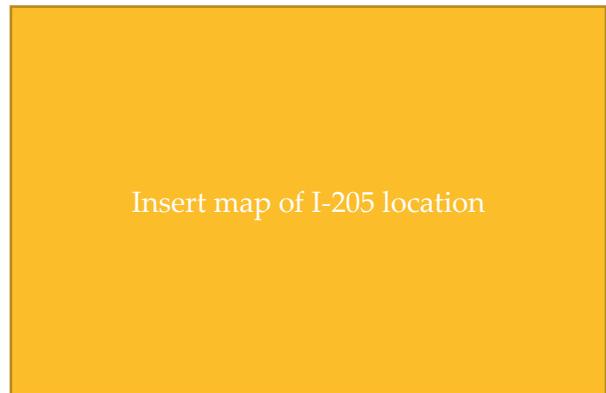
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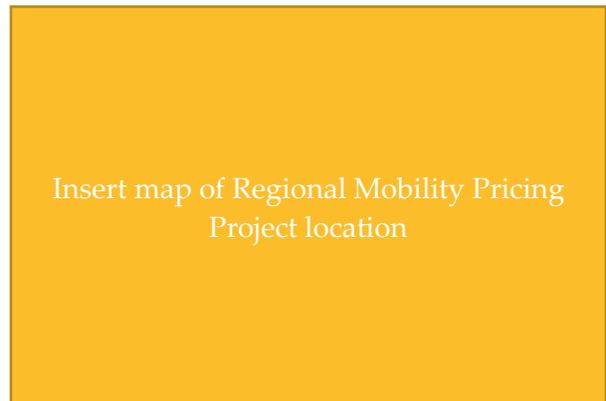
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## Other Populations and Communities Historically Excluded and Underserved by Transportation Projects

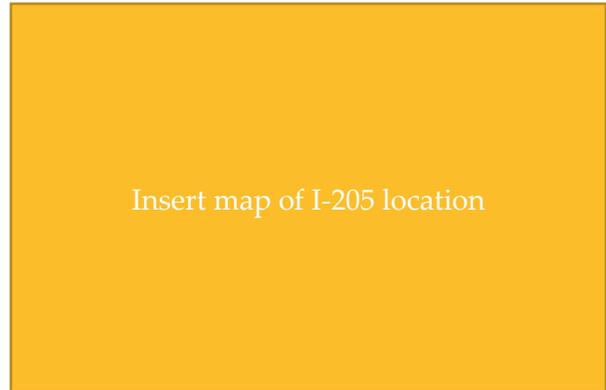
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# APPENDIX

The following materials are hyperlinked:

1. EMAC workshops – reviewing the research, community engagement feedback, and having dialogue
  - a. **Transit and multimodal:** research, policy and strategy options, presentation, meeting video, and meeting summary
  - b. **Neighborhood health and safety:** research, policy and strategy options, presentation, meeting video, and meeting summary
  - c. **Affordability:** research, policy and strategy options, presentation, meeting video, and meeting summary
2. EMAC meetings – identifying preferred policy and strategy options
  - a. **Transit and multimodal:** policy and strategy options, presentation, meeting video, and meeting summary
  - b. **Neighborhood health and safety:** policy and strategy options, presentation, meeting video, and meeting summary
  - c. **Affordability:** research, policy and strategy options, presentation, meeting video, and meeting summary
3. EMAC Charter
4. Equity Framework
5. I-205 User Corridor Analysis
6. I-205 Community Engagement Summary
7. EMAC Process Equity – Equitable Engagement Plan