



TOLLING, TRANSIT, AND MULTIMODAL: RESEARCH

HOW ARE TRANSIT AND MULTIMODAL TRANSPORTATION OPTION INVESTMENTS COORDINATED WITH TOLL PROJECTS?

In our review of toll project examples in the United States and research developed by the Federal Highway Administration (FHWA), the following were our key takeaways:

1. **There's a variety of ways to fund transit and multimodal investments from tolls.** Policies range from Northern Virginia's "all toll excess revenues will be invested in transit and multimodal in the corridor," to Kentucky-Indiana's "increased transit is needed for mitigation, but will be paid for through coordinated investments with the transit authority." In Virginia, there is an agreed-upon schedule of annual investments from tolling to the transit authority.

For the Oregon Toll Program, commitments to transit and multimodal transit investments will show up in one of the following categories:

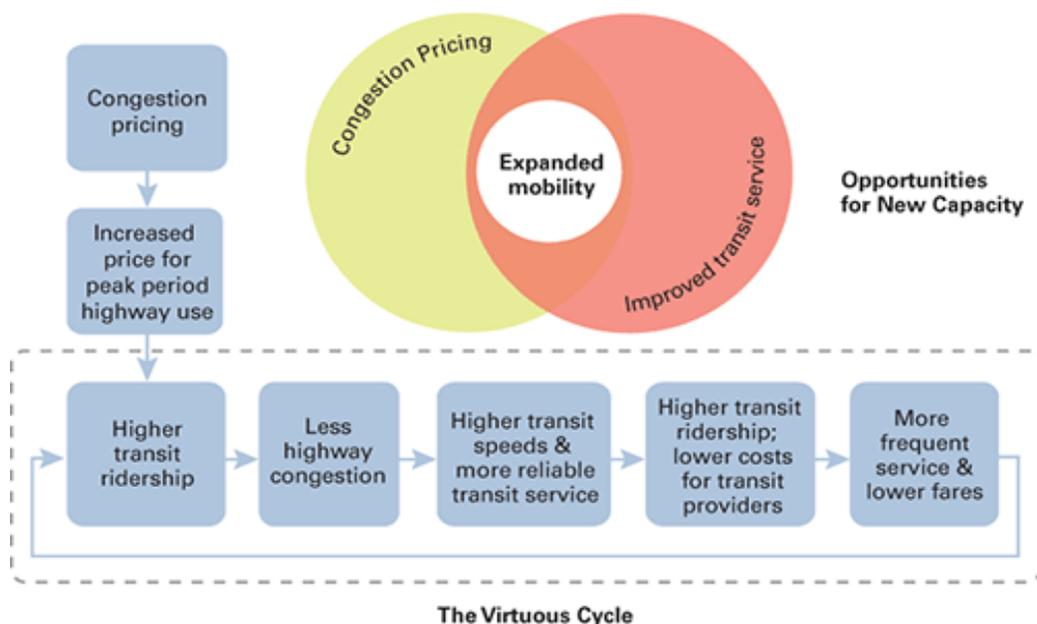
- **Policy:** A statement or administrative rule used to guide decisions and identify actions in pursuit of an outcome, such as advancing equity. Policies are not specifically tied to the toll project environmental analysis.
- **Strategy:** A statement that describes a process or strategy, or specific investment that is informed by the toll project National Environmental Policy Act (NEPA) analysis, but is above and beyond what is required mitigation.
- **Mitigation:** Mitigation is a NEPA term that addresses impacts identified in the environmental analysis for a toll project. 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 or strategy is tied to the toll project environmental analysis and must be related to an identified impact.

2. **The size of the investment matches the scale of the toll project.** Shorter segment bridge replacements over the Ohio River and in Virginia, which are similar to the I-205 Toll Project, dedicated \$0 – 2.1 million annually. Regional or corridor-scale systems, which are similar to the I-5/205 Regional Toll Project, dedicate a range of \$10 – 30 million, unless the central purpose of the project is to fund light rail construction adjacent to the highway (e.g. Dulles Metrorail).
3. **Federal law is not a problem, but there are restrictions in Oregon.** Current transportation funding legislation, as well as federal tolling laws or programs (e.g. [Transportation Development Credits](#) and [Value Pricing Pilot Program](#)), are supportive of using toll revenues on transit and multimodal improvements or programs, after the cost of operating and maintaining the toll program is met, which includes debt payments. Nationwide, toll revenue can fund transit including building capital facilities, purchasing busses through federal grants, and operating services. For transportation options, revenues have been used for travel options programs such as carpooling and for projects that improve bicycle and pedestrian access.

In Oregon, the Constitution (Article IX, Section 3a) specifies that revenues collected from the use or operation of motor vehicles is spent on roadway projects, which could include construction or reconstruction of travel lanes, as well as bicycle and pedestrian facilities or transit improvements in or along the roadway.

4. **Exempting transit vehicles from paying tolls is a minimum.** There are multiple toll programs that do not provide direct revenues for transit or multimodal, but include exemptions for public transit vehicles as a minimum measure.
5. **Management of spending transit and multimodal toll revenue follows a similar pattern, except for when the transit and toll program are managed by the same organization.** Many programs start with the tolling authority – many times the state department of transportation – providing funds to the regional transportation planning agency (Metropolitan Transportation Organization) or regional transit provider to prepare a plan or administer a grant process. The regional transit agency or organization then reports back to the state on progress or for final approval before distributing funds. For programs where the transit operator is the same as the toll operator, such as in Houston and Los Angeles, the ability to shift dollars from tolls to transit or transportation options may occur as more fluid process. Additionally, multiple toll projects were implemented with additional financial help from the federal government through a U.S. Department of Transportation (USDOT) Urban Partnership Agreement (UPA). These larger federal grants allowed for a quicker implementation of a more robust transit and multimodal transportation option investments at, or sometimes before tolls were implemented.

The FHWA’s webpage, “[Pricing Strategies and Their Effect on Public Transportation](#),” provides greater detail about how tolls and transit can be a virtuous cycle.



I-5/205 REGIONAL TOLL PROJECT: REGIONAL OR CORRIDOR-LENGTH TOLL PROJECTS

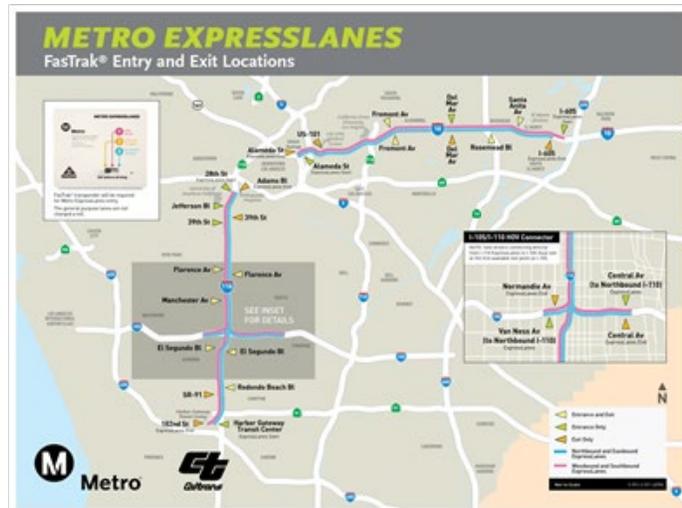
I-10/I-110 EXPRESSLANES

Location: Los Angeles

Converted 11 miles of existing I-110 HOV lanes to High Occupancy Toll (HOT) lanes and 14 miles of the existing I-10 HOV lanes to HOT lanes, widening the Adams Boulevard overcrossing, and constructing a separate pedestrian overcrossing over I-110 ([website link](#)).

Toll and Transit operator

LA Metro



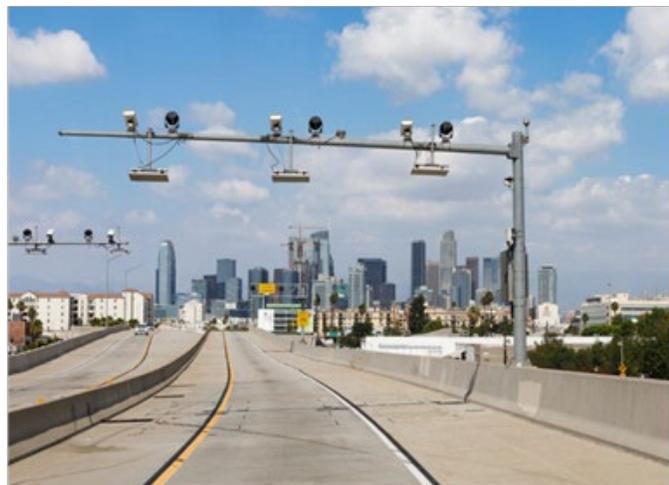
Source: <https://www.metro.net/projects/expresslanes>

Transit and multimodal

- \$22,729,458 funding for 2014 through 2022 for enhanced transit operations, transportation demand management, transportation systems management, and active transportation
- Excess toll revenue is spent on transit (40%), active transportation and system connectivity (40%), and highways (20%) through the [ExpressLanes Net Toll Revenue Re-Investment Grant Program](#)
- Net toll revenues generated must be reinvested in the corridor from which they were derived
- [Countywide ExpressLanes Strategic Plan](#) identifies three tiers of projects for investments in corridors that could benefit from ExpressLanes conversion
- Projects must be within 3 miles of the tolled facility

Additional details:

- In 2014, LA Metro received a \$210.6 million from FHWA Urban Partnership Agreement grant for new and enhanced transit and shared ride services



Source: <https://www.metroexpresslanes.net/about-us/overview/>

95 EXPRESS LANES

Location: Miami, Florida

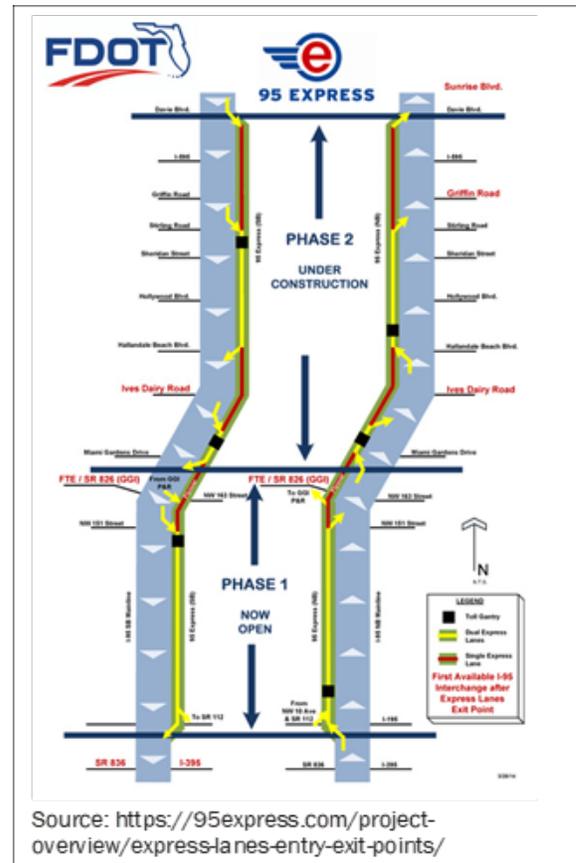
21 total miles of a separated lanes that are dynamic (congestion based) tolls along I-95 in Miami-Dade and Broward County ([website link](#)).

Toll operator

Florida Department of Transportation (FDOT)

Transit operator

Broward County Transit and Miami-Dade Transit



Transit and multimodal

- \$4.5 million for transit operations and maintenance per year
- Registered vanpools, carpools, and transit vehicles exempt
- Toll revenues fund part of the I-95 express bus routes within the I-95 corridor
- NEPA mitigation plan identified improvements, such as park-and-ride, enhanced transit, transit facilities, and Integrated Technology Systems (ITS)

Additional details:

- \$19.5 million initial funding provided through the FHWA Urban Partnership Agreement grant



I-394 AND I-35 E/W HOT-LANE CORRIDOR MNPASS EXPRESS LANES

Location: Minneapolis, MN

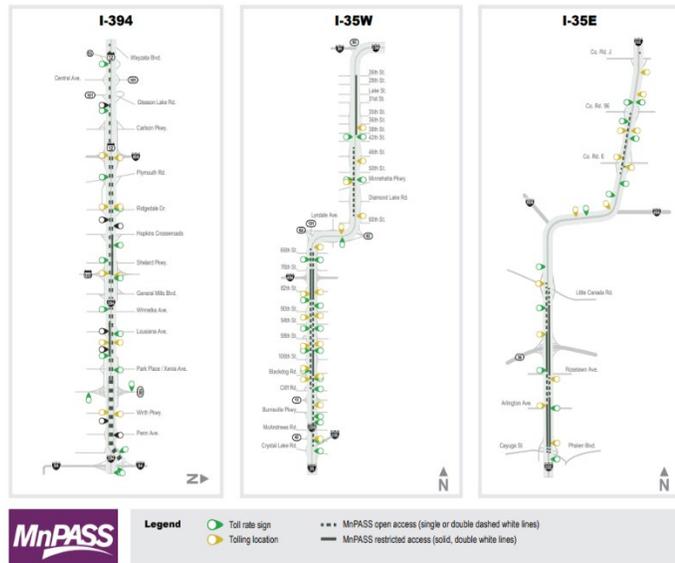
Dynamic priced high occupancy toll (HOT) lanes for 11 miles and 20 miles of highway ([website link](#)).

Toll operator

MnPass / Minnesota Department of Transportation (MnDOT)

Transit operator

Metro Transit



Source: <https://www.dot.state.mn.us/mnpass/mnpassexpresslanes.html>

Transit and multimodal

I-394 and I-35 E

- After capital cost of original construction are paid, 50% spent on transit capital improvements and 50% for expansion and improvement of BRT service
- Established in 2005; excess revenue began in 2014 with \$299,817 for transit and multimodal and and \$257,346 in 2017

I-35 W

- \$1 million or 75% of the revenue (the lesser of the amounts) to pay for MnPASS operations and maintenance expenses in the corridor. Then, 25% to MnDOT for highway improvements and 75% to Metropolitan Council for bus transit improvements in the corridor including transit capital expenses

Additional details:

- FHWA Urban Partnership Agreement (UPA) funded parking facilities and enhanced transit service
- Exemptions for transit and carpools
- Toll revenue generated through MnPASS must be used in the corridor



Source: <https://www.dot.state.mn.us/mnpass/drivemnpass.html>

Additional I-5/205 Regional Toll Project Examples

The following is a list of regional or corridor-length toll projects:

| Toll Facility and Type | Toll and Transit Operators | Website |
|---|---|---|
| <p>I-395 Express Lanes and I-395 Express Lanes, Northern Virginia (website)</p> <p>Dynamic (congestion based) tolls on separated express lanes</p> | <p>Toll: Virginia Department of Transportation</p> <p>Transit: Arlington Transit, Loudoun County Transit, Fairfax Connector, Alexandria Transit Company DASH, City of Fairfax-University, Energysaver, OmniRide</p> | <ul style="list-style-type: none"> • Excess revenues (approx. \$15-18 million) revenues invested in transit or multimodal in the corridor • Corridor is defined as a map of jurisdictions • Investments awarded through competitive grant process |
| <p>Dulles Toll Road, Northern Virginia (website)</p> <p>Managed lanes (all lanes tolled) with a set rate schedule</p> | <p>Toll and Transit: Metropolitan Washington Airports Authority (MWAA)</p> | <ul style="list-style-type: none"> • \$2,845,000 to build light rail from DC to Dulles Airport; accounts for 49.4% of capital funding |
| <p>I-15 Express Lanes (FasTrak), Southern California, San Diego, Escondido, CA (website)</p> <p>Variable toll rate schedule on separated tolled lanes (High Occupancy Toll)</p> | <p>Toll: CalTrans</p> <p>Transit: San Diego Metropolitan Transit System (MTS)</p> | <ul style="list-style-type: none"> • Around \$900,000 annually to MTS to spend within the corridor for transit service and High Occupancy Vehicle facilities • Exemptions for carpools, vanpools, transit riders, permitted clean air vehicles, and motorcycles |
| <p>US 290 West, US 59 North, I-45 South, US 59 South, and US 290 West and the I-10 Katy Freeway Managed Lanes, Houston, TX (website)</p> <p>Variable toll rate schedule on separated tolled lanes (High Occupancy Toll)</p> | <p>Toll and Transit: Metropolitan Transit Authority of Harris County, TX (Metro)</p> | <ul style="list-style-type: none"> • Around \$7 million annually • Revenue collected and is absorbed into the overall funding for transit system at large • Direct access to the lanes for bus from adjacent park and ride facilities |

I-205 TOLL PROJECT: BRIDGE REPLACEMENT OR SHORTER- LENGTH TOLL PROJECTS

ELIZABETH RIVER TUNNELS

Location: Hampton Roads, Virginia

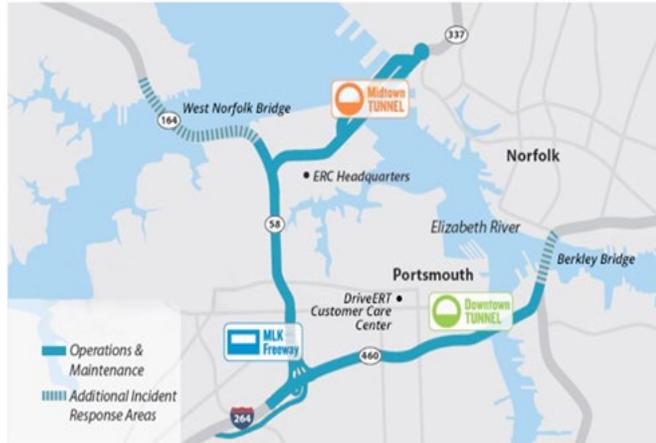
Variable toll rate schedule on all lanes of a tunnel and bridge system connecting the cities of Norfolk and Portsmouth ([website link](#)).

Toll operator

Elizabeth River Crossings

Transit operator

Hampton Roads Transit



Source: <https://www.driveert.com/#/about-facilities>

Transit and multimodal

- \$2.1M each year from toll authority to regional transit agency for 58 years
- Increased bus frequency and purchase of 7 busses
- Increased river ferry service
- Funding for education and communication to encourage ridesharing



Source: DriveERT Facebook

RIVERLINK (OHIO RIVER BRIDGES)

Location: Louisville, Kentucky

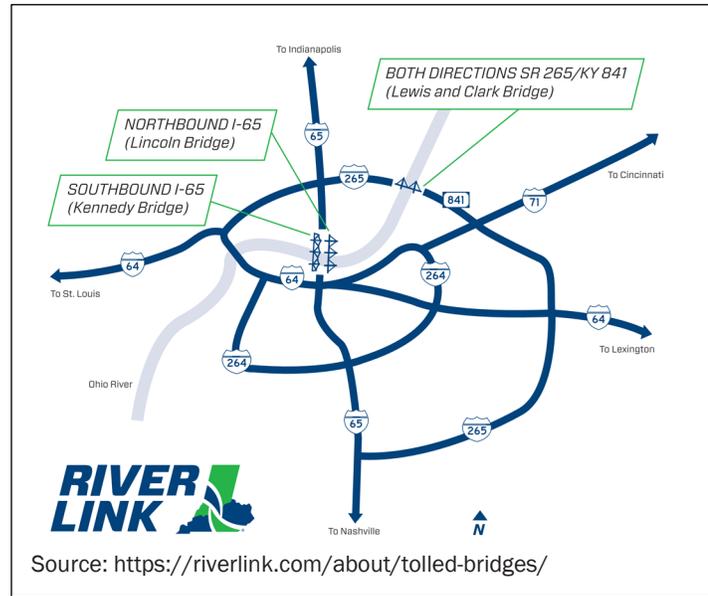
Three bridges connecting Louisville Metro and Southern Indiana are tolled with a set rate schedule for all lanes ([website link](#)).

Toll operator

RiverLink (authorized by Kentucky Transportation Commission and Indiana Department of Transportation)

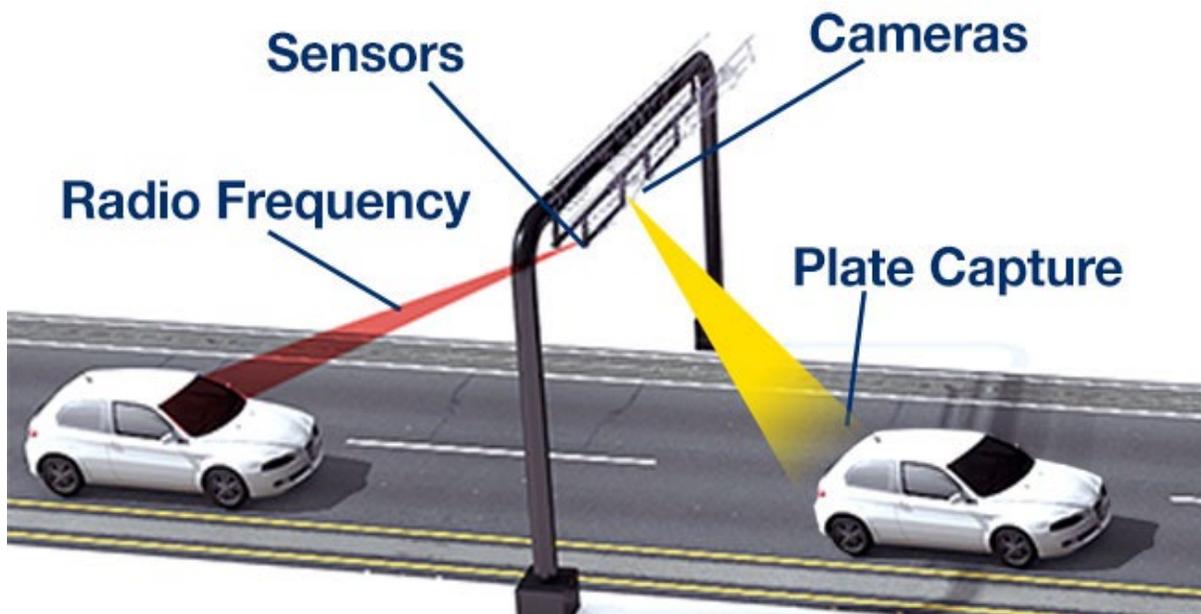
Transit operator

Transit Authority of River City



Transit and multimodal

- No direct funding
- Transit vehicles exempt
- Transit identified as mitigation in NEPA and bus service improvements made by local transit authority in coordination with tolls



Source: <https://riverlink.com/tolling-options-rates/how-it-works/>

SR 520 LAKE WASHINGTON BRIDGE

Location: Seattle, Washington

Bridge replacement and construction of High Occupancy Vehicle (HOV) lanes with all lanes tolled on a variable rate schedule ([website link](#)).

Toll operator

Washington Department of Transportation

Transit operator

King County Metro and Sound Transit



Source: <https://wsdot.wa.gov/Projects/SR520/bridge-replacement/home#FBL>

Transit and multimodal

- No direct funding
- Tolling on the SR 520 Bridge is expected to raise \$1.2 billion to help fund the replacement bridge
- Travel options programs funded by local partners complemented the projects funded by the FHWA Urban Partnership Agreement
- Buses, vanpools and emergency vehicles are able to travel toll-free

Additional details:

- FHWA Urban Partnership Agreement (UPA) included improved transit service and provided \$41 million in FTA Section 5309 funding for capital projects including buses, expanding two park and rides, real time customer information signs, and passenger facilities



Source: <https://www.flickr.com/photos/wsdot/26600544456/in/album-72157681081411414/>

Additional I-205 Toll Project Examples

The following is a list of bridge replacement or shorter-length toll projects:

| Toll Facility | Toll Operator | Website |
|--|---|---|
| Tappan Zee Bridge | New York State Thruway Authority | https://www.newnybridge.com/ https://www.newnybridge.com/environmental-doc/ |
| SR 520 Gov. Albert D. Rosellini Bridge | Washington State Department of Transportation | https://wsdot.wa.gov/Projects/SR520Bridge/About/BridgeFacts.htm |
| Dumbarton Bridge | Bay Area Toll Authority | https://mtc.ca.gov/about-mtc/what-mtc/bay-area-toll-authority/dumbarton-bridge |
| San Mateo-Hayward Bridge | Bay Area Toll Authority | https://mtc.ca.gov/about-mtc/what-mtc/bay-area-toll-authority/san-mateo-hayward-bridge |
| San Francisco-Oakland Bay Bridge | Bay Area Toll Authority | https://mtc.ca.gov/about-mtc/what-mtc/bay-area-toll-authority/san-francisco-oakland-bay-bridge |
| Sam Houston Ship Channel Bridge | Harris County Toll Road Authority | https://www.shipchannelbridge.org |
| Mountain Creek Lake Bridge | North Texas Tollway Authority | https://www.ntta.org/roadsprojects/existroad/Pages/Mountain-Creek-Lake-Bridge-(MCLB).aspx |
| Lewisville Lake Toll Bridge | North Texas Tollway Authority | https://www.ntta.org/roadsprojects/existroad/Pages/Lewisville-Lake-Toll-Bridge-(LLTB).aspx |
| Delaware Memorial Bridge | Delaware River & Bay Authority | http://www.drba.net/delawarememorialbridge.aspx |
| I-78 Toll Bridge | Delaware River Joint Toll Bridge Commission | https://www.drjtbc.org/bridges/i-78/ |