
Thursday, August 4, 2022
6:45 PM – 8:30 PM

Zoom Link:

<https://clackamascounty.zoom.us/j/83086627449?pwd=TDVDeHMvWXdvOTdoNERpS0NBNU03dz09>

Telephone: 1 (346) 248-7799

AGENDA

6:45 p.m. Pledge of Allegiance

Welcome & Introductions

Chair Paul Savas & Mayor Brian Hodson, Co-Chairs

Housekeeping

- Approval of July 07, 2022 C4 Minutes

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6:50 p.m. Regional Toll Advisory Committee – Cities Seat Selection

Introducing: Trent Wilson, C4 Staff

- Letter to C4 inviting engagement
- RTAC Structure

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7:10 p.m. Oregon Highway Plan Policy Amendment – Congestion Pricing

- [Policy Amendment Webpage](#)
- Memo and Amendment
- C4 Letter approved in July

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8:00 p.m. C4 I-205 Tolling Diversion Subcommittee

Introducing: Trent Wilson, C4, ClackCo Staff

8:15 p.m. Updates/Other Business

- JPACT/MPAC Updates
- Climate Action Plan Task Force Update
- Status of Eugene Housing Field Trip
- Other Business

8:30 p.m. Adjourn

General Information



Current Voting Membership

		C4 Exec	C4 Metro	C4 Rural	JPACT	MPAC	R1ACT
Clackamas County	Commissioner Paul Savas	●	●	●	●		●
Clackamas County	Commissioner Mark Shull		●	●		●	
Canby	Mayor Brian Hodson	●		●			●
CPOs	Martin Meyers (Redland CPO)	●	●	●			
Estacada	Mayor Sean Drinkwine			●			
Fire Districts	Matthew Silva (Estacada Fire District)	●					
Gladstone	Mayor Tammy Stempel	●	●				
Hamlets	Kenny Sernach (Beavercreek Hamlet)			●			
Happy Valley	Council Brett Sherman		●			●	
Johnson City	Vacant						
Lake Oswego	Mayor Joe Buck		●			●	
Milwaukie	Councilor Kathy Hyzy		●		●	●	
Molalla	Mayor Scott Keyser			●			
Oregon City	Commissioner Adam Marl		●			●	
Portland	Vacant						
Rivergrove	Mayor Walt Williams		●				
Sandy	Mayor Stan Pulliam			●			
Sanitary Districts	Paul Gornick (Oak Lodge Water Services)	●					
Tualatin	Councilor Valerie Pratt		●				
Water Districts	Sherry French (Clackamas Water District)						
West Linn	Mayor Jules Walters		●				
Wilsonville	Mayor Julie Fitzgerald		●				

Current Ex-Officio Membership

MPAC Citizen Rep	Ed Gronke
Metro Council	Councilor Christine Lewis
Port of Portland	Emerald Bogue
Rural Transit	Todd Wood (Canby Area Transit)
Urban Transit	Tom Markgraf (TriMet)

Frequently Referenced Committees:

- CTAC:** Clackamas Transportation Advisory Committee (C4 Transportation TAC)
- JPACT:** Joint Policy Advisory Committee on Transportation (Metro)
- MPAC:** Metro Policy Advisory Committee (Metro)
- MTAC:** Metro Technical Advisory Committee (MPAC TAC)
- R1ACT:** Region 1 Advisory Committee on Transportation (ODOT)
- TPAC:** Transportation Policy Advisory Committee (JPACT TAC)

Thursday, July 07, 2022
Development Services Building
 Main Floor Auditorium, Room 115
 150 Beaver Creek Road, Oregon City, OR 97045

Attendance:

Members: **Canby:** Brian Hodson; **Clackamas County:** Paul Savas; **CPOs:** Martin Meyers, **Fire Districts:** Matthew Silva; **Hamlets:** Kenny Sernach; Derrick Cherrico; **Happy Valley:** Brett Sherman; **Lake Oswego:** Joe Buck; **Metro:** Christine Lewis; **Milwaukie:** Kathy Hyzy; **Molalla:** Scott Keyser; **Oregon City:** Denyse McGriff (alt); Todd Woods (Canby, Rural Transit); **Tualatin:** Valerie Pratt; **Water District:** Sherry French (CRW); **West Linn,** Jules Walters; **Wilsonville:** Julie Fitzgerald

Staff: Trent Wilson (PGA); Chris Lyons (PGA)

Guests: Mandy Putney (ODOT); Amanda Pietz (ODOT); Mike Bezner (DTD); Scott Hoelscher (DTD); Stephen Williams (DTD); Dayna Webb (OC); John Lewis (OC); Jaimie Lorenzini (Happy Valley); Scott Turnoy (ODOT); Mark Ottenad (Wilsonville); Jeff Gudman (community); Will Farley (Lake Oswego)

The C4 Meeting was recorded and the audio is available on the County's website at <http://www.clackamas.us/c4/meetings> . Minutes document action items approved at the meeting.

<u>Agenda Item</u>	<u>Action</u>
Approval of June 02, 2022 C4 Minutes	Approved.
Regional Flexible Funds Allocation Letter	<p>C4 Metro Subcommittee advanced a recommendations letter for a set of regional grant submissions on behalf of Clackamas County jurisdictions. The funding is coming from two programs: Regional Flexible Funds Allocation and the Metro Parks Trails Bond.</p> <p>C4 advanced the letter from the C4 Metro Subcommittee, with one small change to the order of the two Happy Valley trail projects.</p> <p>Letter approved.</p>
Oregon Highway Plan Policy Amendment- Congestion Pricing	Amanda Pietz from ODOT HQ presented on the proposed Goal 6 Tolling Amendment to the Oregon Highway Plan. There are two comment opportunities, one through a recorded workshop on June 20 and comment letters are due by August 1.

	<p>C4 members discussed how best to comment. Members discussed prioritizing a request to extend the comment period by 60 days, and add comments from the discussion with a note that comments would be more focused and detailed with a longer comment period.</p> <p>The C4 Executive Committee will approve the final letter.</p>
<p>C4 Housing Shelter Field Trip Update</p>	<p>No update. Early feedback targeted opportunities in September and October. Staff needs additional time to connect with providers.</p>
<p>Updates/Other Business</p> <ul style="list-style-type: none"> • JPACT/MPAC Updates • Climate Action Plan Task Force Update • Supportive Housing Services Update • Other Business 	<p>JPACT/MPAC: Updates on the Interstate Bridge in June. MPAC discussed the Parks Levy and upcoming opportunities.</p> <p>Climate Action Plan Task Force: Robust community engagement is underway through the summer. Hold on meetings</p> <p>Supportive Housing Services: SHS revenue increased incrementally with the May tax distribution. The group requested quarterly updates from the SHS team, and to move away from the monthly revenue updates.</p>

Adjourned at 8:45 p.m.



June 30, 2022

Paul Savas and Brian Hodson
2051 Kaen Road
Oregon City, OR 97045

Dear Co-Chair Savas and Co-Chair Hodson:

In 2017, the Oregon Legislature passed House Bill 2017 that directed the Oregon Department of Transportation (ODOT) to pursue and implement tolling on I-5 and I-205 in the Portland region to manage traffic congestion and create a new funding source to modernize our aging infrastructure system to be seismically resilient.

Since 2017, ODOT has been conducting a process that involves policymakers and key stakeholders from the Portland region, which includes southwest Washington. This began with supporting a Policy Advisory Committee during the Value Pricing Feasibility Analysis, the first stage of the journey. Now in 2022, there are three toll projects currently advancing in the Portland metropolitan area (Regional Mobility Pricing Project, I-205 Toll Project, and the Interstate Bridge Replacement), which will require many policy and programmatic decisions leading up to the implementation.

We invite you to be a member: ODOT is honored to invite Clackamas County Coordinating Committee to participate on a new Regional Toll Advisory Committee to add value, advice and support as we prepare to implement tolling in the region. This committee will provide a forum for organizations to advise the Oregon Department of Transportation on the following:

- Accountability: ODOT and regional partners will report to the committee on topics in the “ODOT and Regional Partner Commitments” and Letter of Agreement between ODOT and Metro Council that was a part of the I-205 Toll Project Regional Transportation Plan amendment approval process.
- Expediting the Regional Mobility Pricing Project (RMPP): The committee will discuss strategies to develop regional support and consensus for the RMPP, which could accelerate the planning, analysis, and approval schedule with the U.S. Department of Transportation to lessen or remove the timing gap between I-205 and regional tolling coming online.
- Diversion impacts and mitigation: The committee will review and provide feedback on short- and long-term plans for mitigating and monitoring diversion caused by tolling on I-5 and I-205.



- Transit and multimodal: The committee will discuss ways to leverage resources and align strategically to partner in delivering a transportation system that provides reliable transit and multimodal transportation options to complement congestion pricing on I-5 and I-205.
- I-205 Toll Project and RMPP coordination: This committee will provide feedback on the alignment between congestion pricing and toll policies in the Oregon Transportation Plan, Oregon Highway Plan, and Regional Transportation Plan in pursuit of providing a comprehensive framework to incorporate the I-205 tolling project and the RMPP in the context of the more extensive regional and statewide transportation system.

Expected Commitment

We expect that the Regional Toll Advisory Committee will meet monthly (and maybe more to start), with engagement beginning in July 2022. Initial engagement may include interviews or convening workshops followed by meetings. Meetings are expected to be as long as two hours in length and we will aim to find times that work best for members.

Response Requested

The Oregon Toll Program aims to achieve equity and inclusion in its decision-making processes. Please consider the diversity (e.g. gender, race, age, etc.) that is called for in the [Oregon Toll Program's Equity Framework](#) when selecting a member of your organization to serve on the Regional Toll Advisory Committee. Additionally, member organizations should serve communities adjacent to the impact and benefits of congestion pricing on I-5 and I-205.

Please confirm your organization's membership in Regional Toll Advisory Committee by providing the name of the Clackamas County Coordinating Committee representative and an alternate to ODOT's Toll Policy Manager, Gareth Prior, preferably by mid-July. We are planning for the Regional Toll Advisory Committee to begin work this summer and are working to schedule the first meeting in early August.

If you have questions, I encourage you to contact Gareth Prior at (503) 396-2588 or garet.prior@odot.oregon.gov. Thank you in advance for your commitment to the region.

Sincerely,

Brendan C Finn

Brendan Finn
Director, Urban Mobility Office



Oregon Toll Program: Engagement with Portland Regional Policymakers & Statewide Voices

Background and context

In 2017, the Oregon Legislature passed House Bill 2017 that directed the Oregon Transportation Commission (OTC) to pursue and implement tolling on I-5 and I-205 in the Portland region to help manage traffic congestion.

Developing a new toll program in Oregon is a complex process that requires many policy and programmatic decisions leading up to implementation. Incorporating local and regional voices into decisions will be an essential step to delivering projects that achieve shared goals and build long-term trust.

From the start in 2017, ODOT has been conducting a process that involves Portland regional area policymakers and key stakeholders. This began with supporting a Policy Advisory Committee during the Value Pricing Feasibility Analysis, the first stage of the journey. Now in 2022, there are three toll projects currently advancing in the Portland metropolitan area (Regional Mobility Pricing Project, I-205 Toll Project, and the Interstate Bridge Replacement),

Recent regional discussions, such as those around the Regional Transportation Plan amendment for the I-205 Toll Project, included a consistent theme that there is not a clear space where policymakers and key stakeholders can provide feedback to ODOT and the Oregon Transportation Commission on key policy questions. In response, ODOT implemented the following actions:

- Supported the creation of an R1ACT Toll Work Group and extended membership to add southwest Washington voices to support a space of dialogue and understanding. This group was established to help partners feel prepared to provide feedback to the OTC through R1ACT, JPACT, and Metro Council.
- Provided an updated timeline with toll project milestones, in order to solicit timing recommendations from Portland area policymakers through R1ACT, JPACT, and Metro Council.
- Collaborated with the Clackamas County Coordinating Committee (C4) Diversion Subcommittee, which is comprised of local city policymakers, to develop a recommendation on ODOT's short- and long-term plan to address diversion created by the I-205 Toll Project.

ODOT has heard from Portland regional policymakers that these actions did not meet all of their needs, especially around the ability to provide timely input on key toll policy questions. Accordingly, ODOT is responding to this input and, with input from regional stakeholders, has identified a structure for Portland area policymaker engagement for the next few years.

Proposal: Regional Toll Advisory Committee

The following pages describe the committee as our next step towards better supporting and involving Portland regional policymakers. Also, included is a description of how this new committee would be positioned with the existing committee and work group structure.

Regional Toll Advisory Committee

Purpose

This committee would provide a forum for identified organizations to provide feedback to ODOT leadership in advance of key OTC or ODOT decisions regarding the following:

- Accountability: ODOT and regional partners will report to the committee on topics in the “ODOT and Regional Partner Commitments” and Letter of Agreement between ODOT and Metro Council that was a part of the I-205 Toll Project Regional Transportation Plan amendment approval process.
- Expediting the Regional Mobility Pricing Project (RMPP): The committee will discuss strategies to develop regional support and consensus for the RMPP, which could accelerate the planning, analysis, and approval schedule with the U.S. Department of Transportation to lessen or remove the timing gap between I-205 and regional tolling coming online.
- Diversion impacts and mitigation: The committee will review and provide feedback on short- and long-term plans for mitigating and monitoring diversion caused by tolling on I-5 and I-205.
- Transit and multimodal: The committee will discuss ways to leverage resources and align strategically to partner in delivering a transportation system that provides reliable transit and multimodal transportation options to complement congestion pricing on I-5 and I-205.
- I-205 Toll Project and RMPP coordination: This committee will provide feedback upon the alignment between congestion pricing and toll policies in the Oregon Transportation Plan, Oregon Highway Plan, and Regional Transportation Plan in pursuit of providing a comprehensive framework to incorporate the I-205 tolling project and the RMPP in the context of the larger regional and statewide transportation system.

Timing

The committee would start meeting in July and we are working on timing and frequency to best meet the ODOT and OTC decision-making schedule for the scope of this committee.

Membership

This committee will include the ODOT Director and a composition of people similar to the Policy Advisory Committee (PAC) for the Value Pricing Feasibility Analysis (elected officials, business leaders, and non-profit leaders). For the PAC, there were 25 members.

Organization	
1	Oregon Department of Transportation (Director and Urban Mobility Office)
2	Washington Department of Transportation
3	City of Portland
4	City of Vancouver
5	Washington County



6	Clackamas County
7	Multnomah County
8	Clark County
9	Metro
10	SW Washington Regional Transportation Council
11	TriMet
12	Small transit provider (SMART, CAT, Ride Connection, etc.)
13	Port of Portland
14	Business organization – Washington
15	Business organization – Oregon
16	Public Health
17	Labor Union
18	Environmental
19	Active Transportation
20	Cities of Clackamas County
21	Cities of Washington County
22	Cities of Multnomah County
23	Tribal Government
24	Statewide – Trucking / Commerce

Coordinating the toll committee universe

There is a multi-faceted system that ODOT is engaging to gain understanding and expertise to support decisions that need to be made at the federal, state, and regional-levels. The following provides a brief explanation of the committee or organization and its role:

- **Regional Toll Advisory Committee (new):** Serves as the coordination space for input from the Portland region policymakers. Reports to ODOT Director Strickler with feedback on how the toll projects are addressing impacts and policies that are being developed for the OTC.
- **Rules Advisory Committee (coming in late 2022):** Provide input to the Oregon Department of Transportation regarding the development of draft rules, which the OTC will consider for adoption after public review. During the initial phase (through fall of 2023), the committee will consider rules to address HB3055 and toll rates for I-205.
- **Clackamas County Coordinating Committee (C4) Diversion Subcommittee:** Local elected officials that are providing a recommendation on the short- and long-term plan to address diversion created by tolling to the Regional Toll Advisory Committee.
- **Equity and Mobility Advisory Committee:** Providing recommendations to the Oregon Transportation Commission on how to advance equity and address impacts to people experiencing low-incomes, increasing transportation and multimodal options, and addressing impacts to neighborhood health and safety. Providing feedback to ODOT on toll project engagement and project-level analysis. Providing

feedback to the Rules Advisory Committee on rate setting and rulemaking decision.

- **Federal Highway Administration (FHWA) and U.S. Department of Transportation (USDOT):** FHWA has decision-making authority on the toll project environmental review documents and UDOT approval will be needed for the Regional Mobility Pricing Project.
- **Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council:** As the federally mandated metropolitan planning organization, these groups have decision-making power over the Regional Transportation Plan (RTP) and Metropolitan Transportation Improvement Plan (MTIP). The RTP update will shape regional congestion pricing and toll policies.
- **Oregon Transportation Plan (OTP) Update – Policy Coordinating Committee (PCC):** Portland area policymakers and stakeholders hold seats on advisory committees that will shape statewide congestion pricing and toll policies.
- **Transit Multimodal Work Group:** Large and small transit and multimodal transportation providers throughout the region who are providing recommendations on toll projects to the Regional Toll Advisory Committee.
- **Regional Modeling Group:** Technical transportation staff from regional agencies that review the transportation analysis modeling approach and data to provide guidance and feedback to ODOT.

Memo

To: Clackamas County Coordinating Committee (C4)
From: Trent Wilson, ClackCo Government Affairs and C4
Date: July 28, 2022
Re: Extended Comments on Oregon Highway Plan Goal 6 Tolling Amendment

Overview

At the July C4 meeting ODOT staff introduced the proposed Goal 6 Tolling Amendment to the Oregon Highway Plan, and shared the public comment timeline ending on August 1. C4 members provided feedback that was adapted to a letter (attached), submitted to ODOT and the OTC, with the primary note that more time was needed to provide robust commentary on the amendment. C4 asked for a 60-day extension, as did many other agencies, and ODOT obliged with a 45-day extension. The comment period now ends on September 15.

Honoring the comment extension, staff has prepared discussion questions for C4 for the August 2022 meeting that will help guide work to form an updated, robust comment letter that C4 will review at the September 1 meeting.

Discussion Questions:

What does the Goal 6 Amendment include (or not) that “misses the mark” when compared to the discussions and commitments around the I-205 toll project (e.g. Diversion Subcommittee, county and cities discussions with ODOT, Metro RTP process and “commitment” letter)?

When considering the I-205 toll program, how can the Goal 6 Amendment be improved to capture the needs of communities along the I-205 corridor?

What have we learned from our involvement in the I-205 Tolling Project that should be reflected in the OHP Tolling Policy Amendment?

Goal 6: Tolling and Congestion Pricing

Introduction

There are many mechanisms to price the transportation system to raise revenue and/or help achieve desired outcomes. These mechanisms can be used in concert with one another when a single system is insufficient at either purpose. The focus of this section is to outline roadway pricing mechanisms to pay for specific high-cost infrastructure or to achieve congestion reduction or other outcomes along discrete sections of roadways. “Tolls” are included in this section, which refer to roadway pricing that focuses on creating revenue for the construction, and other outcome-based mechanisms targeting a desired performance on a roadway, segment, or area, such as helping to reduce congestion. These roadway pricing mechanisms are defined in this policy to help identify when use may be most appropriate and further policy direction is provided to outline how these mechanisms should be applied.

As with all transportation programs, Oregon will fulfill obligations under Federal law for the implementation of road pricing on the interstate system. Tolling and pricing have requirements and obligations that are unique to those programs and the state will ensure that all of these are met.

Types of Road Pricing

To simplify the various terms that are used for road pricing and align them with different policies, the following definitions will be used as key terms:

1. **Flat rate toll** – A fee set by the Oregon Transportation Commission (OTC) and charged by a road pricing operator for the use of traveling on said facility. The flat rate toll rate does not change throughout the day. Revenues from this type of road pricing are used for specific infrastructure such as bridges or tunnels and other costs associated with the tolled infrastructures.
2. **Congestion pricing** – Fee ranges are set by OTC and charged by a toll facility operator. Rates are higher during peak travel periods (such as morning and evening commute) and lower during off-peak periods. Current prices are displayed on electronic signs prior to the beginning of each priced section. With congestion pricing, motorists receive a reliable and less congested trip in exchange for the payment. Oregon will focus on scheduled variable rate congestion pricing.

Scheduled variable rate pricing, typically called “variable pricing” varies by time of day according to a published schedule, which can be updated periodically. Although rates can be different for each hour and for each day, they are known to users in advance of travel. This encourages motorists to plan travel in advance to use the roadway during less-congested periods or use a different mode and allows traffic to flow more freely during peak times.

Road Pricing Objectives

Tolling and congestion pricing are tools used to help achieve specific outcomes and can be used together.

6.1 Policy Utilize tolling, congestion pricing or a combination to achieve documented outcomes

6.1.A Action

When tolling is used to fund a specific improvement, consider adding congestion pricing if high levels of congestion exist or it is anticipated within the planning horizon.

6.1.B Action

Develop application specific objectives for tolling and congestion pricing consistent with the policies in this plan, recognizing more than one objective can be achieved but should be balanced.

6.1.C Action

Road pricing options must not conflict with, and try to support, other statewide goals around sustainability and climate, health and equity, with an emphasis on addressing the needs of historically or currently underrepresented and underserved communities.

6.1.D Action

Any road pricing options must consider the purpose and function of the facility, recognizing that the interstate and freeway system should serve longer trips and movement of people and goods to major employment and commerce locations.

6.2 Policy Utilize road tolls to help fund infrastructure improvements

6.2.A Action

Consider tolling for major investment projects on Oregon's freeways and bridges as a source for initial and sustainable funding when other funding sources are inadequate for investment needs.

6.2.B Action

Utilize flat-rate tolling to raise funds for construction, operations, maintenance and administration of specific infrastructure, recognizing that such toll may have less impacts to congestion and climate when compared to congestion pricing.

6.2.C Action

Evaluate if tolling should be used to help pay for any project that is for the construction or re-construction of a freeway or bridge and anticipated to cost more than \$100 million.

6.2.D Action

Complete a comprehensive funding plan for projects utilizing tolling to pay for improvements. Include in the plan funding sources and relative funding shares, as well as analysis of the viability of the project if tolling does not move forward. Reasons for not pursuing tolling must verify how other funding sources will be impacted if the project still moves forward.

6.2.E Action

Consider tolling to cover the short- and long-term costs of the infrastructure improvement, as is required by law and financing obligations, including: the initial capital outlay, cost of operating the tolling program, and revenue needed to cover long term maintenance, operations, and administration functions.

6.3 Policy Use congestion pricing to reduce traffic congestion

Reduce delays, stops-and-starts, and increase reliability of travel times through congestion pricing to improve overall mobility on Oregon's interstates and freeways where mobility targets are not met and the system is experiencing regular recurring congestion. The intent of congestion pricing is to change some users' behavior so that they choose a different mode of transportation, time of day, route or not to make the trip. Congestion pricing can be considered as a complimentary part of a tolling project incorporating new or upgraded infrastructure, but also can be considered as a travel demand strategy for an interstate or freeway segment without any planned infrastructure projects.

6.3.A. Action

Evaluate if congestion pricing should be used to help manage congestion for any interstate or freeway that exceeds an Annual Average Daily Traffic (AADT) to Capacity ratio (AADT/C) of 9.0 or greater or where average vehicle speeds are less than 45 mph.

6.3.B Action

Prior to adding new throughway capacity such as the addition of new through travel lanes, demonstrate that system and demand management strategies, transit service and multimodal connectivity improvements, and pricing cannot adequately address throughway deficiencies and bottlenecks.

6.3.C Action

Pair pricing with other actions to address roadway congestion holistically, including the use of ITS technology, access control and management, increasing modal options and implementing other demand management tools.

6.3.D Action

Utilize congestion pricing to have a moderate impact on reducing vehicle travel on interstates and freeways through an expected schedule (e.g. during peak hours) with the ability to manage impacts to people experiencing low-income and diversion (rerouting) and especially when there few available alternate route and mode options for real-time decisions.

6.4 Policy Connect to our climate goals and targets

Ensure that potential application of congestion pricing evaluates how it will help support state climate change goals and targets.

6.4.A Action

Recognize that implementation of any road pricing mechanism is likely to impact overall VMT and therefore should be structured to minimize diversion of freight or longer trips to local roads and encourage VMT reduction.

6.4.B Action

Evaluate implementation of road pricing as a strategy to limit or reduce future vehicular travel demand from planned land use development. Analysis should specifically look at projects that are adding significant through travel roadway capacity such as additional through lanes.

6.5 Policy Connect shifting travel to off-peak hours and to biking, walking, and public transportation to the design and operations of road pricing mechanisms

Ensure that road pricing as strategy evaluates potential shift to other travel times and modes of transportation (e.g. public transportation, carpools, biking, and walking), telecommute, or times of travel to reduce climate impacts.

6.5.A Action

Pursue congestion pricing strategies to manage demand so that the recurring congestion performance objectives are met during all hours of the day.

6.5.B Action

Upon completing toll bond obligations, consider congestion pricing strategies for ongoing reliability and demand management purposes.

6.5.C Action

While developing the tolling project and/or road pricing application, collaborate with transit agencies, local jurisdictions, and other modal groups on the following:

- Increase (or support) public transportation services, transportation option service providers, or biking and walking options for those unable to afford tolls within the project or project area
- Understand how the benefits of a better managed, less congested interstate or freeway may provide opportunities for new, expanded, or enhanced transit service
- Understand how the impacts of diversion (rerouting) of vehicle trips may impact existing or planned transit service routes

6.6 Policy Center equity when designing tolling and pricing frameworks

While the reason to price the system will not be to improve equity directly, equity must be considered and addressed in the design, execution and management of any road pricing program. Equity efforts must focus on both “process equity” and “outcome equity,” which are defined as follows:

Process equity means that the planning process, from design to post-implementation monitoring and evaluation, actively and successfully encourages the meaningful participation of individuals and groups from historically excluded and underserved communities.

Outcome equity means that the toll or roadway pricing project will acknowledge existing inequities and will strive to prevent historically excluded and underserved communities from bearing the burden of

negative effects that directly or indirectly result from the priced projects, and will further seek to improve overall transportation affordability, accessible opportunity, and community health.

6.6.A Action

Engrain equity into decision-making processes and ensure equity outcomes are achieved when developing, implementing, and managing road pricing programs, by:

- Ensure full **participation** of impacted populations and communities throughout the project and applications by identifying specific populations, groups, or geographic areas that will be used to discern for equity. The Agency must be accountable and transparent.
- Explore how road pricing application will impact overall household budgets, populations and communities and maintain **affordability**, in balance with other objectives.
- Projects will identify ways to support multi-modal access through partnerships and expand **opportunities** for historically excluded and underserved communities.
- Projects will consider the project impacts to outcomes such as community health, including air quality, noise, traffic safety, economic impacts and other potential effects on historically or currently excluded and underserved communities.

Table XX: Summary of Road Pricing Mechanisms and Associated User Impact and Goals

Mechanism	Flat rate toll	Congestion Pricing
Types of System Pricing	Flat rate toll	Variable rate
USER EXPERIENCE		
One price to use	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Price changes throughout day	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Predictable price for travelers	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
DEMAND MANAGEMENT		
Encourage shifts away from single-occupancy vehicle travel	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Encourage shifts from peak travel to off-peak travel	<input type="checkbox"/>	<input checked="" type="checkbox"/>
TRAFFIC OPERATIONS		
Manages recurring traffic congestion (congestion pricing)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Responsive to day-to-day variations and real-time conditions	<input type="checkbox"/>	<input type="checkbox"/>



- Does achieve



- Does not achieve

Rate Structures, Pricing Considerations, Exemptions and Discounts

Rate setting will be a critical step in tolling and congestion pricing processes. Specific rates are to be set in rule and the policy below provides the overarching structure for doing so.

6.7. Policy Structure rates so as not to impose unfair burdens on people experiencing low-income and to advance equity

6.7.A Action

When planning for, implementing, and managing road pricing systems including rate setting, engage the following groups for feedback and analysis:

- People experiencing low-income or economic disadvantage
- Black, indigenous and people of color (BIPOC)
- Older adults and youth
- Persons who speak non-English languages, especially those with limited English proficiency
- Persons living with a disability
- Small, minority, and woman- owned businesses
- Other populations and communities historically underrepresented by transportation projects – this shall be determined at the project-level

6.7.B Action

While setting or adjusting road pricing rates, analyze the impacts to affordability by the percentage of household income for lower- income drivers compared to middle and higher-income drivers.

6.7.C Action

Set a no- or low minimum balance requirement for loading or maintaining road pricing accounts used by the public.

6.7.D Action

Road pricing should not contribute to major financial indebtedness for people experiencing low income. Establish rate discounts, exemptions, account supplementation and/or other processes for low-income users.

6.8 Policy Set rates to help achieve desired outcomes

Structure rates to help achieve targeted revenue or performance outcomes as outlined in policy and specified by the project or desired application.

6.8.A Action

Set rates to achieve outcomes and performance targets with the understanding that outcomes will not likely be achieved through road pricing alone and additional revenue sources may supplement funding needs. Structure rates to meet the desired share from toll revenues.

6.8.B Action

Establish rates consistent with the roadway classification, purpose, and function; and the desired use of such facilities. As such:

- Discourage short trips (three miles or less) and prioritize longer-distance travel on interstates and freeways; when evaluating diversion (rerouting) to local streets, limiting these new short trips should not be a priority as compared to limiting diversion (rerouting) of freight or longer trips (three miles or more)
- Any change of 0.05 to the existing/planned V/C from diverted traffic is considered significant and mitigation may be considered
- Keep freight on interstates and freeways and off local streets, when possible.

6.8.C Action

Set rates sufficient to:

- Cover the cost of the tolling or congestion pricing system and administration as is required by law
- Reach the desired revenue needed to pay for the planned share from tolling for the infrastructure improvement, operations, and maintenance
- Manage congestion to desired travel times, speeds, or reliability thresholds established for the project
- Meet any additional system performance metrics, defined for corridors, a series of corridors or by segments.

6.8.D Action

Rate setting decisions must be based on the following considerations that include equitable rate parameters. At a minimum, rate setting should include:

- Definition of a rate range to set a minimum and maximum threshold
- Consideration of condition thresholds for when a rate range may be exceeded
- Provision of discounted or free passage to be used for certain vehicles
- Definition of the corridor for investment.

6.8.E Action

Quarterly review rates to assess goal achievement and need for additional or revised exemptions and discounts.

6.8.F Action

When rate pricing over a longer length of roadway, allow variable rates to be applied in different roadway segments by defining road pricing zones. Zones should be as long as possible and should only be divided where there is a major system connection location that significantly changes the traffic characteristics as compared to an adjacent zone. The rates are then allowed to vary between zones.

6.9 Policy Provide discounts or exemptions to incentivize certain travel behaviors or address impacts

Understand how pricing impacts users and incorporate considerations for system users while achieving pricing outcomes.

6.9.A Action

Provide exemptions for active response vehicles (police, fire, EMS/ambulatory service).

6.9.B Action

Provide an exemption to public transportation vehicles, including private coaches as required under Federal law.

6.9.C Action

Provide discounts or account supplements for people who are experiencing low income and who are struggling to meet basic needs (e.g. food, shelter, clothing).

6.9.D Action

Ensure fairness in pricing and balance low income programs with revenue needs and congestion pricing goals.

6.9.E Action

Incentivize high occupancy vehicles, such as shuttles, and carpools at the project-level or if multiple projects are operating within a region, at the regional-level.

6.9.F Action

Analyze and consider reducing toll rates when funding needs are achieved for the infrastructure improvement but ensure that toll remains to cover maintenance, operation and administration costs and that reduced rates will remain consistent with both project and statewide goals of congestion reduction.

Use of Revenue

6.10 Policy Utilize tolling or roadway pricing revenue within the project corridor

Use funds on the tolled/priced project corridor. The corridor is defined as the tolled/priced roadway and the immediate area of impact adjacent to the project, generally within 1 mile of the priced facility or as defined through the project-specific NEPA process identifying significant impacts. Additionally the corridor should be limited to arterials that generally move traffic in the same direction. If no arterial exists within, then a collector that generally moves traffic in the same direction as priced roadways may be considered. Diversion that is considered significant is when there is a substantial increase in large trucks or an increase in non-short distance trips to the local system that changes the potentially impacted facility's v/c ratio by 0.05 or more.

6.10.A Action

Ensure compliance with U.S. Code Title 23 [Section 129](#) when a toll project is approved under this section. This section requires toll revenue first go to paying for transportation improvements with capital investments to which the toll project is linked.

6.11 Policy Meet all revenue obligations first and prioritize revenue usage

When construction projects are bonded, certain financial obligations must be met before discretionary spending may occur. Net revenues after such obligations should be targeted to meet statewide goals and meet all requirements identified in Oregon's constitution, federal requirements and others as appropriate. ORS 383.009(2)(j) states that moneys in the toll program fund may be used for improvements on the tollway, adjacent, connected and parallel highways to reduce congestion, improve safety and address impacts of diversion as a result of the tollway.

When implementing tolling as a way to help fund key infrastructure projects, revenues should be first directed toward financial obligations, construction, maintenance, and operation of the related infrastructure. A toll may be reduced once obligations are met.

Spend revenue utilizing the following hierarchy:

- Cover the cost of the tolling/pricing system and administration first as consistent with bond indenture requirements; and then
- Reach the desired share of revenue needed to pay for the infrastructure improvement, direct project mitigation, operations, and maintenance; and/or then
- For congestion pricing, discretionary spending should be targeted to manage congestion to desired travel times, speeds, or reliability thresholds established for the project; and then
- Meet any additional system performance metrics, defined for corridors, a series of corridors or by segments.

6.11.A Action

Identify corridor priorities for construction (seismic improvements, bottleneck relief projects, etc.) and operations, maintenance, administration for revenue usage.

6.11.B Action

Target net revenues for larger congestion management related projects in corridor as part of project mitigation, including enhanced transit, modal overpasses, etc.

6.11.C Action

Transit and multimodal transportation options should be increased with congestion pricing projects. This can be done through direct toll revenue allocation, when compliant with the Oregon Constitution, or through partnerships. Larger investments in transit-supportive infrastructure, such as bus-on-shoulder and park-and-rides, could be funded through a capital investments approach. Investments in carpools, vanpools, shuttles, and other demand responsive type of shifts to higher occupancy vehicles should also be considered as they may better match the needs of longer-trip users of the interstate and freeway system.

6.12 Policy Address impacts to neighborhood health and safety within the corridor (mitigation)

Acknowledge that diversion, the choice of some drivers to choose off priced system routes, may have impacts to adjacent communities and coordinate with these communities to mitigate significant impacts when feasible.

6.12.A Action

Tolling and congestion pricing projects should be planned and operated to limit longer-trip diversion (rerouting) through local communities on parallel roads.

6.12.B Action

Trips that previously used the interstate or freeway for local travel / short trips (three miles or less) should not be considered as diversion. Local trips are better served on local roads and preserve capacity on the interstates and freeways for their purpose in connecting people on longer trips.

6.12.C Action

When providing investments to address neighborhood health and safety impacts in communities because of diversion (rerouting), prioritize capital investments in biking and walking networks, consistent with constitutional restrictions.

6.12.D Action

Partner with communities when providing investments related to diversion and consider improvements to all modes.

Infrastructure and Management

6.13 Policy The Oregon Transportation Commission is Oregon’s toll and roadway pricing authority

Per ORS 383.004 the OTC has been given authority over tolling and road pricing design, execution and management rules and decisions.

The OTC will implement pricing programs to raise revenue and/or manage congestion, independent of land use actions and decisions. Since pricing is a mechanism for system management, such as ramp metering, establishment of pricing rate adjustments are not to be considered land use actions.

6.14 Policy Ensure interoperability of toll rate collection systems

Design systems that are easy to use and maximize interoperability with other known systems of neighboring states, weight mile tax devices and ITS systems while maximizing options for users.

6.14.A Action

Deploy technology that facilitates interoperability with tolling systems of neighboring states whenever possible.

6.14.B Action

For any proposed tolling or congestion pricing project on an interstate or freeway, ODOT shall develop tolling systems that rely on all-electronic collection mechanisms, and enable at least one manner of toll collection that does not require a transponder.

6.14.C Action

For any proposed tolling or road pricing project on an interstate or freeway, ODOT will develop and utilize tolling technologies and systems that are based on common standards and an operating sub-system accessible by the marketplace where components performing the same function can be readily substituted or provided by multiple providers to the extent possible while compatible with tolling systems in the Washington and California whenever possible.

6.14.D Action

Provide a “cash preferred” option for paying road pricing fees in order to reduce barriers to use of the transponders.

6.15 Policy Complete program assessment, monitoring, and adjustments

Once established, evaluate tolling and congestion pricing programs regularly against project specific objectives. Along with financial obligations, this will inform any future adjustments to the rate schedule and other program design adjustments.

6.15.A Action

Establish a monitoring and reporting program, which should include: vehicle speed, volume, driver pattern changes within the corridor (e.g. diversion or rerouting), levels of congestion, modal shifts, air quality, GHG

emissions, and equity goals identified on a project-level basis. Data should capture the benefits and impacts to multimodal transportation, which includes: freight, light rail, transit, passenger vehicles (single and high-occupancy), bike, walk, and telecommute. It is acknowledged that varying levels of data exist for these modes and thus information may vary by level of detail or frequency.

6.15.B Action

The OTC will evaluate and adjust all road pricing programs on a regular basis with a minimum of annual review, with consideration to effectiveness toward goals, rate adjustments and revenue generation thresholds.

6.15.C Action

Continually assess the cumulative impact of fees and tolled/priced areas on people experiencing low income.

6.15.D Action

Actively monitor cost allocation between light and heavy vehicles as a part of the highway cost allocation and adjust as needed and ensure compliance with Oregon state constitution requirements.



July 12, 2022

Oregon Transportation Commission
c/o Oregon Highway Plan Manager
OHPmanager@odot.oregon.gov

Dear Oregon Transportation Commissioners:

Thank you for the opportunity to comment on the proposed amendments to the Goal 6: Tolling and Congestion Pricing included within the Oregon Highway Plan. The Clackamas County Coordinating Committee (C4) includes all jurisdictions of Clackamas County, including the county, cities, Metro, special districts, and more.

Because the I-205 project has been chosen as the first major toll project in the state, we have been engaged several years now on the studies and projects related to tolling, both at the regional and state level. We recognize the proposed amendment to the Oregon Highway Plan is not project specific, but will affect specific projects and how tolling is utilized and how impacts to tolling will be mitigated. The development of toll policies has moved quickly over the last 1-2 years and at various decision tables. Our comments today will reflect both a keen desire to ensure these various processes are working in a clear and coordinated fashion, as well as a need to give this process the appropriate amount of time for due diligence.

First, the open comment period for jurisdictions to review and provide feedback on a policy that will have generational impacts to Oregonians is much too short. We recommend extending the comment period by no less than 60-days. C4 and the jurisdictions expecting impacts caused by tolling I-205 first in the region and state have been deeply engaged with ODOT and still find that the proposed amendments do not match what the region has been working toward and does not compliment much of what ODOT has communicated thus far regarding their role in mitigating impacts caused by tolling I-205. If a 45 day comment window is too short for the communities that have been the closest to trying to understand the impacts of tolling, then it merits that communities who are just now becoming aware of these proposed changes – if they are even aware of them – need additional and sufficient time. Important work is being conducted that should be reflected accurately and clearly, such as developing the Low Income Toll Report (which has a parallel comment period) and finalizing the recommendations from the Equitable Mobility Advisory Committee being presented to the Oregon Transportation Commission in July. In addition, the short review period does not provide local governments sufficient time to coordinate with the regional congestion pricing policies being considered by Metro, scheduled for regional discussion at the end of July.

It is with great consternation that we provide these comments so early, recognizing that if we had waited until our next meeting we would have missed the August 1 deadline. As such, our comments

below reflect our initial response to the amendments. Should an extension be granted, we are confident you will receive more robust and helpful feedback from the communities anticipating toll impacts.

We have significant concerns about how “diversion” is defined with the proposed amendments.

Safety is the number one concern for us on all of our roadway systems, both the interstates and local roads. Diversion impacting local roads is a significant issue for all of the traveling public. Being prescriptive and limiting the type of traffic that can be considered “diversion” when implementing a tolling project hinders the ability to adequately address the impact that tolling will have on the local street networks.

Another place where there is unnecessary and concerning detail included within the proposed amendments is within the definition of a “corridor.” Proposed Policy 6.10 includes guidance that the impact area should be defined as one-mile from the priced facility, and that the corridor should be limited to arterials moving traffic in the same direction. Our experience is that ODOT’s own modeling proves that significant, unexpected impacts can occur outside of the areas as defined by these amendments. For example, tolling I-205 at the Abernethy Bridge will have proven negative impacts on traffic on OR99E in Canby – roughly nine miles away from the toll corridor. The corridor and impact area should be set during the NEPA phase of each project and on a project-by-project level. Having the prescriptive guidance within the Oregon Highway Plan does not provide public benefit and only limits the ability to address impacts from tolling.

Local input at all stages of the process is essential. While Policy 6.13 calls out that the Oregon Transportation Commission is the Toll Authority, there needs to be specific action under this policy that elevate the role of local policymakers and stakeholder by creating Regional Toll Policy Committees and acknowledge their role in decision-making for the investments of the toll revenue. Additional actions should be added under this proposed amendment that reflect ODOT’s commitments made when Metro approved the RTP amendment for the I-205 toll project in Spring 2022. These commitments are essential for addressing diversion impacts and mitigation plans, coordinating tolling projects and providing fiscal transparency.

The language within Goal 6: Tolling and Congestion Pricing should reflect tolling best practices from locations already implementing tolling, as well as build on the agreements and work that have been underway within the Portland Metropolitan area. Since the Policies and Actions should support implementation in local areas, use the information from the Metro Congestion Pricing report and policies, as well as other documents being created by the I-205 Tolling Project, to inform these amendments. Presently, many of the proposed amendments actually conflict with much of what has produced and worked on for the I-205 Tolling Project. Not only should these policies align, they should clearly communicate how their input is reflected in the amendments.

Build a policy for Oregonians, not for ODOT. The proposed amendments create a cookie cutter approach to implementing toll policies across the region and the state, but not all communities are the same – even in the Metro region. Congestion pricing is intended to “encourage” other modes of travel, utilization of other local infrastructure, and reduce carbon emission. And in some areas of the region that might work, but we know well those resource do not exist on the I-205 corridor. Not only would the proposed tolling amendments ignore that, they propose policy glide paths that will allow, dare we say encourage, ODOT to justify leaving behind provable diversion mitigation needs. For example, the Oregon constitution limits how transportation revenue can be used to advance transit projects. No

meaningful transit route currently exists that provides an alternative mode of transportation through the proposed I-205 toll corridor, and per the Oregon constitution no meaningful way exists to fund one. This will not be a concern in other parts of the region where transit infrastructure is more robust, but the proposed amendments here ignore the obvious need and place the burden on the tolled communities – not the tolling agency – to mitigate this.

The implementation of tolling projects on the state highway and interstate system will impact how people travel for generations, and the choices about how the local and state transportation system is used by the residents and businesses in Oregon. Since tolling will be relatively new to residents of the state, it is difficult to model and design a system with minimal impacts. We all need to be working in partnership, not racing through policy development, and acknowledge how our individual transportation facilities support each other.

In closing, we want to reiterate the comments here reflect 30 minutes of discussion upon an initial presentation about the proposed amendments. Recognizing there would be no time for this group to meet again before the proposed comment period ends we felt obliged to comment on what we could initially learn. Extending the comment period will provide jurisdictions with a more reasonable timeline to fully understand the proposed amendment, ask relevant questions that apply to their communities, align the work with regional discussions on tolling, and ultimately provide ODOT with a better product to add to the Oregon Highway Plan.

Thank you for the opportunity to comment.

Sincerely,



Paul Savas, Commissioner
Clackamas County
C4 Co-Chair
R1ACT Vice Chair



Brian Hodson, Mayor
City of Canby
C4 Co-Chair
R1ACT Member

C4 Membership: Clackamas County; the Clackamas Cities of Canby, Estacada, Gladstone, Happy Valley, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn, Wilsonville; Clackamas CPOs, Hamlets, and Special Districts; Ex Officio Members including Metro, MPAC Citizen Port of Portland, Urban and Rural Transit