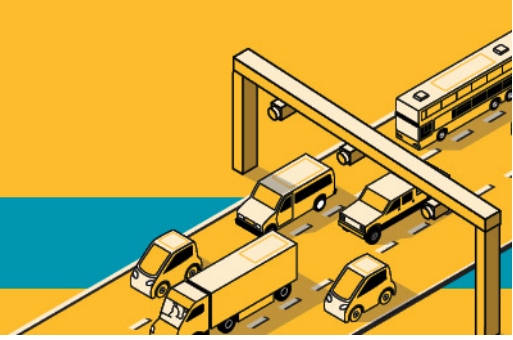
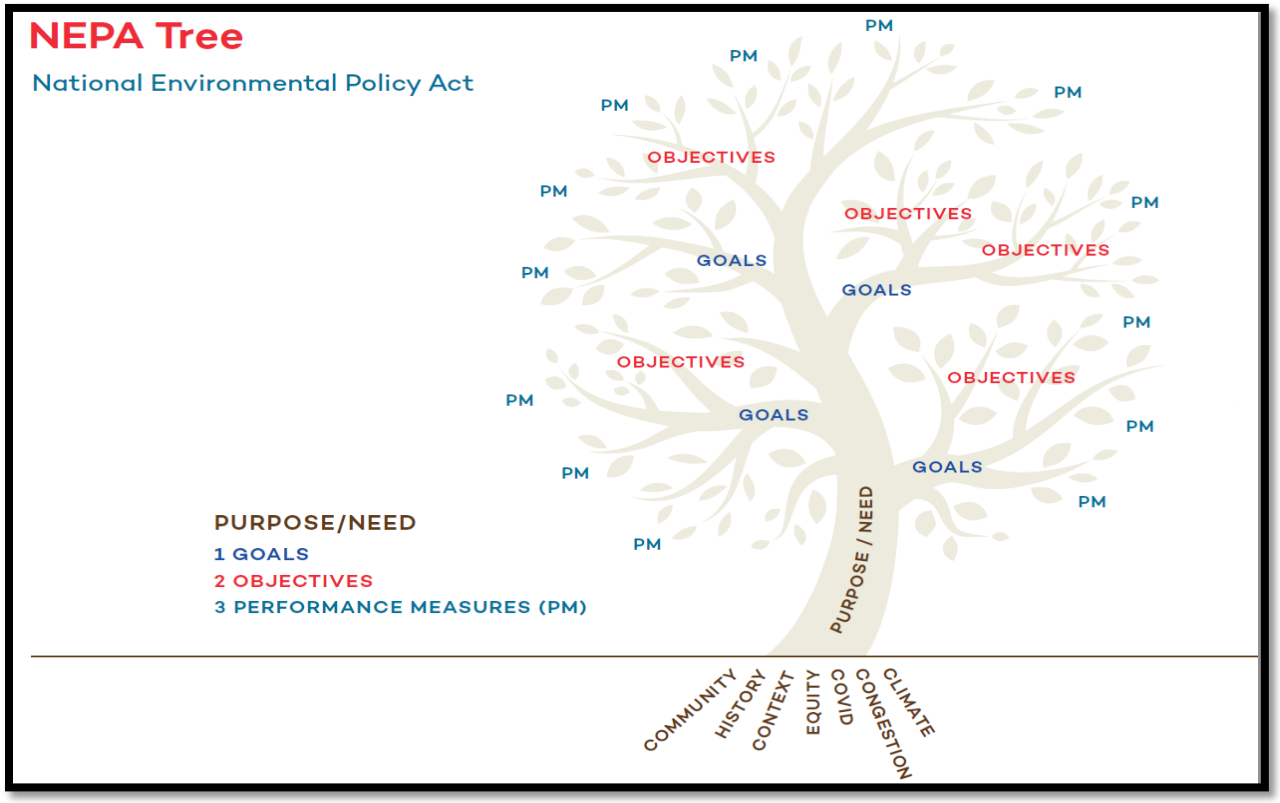


PERFORMANCE MEASURES: TRANSIT AND MULTIMODAL

DEFINITION

Performance measures are the **quantitative (data assigned a number or values and measured) and qualitative (data from first-hand observation, interviews, questionnaires, focus groups, etc.)** data used in the analysis to inform the evaluation criteria.

As seen in the image below, performances measures are connected to the NEPA process, and emanate from purpose, need, goals, and objectives.



WHY ARE PERFORMANCE MEASURES IMPORTANT?

The performance measures will be used to compare tolling alternatives for burdens and benefits. Performance measures can lead to identifying and informing mitigation investments.

Mitigation is a National Environmental Policy Act (NEPA) term that addresses impacts identified in the environmental analysis for a toll project (e.g. I-205 or I-5/I-205). A mitigation can be a specific project or investment or be a general statement that describes how ODOT will work toward a solution in the future. A mitigation investment is tied to the toll project environmental analysis and must be related to an identified impact.

I-205 TRANSIT AND MULTIMODAL PERFORMANCE MEASURES

The following pages detail all of the performances measures that will be studied, with the **transit and multimodal measures highlighted in green**.

Not included on these pages are the I-205 Purpose and Need, which introduces the goals and objectives with the following text:

> "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.[1] 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."

[1] 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.

Equity Framework informed performance measures that go further than what is federally required

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
Provide benefits for historically and currently excluded and underserved communities	Maximize benefits and minimize burdens associated with implementation of tolling	Identify adverse and beneficial impacts to environmental justice populations located near roadways affected by vehicle rerouting (traffic volume increases and decrease vs. no build)	Census data (American Community Survey 5-year estimates) mapped via GIS Maps will be overlaid with output from the traffic models identifying roadways with vehicle rerouting (AM peak hour, PM peak hour, off-peak) to see if rerouting affects census tracts with high concentrations of environmental justice populations
		Change in vehicle operating costs in the Portland metro area	WSP Benefit Cost Analysis (BCA) Model and Multi-Criteria Evaluation (MCE) Toolkit (indexed scenario comparison of vehicle operating costs)
		Change in travel costs as a percentage of household income	Metro Regional Travel Demand Model, MCE Toolkit (indexed scenario comparison of total travel time cost)
			Sample toll cost ranges for origin-destination pairs using I-205. Compare annual toll cost estimates for different scenarios (infrequent, moderate and high use of I-205); report estimated annual toll cost as percent of household income.
	Support equitable and reliable access to job centers and other important community places, such as grocery stores, schools, and gathering places	**Vehicle travel time savings based on geographic area**	Select sample transportation analysis zone (TAZ)-level origin to destination pairs (TAZs that utilize I-205) For environmental justice, compare TAZs with high concentrations of environmental justice populations versus other TAZs. For social resources and communities, compare travel times between selected social and community resources (consider population and volume). MCE Toolkit (indexed for scenario comparison of vehicle travel time savings for region or study area or TAZ)

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
Provide benefits for historically and currently excluded and underserved communities	Support equitable and reliable access to job centers and other important community places, such as grocery stores, schools, and gathering places	Change in access to jobs: share of regional jobs accessible within 30-minute drive	Metro travel demand model to identify percent of jobs (# jobs/all regional jobs) one can access from a transportation analysis zone during AM peak hour within a 30-minute drive. For environmental justice, overlay this on the census tract maps identifying concentrations of environmental justice populations. For social resources and communities, overlay this on maps of selected social and community resources.
		Change in access to community resources: share of community resource accessible within 30-minute drive	Metro travel demand model to identify percent of community resources (# resources/all regional resources) one can access from a TAZ during AM peak hour within 30-minute drive. For environmental justice, overlay this on the census tract maps identifying concentrations of environmental justice populations. For social resources and communities, overlay this on maps of selected social and community resources.

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
Provide benefits for historically and currently excluded and underserved communities	Support equitable and reliable access to health promoting activities (e.g. parks, trails, recreation areas) and health care facilities	Change in access to health promoting activities and health care facilities within 30-minute drive	Metro travel demand model to identify percent of health promoting activities (# promoting activities/all regional promoting activities) one can access from a TAZ during AM peak hour within 30-minute drive. Overlay this on selected social and community resources. MCE Toolkit (indexed for scenario comparison) can be used to calculate physical activity benefits (as proxy for public health benefits).
	Design the toll system to support travel options for people experiencing low incomes	**Qualitative comparison of level of support for affordable travel options**	Consideration of: • Toll discounts and policies • Support of multimodal system • Interoperability with other transportation systems • Vehicle operating costs (see above)
Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods	Design the toll system to limit rerouting from tolling	**Qualitative level of rerouting**	Regional travel demand model (for daily and off-peak periods) and Dynamic Traffic Assignment (for peak hours)
		Change in average weekday daily traffic on selected major roadways (locations to be determined after reviewing model volume-difference plots)	Regional travel demand model

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
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	**Qualitative comparison of change in quality of life using other performance measures identified in this memo, as well as change in number of sensitive noise receptors experiencing an increase in noise levels**	Consideration of (see other performance measures identified in this memo): • Access to health promoting activities and health care facilities • Safety • Access to jobs • Travel costs • Air quality For noise impacts: • Traffic noise levels modeled with Federal Highway Administration (FHWA) Traffic Noise Model (TNM) 2.5. • Traffic Data from Regional Travel Demand Model and Dynamic Traffic Assignment Model (peak hour and truck peak hour) with vehicle mix and posted speed limits. • Project design imported into FHWA TNM 2.5.
Support safe travel regardless of mode of transportation	Enhance vehicle safety on I-205 by reducing congested conditions	**Change in roadway safety conditions**	Highway Safety Manual Part C Methodology for corridors MCE Toolkit (indexed scenario comparison of crashes) for region or study area
	Support safe multimodal travel options (e.g. pedestrians, bicycles, transit, and automobiles) on roadways affected by tolling		

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
Contribute to regional improvements in air quality and reduced contributions to climate change effects	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	Change in annual regional vehicle emissions of Mobile Source Air Toxics (MSATs) from vehicle operations	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
	Reduce localized air pollutants through reduced congestion and improved travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion	Change in annual regional energy consumptions and CO2e emissions from vehicle operations	MOVES model - using 24-hour VMT output by vehicle class and speed bin from the regional travel demand model

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
Support multimodal transportation choices	Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (transit, walk, bike, telework)	**Regional person trips by mode**	Regional travel demand model
		Simplified multimodal level of service (MMLOS) for bicyclists for study corridors within the Area of Project Impact (API)	ODOT's multimodal level of service (MMLOS) calculation tool
		Simplified multimodal level of service (MMLOS) for pedestrians for study corridors within the API	ODOT's MMLOS calculation tool
		Simplified MMLOS for transit users for study corridors within the API	ODOT's MMLOS calculation tool

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
Support multimodal transportation choices	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	Adequacy of transit service on roadways adjacent to I-205 between Stafford Road and OR 213	Qualitative
		Transit ridership on I-205 segments between Stafford Road and OR 213	Regional travel demand model
		Availability of bicycle infrastructure adjacent to I-205 segments between Stafford Road and OR 213	Qualitative
		Availability of pedestrian infrastructure adjacent to I-205 segments between Stafford Road and OR 213	Qualitative
		Change to travel time on transit-service roadways adjacent to I-205 between Stafford Road and OR 213 in peak hours	Dynamic Traffic Assignment (DTA) (peak hours)

Goal	Objective	Performance Measure(s)	Tool and/or Data Source
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	**Vehicle throughput on I-205 segments between Stafford Road and OR 213**	Regional travel demand model (daily) and DTA (peak hours)
		Person and freight truck throughput on I-205 between Stafford Road and OR 213	Regional travel demand model (daily) and DTA (peak hours)
		Vehicle travel time savings: overall and for environmental justice communities	Select sample TAZ-level origin to destination pairs (TAZs that utilize I-205) and compare TAZs with high concentrations of environmental justice populations versus other TAZs.
			MCE Toolkit (indexed scenario comparison) for region or study area
		Value of travel time savings	MCE Toolkit (indexed scenario comparison) for region or study area
	Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities	**Change in access to jobs: share of regional jobs accessible within 30-minute drive**	Metro travel demand model to identify percent of jobs (# jobs/all regional jobs) one can access from a transportation analysis zone (TAZ) during AM peak hour within a 30-minute drive. For environmental justice, overlay this on the census tract maps identifying concentrations of environmental justice populations. For social resources and communities, overlay this on maps of selected social and community resources.

Goal	Objective	Performance Measure(s)	Tool and/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	**Regional and study area vehicle miles traveled (VMT) for freeway and non-freeway travel**	Regional travel demand model
		Regional person trips by mode	Regional travel demand model
		Change in peak period vehicle trips	Regional travel demand model
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	Best professional judgement
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**	Best professional judgement

Federally required analysis

Performance Measure(s)	Tool and/or Data Source
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 for 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 Model, MCE Toolkit (indexed scenario comparison of truck segmentation of benefits, where applicable)
Monetary value of vehicle travel time savings to users	WSP Benefit Cost Analysis (BCA) Model and MCE Toolkit (indexed scenario comparison))
Monetary value of changes in safety, emissions, noise. pavement maintenance costs, and other identified impacts	WSP 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.
Number, type, and location of historic properties (including archaeological sites) indirectly impacted by the project	Information obtained from traffic model showing forecasted changes in 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 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.

Performance Measure(s)	Tool and/or Data Source
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.
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 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 traffic model 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	Synchro and/or Vissim
Change in travel time reliability on I-205 between Stafford Road and OR 213	MCE (indexed scenario comparison) and/or Regional Integrated Transportation Information System (RITIS).
Change in hours of congestion on I-205 between Stafford Road and OR 213	Regional travel demand model
Change in travel times on I-205 between Stafford Road and OR 213 and along other study corridors within the transportation API	Synchro and/or DTA
Regional and study area vehicle hours traveled (VHT) for freeway and non-freeway travel	Regional travel demand model
Relative effort associated with implementation	Best professional judgement

Performance Measure(s)	Tool and/or Data Source
Flexibility to respond to changes in traffic conditions in the project vicinity	Best professional judgement
Eligibility under preferred federal tolling authority program	Best professional judgement
Gross toll revenue (less estimated revenue leakage)	Net Revenue Model
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 Best Professional Judgement 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 Best Professional Judgement 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, additional populations also will be considered, such as older adults, people with limited English proficiency and people with disabilities.
Indexed scenario comparison	A comparison in which performance measures are normalized to more easily compare relative differences between alternative 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).
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.
Origin-to-destination pairs	Refers to where a trip starts and where it ends.
Social and community resources	Places that are significant to the social health of a community, for example: social service providers, community recreation centers, churches, 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 the Portland region.
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.

Term	Definition
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
Best professional judgment	Judgment exercised on the job 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 vital information on a yearly basis about our nation and its people. This vital 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 results for the purposes of peak-hour traffic analysis near the study area. There is no direct connection to equity.
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 alternative 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.
Multi-Criteria Evaluation (MCE) toolkit	The MCE toolkit associates regional travel demand model outcomes for specific Transportation Analysis Zones with demographic data provided by the Census Bureau. This helps to give an indication of impacts on different populations and can support analyzing equity.
ODOT's MMLOS calculation tool	MMLOS stands for multimodal level of service. 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.

Tool/Data	Description
Qualitative	This refers to project team evaluations that are generally not directly tied to specific numerical measures, but rather informed by best professional judgment and informed by technical results as available.
Regional Travel Demand Model	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).
WSP Benefit Cost Analysis (BCA) model	This is a technical analysis tool, developed and used by the project's consultant, WSP, that evaluates economic impacts including benefits and costs.

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