

Toll Rate Setting and Adjustments: Further Research

Statewide Toll Advisory Committee (STRAC) October 2023 Meeting Materials

Date Updated: October 13, 2023

The purpose of this document is to build upon the documents share with STRAC at the July meeting ([toll rate setting and adjustment regulations, policies, and rules](#) and [research on four state’s existing practices](#)) to inform input on the draft rules.

This document includes research on who sets and adjust toll rates, as well as the factors that are monitored and reported on long-term. Each of these topics is addressed in the draft rules that will be discussed at the October 27 STRAC meeting.

Who sets toll rates?

As seen in the chart below, it is common for a Governor appointed board to be the toll rate setting authority. In Oregon, state law designates toll rate setting authority to the Oregon Transportation Commission ([ORS 303.004](#)).

Toll Agency	Type	Toll Rate-Setting Authority	Board Appointed By
Oregon Department of Transportation (DOT)	State DOT	Oregon Transportation Commission	Governor of Oregon
Washington State DOT	State DOT	Washington State Transportation Commission	Governor of Washington
Colorado DOT	State DOT	Colorado Transportation Investment Office Board	Governor of Colorado
Oklahoma Turnpike Authority	State agency	OTA Board	Governor of Oklahoma (member) Governor of Oklahoma (appointing authority)

Toll Agency	Type	Toll Rate-Setting Authority	Board Appointed By
Kansas Turnpike Authority	State agency	KTA Board	Governor of Kansas Speaker of the Kansas House Chair of Kansas Senate Transportation Committee (member) Secretary of Kansas DOT (member)
Pennsylvania Turnpike	State agency	PT Commission	Governor of Pennsylvania Pennsylvania Secretary of Transportation (member)
Georgia State Road and Tollway Authority	State agency	GSRTA Board	Governor of Georgia (member) Director of the Governor's Office of Planning and Budget (member) Commissioner of the Georgia DOT (member) Georgia Lieutenant Governor Georgia Speaker of the House
Illinois Tollway	State agency	Board of Directors	Governor of Illinois (member) Illinois Secretary of Transportation (member) Governor of Illinois (appointing authority)
Florida Turnpike Enterprise	State agency	Florida DOT	Governor of Florida
E-470 Public Highway Authority	State agency	E-470 Board	Local governments- 3 counties and 5 cities
Central Florida Expressway Authority	State agency	CFX Governing Board	Florida Governor Chairs of board of 4 counties Mayor of Orange County (appointing authority) Mayor of Orange County (member) Mayor of Orlando (member)
NY/NJ Port Authority	Bi-state agency	Board	Governor of New York Governor of New Jersey

Toll Agency	Type	Toll Rate-Setting Authority	Board Appointed By
Bay Area Toll Authority	Regional authority	Metropolitan Transportation Commission	California State Transportation Agency Local cities and counties Others
North Texas Tollway Authority	Regional Authority	Board	4 counties Governor of Texas
Dulles Toll Road (Virginia)	Regional authority	Metropolitan Washington Airports Authority Board	Governor of Virginia Governor of Maryland Mayor of Washington, DC President of the United States

What is monitored and reported on in tolling?

The chart on the following page identifies what 8 other toll programs or facilities monitor and report. Key takeaways from this research include:

- Reporting and monitoring depends on the type of facility or facilities that are managed (e.g. Department of Transportation operated versus a third party managed facility).
- The level of financial oversight and transparency with tolling normally exceeds the standard public transportation agency practice, as there are additional requirements and scrutiny from the financial community that is backing the investments.
- Overall, reporting is grouped into the following common categories: Financial needs and revenue generation, facility performance (congestion management), account types and customer service, and other facility performance impacts to goals for climate, equity, safety, etc.

This research and requirements set in law and by the financial community will help govern toll rate setting and adjustment system. The draft rules will identify the factors for toll rate setting, adjustments, and performance review monitoring.

Toll Monitoring / Reporting	WSDOT	TXDOT	CO E470	IL Tollway	VA I-66	MnDOT	LA Metro	San Mateo Express
Toll Finance and Operations								
Total trips	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Total transactions	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Usage rate of transponder/account vs. all customers	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Toll rate per transaction, average	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Toll rate per transaction, average for low-income toll program user								
Revenue (full list of revenue sources)	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Expenses (full list of expense types)	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Administration cost (cost to collect)	Yes							
Average daily transactions				Yes				Yes
Transactions - geography (rural and urban)				Yes				
Credit rating for bonded facility		Yes						
Consultant contracts				Yes				
Account Types								
Payment by account type (plate, transponder, etc.)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Discount/exempt accounts (total number enrolled)	Yes						Yes	Yes
Civil penalties / violators	Yes					Yes		Yes
HOV trips	Yes				Yes		Yes	Yes
Cash-based payment received (# of customers)								
Trips over \$40					Yes			
Outreach and Customer Service								
Notifications sent (mail, text, phone, and email)	Yes							
Customer survey results	Yes		Yes					
Outreach efforts (narrative and numbers)	Yes		Yes					

Toll Monitoring / Reporting	WSDOT	TXDOT	CO E470	IL Tollway	VA I-66	MnDOT	LA Metro	San Mateo Express
Facility Performance – Travel								
Travel time, hourly - highway	Yes	Yes	Yes	Yes	Yes			Yes
Travel time, hourly - arterials	Yes				Yes			
Travel time, reliability						Yes		
Traffic volume, hourly - highway	Yes	Yes	Yes	Yes	Yes			
Traffic volume, hourly - arterials	Yes				Yes			Yes
Travel speed, hourly and average	Yes	Yes	Yes	Yes	Yes			
Travel and traffic - commercial vehicles				Yes				
Travel and traffic - passenger vehicles				Yes				
Travel and traffic - low-income toll program customers							Yes	
Facility Performance – Other								
Safety - fatality / crash rate		Yes						
Safety - fatalities and crashes per year		Yes						
Preservation - pavement condition		Yes						
Preservation - statewide bridge condition score		Yes						
Congestion - urban congestion		Yes						
Congestion - rural reliability index		Yes						
Other								
Local mitigation projects (bike, walk, EV, air quality)			Yes					
Safety - improvements			Yes					
Transit boardings and travel times, on highway	Yes					Yes	Yes	Yes
Income, employment and housing trends (census, not from user data)	Yes	Yes		Yes				
Tollway modeling assumptions (VOT, operating costs, diversion, etc.)				Yes				
Telecommuting projection				Yes				