

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 8/16/2023 **Approx. Start Time:** 1:30 PM **Approx. Length:** 60 Minutes

Presentation Title: Regional Tolling Update

Department: Department of Transportation and Development

Presenters: Dan Johnson, DTD - Director, Mike Bezner, DTD – Assistant Director, Jamie Stasny, DTD - Regional Transportation and Land Use Policy Advisor, Chris Lyons, PGA - Government Affairs Manager

Other Invitees: Karen Buehrig, DTD – Long Range Planning Manager

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Staff is requesting Board feedback on Clackamas County's approach to developing a list of nexus projects through the Regional Toll Advisory Committee (RTAC).

EXECUTIVE SUMMARY:

Tolling in Oregon continues to be an increasingly complex and complicated issue. Although ODOT is proceeding with a supplemental environmental assessment (EA) for I-205 and is pursuing an EA for the Regional Mobility Pricing Project (RMPP), the governor issued a pause until 2026 on all toll collection. This pause came after the introduction of a series of bills on tolling, including HB 3614, which would have legislatively paused toll collection until 2026 and called for a task force to be established on tolling. This legislative action was in response to local and regional concerns about the direction of the toll program development by the Oregon Department of Transportation (ODOT).

When the governor issued the pause, legislative leadership also established the Special Subcommittee on Transportation Planning "to review the planning and implementation of major transportation projects." The goal of the group "is to ensure transparency and accountability to the public, and evaluate effectiveness towards stated goals." The governor also asked ODOT to prepare and submit a finance plan for the Urban Mobility Strategy, including the two toll projects, by July 1, 2023 and an implementation plan for the Urban Mobility Strategy by December 15, 2023.

The special subcommittee has not yet convened. ODOT has convened the Regional Toll Advisory Committee (RTAC), of which Commissioner Savas is a member. RTAC held a listening session in May. At the June RTAC meeting ODOT introduced the concept of **nexus** projects. ODOT's intention is to have local jurisdictions provide a list of projects that have a nexus to tolling. During the short window of opportunity to provide feedback on this idea at the beginning of July, county staff coordinated with Commissioner Savas to submit extensive questions and comments to ODOT. Staff expected these questions to be answered and discussed at the July RTAC meeting; however, ODOT canceled the July meeting with just three days' notice.

The agenda for that meeting had included:

- discussion of the feedback provided on the nexus projects process,
- discussion and adoption of an agreed-upon definition of nexus projects and
- discussion of and adoption of agreed-upon nexus project criteria.

Since the meeting was cancelled, regional staff have been coordinating and meeting with ODOT staff to understand the purpose of this nexus project process, as this greatly differs from the **mitigation** project discussion to date. Regional staff provided feedback on the definition and criteria. See Attachment A - Revised RTAC Nexus Project List Development and Selection Criteria.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? \$

What is the funding source?

STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department’s Strategic Business Plan goals?
 - By 2035, reduce the number of fatalities resulting from crashes on roads in Clackamas County to zero.
 - Maintain the average condition of paved county roads at 70 PCI or higher.

- How does this item align with the County’s Performance Clackamas goals?
 - This item relates to all five of the county’s Performance Clackamas goals:
 - Build public trust through good government;
 - Grow a vibrant economy;
 - Build a strong infrastructure;
 - Ensure safe, healthy, and secure communities; and
 - Honor, utilize, promote, and invest in our natural resources.

LEGAL/POLICY REQUIREMENTS:

N/A

PUBLIC/GOVERNMENTAL PARTICIPATION:

Extensive coordination between several County departments and external partner agencies. Clackamas County has submitted comments on the record throughout the EA process.

OPTIONS:

- A. Direct staff to develop a list of nexus projects, consistent with known priorities and concerns, for consideration by the Board at a future date.
- B. Direct staff to develop a list of nexus projects, consistent with known priorities and concerns, and authorize staff to submit a list.
- C. Direct staff to take no action.


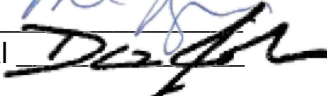
RECOMMENDATION:

Staff respectfully recommend Option A. Direct staff to develop a list of nexus projects, consistent with known priorities and concerns, for consideration by the Board at a future date.

ATTACHMENTS:

- Attachment A – Regional Tolling Update Presentation 8.16.23
- Attachment B – Revised RTAC Nexus Project List Development and Selection Criteria
- Attachment C – Urban Mobility Strategy Finance Plan

SUBMITTED BY:

Division Director/Head Approval 
 Department Director/Head Approval 
 County Administrator Approval _____

Regional Tolling Update

Clackamas County Board of Commissioners

August 16, 2023



Agenda

- I-205 Toll Project EA update
- Regional Mobility Pricing Project (RMPP) update
- ODOT Urban Mobility Strategy Finance Plan
- Nexus project discussion at Regional Toll Advisory Committee (RTAC)
- Legislative discussion around tolling



I-205 Toll Project EA Update



- Supplemental EA underway
 - Scope to be narrowed to include tolling only on the Abernethy Bridge
 - Will require a public comment period
- Uncertain if ODOT and FHWA will respond to questions/comments provided by Clackamas County and others about original EA
- More information expected in coming weeks about updated timeline and approach

RMPP

(Regional Mobility
Pricing Project)

Key elements:

- Electronic congestion pricing applies to all lanes of I-5 and I-205 from Columbia River to Boone Bridge
- Toll rates on set schedule based on congestion patterns; can be monitored and adjusted over time
- Low-income toll program available on day one of tolling
- Aiming for toll collection to begin in same time frame as Abernethy Bridge toll collection (~2026)

Sept. 18 Regional Toll Advisory Committee (RTAC):

- Review RMPP evaluation results
- Recommend which tolling option should be studied as the Build Alternative in the environmental assessment

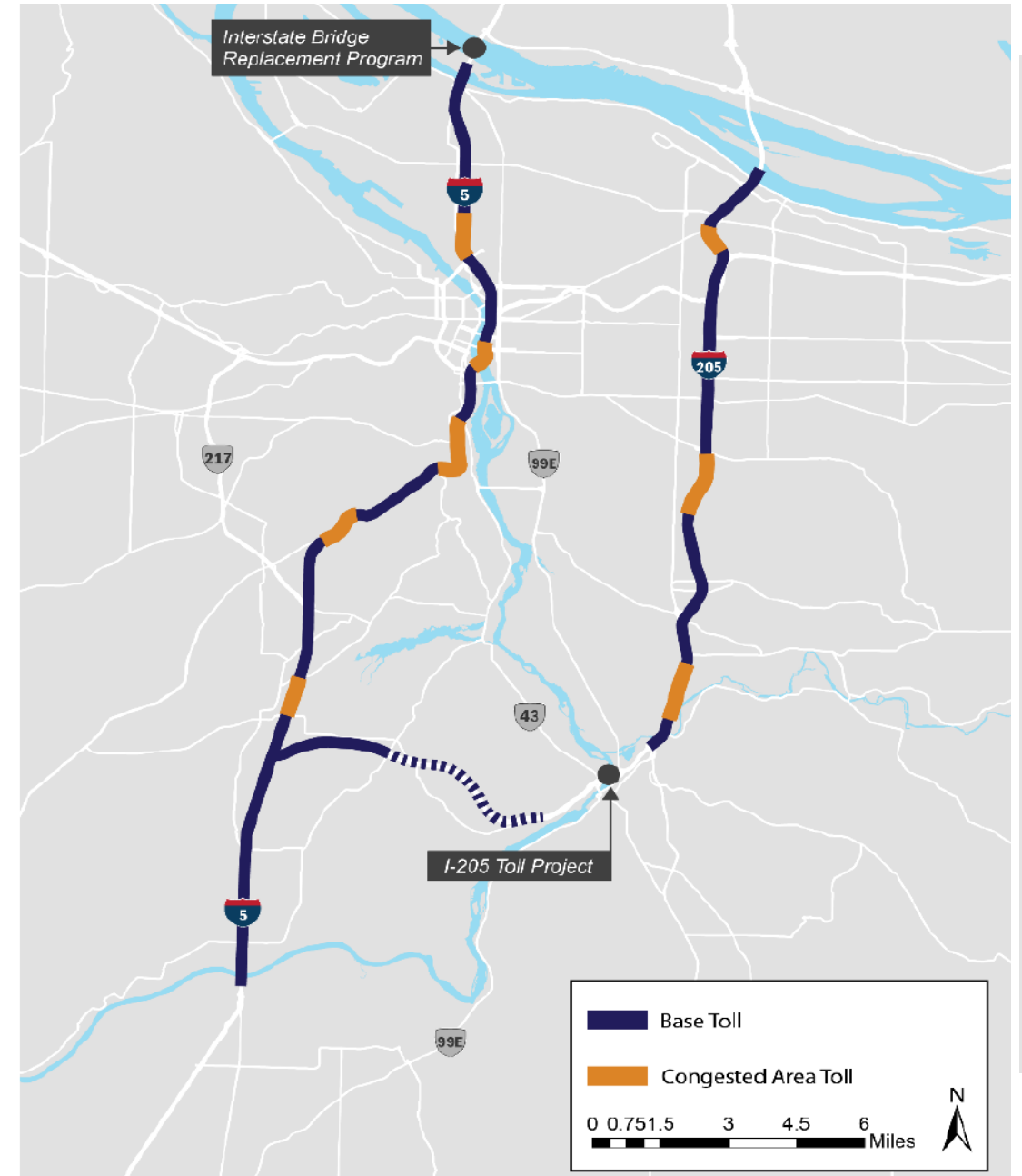


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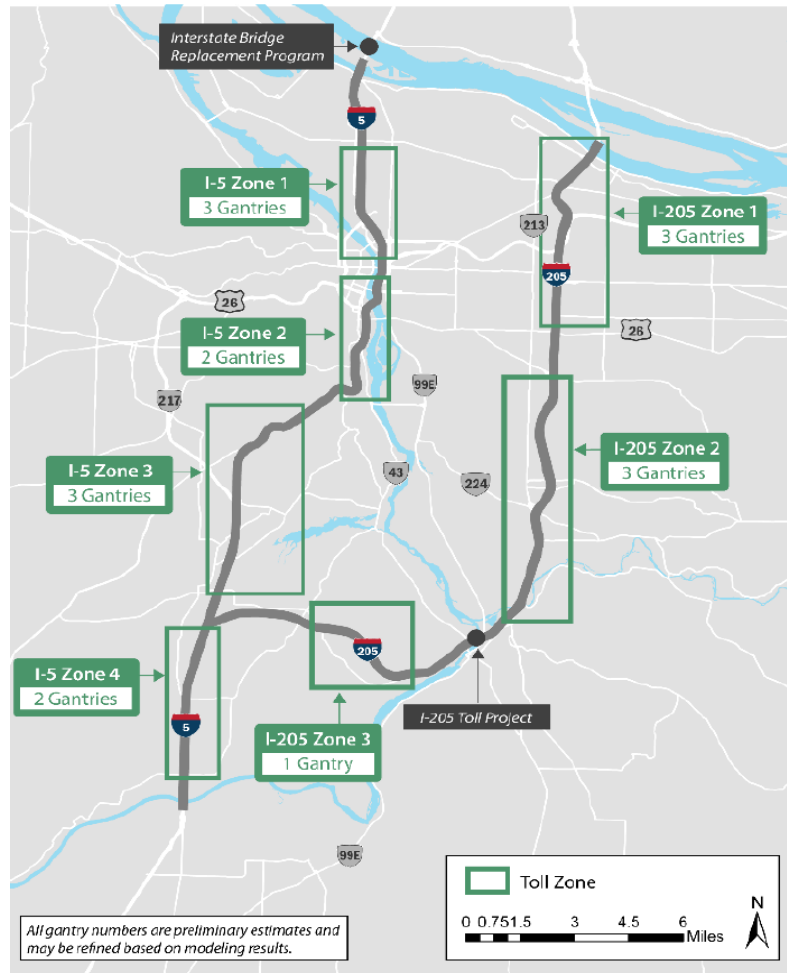
RMPP Option 1

Base Toll + Congested Area Tolls

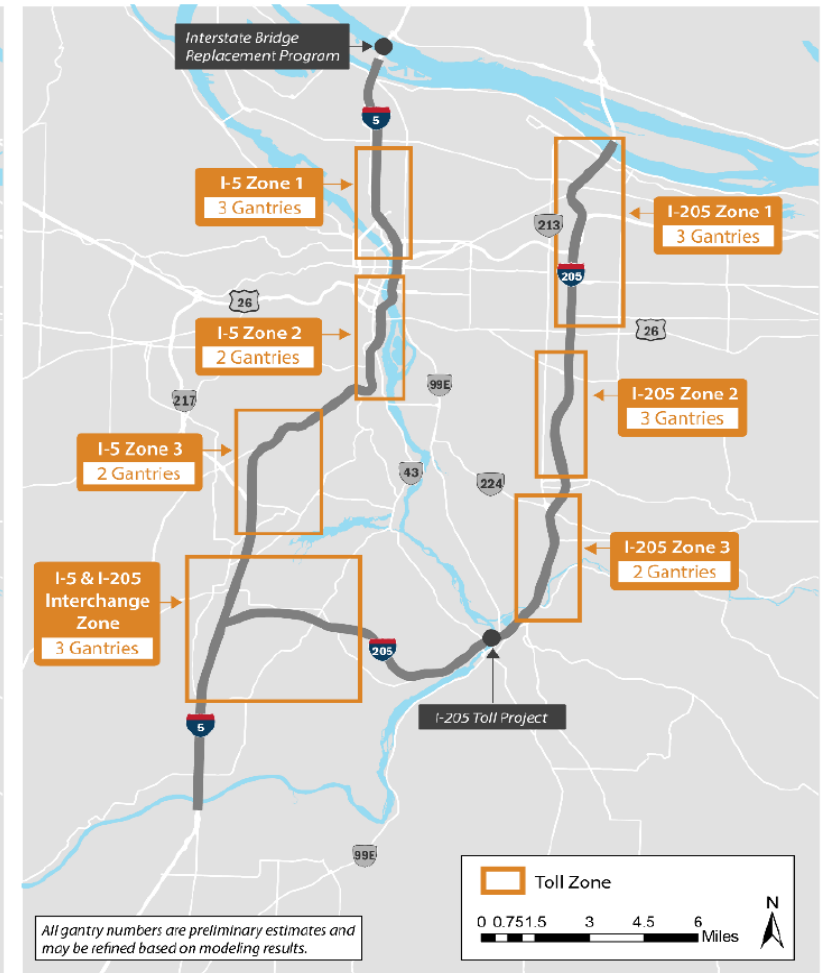
- All drivers pay fixed base toll rate PLUS a toll to pass through congested areas during peak travel times
- Requires ramp cameras on all entrance ramps to capture users
- Lower capital cost to construct; higher operating cost due to complexity



RMPP Options 2A & 2B



Option 2a



Option 2b

- Toll Zones
- No base toll; zone toll rates schedule based on congestion patterns
- Users charged for each zone they travel through
- Higher capital cost to construct; lower operating cost



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Urban Mobility Strategy Finance Plan



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Approved by Oregon Transportation Commission June 28

- Delay in toll collection reduces expected funding available for capital projects
- Postpones I-205 Toll Project Phase 2 (third lane, seismic upgrades to Tualatin River bridges)

Funded work includes:

- Completing earthquake-ready Abernethy Bridge and implement tolling
- Complete advanced design for Rose Quarter project
- Complete basic planning for the I-5 Boone Bridge improvements
Complete environmental review and advance design for RMPP
- Establish back-office systems to operate tolling

RTAC: Nexus Projects Process

ODOT asked RTAC to discuss a process to develop and refine a “nexus” project list at June 26 meeting.

Nexus projects should complement the I-5 and I-205 tolling projects (i.e. RMPP + I-205 Toll Project).

Nexus projects will be in addition to projects likely required for NEPA mitigation. (NEPA is not done for RMPP or revised I-205 Toll Project.)

Many questions remain about timeline, purpose, process and future funding.

Commissioner Savas, Mayor Bialostosky and Mayor Bubenik are RTAC members.

Regional Staff is meeting in effort to collaborate with ODOT on the process.



RTAC: Definition of Nexus Projects

Pedestrian, bicycle, roadway, or other mobility projects that would complement a tolling system on I-5 and I-205 in the Portland metropolitan area by:

- Supporting congestion relief on a corridor that may become more congested with the implementation of tolling, OR improving access to public transportation, OR improving mobility options on a toll highway traffic diversion corridor, AND
- Providing access to opportunity OR addressing transportation-related disparities and barriers experienced by the Toll Projects' Equity Framework communities.



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RTAC: Definition of Nexus Projects Corridor



Corridor definition:

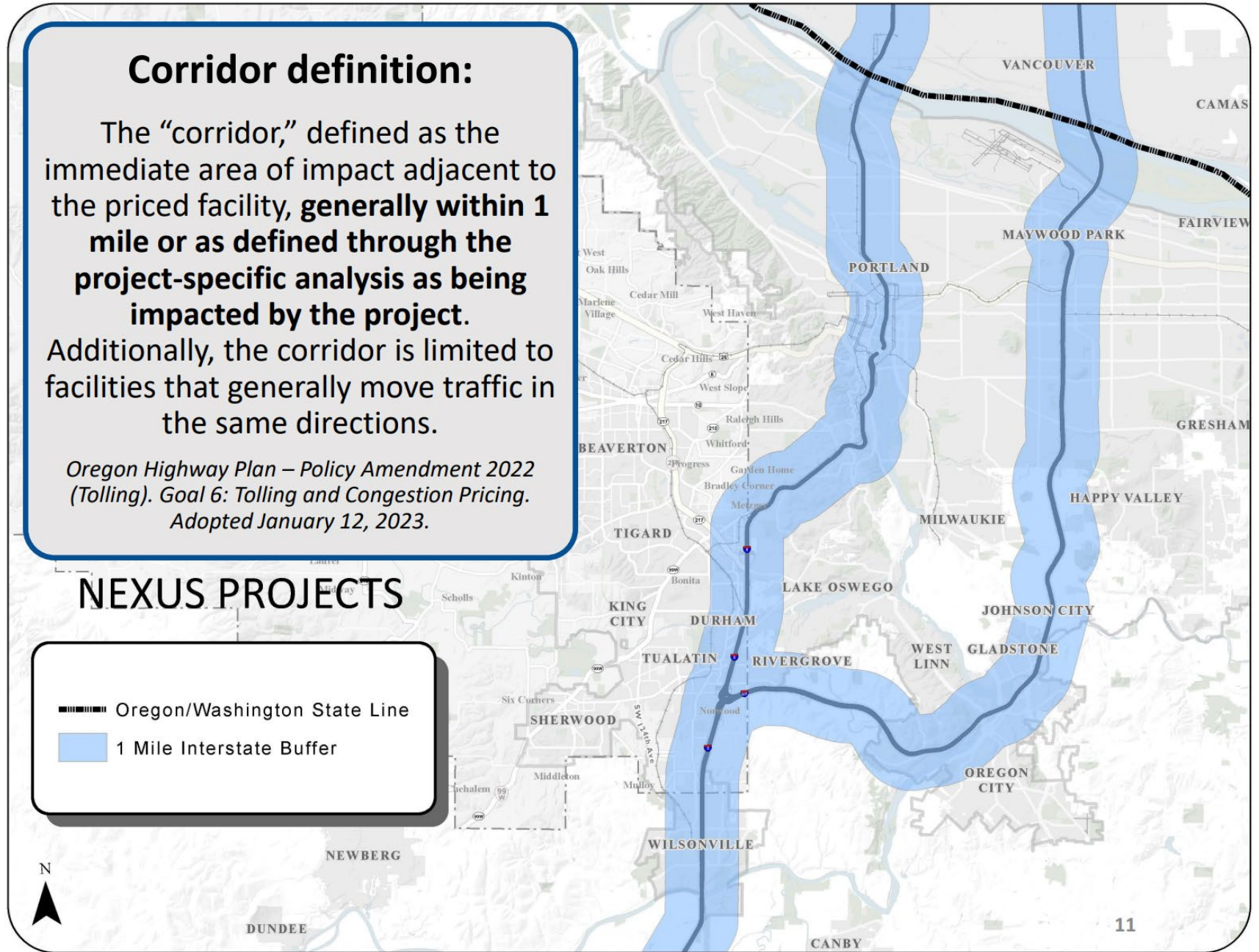
The “corridor,” defined as the immediate area of impact adjacent to the priced facility, **generally within 1 mile or as defined through the project-specific analysis as being impacted by the project.**

Additionally, the corridor is limited to facilities that generally move traffic in the same directions.

Oregon Highway Plan – Policy Amendment 2022 (Tolling). Goal 6: Tolling and Congestion Pricing. Adopted January 12, 2023.

NEXUS PROJECTS

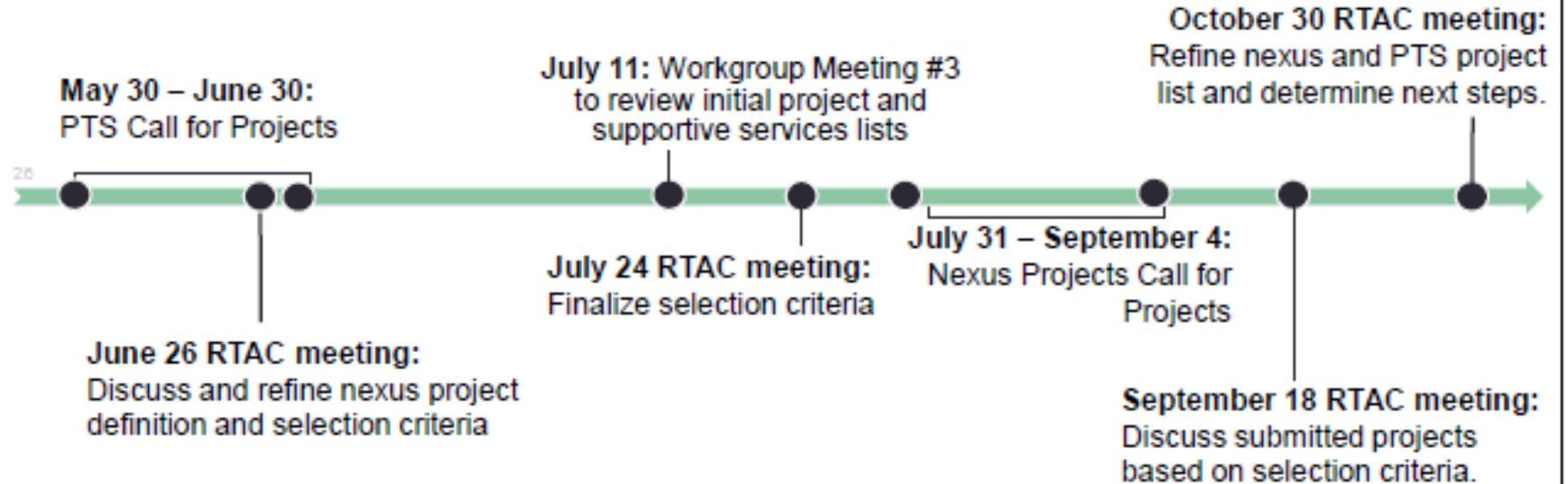
-  Oregon/Washington State Line
-  1 Mile Interstate Buffer



RTAC: Timeline of Nexus Projects



Process to Develop and Implement Nexus Project List



* County staff obtained an extension to September 8 to allow for discussion at the September 7 C4 meeting, and additional Board input if desired.

RTAC: Nexus Next Steps

- Ongoing:* Regional and local staff collaborating to develop nexus projects list
- July 31–
Sept. 4:* Call for projects
- Aug. 16:* C4 Toll Strategy Group meeting to discuss potential Clackamas County projects/draft project list
- Sept. 6:* Board of Commissioners Issues to discuss projects list (if requested by BCC)
- Sept. 7:* C4 meeting to discuss project lists
- Sept. 8:* Project submittal deadline for Clackamas County
- Sept. 18:* RTAC meeting to discuss submitted projects
- Nov. 13:* RTAC meeting; agenda to be determined



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Legislative Discussion on Tolling

Joint Interim Transportation Planning Subcommittee

- Tolling guidance from the Legislature to ODOT
- Increased public conversations about direction of the tolling work
- Our goal: Remain engaged with committee so the full impacts to Clackamas County's transportation system are considered

Prepare for a potential 2025 transportation package



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Policy Questions

- How would you like to be engaged in the process for finalizing the nexus project list before the September 8 deadline?
 - Option A - Direct staff to develop a list of nexus projects, consistent with known priorities and concerns, for consideration by the Board at a future date.
 - Option B - Direct staff to develop a list of nexus projects, consistent with known priorities and concerns, and authorize staff to submit list.
 - Option C – Direct staff to take no action.
- What further information do you need about the ongoing regional tolling implementation process?



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Memorandum

Date	July 17, 2023 <u>Revised July 31, 2023</u>
To	Regional Toll Advisory Committee (RTAC)
From	RTAC Project Team
Subject	RTAC Nexus Project List Development and Selection Criteria

1. Introduction

This memorandum documents the proposed approach and revised selection criteria to develop the Regional Toll Advisory Committee (RTAC) list of pedestrian, bicycle, and other roadway projects that have a nexus to improving mobility in concert with a congestion pricing system on I-5 and I-205. This process will be coordinated with the ongoing effort lead by public transportation agencies to develop a Public Transportation Strategy (PTS) that best complements regional congestion pricing.

The information contained herein advances the conversation that began at the June 20, 2023, RTAC meeting, and addresses feedback from members and staff.

2. Nexus List Proposed Development Process

ODOT staff will work with senior staff from jurisdictions in the region to draft a list of nexus pedestrian, bicycle, roadway, and other mobility projects for RTAC consideration. The proposed approach to developing the draft nexus project list includes:

1. Develop definition and selection criteria for projects with a nexus to the proposed toll system on I-5 and I-205. RTAC reviews and provides input to the definition and criteria (June-July 2023).
2. ODOT will request jurisdictions/partner agencies to identify potential nexus projects using the definition, criteria, and a simple intake form. Any jurisdiction may submit a project, including jurisdictions not directly represented at the RTAC table (Request initiated in early August 2023).
3. Partner agencies/jurisdictions submit initial nexus projects using the intake form (By September 5, 2023).
4. The ODOT Toll Project team will work with senior partner agency staff to review, discuss, and identify the nexus projects that meet the criteria for discussion of by RTAC (September 2023). Once a draft list has been developed, projects may be sorted or grouped in categories to facilitate review and discussion.
5. RTAC members may choose to submit additional potential projects by October 12, 2023.
6. RTAC will discuss and refine the list of nexus projects as well as next steps based on the outcomes of staff discussions (September and November 2023).
7. The refined nexus project list and next steps will be considered in the development of ODOT's Implementation Plan due to Governor Kotek on December 15, 2023.

8. The list will be considered a working draft as the toll projects continue to develop. In 2024, RTAC will revisit the nexus and PTS project lists as additional traffic modeling data is available and to discuss funding options once revenue projections are known.

3. RTAC Input

The following elements of the draft nexus project definition and selection criteria changed as a result of input from several RTAC members and staff:

Many respondents indicated that the definition of nexus either needed no further editing or was headed in the right direction. Minor text edits were made to the definition previously presented to enhance clarity. Several requested more information about the purpose of the nexus project list – this section has been added to this memo.

Many respondents indicated that the selection criteria are generally those that should be considered for nexus project list development. There was eagerness for more information about how selection criteria would be used, and the level of detail required from local jurisdictions. The project team reorganized the selection criteria into three categories, including: relationship to congestion pricing, equity, and project readiness. Additionally, individual selection criteria (project location, readiness) are more clearly defined based on member feedback. This includes broadening the definition for project location and project readiness. Some suggested criteria, such as project funding, were removed to simplify and focus the list. Project funding and cost will now be considered at a later stage.

See attachment for input received.

4. Purpose of the Nexus Project List

RTAC, and by association all regional ODOT Toll Project partners and jurisdictions, are asked to engage in an effort to identify pedestrian, bicycle, roadway, and other mobility projects¹ that have a nexus to congestion pricing when it is implemented on I-5 and I-205 in the Portland metropolitan area. The nexus projects are key projects that advance multimodal accessibility, are critical to achieving congestion relief in our region, and provide access to opportunity or address transportation-related disparities and barriers experienced by the Toll Projects' Equity Framework² communities.

The nexus project list (as well as the final Public Transportation Strategy project and supportive services list) is intended to aid ODOT and regional partners as the Toll Program advances, funding opportunities become available, and strategic partnerships and investments are aligned. Nexus projects are, in many cases, ambitious and essential infrastructure investments that are needed to provide mobility options in the region within the context of a priced system. Paired together, regional pricing and investments in the pedestrian, bicycle, roadway, and transit systems can support regional and state goals related to equity, mobility and climate. The nexus project list may change and expand as funding and regional priorities and needs change.

¹ Note, the Public Transportation Strategy is a separate effort underway to identify specific public transportation projects and supportive services that are complementary to a congestion pricing system on I-5 and I-205.

² Toll Projects Equity Framework.

https://www.oregon.gov/odot/tolling/Documents/Toll_Projects_Equity_Framework_with_AppendixA.pdf

5. Nexus Project Revised Definition

Text additions as a result of RTAC member and staff feedback are underlined, and deletions are ~~struck through~~.

Nexus projects are pedestrian, bicycle, roadway, or other mobility projects that would complement a tolling system on I-5 and I-205 in the Portland metropolitan area by:

- Supporting congestion relief on a currently congested corridor that may become more congested with the implementation of tolling, OR improving access to public transportation, OR improving mobility options on a toll highway traffic diversion corridor³ ~~near the tolled highway~~, AND
- Providing access to opportunity OR addressing transportation-related disparities and barriers experienced by the Toll Projects' Equity Framework⁴ communities.

6. Nexus Project Revised Selection Criteria

Category	Selection Criteria
Congestion Pricing Nexus	<ul style="list-style-type: none"> • Project Location – Project is within a <u>traffic diversion corridor³</u> corridor that may become more congested due to tolling diversion. • Safety – Project is focused on addressing a safety concern at an identified high injury location for vehicle drivers, pedestrians, or bicyclists. • Network Connectivity – Project provides additional connections to the street network. • Congestion Relief – Project supports congestion relief on a currently congested corridor that may become more congested with the implementation of tolls. • Transit – Connects to/expands access to public transportation or complements a Public Transportation Strategy project or supportive service.
Equity⁵	<ul style="list-style-type: none"> • Project Location – <u>Project serves Equity Framework communities.</u> • Equitable Engagement – <u>Equity Framework communities have had or will have the opportunity to engage in project development.</u> • Benefits – Project reduces travel times or adds modal options for Equity Framework communities. • Access to job centers – Project increases accessibility to job centers for Equity Framework communities. • Climate – Provides opportunities for reduced greenhouse gas emissions (or could contribute to improved air quality) or encourages multimodal transportation use.

³ Traffic diversion corridor as defined in 6.8.B Oregon Highway Plan Policy Amendment to Goal 6: Tolling and Congestion Pricing, https://www.oregon.gov/odot/tolling/Documents/OHP_Goal_6_Policy.pdf

⁴ Toll Projects Equity Framework.

https://www.oregon.gov/odot/tolling/Documents/Toll_Projects_Equity_Framework_with_AppendixA.pdf

⁵ EMAC review may result in adjustments to these screening criteria.

Category	Selection Criteria
Project Readiness	<ul style="list-style-type: none">• Planning stage, implementation phase, public engagement –• Project is included in regional transportation plan or a local plan.• <u>Project will be ready for implementation within 5 years.</u>• <u>Project will be ready for implementation in 5 to 10 years.</u>• <u>Project has had some early planning conducted and/or completeness of project design.</u>• Project is supported by facility owner and nearby communities.

DRAFT

Memorandum

Date	July 27, 2023 <u>Revised July 31, 2023</u>
To	Regional Toll Advisory Committee (RTAC)
From	RTAC Project Team
Subject	RTAC Nexus Projects: Updated Schedule and Process

This memorandum serves as an addendum to the RTAC Nexus Project List Development and Selection Criteria memorandum dated July 17, 2023 and updated July 31, 2023. It provides greater detail on the purpose and schedule for development of the list of Nexus Projects.

1. Purpose of the Nexus Project List

The RTAC project team has received requests for additional information on the purpose of the RTAC nexus project list. We have also heard questions about how the Nexus Project List and the Public Transportation Strategy project and supportive services list relate. Below is a summary of the purpose of the Nexus initiative and how the Public Transportation Strategy effort will integrate into the Nexus timeline:

- The Nexus Project list, as well as the Public Transportation Strategy list of projects and supportive services, will be considered in the development of ODOT's implementation plan due to Governor Kotek on December 15, 2023. These lists will be among the efforts in the region related to managing diversion and addressing equity concerns from tolling.
- If the RTAC decides that the Nexus and Public Transportation Strategy lists are important projects and agree that they complement the toll system, the ODOT will work with the committee to identify potential revenue streams, which could include toll revenue, federal, state funds, etc.).
- RTAC will need to consider equity, managing demand on the system, and other tradeoffs when evaluating the project lists in the context of available toll and other revenue sources.
- In 2025, the Level 2 Traffic and Revenue analysis for the Regional Mobility Pricing Project will provide greater detail on toll revenue, and ODOT will be able to estimate available funding for regional projects in the near and long term.

2. Project List Development Schedule

The process to develop a list of regional projects with a nexus to tolling has been updated based on partner agency feedback. Below is a revised schedule:

- **August 1:** Intake form released for Nexus projects. Any jurisdiction may submit a project, including jurisdictions not directly represented at the RTAC table.
- **August 7 – 18:** RTAC project team to hold meetings with partner agencies to collaborate and answer questions. These meetings are currently being scheduled.
- **September 5:** Deadline for partner agencies/jurisdictions to submit initial Nexus projects using the intake form.
- **September 11:** RTAC project team distributes compiled project list to partner agencies in advance of the September 18 RTAC meeting.
- **September 18:** RTAC meets to discuss the initial project list and next steps.
- **September – November 2023:** ODOT Toll Project team will work with senior partner agency staff to review, discuss, and identify the Nexus projects that meet the criteria for further discussion by RTAC. Once the project lists are compiled, they will likely be grouped or sorted for ease of presentation and discussion with RTAC.
- **October 12:** Deadline for RTAC partner agencies/jurisdictions to submit additional potential projects.
- **November 13:** RTAC will discuss and refine the list of Nexus projects as well as next steps based on the outcomes of staff discussions September - November 2023.
- The refined Nexus project list and next steps will be considered in the development of ODOT's implementation plan, due to Governor Kotek on December 15, 2023. The Nexus list will be further refined in 2024 and 2025 once there is more clarity on assumptions, impacts and revenue potential coming from parallel efforts, including:
 - Public Transportation Strategy
 - RMPP environmental review, including required mitigation
 - RMPP Level 2 Traffic and Revenue study
 - Other funding resources

Attachments:

At the last RTAC meeting on June 26, members were asked to provide written feedback on the proposed nexus projects definition, criteria, and process. The following attachments are a compilation of feedback received.

- Spreadsheet of feedback received via paper and online survey form
- Written feedback received via email from Commissioner Paul Savas
- Letter received from Mayor Frank Bubenik

**What additional ideas do you have to achieve process equity in toll program development?
Could you or your organization partner with ODOT to support this effort?**

Feedback Response 1	N/A
Feedback Response 2	Yes
Feedback Response 3	Issue of equity around overburdened small agencies/organizations. There is not an alternative to driving over the Columbia that does not utilize a tolled facility.
Feedback Response 4	(yes) In the EMAC recommendation to OTC #3 increase % of dollars spent on DBE contracts... While I agree that policy needs to be created to support this, we also need policy to support workforce expectations as to equity. If these are not created together, it will be at the disservice to the other. Contracting equity at the expense of workforce/workforce at expense of contracting.
Feedback Response 5	
Feedback Response 6	See below for equity comments.
Feedback Response 7	In order to achieve process equity, all affected jurisdictions need to be involved. It is not enough to rely upon our RTAC members without also allowing time for them to bring issues to the county coordinating committee. ODOT could also present at the county coordinating committees, taking the burden off the RTAC members to explain issues and gather input. Washington County would be happy to coordinate with ODOT to ensure greater participation by affected communities.
Feedback Response 8	Expand engagement for the development of the Low-Income Toll Program to include the RTAC members. Share RTAC recommendation on the Low-Income Toll Program with the OTC and Legislature. Engage potential Low-Income Toll Program participants to better understand preferred discount levels and program design options to reduce barriers to participation.

Based on your experience in making choices that center equity, what are lessons learned that can be brought to this process?

Feedback Response 1	N/A
Feedback Response 2	Go out to the various groups to meet them - don't expect them to come to you.
Feedback Response 3	Geographic equity: this is a North-South toll, so we are asking for greater focus on these impacts.
Feedback Response 4	See above. Delivery mechanisms the include both contracting and workforce goals with training language to ensure the continuation of a skilled, trained, and <u>DIVERSE</u> workforce is essential to the success of the equity efforts.
Feedback Response 5	It's difficult
Feedback Response 6	See below for equity comments.
Feedback Response 7	One thing we learned through our MSTIP project prioritization process was to consider lived experience reported by community members rather than relying on our academic understanding of impacts. We recommend conducting engagement with community based organization partners in affected communities.
Feedback Response 8	It's important to carry identified values through the entire project process. There tends to be an overemphasis on process equity without a commensurate focus on outcome equity. Project outcomes occur throughout the entire development process, not just once it is constructed. For example, policy decisions that set the amount of credit/discount for drivers experiencing low-incomes and the portion of toll revenue committed to projects that complement tolling will affect the region and state's ability to meet climate, equity, and safety goals.

What additional feedback do you have for ODOT to advance outcome and process equity for the Oregon Toll Program?

Feedback Response 1	While I appreciate the initial conversation about Nexus projects - I think we first should understand the mitigation projects and transit plan FIRST before even dreaming of putting other projects on our list. It feels like we're putting the cart before the horse. Thank you for your hard work.
Feedback Response 2	Consider asking the large employees, hospitals, school districts, and higher education.
Feedback Response 3	Smaller agencies should be provided additional time/resources to provide feedback and nexus projects/public transportation.
Feedback Response 4	
Feedback Response 5	
Feedback Response 6	Thank you for the opportunity to comment on this important step in the RTAC process. This step of determining the definition of a nexus project, developing criteria and an evaluation process, and identifying the purpose of the list(s) is an essential part of developing the Oregon Toll Program overall, and Multnomah County does not feel like there has been good process equity incorporated into this step. ODOT has not been able to provide answers to critical questions about important aspects of the nexus project list and the submission process. Public and partner jurisdictions have not had a meaningful chance to engage, ask questions, or provide input and edits to process. Multnomah County is feeling uninformed in conversations surrounding the creation of a nexus project list. Nexus project lists will only be successful, and satisfactory to regional partners, if partners feel aligned and supportive of the process developed to generate those lists. There is currently no clear process for applying the definition and criteria. There are also no clear accountability measures in place for ensuring ODOT implements feedback from RTAC on this process. More clear direction and definition from ODOT on this list and how it will be used could greatly improve this process.
Feedback Response 7	
Feedback Response 8	ODOT has done a great job improving process equity and access to project decision making structures and process for historically excluded and unserved groups. ODOT should focus on taking opportunities to create more equity outcomes. For example, the Low-Income Toll Program will directly and significantly affect groups identified in the Oregon Toll Program Equity Framework. RTAC should be included in discussions to develop the Low-Income Toll Program. The policy decisions associated with this program will have very real impacts on people experiencing low-income. ODOT will be faced with making a choice between investing more resources in equity outcomes or funding projects that complement tolling. RTAC members represent agencies that have useful experience and expertise implementing equity-focused outcomes that could inform the development of the program.

What is your initial reaction to the definition of nexus projects?

Feedback Response 1	Heading in the right direction
Feedback Response 2	Heading in the right direction
Feedback Response 3	Heading in the right direction
Feedback Response 4	Generally support
Feedback Response 5	Generally support
Feedback Response 6	Needs edits
Feedback Response 7	Needs edits
Feedback Response 8	Heading in the right direction

If you selected “needs edits,” please provide a revised definition below.

Feedback Response 1	Needs equity
Feedback Response 2	
Feedback Response 3	Nexus projects are roadway, [transit, car pool/van pool], bike...
Feedback Response 4	
Feedback Response 5	
Feedback Response 6	Nexus Project Definition: Nexus projects are roadway, bike, pedestrian or other mobility projects or programs that would provide a benefit above and beyond the mitigation projects that will be identified through the NEPA process that could complement a tolling system on I-5 and I-205 in the Portland metropolitan area by: Addressing an anticipated negative impact (define), OR improving access to public transportation, OR improving mobility options near the tolled highway (define/change - see below), AND Providing access to opportunity or addressing transportation-related disparities and barriers experienced by the Toll Projects’ Equity Framework communities.
Feedback Response 7	We don't have a revised definition per se...the definition is generally fine, but we lack much of the information necessary to provide feedback (what is near, relationship with PTS projects, what constitutes a negative impact, etc).
Feedback Response 8	

Please provide your reasoning. (You can say that you have already submitted written comments.)

Feedback Response 1	
Feedback Response 2	Already submitted written comments - in previous minutes
Feedback Response 3	Transit providers need support in rolling out solutions
Feedback Response 4	As long as mitigation efforts take priority. I believe through the Nexus definition it is addressed and also addressed in other ways. Safety, equity, and effective system is thoroughly included.
Feedback Response 5	
Feedback Response 6	<p>The relationship between nexus projects and the NEPA process should be clearly stated. That difference is not currently well understood. Something could be written like: Nexus projects are also projects that provide a benefit above and beyond the mitigation projects that will be identified through the NEPA process. Mitigation projects also provide a benefit but are identified as a required part of the tolling project due to the impact caused by the tolling. Certain phrases within the definition need additional details for clarity. What would classify as a negative impact? How are you defining “near the tolled highway?” Will you be using the definition of “corridor” as defined in the Oregon Highway Plan, Action 6.H.2: “The ‘corridor,’ defined as the immediate area of impact adjacent to the priced facility, generally within 1 mile or as defined through the project-specific analysis as being impacted by the project. Additionally, the corridor is limited to facilities that generally move traffic in the same directions.” If so, that needs to be clearly stated in the definition. However, we do not believe that access to opportunity and addressing disparities should not be limited to this narrow corridor definition. Instead, we think that the definition needs to be broader, or rather than location based focus, this should be more oriented around mobility options for people who divert from the tolled highway. The area of impact could extend to various degrees based on route options for drivers at any given point. Modeling and measuring impacts on a regular basis are more important than defining this on specific locations from/near the highway. The definition of nexus project should help clarify the end goal of collecting these lists of projects from each jurisdiction. Knowing, specifically, what ODOT is aiming to do with these nexus project lists, and what they are hoping to learn from each project submittal can help guide the definition. Knowing that the expected funding for these projects has not been identified, and without the clarity around how ODOT will logistically fund, manage, and prioritize these project lists, jurisdictions cannot have a clear understanding of what a nexus project is. It is also crucial to understand whether or not the creation of this list is a one-time process, or will be on-going and reviewed on a regular basis. How would a one-time generated list be sufficient to generate projects that could complement tolling on I-5 and I-205 long-term? If it is not a one-time exercise, please provide the specific plans for how these lists will be reviewed, evaluated, and implemented on a recurring basis.</p>
Feedback Response 7	<p>The AND between the points should be removed - there are many scenarios where impacted areas may not be located in an equity framework community but where impacts should still be mitigated. The definition should not be so narrow so as to preclude projects on perpendicular routes that provide access to parallel routes (i.e. "near"). The definition should make clear that nexus projects are not those required by NEPA. The definition should also make clear that nexus projects are not PTS projects.</p>
Feedback Response 8	

Please select all the criteria you believe should be considered when determining eligibility or evaluating nexus projects. Please provide other feedback under "other."

Feedback Response 1	
Feedback Response 2	Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service., Funding. Leverages existing or future funding opportunities (local, federal or other state).
Feedback Response 3	Safety. Addresses a safety need., Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service., Funding. Leverages existing or future funding opportunities (local, federal or other state).
Feedback Response 4	Safety. Addresses a safety need., Traffic operations. Improves reliability and supports congestion relief., Urgency of need. Addresses essential repair or provides a critical connection., Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service., Benefits. Provides benefits to the community, economy, and environment., Geography. Located within impacted corridor as defined by Oregon Highway Plan or in a Metro Mobility CorridorOption 9, Funding. Leverages existing or future funding opportunities (local, federal or other state).
Feedback Response 5	

Feedback Response 6

Project readiness. Included in regional transportation plan or a local plan, early planning conducted, public engagement conducted, and/or completeness of project design., Safety. Addresses a safety need., Traffic operations. Improves reliability and supports congestion relief., Urgency of need. Addresses essential repair or provides a critical connection., Climate. Contributes to vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions reduction., Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service., Benefits. Provides benefits to the community, economy, and environment., Ownership. Proposer owns facility or has knowledge of owner support., Funding. Leverages existing or future funding opportunities (local, federal or other state)., Project Readiness & Urgency of need -Jurisdictions need to understand more clearly if this list is a one-time selection or a recurring process. If the goal is to prioritize a project list for near-term funding to complement early tolling implementation, then it would be critical that they are projects that have already had sufficient public engagement and already been adopted into a plan, then we would find project readiness and urgency of need to be important. However, if this will be a recurring process, there are other criteria that would be more relevant for long-term projects that would both complement and be directly impacted by tolling. Safety - "Addressing a safety need" needs to be much more specific. ODOT should clearly identify what they are looking for in terms of addressing safety. For example, the project could be addressing something that is a proven safety countermeasure to address a high injury location or known risk that contributes to serious and fatal crashes, with a priority on pedestrian and bicycle safety. Traffic Operations - This criteria should include projects, roadways and transit routes, that will see an increase of traffic due to tolling, meaning an increase in maintenance and expedited disrepair. Improving reliability and congestion relief, and ensuring that there continue to be safe travel options is critical. Geography - Do Metro mobility corridors have a direct nexus to tolling corridors? If not, why are they used as a criteria here? How are Metro's corridors selected? Project cost - Does this criterion mean that ODOT is considering covering maintenance costs of new infrastructure if it is not an ODOT facility? How will information on the project cost relate to a project's position on the nexus project list?

Feedback Response 7

Project readiness. Included in regional transportation plan or a local plan, early planning conducted, public engagement conducted, and/or completeness of project design., Safety. Addresses a safety need., Traffic operations. Improves reliability and supports congestion relief., Urgency of need. Addresses essential repair or provides a critical connection., Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service., Benefits. Provides benefits to the community, economy, and environment., We cannot select some of these criteria without additional information about how they would be evaluated. How will climate impacts be calculated? Why is ownership important? Why are Metro mobility corridors being considered and how do they relate to an OHP corridor; the ability to leverage funding shouldn't necessarily have weight when this is about impacts; what level of project cost estimates will be expected?

Feedback Response 8

Project readiness. Included in regional transportation plan or a local plan, early planning conducted, public engagement conducted, and/or completeness of project design., Safety. Addresses a safety need., Traffic operations. Improves reliability and supports congestion relief., Urgency of need. Addresses essential repair or provides a critical connection., Climate. Contributes to vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions reduction., Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service., Benefits. Provides benefits to the community, economy, and environment., Ownership. Proposer owns facility or has knowledge of owner support., Geography. Located within impacted corridor as defined by Oregon Highway Plan or in a Metro Mobility Corridor Option 9, Funding. Leverages existing or future funding opportunities (local, federal or other state)., Project cost. Project development, construction and maintenance., All of the proposed criteria are important considerations. However, we need to pair this with information about estimated toll revenue to have a complete understanding of the trade-offs inherent to implementing the Oregon Toll Program. The questions in this form regarding nexus project eligibility and potential prioritization considerations are helpful to discuss at the RTAC table. However, a complete and transparent discussion should include efforts to address question about toll revenue allocation for the nexus and PTS project lists. Request: Can ODOT more directly address calls from stakeholders across the region to allocate a portion of toll revenue to the nexus and PTS project lists.

Should all proposed projects that meet the definition of “nexus” be included on the final list?

Feedback Response 1	Yes
Feedback Response 2	(Underlined proposed projects twice)
Feedback Response 3	Yes - for context and clarity
Feedback Response 4	No, essential projects should be prioritized, we need 3 lists (essential, meets criteria, wish)
Feedback Response 5	yes
Feedback Response 6	Yes. Since we don't have a funding forecast yet, all projects should be included. Also, please bring a draft of the evaluation criteria back to RTAC before creating the final list, and explain if and how the projects will be prioritized.
Feedback Response 7	Why wouldn't they be included? Yes, if a project meets the nexus project definition, it should be included. Who is the decision making body that will be evaluating and prioritizing the proposed projects?
Feedback Response 8	It's difficult to answer this question without seeing a draft project list and an estimate of annual toll revenue that RMPP will generate over the lifetime of the toll. Perhaps there could be tiers to the final list that reflect a short, medium, longer-term prioritization of the projects. The project list will ultimately need to be refined to provide stakeholders with a greater understanding of the trade-offs associated with implementing tolling on I-5 and I-205.

Should additional selection criteria be considered?

Feedback Response 1	Equity
Feedback Response 2	Who will fund (underlined) the project - especially the "partnerships", mitigation for equity & transit systems --> limitation on bi-state funding, diversion items get paid for in Clark County?
Feedback Response 3	Constrained conditions/transportation options available --> are there alternatives, non-tolled facilities available?
Feedback Response 4	
Feedback Response 5	Need way of prioritizing and measurement
Feedback Response 6	Yes - Equity criteria is missing. There are currently no criteria that clearly use an equity lens specific to protected classes. A more specific equity criterion needs to be included that has specific language on how projects “Provide access to opportunity or address transportation-related disparities and barriers experienced by the Toll Projects’ Equity Framework communities.” (from Nexus definition). Equity Criterion about revenue reinvestment: The congestion policies in the draft RTP outline several areas where revenue should be reinvested, such as into modal alternatives, areas affected by diversion to address safety, and into communities with high proportions of people with low-income and people of color. This language in the draft RTP should be used as a framework for the nexus project criteria. Equity Criterion about Job creation: Projects that include workforce equity goals and promote job creation for historically underrepresented communities should be prioritized.
Feedback Response 7	The selection criteria should be based on something -- project goals/vision/desired outcomes - and then evaluation metrics need to be developed for each. Additional criteria and/or metrics may be needed through this process. It's hard to know if additional criteria are needed without metrics to understand how projects will be evaluated.
Feedback Response 8	I would like information about the overall decision-making process ODOT will be using, including information around funding the projects and how ODOT will prioritize projects on the PTS list versus the RTAC list. ODOT's UMO projects should be added to the list because RMPP toll revenue will help fund them. This is important to increasing levels of transparency around ODOT's decision making process. Request: ODOT facilitate a conversation with RTAC members to discuss

potential toll revenue sharing scenarios.

Should any criteria be combined or separated?

Feedback Response 1	
Feedback Response 2	
Feedback Response 3	
Feedback Response 4	As we collect data certain criteria may move as to importance and may need to be combined
Feedback Response 5	
Feedback Response 6	Yes, the “benefits” criteria needs to be broken down. It currently includes any benefits to the community, economy, and the environment. Does this mean one project must show equal benefits to all three of those categories? This should be changed to include language that would be a criterion that achieves the equity goals outlined in the second bullet of the current nexus project definition, and additional criteria should be created to discuss other types of benefits.
Feedback Response 7	See above
Feedback Response 8	It would be helpful to weight the criteria to reflect priority outcomes. For example, are projects that contribute to VMT and greenhouse gas emissions reductions more important than projects that connect to transit or support a project identified on the PTS project list? Are both important? The RTAC will need to come to an agreement on how to prioritize projects.

Will individual criterion help you with evaluation?

Feedback Response 1	
Feedback Response 2	Is it possible to have a funding recipe for the project?
Feedback Response 3	
Feedback Response 4	Yes
Feedback Response 5	
Feedback Response 6	This question is unclear. Who will be doing the evaluation? How else would projects be evaluated if not on individual criterion?
Feedback Response 7	We don't understand this question. There are no metrics associated with the proposed criteria to understand how projects will be evaluated. We need much more information about how projects will be evaluated, the level of detail desired for proposed projects, the data sources to use so proposals are consistent, etc.
Feedback Response 8	Yes – and it would be helpful to confirm at our next meeting that it is RTAC that will make the recommendations around prioritization. Could ODOT speak more directly (perhaps at an upcoming RTAC meeting) to how the overall decision-making process will be structured?

What does it mean to center equity in RTAC’s nexus project conversation?

Feedback Response 1	
Feedback Response 2	
Feedback Response 3	
Feedback Response 4	
Feedback Response 5	Looking at all aspects
Feedback Response 6	As mentioned above, Multnomah County does not feel as though there has been process equity in the nexus project conversation thus far. But in addition to that concern, centering equity as RTAC discusses nexus projects, their submittal, and their purpose, would look like allowing a diverse set of voices to participate meaningfully in the development of the submittal and evaluation processes and provide critiques and feedback. It would also mean that we account for the most vulnerable first. Setting a standard of centering the most vulnerable would result in a better process for everyone.
Feedback Response 7	A couple different things: 1) consider diversion impacts to local roadways used by community members; 2) consider increasing funding to promote alternative modes of travel, particularly in equity focus areas; 3) geographic parity in funding for nexus projects
Feedback Response 8	We need to understand the potential impacts of various toll rate schedules to VMT, emissions, equity, and generation of toll revenue over the life of the toll. The value of projects should be evaluated on their ability to contribute to regional climate, equity, and safety goals. In addition, ODOT’s UMO strategy projects (the I-5 Rose Quarter, Interstate Replacement Bridge, and Boone Bridge) should be included on the nexus project list because they complement tolling.

What equity tools would best fit with this effort?

Feedback Response 1	
Feedback Response 2	? revenue sharing ?
Feedback Response 3	EMAC recommendations
Feedback Response 4	
Feedback Response 5	Means of measurement
Feedback Response 6	Multnomah County has an Equity and Empowerment Lens tool. Feel free to explore it on our website. In addition, we support the equity tools and framework that EMAC has developed.
Feedback Response 7	maps such as the Washington County Mapping MSTIP Equity Index or TriMet's equity maps
Feedback Response 8	Scenario planning tools to illustrate the impacts of decisions to regional and state planning goals could be helpful. Prioritizing benefits to the groups identified in ODOT’s Equity Framework when faced with limited funding will also help advance more equitable outcomes.

What feedback do you have on schedule and proposed process?

Feedback Response 1	
Feedback Response 2	
Feedback Response 3	
Feedback Response 4	
Feedback Response 5	Not an issue
Feedback Response 6	It is important to engage RTAC in every step of the evaluation projects - from developing the final criteria to evaluating the list of projects - and in partnership with local governments. Please provide more information on how the project list will be used, and edited, in the long-term.
Feedback Response 7	This process is moving much too fast, particularly with the lack of any detailed information about nexus projects, anticipated funding and revenue sharing, lack of coordination with affected communities, etc. The end result would be much better if there was more time built into the call for projects process and if there was data and information sharing from ODOT so all participants felt like the process was transparent and workable.
Feedback Response 8	It would be helpful to align conversations around toll revenue sharing, scenarios, and tradeoffs with modeling milestones, outputs, and analysis. This will better inform regional conversations around project list development, as well as impacts to climate and equity outcomes.

Advancing Equity for the Oregon Toll Program

*What additional ideas do you have to achieve **process equity** in toll program development? Could you or your organization partner with ODOT to support this effort? Based on your experience in making choices that **center equity**, what are **lessons learned** that can be brought to this process? What additional feedback do you have for ODOT to advance **outcome and process equity** for the Oregon Toll Program*

This process is not equitable because it is rushed and not well defined. To-date, ODOT has issued a “call for projects” to the develop a poorly-defined “nexus project list” without a time or manner for local communities to provide feedback. This is an example of how **NOT** to achieve process equity. Central to “process equity” is making sure that there are opportunities for the jurisdictions and communities that are directly, significantly, and irreparably impacted by the various proposed toll programs to be engaged and provide input.

This is particularly glaring for the “nexus project list” because, to the best of Clackamas County’s knowledge, jurisdictions that do not have a seat at the RTAC table have not been asked to provide a project list. This leaves many highly-impacted cities in Clackamas County, such as Oregon City, Gladstone, Lake Oswego, Wilsonville, Milwaukie, and Happy Valley, out of the process. All jurisdictions, not just those who have representation at RTAC, must be included in the process. Moreover, the purpose and timing behind the “nexus project list” request is still unclear.

Finally, Clackamas County has commented many times on the timing of the I-205 toll project in relation to the broader RMPP project. It is incredibly inequitable, in both process and outcomes, to have our communities tolled first. Not only will it decrease safety, worsen diversion, and have massive negative economic effects on our residents and businesses, but it is deeply inequitable to ask our communities to fund standing up the back office administration for what could become a regional or statewide toll program.

Nexus Projects: Initial Discussion on Projects to Identify Nexus Projects

Nexus Project Definition: Nexus projects are roadway, bike, pedestrian or other mobility projects or programs that could complement a tolling system on I-5 and I-205 in the Portland metropolitan area by:

- *Addressing an anticipated negative impact, OR improving access to public transportation, OR improving mobility options near the tolled highway, AND*
- *Providing access to opportunity or addressing transportation-related disparities and barriers experienced by the Toll Projects’ Equity Framework communities.*

Q1: What is your initial reaction to the definition of nexus projects?

Q1 Response: NEEDS EDITS

Q1: If you selected “needs edits,” please provide a revised definition below.

Q1 Response to Revised Definition: A “project purpose” section needs to be added that explains the purpose of this exercise and how the information will be used. There needs to be more explanation on how this will integrate the Public Transportation Strategy projects. Are they part of this list or not?

Do the “Nexus” projects need to meet both of the definitions in the bullet? Nexus projects should not be limited to only addressing Equity Framework Communities – Remove the “AND” between the bullets.

There may be some projects that are needed that are not “near” a tolled highway.

It needs to be clear that nexus projects must be above and beyond NEPA mitigations. These projects are not intended to reduce the scope or change the funding of NEPA mitigations in any way for the tolling project.

Q1 Please provide your reasoning.

Q1 Response to Provide Reasoning: There are elements of the above definition that still need more explanation. For example – What is negative impact? What is considered near? Does a list of “transportation related disparities and barriers” exist? Also more broadly – what is the point of this process? What will you do with the data? How will these projects be funded? How much money is available to fund the projects? Why is RTAC not more formally discussing the request for revenue sharing over developing this complicated project list approach?

In order to have an informed conversation about “nexus” projects, jurisdictions need to know how much funding is expected to be available to fund the projects, the modeling information to confirm the traffic impacts and agreed upon guidance on the process for selecting the project.

Q2 Please select all the criteria you believe should be considered when determining eligibility or evaluating nexus projects. Please provide other feedback under "other."

- **YES-** Project readiness. Included in regional transportation plan or a local plan, early planning conducted, public engagement conducted, and/or completeness of project design.
- **YES** - Safety. Addresses a safety need.
- **YES** - Traffic operations. Improves reliability and supports congestion relief.
- **YES** - Urgency of need. Addresses essential repair or provides a critical connection.
 - How will this be calculated?

- Climate. Contributes to vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions reduction.
 - How would this be calculated?
- Access to Transit. Connects to/expands access to public transportation or complements a Public Transportation Strategy project and/or supportive service.
 - Should this be in the PTS Strategy? How would this be different than just Mobility Options? Improves Mobility (Ped/Bike) as a separate category is not on this list.
- **MAYBE** - Benefits. Provides benefits to the community, economy, and environment.
 - Only if it is quantifiable.
- **NO** - Ownership. Proposer owns facility or has knowledge of owner support.
 - A project is a project regardless of ownership
- Geography. Located within impacted corridor as defined by Oregon Highway Plan or in a Metro Mobility Corridor.
 - Please describe why the “Mobility Corridor” is important and how they are different that the OHP corridors.
- **NO** - Funding. Leverages existing or future funding opportunities (local, federal or other state).
 - This should be a narrow discussion of what projects are needed.
- **NO** Project cost. Project development, construction and maintenance.
 - This will be very difficult to quantify in a short period of time. Level of detail expected will be important to note.
- Other:
 - At the heart of this exercise is that the projects are needed because of tolling, but jurisdictions do not have access to the transportation modeling for the RMPP that provides information about the impact area. Projects currently in the RTP or on local TSPs are there to address a need identified without tolling being implemented. Whether or not it is on the RTP or local TSP doesn't provide information on if it is needed as a result of tolling.
 - It is difficult to provide feedback without having a better understanding of how the list will be used. For example, if it will be used to select projects that will be constructed by a certain date, then leveraging is more important.
 - Providing information on Project Cost is also difficult because it will be influence by when the project will be constructed. How will the project cost figure be used?
 - Why does it matter if the project is in a Mobility Corridor? Some of these projects are outside of the MPO

Q3 - Should all proposed projects that meet the definition of “nexus” be included on the final list?

Q3 Response: YES. Again, more broadly, what will you do with the list? Who is the decision making body on this process?

Q4: Should additional selection criteria be considered?

Q4 Response: How are ped/bike projects that are needed to complete a gap included? It is missing from above categories, since the only ped/bike item above speaks directly to access to transit.

What is the “Selection Process”?

For the Metro Regional Flexible Funds Allocation process, there is both a Program Guide and an Application Handbook that is agreed upon by the region for the expenditure of RFFA Funds (approximately \$40 M for a 3 year period). Should there be a similar process, agreed upon by RTAC, for on-going distribution of Congestion Pricing Revenue? This should not be considered a “one-and-done” especially if we do not have the modeling data available.

Link to Metro RFFA Program Direction:

<https://www.oregonmetro.gov/sites/default/files/2021/11/29/2025-27-RFFA-program-direction-adopted-by-council-20210909.pdf>

Q5: Should any criteria be combined or separated?

Q5 Response: See RFFA Example below. A table should be provided that shows how the Criteria relates to the Desired Outcomes or Investment Priorities. RTAC should have the conversation about the Priorities for expending the Congestion Pricing revenues and match the criteria to the Priorities

Q6: Will individual criterion help you with evaluation?

Q6 Response: **This is not a process that should be rushed or subjective.** How each of the criteria is expected to be measured has not been discussed. See the level of detail that is provided in the RFFA process for the Scoring of Equity (See Table Below). Specific Scoring criteria were discussed by technical staff. Also, the data that would be used to evaluate the scoring was also provided.

Q7: What does it mean to center equity in RTAC’s nexus project conversation?

Q7 Response: Having local communities and elected officials participate in the decision making process of selecting the projects is one element of centering equity. RTAC, or local subcommittees for each corridor, should be used as on-going groups to recommend the project list for Congestion Revenue. Technical staff from affected jurisdictions should be leveraged more directly.

Consideration needs to be given to the equity of transportation alternatives. Across all modes (driving, transit, and active transportation), different parts of the metro region have widely different existing conditions and service levels. We must evaluate the existing conditions, impacts of tolling on a particular community, and how we can improve outcomes for users in a potentially-tolled environment.

Q8: What equity tools would best fit with this effort?

Q8 Response: Increased authority for RTAC to recommend projects to the OTC.

Q9: Process and timeline: What feedback do you have on schedule and proposed process?

Q9 Response: This process is burdensome, rushed and not data-driven. Again, why is ODOT unwilling to discuss revenue sharing directly with the RTAC members? This alternative approach should be explored and discussed intentionally with the group or ODOT should have a real answer for why they're not facilitating that discussion. Agreement upon revenue sharing could negate the need for the projects process all together.

The discussed timeline of project submittal during the month of August of 2023 is completely unnecessary. First, there should be clarity on how the project list will be used, in the near term and on an on-going basis. Secondly, RTAC should take the time to develop clear policy guidance on the selection of projects eligible to use Congestion Pricing revenue. Third, jurisdictions should be provided with comprehensive data and modeling on all tolling projects—current projects on the RTP and TSPs do not consider impacts from tolling. After the policy guidance is developed, then jurisdictions should have sufficient time (3 months minimum) to submit projects. In addition, ODOT should explore using a tool similar to Metro's "Project Hub" to provide for consistency in how projects are submitted as well as for transparency so that all jurisdictions are aware of the projects submitted and under discussion.

CRITERIA EXAMPLE FROM REGIONAL FLEXIBLE FUNDS PROCESS	
RTP Investment Priorities	RFFA Criteria
<p>Equity – Reduce barriers and disparities faced by historically marginalized communities, particularly for communities of color and people with low income.</p>	<ul style="list-style-type: none"> • Increased accessibility • Increased access to affordable travel options
<p>Safety – Reduce fatal and severe injury crashes to move the region as quickly as possible toward Vision Zero, particularly for communities of color and other historically marginalized communities.</p>	<ul style="list-style-type: none"> • Reduced fatal and serious injury crashes for all modes of travel
<p>Climate Change – Reduce greenhouse gas emissions from cars and small trucks to reduce the impacts of climate change, particularly impacts on communities of color and other historically marginalized communities.</p>	<ul style="list-style-type: none"> • Reduced emissions from vehicles • Reduced drive alone trips
<p>Congestion Relief – Manage travel demand and increase use of travel options to make travel more reliable on the region’s busiest roadways, particularly for communities of color and other historically marginalized communities.</p>	<ul style="list-style-type: none"> • Increased reliability • Increased travel efficiency • Increased travel options • Reduced drive alone trips

SCORING EXAMPLE FROM REGIONAL FLEXIBLE FUNDS PROCESS

Equity		
Performance Measures	Data Sources	Scoring
Project makes improvements in an Equity Focus Area (EFA)	Equity Focus Area map layer	Is project in an EFA (Yes/No)? EFA includes greater than regional average numbers of all three EFA groups ¹ ? (Y/N)
Improves access to community places for Black, Indigenous, and People of Color (BIPOC), and underserved communities	Economic Value Atlas walkability and Community Service accessibility score	Is project in tract with a below-regional average walkability score? (Y/N) Is project in tract with a below-regional average Community Service accessibility score? (Y/N)
Makes active transportation improvements in area with poor community health outcomes	Regional Barometer (life expectancy at birth) Regional Barometer (diesel particulate matter) Regional Barometer (respiratory hazards due to air toxics)	Is project tract area below regional average for life expectancy (80.5 yrs)? (Y/N) Is project in area with higher than regional average diesel particulate matter concentration (>.62)? (Y/N) Does project area have higher than regional average level of air toxics? (Y/N)
Improves access to low and middle wage jobs	Economic Value Atlas labor access (layers for low and middle/high wage jobs)	Is project in tract with an above-regional average number of low and middle wage jobs within 30 mins. (all modes)? (Y/N)
Identified by community as a priority	Regional Investment Measure project list (Get Moving 2020) Documentation of public input and prioritization	Is project (or a portion of it) included on the Regional Investment Measure project list? (Y/N) How has public input informed project's prioritization? (Subjective)
Includes strategy to address displacement	Anti-displacement Strategies memo from the Metro Parks Bond	Have anti-displacement strategies have been considered and included in the project design? (Y/N)

¹ Persons of Color, Limited English Proficiency, Low-Income



City of Tualatin

www.tualatinoregon.gov

July 7, 2023

Kris Strickler

Oregon Department of Transportation

355 Capitol Street NE, MS11 Salem, OR 97301

Via Email

Director Strickler and Director Finn:

On behalf of the City of Tualatin and the cities of Washington County, I appreciate the opportunity to submit feedback on the definition of “nexus projects,” the process for submitting projects, and the project selection criteria. I am in agreement with Commissioner Savas’ concerns, as well as the feedback submitted by Clackamas County on the RTAC feedback worksheet (attached as an addendum to this letter).

As noted in Commissioner Savas’ email, this process not only feels rushed, it leaves out the voices of the communities who do not have a seat at the RTAC table. As the RTAC member representing Washington County cities, I am concerned that many of the communities in the County will not have sufficient time or background information to effectively participate in the process, considering that there is no modelling data for the RMPP. How can local jurisdictions develop project lists without knowing where toll gantries will be located, how much the tolls will be, and how many vehicles we can anticipate will divert onto our roads?

Furthermore, the City of Tualatin, like many communities in the region, just embarked on a much-needed update to our Transportation System Plan (TSP). This process will take nearly two years, and will require our staff and consultants to carry out a thorough public engagement process. Our TSP is over ten years old, and did not anticipate the impacts of tolling; therefore, we are not prepared to develop a list of mitigation projects. We are also concerned that the effects of tolling cannot be mitigated without detrimental effects on the safety and livability of our community. For example, tolling I-5 would likely result in thousands of drivers diverting onto

Boones Ferry Road, loading Boones Ferry beyond its current capacity. A potential solution, such as widening Boones Ferry Road, would not align with the community's vision.

Finally, we are concerned about the potential lack of funding for mitigation projects. Ultimately, we need to have further conversations regarding revenue, which would be a much more effective use of our time.

Thank you for your consideration,

Sincerely,



Frank Bubenik
Mayor, City of Tualatin

CC: Brendan Finn, Oregon Department of Transportation
Mandy Putney, Oregon Department of Transportation
Heather Wills, WSP
Anne Presentin, WSP
Kirsten Beale, WSP

Attachment:

- Clackamas County RTAC Nexus Projects Survey Responses – 2023-07-07.pdf

Attachments to Revised Memo:

The following additional feedback to the nexus projects' definition, criteria and process was submitted:

- Multnomah County
- Clackamas County
- City of Portland

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From: Sarah Paulus <sarah.paulus@multco.us>
Sent: Monday, July 31, 2023 11:43 AM
To: PUTNEY Mandy <Mandy.PUTNEY@odot.oregon.gov>; FINN Brendan C <Brendan.C.FINN@odot.oregon.gov>; MOSIER Della D <Della.D.MOSIER@odot.oregon.gov>
Cc: Jessica Berry <jessica.berry@multco.us>; Taylor Steenblock <taylor.steenblock@multco.us>
Subject: Re: RTAC Nexus Projects: Additional information and 7/31 office hours

Good morning Mandy and team -

Thanks for providing another chance to add in some final input here. We appreciate the outline of a timeline so we can better picture what will happen between now and December. When looking at that timeline as well as the Nexus List Proposed Development Process, we would like to see more direct language about staff-involvement on a consistent basis across each phase. This timeline is set up to move very quickly, and staff will need to be directly involved and updated to best help our RTAC members and to ensure the process feels transparent. Could there be a recurring staff meeting, or a TAC that is created to achieve this? Having an opportunity for direct communication to ODOT as we navigate this new process would make the timeline more manageable.

In regards to the nexus project definition and criteria, we want to ensure that the impacts seen in Multnomah County from tolling and congestion pricing are able to be addressed through this process. The OHP definition focuses on a limited definition of 'corridor' that will not be able to fully encompass the impacts of tolling in our region. Additionally, the modeling for the RMPP is still in the early stages, and we have not seen how the project-specific analysis of impact will be defined, which makes it difficult to determine which areas of Multnomah County will be considered 'impacted' by ODOT. With that being said, and knowing that a narrow definition of 'corridor' will not fully address all the diversion we see from tolling, we believe the Project Location criteria in the Congestion Pricing Nexus category language should be expanded to better incorporate the part of the nexus project definition that states "...Supporting congestion relief on a currently congested corridor that may become more congested with the implementation of tolling." To do this, it should instead say "Project location - Project is within a traffic diversion corridor, OR a corridor that may become more congested due to tolling." This change would allow the nexus projects to more effectively address the needs we will have outside of the NEPA process.

To clarify the criteria and process - Do nexus projects need to meet each of these selection criteria to qualify? For example, could a project expand access to public transportation, but not be located within a traffic diversion corridor?

Thank you for working with us and other local jurisdictions to ensure this nexus project process effectively addresses the needs of the region.

Sarah Paulus

=====
From: Stasny, Jamie <JStasny@clackamas.us>
Sent: Monday, July 31, 2023 12:03 PM
To: PUTNEY Mandy <Mandy.PUTNEY@odot.oregon.gov>
Cc: Bezner, Mike <MikeBez@clackamas.us>; Johnson, Dan <danjoh@clackamas.us>
Subject: Nexus Process Staff Comments - RTAC

Mandy,

I articulated this at office hours but wanted to reiterate in writing.

We have concerns about the proposed nexus project process laid out in the memo from last Thursday.

Our concerns are –

1. Need a formal staff group to agree upon the process (ongoing) and to make collaborative recommendations to RTAC
2. Need more time. This is rushed and the schedule is not lending itself to a collaborative process that could be successful
 - a. Our board and C4 would review the list the week of Sept 5th. We would need to submit by no sooner than September 8th to allow for our County process.
3. The readiness criteria is concerning as many projects that may be needed are not currently on the RTP or even on a TSP. If this criteria is included it should not be weighted heavily and should not preclude any of the necessary projects in being included.
4. We support Multnomah county's suggestion as shown below
 - a. Suggested changes:
Project location: project is within a project diversion corridor OR a corridor that is not adjacent to the tollway but experiences a increase in diversion traffic because of tolling.

- Jamie

Jamie Stasny

=====
From: Jordan, Brooke <Brooke.Jordan@portlandoregon.gov>
Sent: Monday, July 31, 2023 2:33 PM
To: PUTNEY Mandy <Mandy.PUTNEY@odot.oregon.gov>; MOSIER Della D <Della.D.MOSIER@odot.oregon.gov>; FINN Brendan C <Brendan.C.FINN@odot.oregon.gov>
Cc: Reff, Caitlin <Caitlin.Reff@portlandoregon.gov>
Subject: RMPP: City of Portland Comments on the Nexus Projects Development
Importance: High

Hi UMO Team:

Thank you for taking time to meet with senior staff and holding space to hear our concerns. Thank you for agreeing to convene another meeting with senior staff to address concerns more directly with the Nexus Projects development and how to move this work forward at the RTAC table. We believe this should be set up as an ongoing senior staff collaboration space, typical of a major project PMG.

It is difficult to identify what could be seen as a finalized list because we don't have enough detailed information about impacts to local facilities and estimated toll revenue potential for RMPP overtime, especially given ODOT's near term major project funding shortfalls. Given this understanding we have the following comments and questions:

- Will ODOT work with regional stakeholders to collaboratively identify and communicate the types of investments in the region that are necessary to complement pricing on I-5 and I-205 in the Implementation Plan submitted to Governor Kotek on December 15? We request that ODOT host an ongoing RTAC senior staff meeting as a Project Management Group (PMG) to address regional stakeholder concerns related to Nexus projects.
- The City would like to work with ODOT to develop framing for needed investments. We suggest considering making a clear commitment to categories or types of investment buckets and/or some representative projects to better demonstrate how the pricing project will deliver positive multimodal and community outcomes.
- From the process proposed it is unclear if ODOT major projects included as part of the UMO's Urban Mobility Strategy will be part of the needed investment and overall pricing value proposition discussion.
- We would like to see VMT and GHG emissions reduction mentioned as part of the nexus project list purpose, this could be in relation to the intent of supporting regional and state goals.

Thanks again for your consideration. We look forward to connecting with you next week.

.....
Brooke Jordan (she/her)
Capital Project Manager
Major Projects and Partnerships

Portland Bureau of Transportation



Urban Mobility Strategy Finance Plan



JUNE 2023

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Cover photo: Aerial view of downtown Portland on a sunny day in the spring.

PURPOSE OF THIS FINANCE PLAN

On May 4, Governor Kotek directed ODOT to delay toll collection on I-205 and I-5 until January 1, 2026. In doing so, Governor Kotek reiterated that tolling would be a critical funding source for many of the projects in the state's Urban Mobility Strategy (UMS), and that moving tolling forward in Oregon must be equitable, include mitigation and must provide for congestion management. This direction came with the recognition that delaying toll collection would impact the overall UMS financing plan and that major projects will need to adjust their schedules to align with the availability of resources. As a result, Governor Kotek directed ODOT to provide her with an updated finance plan for the UMS by July 1, 2023.

ODOT developed the UMS in response to HB2017 and shifted focus to delivering projects in a more comprehensive manner. The associated funding strategies assumed in 2020 intended to provide significant mobility improvements by delivering a number of large-scale congestion relief projects on an accelerated schedule, with multiple projects moving toward delivery at the same time supported by multiple funding streams and several financing mechanisms to leverage these resources. In short, the project development and funding strategies assumed that several projects move at once and at their own pace, and financing of those projects should accommodate those differences in readiness, to maximize the purchasing power of the funding approved in HB2017. In 2021, HB3055 furthered this direction and provided for financing flexibility to the Urban Mobility Strategy as a whole, rather than a single project. This effort and strategy are the reason why Abernethy Bridge on I-205 is under construction.

Since the original development of the UMS, several key factors have changed and impacted the plan's costs and revenue sources.

- » The scope of various elements of projects have changed—particularly on the I-5 Rose Quarter Improvement Project, where a larger highway cover capable of supporting

taller buildings on top has been added and additional design refinements are underway.

- » Very high inflation in highway construction across the nation has driven project costs up significantly.
- » Delays in projects due to ongoing design refinements and environmental review, as well as delays due to lack of construction funding, have further exacerbated cost pressures.
- » The later start date for tolling has impacted this critical revenue stream, and the reliability of timing and yield for tolling revenues has diminished. This requires ODOT to revisit how much funding can be realistically assumed and bring forward more conservative financing strategies for the individual elements of the UMS.

This plan is designed to respond to Governor Kotek's direction and answer key questions about how to pay for the UMS projects in both the short and longterm. It describes how ODOT can bring available and potential funding sources to bear on delivering UMS projects. It lays out how much revenue ODOT can reasonably expect in the near future from House Bill 2017 funds and I-205 tolls to move projects forward to key milestones in the first phase of work under the UMS. It also looks out to the long-term at the total costs of the UMS projects and potential strategies to complete this work with additional funding sources, particularly when the Regional Mobility Pricing Project secures federal approval and toll collection begins.

THE URBAN MOBILITY STRATEGY

The Oregon Department of Transportation's Urban Mobility Strategy (UMS) is a comprehensive approach to make travel safer and more predictable in the Portland area by reducing traffic with tolls, addressing major highway bottlenecks, and making strategic multimodal transportation investments. The UMS consists of a suite of projects that have an intertwined finance plan that relies on the same funding sources. These projects include:

I-5 Rose Quarter Improvement Project will address one of the worst highway bottlenecks in the nation by adding an auxiliary lane on Interstate 5 that will connect I-84 and I-405 in both directions to reduce congestion and improve safety. The project will also improve multimodal connections across the freeway with the state's first highway cover, to reconnect the neighborhood separated and negatively impacted by the original construction of I-5.

I-205 Improvements Project includes three elements:

- » The I-205 Abernethy Bridge Project is constructing earthquake-ready upgrades to Abernethy Bridge, adding new lanes across the bridge, improving walking and biking around OR 43 and OR 99E, installing a sound wall, and improving the OR 43/OR 99E interchange;
- » I-205 Phase 2 Project includes the installation of a new travel lane between Stafford Road and the Abernethy Bridge, interchange improvements, bike and pedestrian improvements, and earthquake-ready improvements to nine other bridges along I-205;
- » I-205 Toll Project includes planning for and implementing tolling on I-205, including gantry construction and mitigation of toll traffic impacts.

I-5 Boone Bridge and Seismic Improvement Project

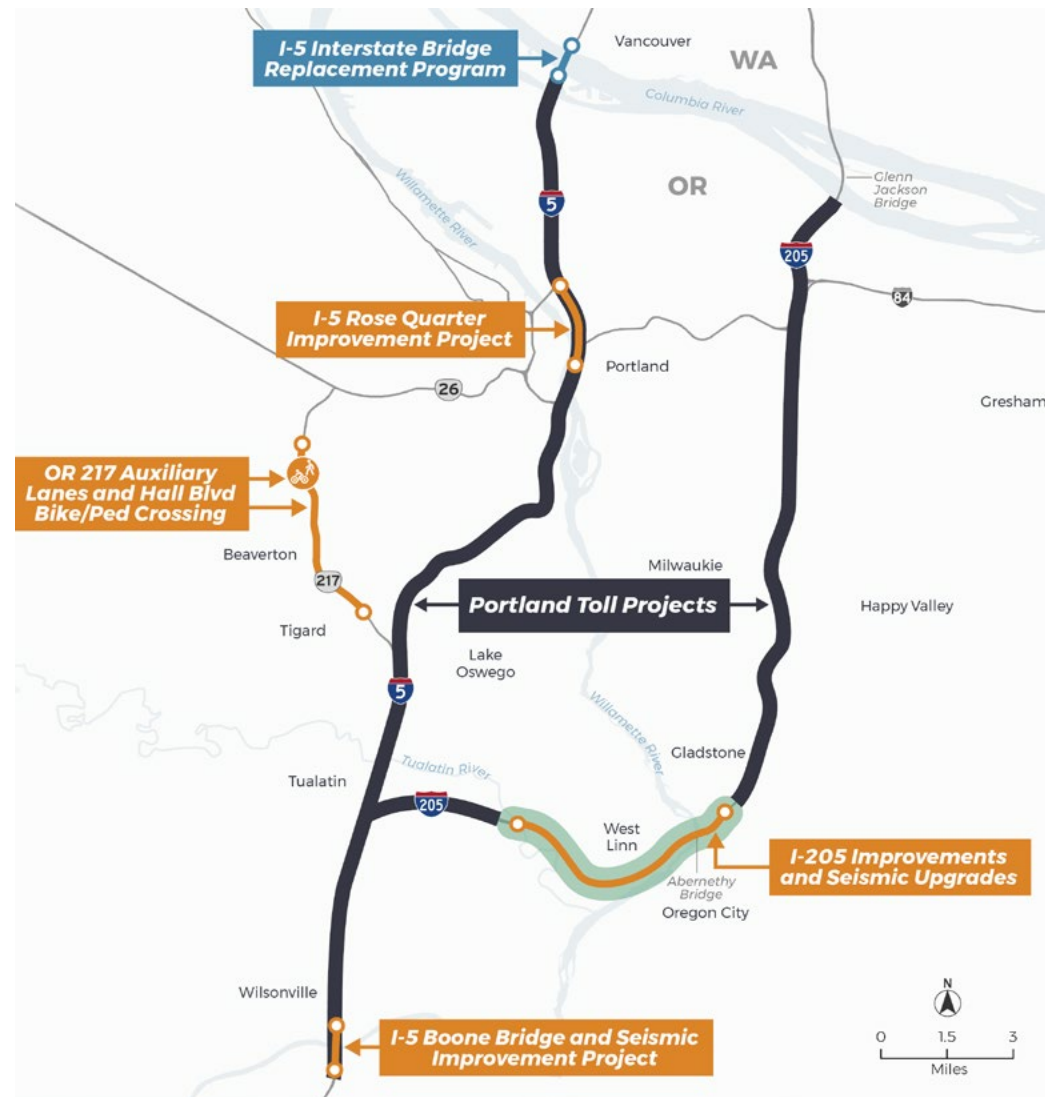
will reduce congestion and address seismic resilience by replacing the bridge over the Willamette River in Wilsonville with an earthquake-ready structure that carries an additional southbound auxiliary lane and provides an option for bicyclists and pedestrians in the project area.

Regional Mobility Pricing Project (RMPP) will manage congestion and vehicle miles traveled on I-5 and I-205 in the Portland metropolitan region through congestion pricing using variable rate tolls, and generate revenue for transportation improvements.

Toll System Implementation Project will develop the on-road vehicle identification system, customer service center, and customer account management systems required to implement tolls in the Portland metro region and potential future locations.

Tolling on I-5 and I-205 will play a key role in delivering the projects within the UMS. Variable rate tolling—a form of congestion pricing that uses higher prices at peak hours to provide an incentive to travel at other times and by other modes—will help manage traffic, and tolls will also help raise money to pay for the improvements in the UMS.

The total preliminary cost estimate for these projects is approximately \$3.7 billion to \$4.35 billion. **Table 1** shows the estimated costs and expenditures for each UMS project.



UMS project map, as of May 2023.

Table 1: Estimated Total Project Costs and Expenditures

Project	Estimated Total Cost (\$M) (Construction Year)	Notes
I-5 Rose Quarter Improvement Project	\$1,500 – \$1,900 (2025)	Range reflects an updated preliminary cost estimate, inclusive of the Hybrid 3 highway cover design as approved by the OTC in 2021, design refinements under development in response to public comment on the 2022 Supplemental Environmental Assessment, greater design and constructability detail on the project's first two Early Work Packages with input from the CM/GC contractor, and an updated construction timeline and associated construction cost. More cost progression detail is provided in the "Completing UMS Projects" section below.
I-205 Improvements Project	\$1,290 – \$1,360	Includes all phases of construction and implementation of tolling, as well as mitigation of toll traffic impacts.
» I-205 Abernethy	\$662 (2022)	Includes environmental review and implementation of tolling at Abernethy Bridge and Tualatin River Bridge.
» I-205 Toll Project	\$80 – \$100 (2024)	Includes environmental review and implementation of tolling at Abernethy Bridge.
» I-205 Phase 2	\$550 – \$600 (2025)	Cost estimate based on partial design work.
I-5 Boone Bridge	\$600 – \$725 (2030)	Range reflects the limited analysis of project scope and costs at an early stage in the planning process.
Regional Mobility Pricing Project	\$200 – \$250 (2025)	Early estimated cost range prior to completing environmental review. A more specific estimate will be determined once ODOT selects a proposed approach to analyze in the environmental review process. Different options have widely varying capital costs depending on the number of gantries to install and other technology that must be included.
Toll System Implementation	\$115 (2024)	Includes implementation of commercial back office and customer service center. Ongoing operations costs not included.
Total	\$3,705 – \$4,350	

Notes:

- » Estimated Total Cost reflects costs for all project phases, including environmental review, design, right of way acquisition, cost of inflation to the estimated year of construction, and the cost of construction.
- » Construction Year reflects the currently planned start of construction. Delays to this construction year due to lack of construction funding or other factors will lead to higher costs. (See **Tables 6 and 8** for additional details.)
- » Expenditures To Date includes confirmed expenditures through April 2023 and estimated expenditures through June 2023.



Rose Quarter, April 2022.

URBAN MOBILITY STRATEGY FUNDING SOURCES AND FINANCING MECHANISMS

FUNDING SOURCES

The Urban Mobility Strategy relies on three funding sources.

- » **HB 2017 funds:** In HB 2017 the Legislature provided \$30 million annually for the I-5 Rose Quarter beginning in 2022; in 2021 HB 3055 allowed ODOT to use these funds to stand up tolling and contribute to I-205 and Boone Bridge, in addition to the Rose Quarter. These funds can be used both as a direct cash contribution to projects and as a repayment source for bonds. ODOT estimates HB 2017 will provide a total of \$560 million in total cash and bond proceeds.
- » **Toll revenue:** Tolls on the Interstates under the I-205 Toll Project and Regional Mobility Pricing Project (RMPP) will generate revenues that can be leveraged using financing tools.
- » **Other federal, state and local funds:** The UMS projects have already secured a variety of other federal, state and local funds. These could be supplemented by federal competitive grants provided under the Infrastructure Investment and Jobs Act (IIJA) such as the INFRA and Reconnecting Communities Pilot programs. To date \$157 million in other funds have been made available.

FINANCING MECHANISMS

ODOT plans to use a variety of financing mechanisms to leverage these funding sources into upfront cash needed to construct the UMS projects.

- » **Highway User Tax Revenue (HUTR) Bonds:** ODOT regularly issues bonds backed by the State Highway Fund to leverage gas tax and other revenue streams for projects. ODOT has already issued \$240 million in HUTR bonds against the \$30 million annual revenue stream for the UMS provided by HB 2017. ODOT plans to issue the second half of the UMS bonds in 2025.
- » **Toll-backed financing:** ODOT will use a variety of financing mechanisms backed by tolling.
 - *Federal TIFIA loans:* The federal Transportation Infrastructure Finance and Innovation Act (TIFIA) program offers loans with low interest rates and favorable financing terms, including lower coverage ratios and longer repayment dates. ODOT will likely utilize TIFIA to generate more resources from tolls.
 - *Toll-backed bonds:* ODOT may issue bonds to be repaid by toll revenue.
 - *Short-term borrowing:* ODOT has worked with the Oregon Treasury to create a \$500 million short-term borrowing program that uses commercial paper to provide interim financing, particularly for I-205 construction, prior to the beginning of toll collection on I-205. These short-term loans will be repaid after ODOT secures long-term toll financing from tolls on I-205.

AVAILABLE RESOURCES

With toll collection beginning after January 1, 2026 as directed by Governor Kotek, ODOT will need to shift more of the available HB 2017 resources to I-205 to fully fund construction of the Abernethy Bridge and cover the project’s cash flow needs. ODOT will need to avoid over-committing to additional project work to avoid running out of cash prior to long-term toll-backed financing – a TIFIA loan or toll-backed bonds – coming available in 2027. This will require the indefinite postponement of the I-205 Improvements Project Phase 2. With the I-205 Improvements Project Phase 2 on hold, ODOT will be unable to assess tolls on the Tualatin River Bridges under federal law, which will reduce available resources. ODOT will also need to add soil stabilization work to make the Abernethy Bridge earthquake ready that was deferred from the first phase.

Table 2 reflects estimated total funding by source.

Table 2: UMS Funding Sources

Source	Description	Amount Pre-Delay (\$M)	Amount Post-Delay (\$M)	Restrictions/Other Considerations
HB 2017/HB 3055	Total proceeds (cash and bonds) from \$30M/year of State Highway Funds dedicated to UMS projects under ORS 367.095 (2)(a)(A).	\$560	\$560	Funds can only be used to pay for the I-5 Rose Quarter Improvement Project; I-205 Improvements Project; I-5 Boone Bridge Project; and the Toll Program under ORS 383.150.
I-205 Toll-Backed Financing	Debt issued against future toll revenues from the I-205 Toll Project.	\$700	\$385	Subject to restrictions under federal law (23 USC 129) and Article IX Section 3a of Oregon’s Constitution (the highway fund restriction).
Other Federal/ State/Local	Other funds allocated to the UMS projects by OTC and local governments.	\$157	\$157	Funds must be used for the UMS projects for which they were allocated.
Total		\$1,417	\$1,102	

Assumptions:

- » **HB 2017:** Total resources available through bonding will depend on interest rates – higher interest rates than currently projected would reduce bond proceeds—and other market conditions. Until debt service on the second bond issuance starts in 2025, ODOT will use a portion of the \$30 million allocation as cash; delaying the bond sale and debt service payments increases the total amount of cash and bond proceeds available.
- » **I-205 Toll-Backed Financing:** Proceeds are based on the [Level 2 traffic and revenue analysis undertaken on the I-205 corridor](#), which also included tolls on the Tualatin River Bridges; a new Level 2 analysis will need to be undertaken on tolling only the Abernethy Bridge to verify the assumed amount. In that process, ODOT will explore multiple tolling scenarios with partners in the region, including a toll schedule based on the option modeled in the Level 2 analysis; a flatter toll schedule to limit financial impacts to those commuting at peak hours; a congestion pricing scenario that examines to what extent pricing alone can reduce congestion on the corridor; and a scenario with a higher revenue target. Total resources from tolling will vary based on the final toll rate structure approved by the OTC as well as financing terms and conditions, including interest rates and coverage ratios, as well as whether ODOT is able to access a TIFIA loan from the federal government.
- » **RMPP:** ODOT has not yet completed a Level 2 traffic and revenue analysis for the RMPP because the agency is working with the region to determine the proposed rate structure and potential toll rates to be analyzed in the environmental review process. As a result this finance plan does not include RMPP revenues.

URBAN MOBILITY STRATEGY PHASING

ODOT has planned to approach the UMS as a long-term program of projects spanning more than a decade. This phased approach aligns with the financial realities, as sufficient funding to pay for the entirety of the projects is not available in the near future. The first phase of the UMS laid out in this finance plan assumes and recommends that ODOT focus these resources on:

- » Completing the earthquake-ready Abernethy Bridge component of the I-205 Improvements Project and implementing tolling on the bridge;
- » Advancing design work for the I-5 Rose Quarter Improvement Project, including completing design for Early Work Packages, initial design of the highway cover and central project area (known as the Main Construction Package), and updating the project cost estimates to reflect the advanced design;
- » Undertaking early planning work on the I-5 Boone Bridge and Seismic Improvement Project;
- » Completing environmental review and advancing design of the Regional Mobility Pricing Project (RMPP);
- » Establishing the back office and customer service systems for an operational toll program.

This phase will get projects to a sufficient level of readiness that they can move forward in the future when additional funding is available beyond the currently available resources, which could include additional state funding, federal discretionary grants, or RMPP toll revenue.

Given the resources that will be available prior to collecting tolls under the RMPP, ODOT will be constrained to spending about \$1.1 billion on the initial implementation

of the UMS. ODOT proposes making the following funding available for each project to complete appropriate phases, as shown in **Table 3**. With the exception of I-205, which will need additional funds programmed in the Statewide Transportation Improvement Program (STIP) to complete the Abernethy Bridge and implementation of tolls, all amounts are within the amounts already approved by the Oregon Transportation Commission in the STIP.

These allocations total about \$1.1 billion, leaving little funding in reserve. This creates a risk that ODOT will have to return to the Commission for additional resources from other sources if costs come in higher than anticipated or revenues come in lower.



Table 3: Proposed UMS Funding and Outcomes Achieved

Project	Funding (\$M)	Spent to Date (\$M)	Description of Project Impacts
I-205 Abernethy Bridge	\$662	\$176*	ODOT will focus on completing the Abernethy Bridge project, which is under construction and planned to be completed in 2025, with tolling to begin in early 2026. With the indefinite postponement of Phase 2, completing the Abernethy Bridge project requires shifting \$50 million or more for soil stabilization on the Abernethy Bridge from Phase 2 to Phase 1, along with adding appropriate contingency.
I-205 Phase 2	\$0	\$0	I-205 Phase 2 will be indefinitely postponed.
I-205 Tolling	\$84	\$10	Tolling on I-205 will move forward only at the Abernethy Bridge initially, with toll collection beginning in early 2026. Indefinite postponement of Phase 2 will eliminate the Tualatin River Bridge toll gantries as part of the I-205 toll project.
I-5 Rose Quarter Improvement Project	\$158	\$114	ODOT will complete design of the three Early Work Packages and reach 30% design of the Main Construction Package by mid 2025, including updating the total project cost estimate to reflect the advanced design and outcomes of the environmental review process. However, funding for the Rose Quarter is constrained due to the shift of HB 2017 funding to I-205 allowed by HB 3055. Funding is not available for right of way acquisition nor utility relocation; absent additional investment, the project will not be able to move rapidly into construction when funding comes available.
I-5 Boone Bridge	\$4	\$1	Funding is available through preliminary planning; funding for environmental review, design and construction is not available so work will stop after completion of preliminary planning. Preliminary planning will be complete by early 2025.
RMPP	\$64	\$32	Environmental review and design will continue as planned, expected to be complete by early 2025, allowing final design and construction to begin afterward, with toll collection beginning as early as late 2026. Construction to be funded through toll revenue from the project.
Toll Systems Implementation	\$115	\$6	Work on back office and roadside systems will continue in order to begin toll collection on I-205 in early 2026, followed by the Interstate Bridge and RMPP. This project is fully funded.
Total Cost	\$1,087	\$339	
Available Funding	\$1,102		

**Includes preliminary engineering costs for Phase 2.*

IMPACTS TO INTERSTATE BRIDGE REPLACEMENT PROGRAM

The Interstate Bridge Replacement Program (IBR) is a separate project with a distinct finance plan and funding sources, including federal discretionary grants, tolls on the Interstate Bridge, and contributions from Oregon and Washington. Tolling could begin in the first half of 2026, after implementation of toll systems and the start of tolling on I-205. The IBR does not rely on funding from HB 2017, I-205 tolls, nor the Regional Mobility Pricing Project, so it will not be impacted by the changes in toll collection and use of HB 2017 funds laid out in this finance plan, unless implementation of tolling is further delayed or does not happen. If this is the case, WSDOT will have to levy tolls on the Interstate Bridge. Regardless of who operates tolling on the Interstate Bridge, toll rates will be set jointly by the Oregon Transportation Commission and Washington State Transportation Commission.

WHAT HAPPENS IF TOLLING ON I-205 DOESN'T HAPPEN

While this finance plan makes reasonable assumptions about revenue from tolls on the I-205 Abernethy Bridge, toll funding will not be available until ODOT completes additional steps, including environmental approval by the Federal Highway Administration and toll facility designation and rate setting by the Oregon Transportation Commission. If tolling does not occur for any reason, by the end of 2025 the costs incurred by ODOT for UMS projects—particularly construction of I-205 Abernethy Bridge, as well as I-5 Rose Quarter design and development of tolling—will use up all available HB 2017 funds and other resources available for UMS projects and require more than \$300 million in additional funding. The gap could be less if tolling is halted earlier and ODOT is able to slow or stop spending on various projects—particularly toll implementation.



To cover this gap, ODOT would need to cut funding from projects included in the Statewide Transportation Improvement Program (STIP) to pay back short-term borrowing used to pay for the I-205 Abernethy Bridge project. Further delays of tolling could also cause significant challenges due to the need to match the timing of revenue to expenditures and stay within limits on short-term borrowing.

Table 4 summarizes the projected funding commitments through the end of 2025.

Table 4: Impact of Not Tolling I-205

Project	Projected Commitments Through End of 2025
I-205 Abernethy	\$662
I-205 Phase 2	\$0
I-205 Tolling	\$84
I-5 Rose Quarter	\$158
I-5 Boone Bridge	\$4
RMPP	\$64
Toll Systems	\$115
Total Expenditures	\$1,087
Available Resources*	\$717
Shortfall	\$370

*Includes HB 2017 and Other Federal/State/Local funds shown in Table 2: UMS Funding Sources.



COMPLETING URBAN MOBILITY STRATEGY PROJECTS

After using available resources to advance the UMS projects, about \$2.6 billion to \$3.3 billion in total work will remain unfunded. While initial available funding is not sufficient to complete the UMS projects, ODOT is developing a long-term finance plan to secure the totality of funding needed to see the projects through to completion. Greater detail will be available after ODOT completes upcoming work, including:

- » Additional analysis of I-205 toll scenarios and associated revenues in 2023, including a Level 2 traffic and revenue analysis, in the environmental review process;
- » Analysis of potential RMPP options and toll frameworks in the environmental review process in 2023;
- » Analysis of RMPP revenues in a Level 2 traffic and revenue analysis in 2024; and
- » Ongoing refinement of project costs.

Potential funding sources for these projects include:

- » RMPP toll revenue;
- » Federal competitive grants, particularly the INFRA and Reconnecting Communities grant programs;
- » Funding from a future state transportation funding package;
- » Additional resources allocated by the Oregon Transportation Commission in the STIP.

COST OF CONSTRUCTION

ODOT, along with federal and industry partners, is tracking how the cost of construction is evolving, especially considering ongoing supply chain issues that are constraining market availability and pricing for labor and materials. The cost of construction will continue to affect the final construction costs for all UMS projects.

In recent years ODOT and other transportation agencies have experienced rapid construction cost escalation due to increased costs for labor and major construction commodities, among other factors. Since the first quarter of 2017, when ODOT first presented the I-5 Rose Quarter Improvement Project and I-205 Improvements Project cost estimates to the Oregon Legislature, the Federal Highway Administration National Highway Construction Cost Index has increased by 72%. Increases have been particularly sharp since 2020: from the fourth quarter of 2020 to the third quarter of 2022 (the last quarter for which data is available) highway construction costs went up 50%.

PROJECTS AND ADDITIONAL INVESTMENT NEEDS

I-5 Rose Quarter Improvement Project

ODOT will need additional funding beyond the \$158 million proposed in this finance plan to get the I-5 Rose Quarter Improvement Project ready for construction by completing the Main Construction Package design (advancing from 30% design to 100% design), buying right of way, and relocating utilities, as well as additional funding to construct the project.

In September 2021, the total project cost estimate was \$1.18 billion to \$1.45 billion. This initial cost range accounts for the scope changes with the Hybrid 3 design concept approved for design advancement by the Oregon Transportation Commission, including a longer and consolidated highway cover that is strengthened to support future development on top of the cover, providing increased local street connections over the cover, relocating the I-5 southbound off-ramp from Broadway to Wheeler, removing

the separated bicycle and pedestrian bridge at Clackamas, and widening the area for pedestrian and bicycle use along Broadway and Weidler. The cost range accounts for two highway development scenarios, with the lower range including a highway cover that supports building heights of one to three stories and the higher range including a highway cover that supports building heights of four to six stories.

At the time of this plan, ODOT has developed an updated total cost estimate of \$1.5 billion to \$1.9 billion for the full project. This updated cost estimate is based on advanced design for the project's first two Early Work Packages (A and B) and a preliminary design for the project's final Early Work Package (C) and Main Construction Package, which includes the highway cover and multimodal local street network. The increase in the updated cost estimate from September 2021 is a result of multiple factors:

- » Additional project scope changes and associated construction material quantity increases;
- » Enhanced design and constructibility understanding of the project's first two Early Work Packages based on construction manager/general contractor (CM/GC) input related to construction cost conditions;
- » Inflation effects of delay, with an updated project construction schedule that delays the start of construction by two years (from 2023 to 2025); and
- » Consideration of construction cost index increases and ongoing supply chain effects constraining market availability for labor and increased market pricing for materials (about 50% nationwide from 2020 – 2022).

Additional Project Scope Changes: ODOT is updating the project scope to incorporate design refinements in response to public comment received on the 2022 Supplemental Environmental Assessment. The responsive design refinements include two new structures over I-5, which increase material quantity for construction. The first is the reintegration of the separated pedestrian and bicycle bridge connecting the east and west sides of I-5 at NE Clackamas Street. The second is a new I-5 southbound off-ramp flyover structure at the Hybrid 3 relocated ramp location, to split the eastbound

and westbound traffic exiting I-5. Eastbound traffic would be routed over the new flyover structure over I-5, to connect to Weidler where the current I-5 northbound off-ramp is located. Westbound traffic would be routed to the intersection of Williams/Wheeler/Ramsay. The design refinements also consider several options for how the I-5 southbound off-ramp intersects with the local street system.

Enhanced Design and Constructibility Understanding: Since September 2021, the project's first two Early Work Packages (A and B) have progressed from 30% to nearly 90%, providing a better understanding of the design detail and constructibility to inform project cost. Input from the CM/GC contractor, as well as information from the 2022 Supplemental Environmental Assessment, have also supported the design detail and associated costing. As noted in the "Construction Cost" section above, increases in the cost estimate are also attributable to rising labor and material costs. With CM/GC contractor input, recent market conditions are considered in the updated cost estimate.

Inflation Effects of Delay: The project's construction schedule has also been delayed by two years. The 2021 cost estimate assumed construction starting in 2023, beginning with Early Work Packages. The Main Construction Package, inclusive of the Hybrid 3 highway cover design, was assumed to start in 2026. With incorporation of the recent design refinements described above, the start of construction was delayed to 2025 for the Early Work Packages and 2028 for the Main Construction Package, pending availability of construction funding.

Based on the updated cost estimate of \$1.5 billion to \$1.9 billion, ODOT will need approximately \$1.35 billion to \$1.75 billion in additional funding to complete the project design and construction.

Table 5 shows the additional investments needed (beyond the funding identified in Table 3) to complete design and right of way acquisitions and utility relocations to ready the project for construction, as well as to complete project construction. An additional \$100 million to \$140 million is needed to ready the project for construction, while an additional \$1.25 to \$1.6 billion is needed to complete construction of all work packages.

Table 5: I-5 Rose Quarter Improvement Project – Additional Investments

Element	Cost (\$M)	Notes
Additional Investments Needed to Ready for Construction		
Finalize design	\$40 – \$60	Funding would complete all work needed to get the project ready for construction. Funding is currently available to complete design for the three Early Work Packages and advance Main Construction Package design to 30%. Design, right of way and utility work could be complete by 2025 if funding is provided in 2023.
Right of Way and Utilities	\$60 – \$80	Purchase all property and complete utility relocations needed to ready for construction of Early Work Packages and Main Construction Package.
Additional Investments Needed to Ready for Construction		
Early Work Package Construction	\$300 – \$375	Early Work Package construction can move forward within two years of funding being made available, but will have minimal congestion relief benefits prior to construction of Main Construction Package.
Main Construction Package	\$950 – \$1,200	Includes significant improvements on I-5 and construction of highway cover to reconnect Albina neighborhood. Can move forward as early as 2028, pending completion of design and availability of funding.

Cost estimating will continue throughout project design; refined cost estimates will be completed when finalizing the Early Work Package designs and advancing the Main Construction Package design.

Project delays significantly impact costs, as inflation increases the cost of construction and continues to do so over time. Table 6 summarizes the inflation impact, assuming a 3.5% annual inflation rate, for any additional delays to the start of construction of the I-5 Rose Quarter Improvement Project. This demonstrates the cost of delay due to inflation depending on the construction start year, independent of any other changes or factors.

Table 6: Cost of Inflation on I-5 Rose Quarter

Construction Year and Associated Total Project Cost Estimate (\$M)				
Project	2025	2026	2028	2030
<i>I-5 Rose Quarter</i>	\$1,500 – \$1,900	\$1,550 – \$1,975	\$1,650 – \$2,100	\$1,775 – \$2,250

Funding sources for remaining phases of the Rose Quarter could include:

- » Revenues from RMPP tolls, which have not yet been estimated as ODOT and the region have not yet determined the project’s tolling framework;
- » Federal competitive grants such as INFRA and Reconnecting Communities. ODOT anticipates that these grants could provide \$100 million or more for the project. Reconnecting Communities funding could be critical to funding the project’s highway cover. Securing federal grants will require identifying much of the project’s funding so the federal funding can complete the project’s construction funding;
- » Additional state funding; and
- » Funding from the STIP.

I-205 Phase 2

I-205 Phase 2, which includes bridge investments to make the corridor earthquake-ready as well as a third lane between Stafford Road and the Abernethy Bridge, is estimated to cost approximately \$550 million to \$600 million. Much of this cost could be covered by tolls on the I-205 Tualatin River Bridges or from RMPP toll revenue generated on the I-205 corridor. Funding could also be provided from future state and federal resources in the STIP, and ODOT could also seek federal competitive grant funding, such as an INFRA grant from US DOT.

After implementation of tolling on the Abernethy Bridge in 2026 and further analysis of traffic impacts from the RMPP, ODOT will assess the need, timing, and resources available for these improvements on the I-205 corridor. Additional environmental review and federal approvals are required for this phase.

Table 7 shows the additional investment needs for I-205 Phase 2.

Table 7: I-205 Phase 2 – Additional Investments

Element	Cost (\$M)	Notes
Tualatin River Bridges and Borland Bridge	\$125 – \$175	Replacing Tualatin River Bridges and Borland Bridge with new structures will make the corridor earthquake ready (using interchange ramps for temporary detours). Could move forward independent of the additional lane in 2024 if funding is available and environmental review is complete.
Full I-205 Phase 2 (additional lane and all bridges)	\$550 – \$600	Adds a missing third lane between Stafford Road interchange and Abernethy Bridge over the Willamette to provide significant safety improvements and congestion relief. Includes replacement of Tualatin River Bridges and seismic upgrades to a total of nine bridges to make the corridor fully earthquake ready. Requires completion of environmental review.

The cost estimate for full I-205 Phase 2 shown in **Table 7** is based on a construction start in 2025. **Table 8** summarizes the cost of inflation with delay to the I-205 Phase 2 construction start, reflecting the cost of inflation alone and absent any other changes or factors.

Table 8: Cost of Inflation on I-205 Phase 2 (Full Project)

Construction Year and Associated Total Project Cost Estimate (\$M)				
Project	2025	2026	2028	2030
I-205 Phase 2 (Full Project)	\$550 – \$600	\$570 – \$620	\$610 – \$670	\$650 – \$715

I-5 Boone Bridge and Seismic Improvement Project

The I-5 Boone Bridge and Seismic Improvement Project is early in the project development process, having only recently started preliminary planning work. It is the UMS project farthest from construction, with a projected construction start date of 2030. Funding may be available in the future from RMPP toll revenues, future state contributions, funding in the STIP, and federal grants such as INFRA. ODOT does not plan to begin environmental review and design until greater clarity on funding opportunities for the project is available after the RMPP Level 2 traffic and revenue analysis is complete.

Table 9 shows the additional investments needs for I-5 Boone Bridge.

Table 9: I-5 Boone Bridge – Additional Investments

Element	Cost (\$M)	Notes
Environmental review and design	\$50	Will complete environmental review and design to get the project ready for construction.
Construction	\$545 – \$670	Estimate will be refined through environmental review and design processes.

Regional Mobility Pricing Project (RMPP)

The RMPP's costs are expected to be covered from the tolls collected on the project. ODOT will gain insight into projected funding from RMPP after completion of a Level 2 traffic and revenue analysis in 2024. **Table 10** shows the additional investment needs for RMPP.

Table 10: Regional Mobility Pricing Project – Additional Investments

Element	Cost (\$M)	Notes
Final design and construction	\$140 – \$190	Construction costs will depend on decisions made through the environmental review process, including the number of gantries and other technology required. The current schedule shows toll collection could begin about two years after NEPA and final design are complete.