

# I-205 Toll Project

## MEMORANDUM



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**Date** 7/21/2021  
**To** Equity and Mobility Advisory Committee  
**From** Garet Prior, ODOT  
**Subject** Neighborhood Health and Safety Performance Measures

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The attached Neighborhood Health and Safety Performance Measures document was included in the meeting packet for the Equity and Mobility Advisory Committee (EMAC) meeting held on June 23, 2021. At that meeting, EMAC members participated in a workshop to discuss neighborhood health and safety policy and strategy options, and the draft social resources maps and their relationship to the I-205 Toll Project performance measures. The workshop included breakout rooms with three discussion questions. The third question was related to the social resources maps and performance measures – “Building upon the feedback from the NEPA Scuba team on the social resource maps, what is ODOT missing? Beyond putting these social resources on a map, how can we deepen our understanding of the community and the impact of tolling?” The following are EMAC’s comments in response to that question.

<b>WHAT WE HEARD</b>	<b>WHAT WE ARE DOING ABOUT IT</b>
<b>Social resource maps</b>	
<p><b>EMAC:</b> Add the following types of places to ODOT's social resource maps:</p> <ul style="list-style-type: none"> <li>• Pharmacies</li> <li>• Grocery stores and other food resource centers (meals on wheels sites, food pantries, etc.)</li> <li>• Affordable housing complexes, especially those that serve families and transit-oriented developments</li> <li>• Culturally-specific businesses or locations that have assets for Equity Framework-identified communities</li> </ul>	<p><b>ODOT:</b> We are committed to deepening our knowledge of communities through analysis and engagement. In analysis, the use of maps to identify resources is helpful to understand proximity to where benefits and burdens for transportation are being impacted by tolling. Information on proximity would be used to target our community engagement before the NEPA process is complete to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p> <p>Current mapping of social resources in the Portland metro area is limited. The mapping of schools, libraries, urgent care facilities, nursing homes, community centers, places of worship, and parks is derived from a regional database managed by Metro. There are no current mapped databases that we know about for pharmacies, food pantries/resource centers, grocery stores, or culturally specific businesses.</p> <p>To address this need, ODOT is proposing to do the following in areas where we are seeing diversion of automobiles increase on local roads:</p> <ul style="list-style-type: none"> <li>• Work with housing agencies and <a href="#">Metro</a> to identify and map locations of regulated affordable housing sites.</li> <li>• Create a general "cultural and community resources" category for places like pharmacies, food pantries, culturally specific small businesses that can be populated through our community engagement efforts over time.</li> </ul> <p>We are also working to update the social resource map categories so that we can better discern for equity within category types. For example, highlighting schools that receive Title 1 funding in the schools category.</p>

<b>WHAT WE HEARD</b>	<b>WHAT WE ARE DOING ABOUT IT</b>
<p><b>EMAC:</b> Study whether there are safe and attractive active transportation networks to the identified social/community resources.</p>	<p><b>ODOT:</b> We have been working with public agency partners to develop an existing conditions inventory of transit and multimodal infrastructure. Within the performance measures, ODOT is going to use an analysis called level of traffic stress (LTS) to help determine the impact to people who bike and walk on local roads impacted by tolling. In areas where we are expecting to see automobile diversion increase on local roads and negatively impact LTS, we will use that information to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>
<p><b>EMAC:</b> Community engagement will be critical in identifying resources (community centers, Federally Qualified Health Centers, veteran centers, etc.).</p>	<p><b>ODOT:</b> In areas where we are expecting to see automobile diversion increase on local roads, we will use that information, along with our social resource maps, to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>
<p><b>EMAC:</b> Consider the zoning of areas that experience rerouting. Is the rerouting primarily happening in commercial or residential areas?</p>	<p><b>ODOT:</b> Zoning and land use are considered in performance measures that are included in the federally required analysis. These are not in the highlighted sections on neighborhood health and safety, but in the section of the document titled, “federally required performance measures.”</p>
<p><b>EMAC:</b> Use mapping of health outcomes/existing conditions and heat islands in the analysis.</p>	<p><b>ODOT:</b> We are searching for the best regional data sources on heat islands and health outcomes to include as data layers in our analysis. For now, we have a <a href="#">research paper</a> on urban flooding and extreme heat from Portland State University and data from a <a href="#">Community Health Needs Assessment</a> for the Portland metro area.</p> <p>In areas where we are expecting to see automobile diversion increase on local roads and negatively impact heat islands or in areas where there are known health disparities in communities, we will use that information to target our community engagement to determine impact and help craft mitigation or strategic investments to advance equity.</p>

<b>WHAT WE HEARD</b>	<b>WHAT WE ARE DOING ABOUT IT</b>
<b>EMAC:</b> Identify other sources of air quality emissions from industry or long-term construction within the project area that might increase impacts when considered cumulatively with roadway/vehicle emissions.	<b>ODOT:</b> There are multiple performance measures related to air quality that are listed in the neighborhood health and safety highlighted as well as what is federally required. We have not heard of a way to capture and track industry and long-term construction specifically. The air quality measures are evaluated at the cumulative, regional-level.
<b>EMAC:</b> Use elements of the Health Impact Analysis (HIA) process to inform the performance measures.	<b>ODOT:</b> We are incorporating elements in the alternatives analysis and performance measures that would be traditionally used in an HIA through the following: <ul style="list-style-type: none"> <li>• Measuring access to community health resources and health promoting activities, like access to parks and greenspace</li> <li>• Including maps of heat islands and health existing conditions/outcomes</li> <li>• Measuring impacts of tolling on a multimodal network</li> <li>• Using an analysis called level of traffic stress (LTS) to help determine the impact to people who bike and walk on local roads</li> <li>• Supplementing our technical analysis with targeted community engagement to better understand impacts and craft solutions to advance equity, such as mitigation that is required or through strategic investments</li> </ul>
<b>Performance measures (general)</b>	
<b>EMAC:</b> Reexamine “catch-all” performance measures. Consider splitting and specifically calling out access to jobs as its own measure.	<b>ODOT:</b> Access to jobs and community places will be reported separately. We are helping to clarify this by splitting the access performance measure into “A” for jobs and “B” for community places.

<b>WHAT WE HEARD</b>	<b>WHAT WE ARE DOING ABOUT IT</b>
<p><b>EMAC:</b> Consider how tolling might impact land values in areas affected by diversion. Address this qualitatively in the economic analysis.</p>	<p>ODOT: In the federally required performance measure list, there is a measure that will use land use and zoning data to understand impact by a “change in land use character as a result of the Project.” This will be determined as a qualitative or best judgement of the project team. To our knowledge, we do not know of a method to determine project financial (\$) impact to land use or property values based on the benefits or burdens that tolling would provide to a specific location. This issue could be a part of consideration for the future accountability and oversight of toll rates, which will be discussed at EMAC after the November 2021 meeting.</p>
<p><b>EMAC:</b> In-depth interviews with agencies and community members are needed to connect the dots for qualitative assessments.</p>	<p>ODOT: In areas where we are expecting to see automobile diversion increase on local roads and negatively impact communities, we will use that information to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>
<p><b>EMAC:</b> Consider economic impacts and benefits for small businesses as they could see an increase in people walking, biking, and driving local.</p>	<p><b>ODOT:</b> Our economic analysis will look at impacts on access to areas where businesses are concentrated through Traffic Area Zones (TAZs). We will look at land use and zoning. In the federally required performance measure list, there is a measure that will use land use and zoning data to understand impact by a “change in land use character as a result of the Project.”</p> <p>This would be a challenge to understand because there is limited or no data available on the local or small businesses and a way to track project pedestrian and bicycle counts. We are proposing that businesses that serve a culturally-specific community or Equity Framework-identified community could be included on our social resources maps. Their proximity would be used to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>

<b>WHAT WE HEARD</b>	<b>WHAT WE ARE DOING ABOUT IT</b>
<p><b>Change in travel time, reliability, and access by mode (auto, transit, bike, and walk) to jobs and community places; delineate between the general population and Equity Framework-identified communities</b></p>	
<p><b>EMAC:</b> Consider access to social resources from areas where Equity Framework-identified communities live. Is access changing with rerouting? What improvements could be made?</p>	<p><b>ODOT:</b> We are committed to deepening our knowledge of communities through analysis and engagement. In analysis, the use of social resource maps to identify resources is helpful to understand proximity to where benefits and burdens for transportation are being impacted by tolling. Information on proximity would be used to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>
<p><b>EMAC:</b> Improving non-auto travel should be prioritized when considering accessibility to jobs by different modes (not all modes are equally prioritized).</p>	<p><b>ODOT:</b> Performance measures are meant to be a neutral measure to gain information. Goals and objectives provide direction for prioritization. One of our main goals for the project is to support multimodal transportation choices.</p> <p>We have been working with partner agencies to gather bike and walk counts for intersections within the project's area of impact. In areas where we are expecting to see automobile diversion increase and negatively impact intersections, this data will help us inform where to prioritize access for multimodal transportation.</p> <p>Additionally, assumptions for mode shift, meaning an increase of people moving from single-occupancy automobiles to other forms of transportation will be studied, but at a regional-scale.</p> <p>ODOT is going to use an analysis called level of traffic stress (LTS) to help determine the impact to people who bike and walk on local roads impacted by tolling. In areas where we are expecting to see automobile diversion increase on local roads and negatively impact LTS, we will use that information to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>

<b>WHAT WE HEARD</b>	<b>WHAT WE ARE DOING ABOUT IT</b>
<p><b>Change in access to health promoting activities and health care facilities for the general population and Equity Framework-identified communities within 30-minute trip by mode.</b></p>	
<p><b>EMAC:</b> Important to understand the quality of non-vehicle options to resources (just because bike lanes exist, it doesn't mean they are safe).</p>	<p><b>ODOT:</b> We are going to use an analysis called level of traffic stress (LTS) to help determine the impact to people who bike and walk on local roads impacted by tolling. In areas where we are expecting to see automobile diversion increase on local roads and negatively impact LTS, we will use that information to target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</p>
<p><b>EMAC:</b> Consider specific kinds of trips and the logistics associated with those trips. For example:</p> <ul style="list-style-type: none"> <li>• Traveling to a dialysis center</li> <li>• Bus ride from Oregon City to downtown Portland or nursing home</li> </ul>	<p><b>ODOT:</b> We will use a mix of technical data and community engagement to understand impacts to these types of trips. The plan is as follows:</p> <ul style="list-style-type: none"> <li>• Use of a regional transportation model to understand benefits and burdens with tolling during peak traffic hours; reported through transportation analysis zones (TAZs)</li> <li>• The TAZs identified are then evaluated against the mapping of Equity Framework-identified communities, which includes environmental justice populations (low income and minorities), to identify changes in access.</li> <li>• The project team will then select example trips, called Origin-Destination pairs to assess travel time and reliability.</li> <li>• These Origin-Destination pairs will inform how we target our community engagement to determine impact and help craft supports to advance equity, such as mitigation that is required or through strategic investments.</li> </ul>