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Wednesday, December 14, 2022

7:30 AM – 9:00 AM

Virtual Meeting:

<https://clackamascountry.zoom.us/j/87873923157?pwd=YTdMZnNITzBoTHE4N1ZhYzRjc2FiQT09>

Telephone option: 1 (253) 215-8782

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## Agenda

**7:30 a.m. Welcome & Introductions**

**7:35 a.m. Other Business**

- Regional Mobility Pricing Project - Public Comment Period  
*Presenting: Garet Prior, Toll Policy Manager – ODOT; Josh Channell - WSP*
  - [Latest News](#)
  - [RMPP Scoping and Comment Page](#)

**8:15 a.m. JPACT ([JPACT Materials](#))**

- 2023 Regional Transportation Plan (RTP) Call for Projects Framework  
*Presenting: Steve Williams, Principle Transportation Planner - ClackCo*
- TPAC Update

**8:40 a.m. MPAC**

- September MPAC Debrief  
*Reporting: MPAC Members*

<b>Attachments:</b>	MPAC and JPACT Work Program	Page 02
	RMPP Fact Sheet	Page 05
	RMPP Draft Project Need	Page 09
	RMPP NEPA Proposed Action	Page 19
	RMPP RMPP Community & Environmental Resources	Page 26
	CTAC Memo: Call for Projects Timeline	Page 28
	2023 RTP Call for Projects Policy Framework	Page 30
	TPAC Memo	Page 36

## **2022 JPACT Work Program**

***As of 10/12/2022***

*Items in italics are tentative*

<p><b><u>September 15, 2022</u></b></p> <ul style="list-style-type: none"> <li>• Resolution No. 22-5283, For the Purpose of Adding New or Amending Existing Projects in the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Complete Required Phase Slips and Make Required Corrections to Meet Fall Obligations or Federal Approval Steps (SP23-01-SEP) <b>(consent)</b></li> <li>• <b>Resolution No. 22-5284</b> For the Purpose of Allocating \$152.7 Million of Regional Flexible Funding for the Years 2025-2027, Pending Adoption of the 2024-2027 Metropolitan Transportation Improvement Program (Dan Kaempff (he/him), Metro; 30 min) <b>(action)</b></li> <li>• 2023 Regional Transportation Plan (RTP) Vision &amp; Goals (Kim Ellis (she/her), Metro; 30 min)</li> <li>• Regional Congestion Pricing Policy (Alex Oreschak (he/him), Metro; 30 min)</li> </ul> <p><i>September 29<sup>th</sup>- RTP Council/JPACT Workshop 7:30am-9:30am</i></p> <ul style="list-style-type: none"> <li>• Safe and Healthy Urban Arterials (John Mermin &amp; Lake McTighe, Metro)</li> </ul>	<p><b><u>October 20, 2022</u></b></p> <ul style="list-style-type: none"> <li>• <b>Resolution No. 22-5289</b> For the Purpose of Adding Existing Projects in the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Meet Required Fall Obligation Targets or Federal Approval Steps (OC23-02-OCT) <b>(consent)</b></li> <li>• TriMet Forward Together service hours restoration plan (TriMet Staff; 20 min)</li> <li>• Recap of RTP Council/JPACT workshop: Safe and Healthy Urban Arterials (Margi Bradway (she/her), Metro, Lake McTighe (she/her), Metro; 30 min)</li> <li>• Metro/ODOT Regional Mobility Policy Update: Draft Policy and Implementation Action Plan (Kim Ellis (she/her), Metro, Glen Bolen (he/him), ODOT, Susie Wright (she/her), Kittelson and Associates; 45 min)</li> </ul> <p><i>October 27<sup>th</sup>- RTP Council/JPACT Workshop 7:30am-9:30am</i></p> <ul style="list-style-type: none"> <li>• High-Capacity Transit Strategy Update/Future of Transit in the Region (Ally Holmqvist, Metro)</li> </ul>
<p><b><u>November 17, 2022</u></b></p> <ul style="list-style-type: none"> <li>• Draft Regional Mobility Policy for 2023 RTP (Kim Ellis (she/her), Metro, Glen Bolen (he/him), ODOT; 20 min)</li> <li>• RTP - Call for Projects for 2023 RTP &amp; RTP Financial Plan: Revenue Forecast (Ted Leybold (he/him), Metro; 50 min)</li> <li>• 2023 RTP Needs Assessment (Eliot Rose (he/him), Metro; 30 min)</li> </ul>	<p><b><u>December 15, 2022</u></b></p> <ul style="list-style-type: none"> <li>• <i>2023 Regional Transportation Plan Call for Projects Policy Framework and Draft Revenue Forecast (Margi Bradway (she/her), Metro, Kim Ellis (she/her), Metro; 45 min)</i></li> <li>• <i>Climate Smart Strategy Update Workshop Recap (Margi Bradway (she/her), Metro, Lake McTighe (she/they), Metro; 30 min)</i></li> </ul>

<p><i>November 10th- RTP Council/JPACT Workshop 7:30am-9:30am</i></p> <ul style="list-style-type: none"> <li>• Climate Smart Strategy Update (Kim Ellis (she/her), Metro, Eliot Rose (he/him), Metro, Thaya Patton, Metro)</li> </ul>	<ul style="list-style-type: none"> <li>• Ultra-High Speed Ground Transportation update (Ally Holmqvist)</li> <li>• Freight Commodity Study (Tim Collins, Metro)</li> <li>• Sunrise Community Vision Project – <i>Tentative (Clackamas County)</i></li> </ul>
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Parking Lot:

- *Hwy 26/Westside Transportation Study – briefing (20 min, Matt Bihn & ODOT)*
- *Regional Emergency Transportation Routes Update Phase 2 (John Mermin, Metro and Laura Hanson, RDPO)*
- *82nd Avenue – Elizabeth Mros-O’Hare, Metro and City of Portland*
- *RTP - High Capacity Transit Strategy Update for 2023 RTP (Ally Holmqvist, Metro) (January 2023)*
- *82nd Avenue Project Update – Elizabeth Mros Ohare - City of Portland (Fall 2022)*
- *Burnside Bridge- Vote (Alex Oreschak, Metro; Megan Neil, Multnomah County)*
- *Carbon Reduction Program (action)*
- *Rose Quarter MTIP Amendment (action)*
- *Burnside Bridge- Vote (Alex Oreschak, Metro; Megan Neil, Multnomah County) (action)(January)*
- **Carbon Reduction Program Introduction & Proposal (January)**
- **Carbon Reduction Program Approval (action) (February)**
- *2023 RTP – Finance Plan (Ted Leybold, Metro)*
- *Transit Oriented Development (Andrea Pastor, Metro) (march or april)*

## **2022 MPAC Work Program**

***As of 10/11/2022***

*Items in italics are tentative*

<p><b><u>September 28, 2022</u></b></p> <ul style="list-style-type: none"> <li>• Revisiting shelter siting: MPAC member roundtable (30 min)</li> <li>• Propose draft UGB exchange considerations (Tim O’Brien (he/him), Metro, Ted Reid (he/him), Metro; 35 min)</li> <li>• Regional Congestion Pricing Policy Report 2023 RTP (Alex Oreschak) (30 min)</li> </ul>	<p><b><u>October 26, 2022</u></b></p> <ul style="list-style-type: none"> <li>• UGB exchange considerations, COO recommendation (Tim O’Brien (he/him), Metro, Ted Reid (he/him), Metro; 45 min)</li> <li>• 2023 RTP High Capacity Transit Strategy Update: Network Vision (Ally Holmqvist (she/her), Metro; 30 minutes)</li> <li>• TriMet Forward Together service hours restoration plan (Grant O’Connell, TriMet; 20 min)</li> </ul>
<p><b><u>November 09, 2022</u></b></p> <ul style="list-style-type: none"> <li>• MPAC Recommendation of UGB Exchange Considerations (Tim O’Brien (he/him), Metro, Ted Reid (he/him), Metro; 45 min) <b>(action)</b></li> <li>• RTP Needs Assessment and Performance Measures (Eliot Rose (he/him), Metro; 30 min)</li> <li>• Factors of Homelessness: Regional Cooperation</li> </ul>	<p><b><u>December 14, 2022</u></b></p> <ul style="list-style-type: none"> <li>• <i>Factors of Homelessness: Summary/Memo/ Lessons Learned</i></li> <li>• Freight Commodity Study (Tim Collins, Metro)</li> <li>• <i>Policy Framework for 2023 Regional Transportation Plan Call for Projects (Kim Ellis (she/her), Metro; 35 min)</i></li> <li>• <i>RTP - Climate Smart Strategy Update and Climate Analysis for 2023 RTP (Kim Ellis, Metro) (30 min)</i></li> </ul>

*Note: Some 2023 RTP topics are placeholders pending approval of the work plan and engagement plan by JPACT and the Metro Council.*

# Congestion pricing on I-5 and I-205

The Federal Highway Administration and the Oregon Department of Transportation (ODOT) are beginning an environmental analysis to identify the potential benefits and negative impacts of congestion pricing on I-5 and I-205. This proposal is known as the Regional Mobility Pricing Project.

## What is congestion pricing?

Congestion pricing describes a type of toll that aims to improve mobility, travel times, and reliability by charging a higher price during peak traffic periods and congested locations. Charging a variable rate toll would decrease the number of people using the highway at the most congested times, reducing traffic congestion and providing a more reliable trip for people that remain on the highway at rush hours.

People would know the cost of their trip before they get on the road to make informed choices about how and when they travel. When a small number of drivers choose other options instead of driving alone during rush hour, it improves travel times and reliability, reduces regional greenhouse gas emissions, and allows more drivers to use these highways efficiently. Other options that drivers may choose include taking fewer trips, choosing alternate destinations, carpooling, or traveling by a different mode or at a different time (or a combination of these).



Project area for the Regional Mobility Pricing Project and I-205 Toll Project.

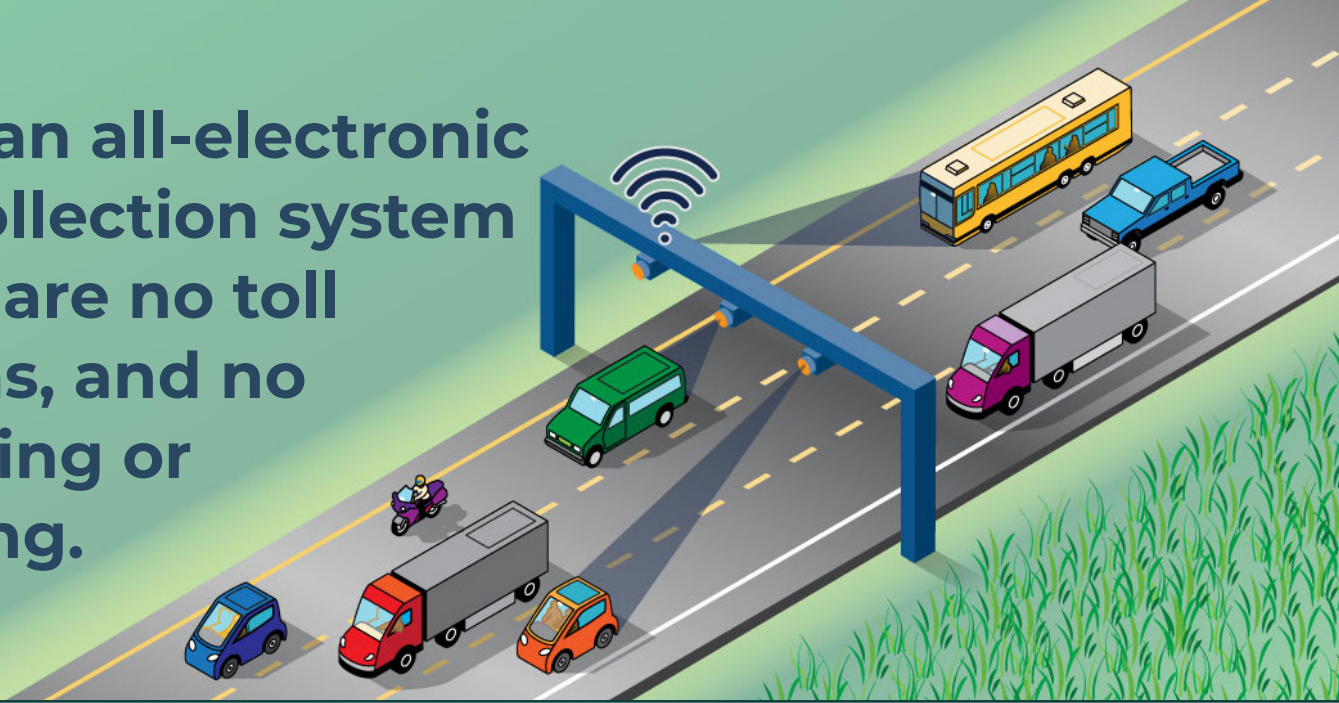
Scan the code to go to the website.



## Learn more and share your voice!

Visit our website for information and submit comments on the scope of our study by Jan. 6, 2023: [oregontolling.org](http://oregontolling.org)

**With an all-electronic toll collection system there are no toll booths, and no stopping or slowing.**



## Proposed Action

We have developed a “Proposed Action,” which describes the project concept we will study and how congestion pricing could work on I-5 and I-205. In the environmental analysis, we will study how the Proposed Action affects community and environmental issues such as air quality, safety, traffic congestion, and rerouting onto other streets.

The Proposed Action has been informed by planning, public input and analysis over the past several years.

**Tolling on all lanes of I-5 and I-205.** The project includes congestion pricing all existing lanes of the interstates, rather than pricing a single existing lane or a newly constructed lane.

**Why?** Early analysis shows that tolling all lanes, as compared to tolling a single express lane, would provide the most congestion relief while keeping costs lower for all drivers.

**Tolls based on a set schedule.** A set schedule allows drivers to determine the cost of their trip ahead of time to plan their travel. Trip costs would vary depending on the specific trip.

**Why?** People need predictable toll costs to plan travel.

**Tolls based on location and time of day.** The toll rate schedule would vary based on time of day and location, known as variable rate tolls. Drivers would be charged higher toll rates at congested locations during morning and afternoon rush hours and lower tolls at less congested locations during other times of day.

**Why?** A toll would decrease the number of people using the highway at the most congested times, reducing traffic congestion and providing a more reliable trip for people that remain on the highway.

**Toll rates would be monitored and adjusted after tolling begins.** Toll rates adopted by the Oregon Transportation Commission would be informed by traffic modeling. After tolling begins, the schedule would be monitored and adjusted periodically based on actual (not modeled) traffic data.

**Why?** Regular updates help the system evolve over time as the region continues to grow and traffic patterns change. Monitoring and adjusting toll rates based on actual traffic data would ensure congestion pricing continues to reduce congestion while minimizing rerouting onto other streets well into the future.

**Tolls on all of I-5 and I-205 in the Portland, Oregon metropolitan area.** Tolls are being studied on I-5 between the Columbia River and the Boone Bridge in Wilsonville and on I-205 from the Columbia River to where I-205 intersects with I-5 in Tualatin. Depending on the study results, the actual tolled area may be reduced before tolls are implemented. Two other toll projects are proposed in the Portland metropolitan area to reduce traffic congestion and upgrade important bridges: the [Interstate Bridge Replacement Program](#) and [I-205 Toll Project](#) – drivers would not pay an additional toll on sections already tolled by these other projects.

**Why?** Studying the project in combination with other toll projects and using the largest area of effect during the environmental review process allows for the most accurate results. After or during the environmental analysis, the toll boundaries may be adjusted to meet congestion relief goals.

**Drivers would pay a toll through an all-electronic collection system.** Drivers would not stop to pay a toll. When driving on I-5 and I-205, vehicles would go under a structure with equipment to read a toll tag – a sticker that attaches to a car’s windshield. If no tag is detected, a temporary photo would be taken of the license plate, and the registered driver would receive a bill in the mail.

**Why?** All-electronic tolling saves time for travelers, and you never have to stop.



## In addition, we will evaluate:

- Pricing at various times of day at all locations. This allows us to identify the greatest degree of potential effects. This may be adjusted during or after the environmental analysis.
- A congestion pricing structure that reduces traffic congestion while minimizing rerouting onto local roadways.
- Discount options for people experiencing low incomes and other approaches to develop a low-income toll program and best practices for implementation. ODOT issued a [Low Income Toll Report](#) in September 2022 to describe an approach for developing a low-income toll program, which will be applied to this project.



## How will we identify the benefits and potential impacts of the Proposed Action?

We will analyze how the Proposed Action affects community and environmental issues such as air quality, safety, traffic congestion, and rerouting on local streets. In 2023, we'll share the results for public review and comment in a formal report, called an Environmental Assessment. The Environmental Assessment is an important step to meet the requirements of the National Environmental Policy Act (NEPA) and obtain a federal decision for tolling on I-5 and I-205. The earliest tolling could begin under the Regional Mobility Pricing Project is in late 2025.

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The information in this document, and the public and agency input received, may be adopted or incorporated by reference into a future environmental review process to meet the requirements of the National Environmental Policy Act.



# Regional Mobility Pricing Project

## Purpose

The purpose of the Regional Mobility Pricing Project (RMPP) is to use congestion pricing on Interstate-5 (I-5) and Interstate-205 (I-205) to manage traffic congestion on these facilities in the Portland, Oregon metropolitan area in a manner that will generate revenue for transportation system investments.

## Need for the Proposed Action

### Daily traffic congestion is negatively affecting the quality of life in the growing Portland region.

In the Portland metropolitan area<sup>1</sup>, people use I-5 and I-205 to get to work and school, shop, recreate, and congregate. Traffic congestion creates long backups of vehicles traveling at slow speeds—a scenario that many people experience daily while traveling during the morning and evening rush hours. Interstate 5 has the most bottlenecks (10) of any highway in the Portland region which illustrates the severe congestion along I-5, particularly in the northbound direction where multiple bottlenecks overlap. The most significant northbound bottleneck locations on I-5 occur at the Interstate Bridge to Capital Highway (12.2 mile bottleneck length, 8.75 hours of daily congestion), I-405 diverge to I-84 merge (1.3 miles, 8.0 hours), and Marquam Bridge to Hood Ave (1.1 miles, 8.0 hours), and the most significant southbound bottleneck locations on I-5 occur at Killingsworth to Interstate Bridge (3.0 miles, 6.5 hours) and I-84 to Rosa Parks (3.3 miles, 12.5 hours) (ODOT 2021a).

There are six primary bottlenecks on I-205, three in each direction. The NB Bottleneck Locations on I-205 occur at the Glenn Jackson Bridge to Sunnyside (11.3 miles, 7.0 hours), Division/Powell to Sunnyside (5.00 miles, 33.75 hours), and Abernethy Bridge to I-5 (8.3 miles, 4.25 hours), and the SB bottleneck locations are at Powell to Airport Way (5.6 miles, 4.0 hours), 82<sup>nd</sup> Ave to Sunnyside (3.1 miles, 3.0 hours), and 10<sup>th</sup> St to 82<sup>nd</sup> Ave (4.4 miles, 3.5 hours) (ODOT 2021a).

Congested conditions on I-5 and I-205 result in traffic rerouting to other highways in the region (I-405, US 26, etc.), local streets, and arterial streets. This rerouting results in additional traffic congestion and creates potential safety conflicts. Crash frequency on both freeways and arterials tends to increase with

#### What is a toll?

A toll is a fee imposed to drive on a road or bridge. Bridge tolls and roadway tolls have been used for centuries to pay for construction and maintenance of the facility. Historically, travelers had to stop and pay in cash, but that is no longer necessary with modern technology (FHWA, n.d.)

#### Is congestion pricing the same thing?

The term congestion pricing describes a type of tolling where drivers are charged a higher price during peak traffic periods. The higher fee encourages some drivers to consider using other travel options such as carpools or transit, or change their travel time to other, less congested times of the day, or not make the trip at all. If a small percentage of drivers choose another mode of travel or time of travel, it could reduce traffic congestion for those who can't modify their trip and improve traffic flow for the entire system. The benefits of congestion pricing are well documented, based on the experiences of multiple toll and express lane projects in operation across the country (FHWA 2017).

<sup>1</sup> Portland metropolitan area refers to the Portland-Vancouver-Hillsboro, OR-WA Metropolitan Statistical Area.

the congestion levels and stop-and-go traffic. The conditions caused by traffic congestion make travel unreliable such that drivers and transit riders cannot predict how long it will take them to get to work, home, services, or childcare arrangements.

Forecasts for the region show that population and employment will continue to steadily grow. The Portland metropolitan area population is expected to grow from approximately 2.5 million residents in 2018 to more than 3 million by 2040 (23%) and more than 3.5 million by 2060 (43%) (Census Reporter 2018; Metro 2016). Since 2011, job growth in Portland has outpaced the nation year over year: In 2019, Portland grew at an average annual rate of 2% compared to the U.S. average of 1.6% (Portland Business Alliance 2020). By 2039, the number of vehicles travelling along Interstate 5 per average weekday in the Portland region is projected to be between 127,200 and 192,900, depending on the freeway segment (ODOT 2020), which is an approximate increase of 18% from 2017 traffic counts. Planned roadway projects, improvements in transit, and increased use of active transportation modes (bicycles, walking, etc.) will not fully address the increase in daily trips and increased hours of traffic congestion (Metro 2018a).

#### COVID-19 Pandemic Traffic

Traffic volumes decreased significantly during the early days of the COVID-19 pandemic, and rush-hour traffic congestion has not been as severe as it was before the pandemic. With the economy reopening, vehicle numbers are increasing. As of July 2021, the Portland metropolitan area state-highway volumes are only 3% to 5% below pre-pandemic levels for weekday traffic and 4% to 7% below weekend traffic. ODOT expects that traffic levels will continue to return to pre-pandemic levels and grow in the future (ODOT 2021b).

### Traffic congestion adversely affects the Portland metropolitan area economy.

Oregon's economy depends on a functional transportation system in the Portland metropolitan area to efficiently move people, goods and service providers. Oregon is a trade-dependent state, relying heavily on exports from our farms, forests and factories to create jobs. Freight moves to and from the Portland metropolitan area and across the state of Oregon primarily by commercial trucking. I-5 is a vital north-south interstate, connecting the markets and industries of the entire west coast of North America. In order to be competitive in global markets, the transportation system must efficiently move people, goods and services. Thus, the highway transportation system is critical to the economic strength of the Portland metropolitan area and Oregon businesses and households (ODOT 2017).

Traffic congestion affects the Portland metropolitan area economy through slow and unpredictable travel times for freight services, small businesses, employers, employees, and all highway users. Unreliable travel times can cause late fees for truck deliveries, missed opportunities for additional deliveries, and reduce the number of work sites a service provider can access in a day. From 2015 to 2017, drivers in the Portland region experienced an 18.5% increase in the number of hours of traffic congestion. In 2015, the daily cost of traffic congestion in the Portland metropolitan area was \$1.7 million, which increased to \$2.0 million in 2017 (ODOT 2018).

Of the interstate freight routes in the Portland region, I-5 carries the highest freight volume, ranging from 10,000 to 19,000 trucks per day, while I-205 carries the second-highest freight volume, ranging from 7,800 to 14,000 trucks per day (ODOT 2018). Additionally, according to the American Transport Research Institute, three of the top 100 freight bottlenecks in the nation are within the Portland metropolitan area, including #28 – I-5 at I-84 (Rose Quarter), #33 – I-5 Interstate Bridge and #83 – I-5 at I-205 (South).

**State and federal transportation revenue sources are increasingly insufficient to fund transportation infrastructure needs.**

ODOT's transportation funding originates from a mix of state (approximately 77%) and federal (approximately 23%) sources (ODOT 2022). The State Highway Fund relies on a three-pronged approach: the gas tax, weight-mile tax, and driver and motor vehicle fees, and the Federal Highway Trust Fund is funded primarily by federal fuel taxes. These sources have not kept pace with the costs of maintaining Oregon's transportation system or constructing new transportation projects. These state and federal funds have not been adjusted to reflect increasing construction costs, rising inflation, a more fuel-efficient State of Oregon vehicle fleet, and growing transportation infrastructure demand. Especially on the state level, escalating expenditures to maintain aging infrastructure, perform seismic upgrades for state bridges, and complete needed construction have increased financial needs. Simultaneously, despite recent federal investments in transportation infrastructure including, e.g., the Infrastructure Investment and Jobs Act of 2021, federal funding has not kept pace with rising transportation costs over the last several decades (Congressional Budget Office 2020). For example, the federal gas tax has not been adjusted since 1993, and federal funds have been supplemented by increasing state-based contributions including from sources outside of state fuel taxes (Oregon Legislative Revenue Office 2022).

Compounding the need for additional transportation revenue is Oregon's substantial increase in travel demand as the state experiences population and employment growth, particularly in the Portland metropolitan area. Thus, additional means to generate revenue are required in order to meet the Portland metropolitan area and greater Oregon transportation needs. ODOT must explore every possible method for maximizing use of its existing infrastructure while developing new, recurring funding sources for future transportation investments. In its plans and policies, ODOT has consistently identified tolling and congestion pricing as important tools to generate needed revenue.

**Our regional transportation system must reduce greenhouse gas emissions by managing congestion.**

Climate change is a significant threat to Oregon's economy, environment, and way of life (Gov. Kate Brown 2019). To address climate change and its negative impacts such as extreme temperatures and flooding, Oregon has committed to reducing greenhouse gas emissions by at least 45% below 1990 levels by the year 2035, and by 80% by 2050 (EO 20-04 2020). The transportation sector creates approximately 36% of greenhouse gas emissions in Oregon (Oregon Global Warming Commission 2020). Traffic congestion leads to an increase in fuel consumption and carbon dioxide emissions. During congestion, vehicles spend more time on the road, idling or crawling, and undergoing numerous acceleration and deceleration events that leads to an increase in emissions.

To help meet the state's goals for greenhouse gas reduction, total vehicle emissions in the Portland metropolitan area must be reduced by decreasing the number of hours vehicles spend stuck in traffic, the amount of stop-and-go traffic, and the vehicle miles traveled by motor vehicles. Vehicle electrification and the use of non-carbon propulsion can greatly reduce greenhouse gas emissions. Current air emissions

models already account for a transition of the vehicle fleet to low- and non-carbon energy over time.<sup>2</sup> Even with this transition, greater reductions are needed to meet the state's goals.

**A lack of comprehensive multimodal travel options in the Portland metropolitan region contributes to congestion and limits mobility.**

Multimodal travel accommodates a wide range of travel methods including walking, bicycling, driving, and public transportation. Multimodal travel can increase transportation system efficiency and accommodate more trips in the same amount of space, thereby reducing roadway congestion. When effectively integrated, multimodal travel can help advance various environmental, health, and congestion-mitigating benefits for communities, such as creating a more equitable system, reducing crash frequency, and reducing greenhouse gas emissions. Multimodal travel results in a reduction of vehicle emissions, which in turn improves air quality and reduces greenhouse gas emissions (USDOT 2015). Multimodal travel provides additional access to populations who do not drive, such as youth, seniors, people with disabilities, low-income residents, and those who do not own a car (Litman 2021).

Transit service in the Portland metropolitan area is not evenly or widely distributed, and it is not possible for many people to use transit as an alternative to automobile travel (Metro 2018a). In many places in the region, gaps exist in sidewalks, bike lanes and regular, frequent transit service is not available (Metro 2018a). Additionally, land use patterns result in transit service and active transportation facilities that are often very distant from residential areas and job centers, preventing safe or convenient access to these facilities. Finally, transit and active transportation service and facilities are often not available late at night, when many people travel, especially shift workers. Therefore, despite the benefits of transit and active transportation, alternatives to personal vehicle use are not presently a viable option for all road users in the region, and regional coordination is needed to plan, fund, and implement multimodal travel options.

**The Portland metropolitan area's transportation networks have resulted in inequitable outcomes for historically and currently excluded and underserved communities.**

Many urban interstate highways and major civic centers were deliberately built through neighborhoods with concentrations of people experiencing low incomes and communities of color, often requiring the destruction of housing and other local institutions (Federal Register 2021). In the eastern Portland metropolitan area, the construction of I-205 exemplifies these outcomes where the planned highway alignment was changed due to political motivation and public protest (Fackler 2009). The alignment was moved away from Lake Oswego, farther east and south into Clackamas County and farther east in Portland, away from majority white and wealthier cities, reinforcing social and economic inequity (Invisible Walls 2019). In Central Portland during the 1950s and 1960s, the construction of I-5, the Veterans Memorial Coliseum, Emanuel Legacy Hospital, the Portland Public School Blanchard site, and urban renewal programs divided and displaced communities in North and Northeast Portland, affecting and burdening communities of color – especially Black communities – in the historic Albina neighborhood (Gibson 2007).

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<sup>2</sup> The U.S. Environmental Protection Agency MOVES model estimates emissions for mobile sources at the national, county, and project level for criteria air pollutants, greenhouse gases, and air toxics, and can be used to model the impacts of changing fractions of fully electronic passenger cars, passenger trucks, and light commercial trucks (EPA 2021b).

Because of these discriminatory transportation policies and politics, a geographic mismatch exists between job locations, essential resources, community services, and housing that is affordable (Oregonian 2012). This disproportionality affects communities of color, immigrant communities, people experiencing low income, lesbian, gay, bisexual, transgender, gender non-conforming, and queer (LGBTQ+) individuals, and people living with a disability (Federal Register 2021). Members of these communities have fewer transportation options and travel farther between destinations, which increases transportation costs and dependence on unreliable travel options and adds more time in traffic congestion. Between 2002 and 2012, the number of jobs accessible within a typical commute (7.1 miles for the Portland Metro service area) held steady for white households but fell 12 percent for African Americans, 3 percent for Latin American households, and 4 percent for low-income households (Metro 2018b).

Collectively, these transportation and land use decisions, and the systems that led to them, have resulted in discrimination and unequal investment in these communities. This leads to lasting trauma and continued economic, social, and health impacts for historically and currently excluded and underserved individuals and communities (Federal Register 2021).

For communities located near transportation-related activities, there is a greater risk of concentrated air pollutants and heat islands. Communities located near major roads can experience increased air pollution from cars, trucks, and other motor vehicles, and can have an increased incident and severity of health problems associated with air pollution exposures (EPA 2014). Higher amounts of traffic, congestion, stop-and-go movement, or high-speed operations can increase the emissions of certain pollutants (EPA 2014). Areas with large areas of pavement for transportation uses such as parking areas and roadways can create heat island areas, areas with ground temperatures substantially higher than surrounding areas with less pavement (EPA n.d). Minority communities and individuals experiencing low-income are often in close proximity to high traffic roads and transportation land uses and therefore at an increased risk of exposure to ambient air pollution, heat island areas, and their related health effects (EPA 2021a).

### ODOT's Commitment to Equity

ODOT acknowledges that past land use and transportation investments have resulted in negative cultural, health, economic, and relational impacts to local communities and populations and that these investments have disproportionately affected historically and currently excluded and underserved communities. ODOT recognizes that these communities have historically been left out of transportation planning and the decision-making process.

ODOT is committed to serving all Oregonians equitably. To meet this commitment to equity, the Oregon Toll Program convened an Equity and Mobility Advisory Committee (EMAC) made up of equity and mobility experts and advocates who meet regularly and provide input on how tolling on the freeway system can include benefits for populations that have been historically excluded or underserved by transportation planning projects. Together with the EMAC, the Oregon Toll Program developed an [Equity Framework](#) to identify the burdens and benefits of tolling and provide a process for determining how to equitably distribute the burdens and benefits from the toll projects. ODOT will engage communities who use or live near the Project area, especially those who have been historically and are currently excluded and underserved, to participate throughout the development of a project concept, decision-making, and continuing through Project implementation and monitoring.

## Goals and Objectives

Project goals and objectives are desirable outcomes of the Project including and beyond the Purpose and Need Statement. The following goals and objectives reflect input collected during the Project's Summer-Fall 2021 engagement and from the Value Pricing Feasibility Analysis Policy Advisory Committee, partner agencies, the Equity and Mobility Advisory Committee, and other Project stakeholders; these goals and objectives will be considered in comparing a congestion pricing Proposed Action against the future No Action (no congestion pricing) alternative. Many of these goals and objectives relate to more than one of the need statements provided above. These goals are not listed by order of priority but are generally grouped by the need statements above.

- **Goal: Support management of congestion and travel demand.**
  - Design the congestion pricing system to improve efficient use of roadway infrastructure and improve travel reliability.
  - Design the congestion pricing system to reduce per capita vehicle miles traveled and vehicle hours traveled to use existing and planned infrastructure efficiently.
- **Goal: Provide benefits for historically and currently excluded and underserved communities.**
  - Maximize benefits and minimize burdens associated with implementing congestion pricing.
  - Support equitable and reliable access to job centers and other important community places.
  - Support equitable and reliable access to health promoting activities.
  - Design the congestion pricing system to support affordable travel options for people experiencing low incomes.
- **Goal: Limit additional traffic diversion from congestion pricing on I-5 and I-205 to affected roads and neighborhoods.**
  - Design the congestion pricing system to limit rerouting of trips away from I-5 and I-205.
  - Design the congestion pricing system to minimize impacts to quality-of-life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting.
  - Identify potential effects to Equity Framework identified communities and work with local agencies to address diversion routes so that they are not disproportionately impacted by rerouting.
  - Collaborate with local agencies to address the impacts of diversion to transit, bicyclists, and pedestrians.
- **Goal: Support multimodal transportation choices to provide travel options and manage congestion.**
  - Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (for example, taking transit, walking, biking, teleworking).
  - Collaborate with transit providers to support availability and enhancements to transit and other transportation services complementary to congestion pricing on I-5 and I-205, especially for historically and currently excluded and underserved communities.

- **Goal: Create a sustainable revenue stream to fund maintenance, improvements and modernization of existing infrastructure, as well as other transportation system investments.**
  - Develop a congestion pricing program that provides long-term sustainable funding for toll program implementation, operation, and modernization over time
  - Provide net revenues after toll program costs to fund routine operations, maintenance, modernization and improvements on the tolled portions of I-5 and I-205.
  - Generate sufficient revenue such that net revenues after toll program are available to support transportation system investments.
- **Goal: Support safe travel regardless of the transportation mode.**
  - Improve vehicle safety on I-5 and I-205 by managing congested conditions.
  - Support safe multimodal travel options (for example, walking, bicycles, transit, and automobiles) on roadways affected by congestion pricing.
- **Goal: Contribute to regional improvements in air quality and reductions in GHG emissions that contribute to climate change effects.**
  - Contribute to reduced greenhouse gas emissions in the Portland metropolitan area by managing congestion, therefore resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-5 and I-205 and on local roadways affected by congestion pricing.
  - Reduce localized air pollutants by managing congestion and improving travel efficiency, particularly where pollutants may be concentrated due to traffic congestion.
  - Reduce the per capita amount of motor vehicle miles traveled and motor vehicle hours traveled to contribute to regional improvements to air quality and reduction of greenhouse gas emissions.<sup>3</sup>
- **Goal: Support statewide and regional economic growth.**
  - Provide for reliable and efficient regional movement of goods and people on the tolled portions of I-5 and I-205.
  - Provide for reliable and efficient movement of goods and people on local roadways affected by congestion pricing.
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities.
- **Goal: Maximize integration with future congestion pricing systems and other transportation systems.**
  - Design a congestion pricing system that can be expanded in scale, integrated with congestion pricing on other regional roadways, or adapted to future congestion pricing system applications.
  - Design a congestion pricing system that is interoperable with other transportation systems in the region and nearby states.

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<sup>3</sup> Reducing vehicle miles traveled and vehicle hours traveled has benefits across multiple goals, such as for goals related to congestion management and for goals related to reductions of air pollutants and greenhouse gas emissions from vehicles and fuel use.

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*Consistent with the requirements of 23 U.S.C. 168, the information in this document, and the public and agency input received, may be adopted or incorporated by reference into a future environmental review process to meet the requirements of the National Environmental Policy Act.*

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# Regional Mobility Pricing Project

## Proposed Action for NEPA Analysis

*Consistent with the requirements of 23 U.S.C. 168, the information in this document, and the public and agency input received, may be adopted or incorporated by reference into an environmental review process to meet the requirements of the National Environmental Policy Act.*

### What is being proposed

ODOT is proposing to implement and operate congestion pricing on all lanes of approximately 55 miles of Interstate-5 (I-5) and Interstate 205 (I-205) in the Portland metropolitan area. Congestion pricing is a type of tolling that charges higher prices during peak traffic periods and at more congested locations. The higher toll encourages drivers to consider other options besides driving alone during rush hour. When a small number of drivers choose other options, travel times and reliability are greatly improved for drivers who choose to pay the tolls.

The purpose of the Regional Mobility Pricing Project is to use congestion pricing on I-5 and I-205 to manage traffic congestion on these facilities in the Portland, Oregon metropolitan area in a manner that will generate revenue for transportation system investments. The project will be evaluated as the “Proposed Action” in the upcoming National Environmental Policy Act (NEPA) environmental review phase. In mid-2023, a full environmental review document, called an Environmental Assessment, will be available for public review and comment. The earliest tolling could begin under the Regional Mobility Pricing Project is in late 2025.

### Development of the Proposed Action

The Oregon Department of Transportation (ODOT) initiated planning work for congestion pricing in 2017 with [the Value Pricing Feasibility Analysis](#) and continued developing the project concept over the past three years. ODOT recently conducted a planning phase<sup>1</sup> and will begin the National Environmental Policy Act (NEPA) phase in September 2022. During the planning phase, ODOT consulted with regional project partners and the community to develop a project concept for congestion pricing on I-5 and I-205, which now forms the basis of the Proposed Action.<sup>2</sup>

### Congestion and regional growth

Traffic in the Portland metropolitan area has reached a point of severe congestion and highly unreliable travel conditions during peak periods. This results in delays to auto, freight, and transit travelers, hampers economic growth, and contributes to increased greenhouse gas emissions.

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<sup>1</sup> Conducted consistent with guidelines for the US Department of Transportation/Federal Highway Administration planning phase referred to as [Planning and Environment Linkages \(PEL\)](#), which represents a collaborative and integrated approach to transportation decision-making that 1) considers environmental, community, and economic goals early in the transportation planning process, and 2) uses the information, analysis, and products developed during planning to inform the environmental review process.

<sup>2</sup> [Regional Mobility Pricing Project Summer 2021 Engagement Report](#) and [Regional Mobility Pricing Project Spring 2022 Engagement Report](#).

The Portland metropolitan area is growing quickly and is anticipated to continue to add new residents and jobs, resulting in more congestion on major roadways, even with planned investments in the transportation system. In 2019, the average auto commuter in the Portland metropolitan area experienced 68 hours of congestion delay per year.<sup>3</sup> As the region's population continues to grow, the number of vehicles using the system and the hours of congestion are expected to increase as well. The Portland metropolitan area population is expected to increase by more than 20% over the next 20 years, from 2.5 million residents in 2018 to more than 3 million by 2040.<sup>4</sup>

Unpredictable travel times create challenges for freight, services, small businesses, employers, and employees, and anyone using the roads. Overall, the delays due to congestion on freeways were estimated to cost the region \$1.2 million per day in 2019.<sup>5</sup> Traffic congestion also leads to an increase in fuel consumption and greenhouse gas emissions, as vehicles spend more time on the road idling or moving at very low speeds and repeatedly accelerating and decelerating.

This congestion results in traffic flow breakdowns (stop and go traffic on the interstates) which in turn causes safety issues and reduces the number of vehicles that can efficiently use the system. The congestion on the interstates also leads drivers to seek alternate routes, pushing cars onto adjacent roadways, which causes congestion and safety concerns on these roads.

Future growth projects and transportation modeling show us that current plans to reduce traffic are not enough. Regional transportation plans call for roadway projects, improvements in transit, and increased use of active transportation modes, which will mitigate some of the effects of congestion. However, they will not fully address the expected increase in demand on the transportation network as the region continues to grow. Congestion pricing can work in combination with these other planned projects to reduce regional traffic congestion.

## Proposed Action description

The National Environmental Policy Act (NEPA) environmental review will evaluate a single Proposed Action (congestion pricing) in comparison to a No Action scenario (no congestion pricing, further described later in this document). The Proposed Action for evaluation during NEPA includes the following project elements:

### **Congestion pricing will be applied to all lanes of I-5 and I-205**

The project concept includes congestion pricing all lanes of the existing interstate, rather than pricing a single lane or set of lanes, building a new tolled turnpike, or tolling a newly constructed lane. Early analysis of congestion pricing on I-5 and I-205 showed that tolling all lanes can reduce congestion on the

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<sup>3</sup> Texas A&M Transportation Institute. 2021. *2021 Urban Mobility Report*.

<sup>4</sup> Census Reporter 2018.

<sup>5</sup> Oregon Department of Transportation [Portland Region 2020 Traffic Performance Report](#).

entire interstate facility.<sup>6</sup> It also allows ODOT to keep toll rates lower on an individual basis, providing more affordable benefits to a greater number of users compared to single express lanes.

**Assumed toll rates are based on future modeled demand and capacity**

To predict how congestion pricing could alter travel patterns, the project team uses a transportation model, [the Metro Regional Transportation Demand Model](#). Demand in the model is based on forecasts of the number and types of trips generated in the region over the course of a typical day. Assumed toll rates for the environmental analysis will be based on modeled demand and capacity.

Reducing demand on the interstates to reduce congestion requires consideration of the time and the location of these trips. In general, a higher toll rate will decrease demand more than a lower toll rate. Therefore, assumed toll rates will be higher during peak hours and at more congested locations, and lower during off-peak hours and at locations with less demand. Assumed toll rates will be lower where highway capacity is greater (for example due to there being more lanes, efficient alternate routes, or other travel options) and higher where capacity is limited.

This overall congestion pricing structure recognizes a need to limit demand as well as a desire to minimize rerouting onto surface roadways. If toll rates are too high, too many vehicles will reroute to local roads, causing congestion on these roads and impacting safety.

**Toll rates are based on a set schedule (not dynamic pricing)**

Scheduled toll rates allow drivers to determine the cost of their trip before they enter the tolled interstate and make an informed decision about their travel options. The toll schedule will vary based on time of day and location to account for travel demand and supply. Because there are so many possible entry and exit points across 55 miles of interstate, trip costs could vary depending on the specific trip characteristics including entry/exit points and hour of the day.

**Toll rates will be monitored and adjusted after implementation**

Toll rates adopted by the Oregon Transportation Commission will be initially determined based on modeled demand and supply. After tolling begins, toll rates will be monitored and adjusted on a recurring basis based on actual (not modeled) traffic data.

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<sup>6</sup> In 2017, ODOT conducted the Value Pricing Feasibility Analysis to evaluate different options for congestion pricing on I-5 and I-205. Early analysis documented in [Technical Memorandum #3](#) compared two ways to implement the toll: 1) tolling all lanes; and 2) tolling a single lane, either by tolling an existing lane or constructing a new tolled lane in each travel direction.

### All electronic tolling with gantries and transponders

The project concept is developed for an all-electronic toll collection system that does not require drivers to slow down or stop to pay at a toll booth. Gantries are bridge-like structures over the roadway, which support electronic equipment (see Figure 1). Most vehicles will be equipped with transponders, a small device placed on the inside of the windshield connected to a toll account. The equipment on the gantries will read the in-vehicle transponders or capture a picture of the vehicle's license plate. Drivers will be charged from their toll account or be sent a bill to the mailing address associated with the license plate number. Drivers without an account may be charged an additional processing fee.



Figure 1: Conceptual Image of Gantry and Electronic Equipment

### Pricing on I-5 and I-205 from the Columbia River to the Boone Bridge in Wilsonville

During the NEPA phase, ODOT will study the maximum extents of I-5 and I-205 in the region to identify the greatest level of benefits and impacts. The evaluation area for the Proposed Action (see Figure 2) includes I-5 from the Interstate Bridge to the Boone Bridge in Wilsonville, Oregon and I-205 from the Glenn Jackson Bridge to the point at which I-205 intersects with I-5 in Tualatin, Oregon. Depending on the analysis, project limits may be adjusted prior to implementation of congestion pricing.

The Regional Mobility Pricing Project is being studied as an independent project, following two other proposed projects that include tolls: the Interstate Bridge Replacement Program and the I-205 Toll Project. Drivers would not pay on additional toll for the Regional Mobility Pricing Project on the sections of I-5 and I-205 that are tolled by these other projects.

### Low-income toll program

The Low-Income Toll Report for the Oregon Toll Program was submitted to the Oregon Legislature and Oregon Transportation Commission in September 2022. The report presents an approach to developing a low-income toll program, including discount and income threshold options as well as best practices for implementation of an equitable, inclusive toll system. ODOT is committed to making the low-income toll program available the first day tolling begins, which is planned for the end of 2024 as part of the I-205 Toll Project. Discount options and other applicable program elements will be studied during the NEPA analysis to help inform development of the program. The program will be further defined by the Oregon Transportation Commission during the rulemaking and rate setting process.



Figure 2. Regional Mobility Pricing Project Evaluation Area

Note: The Regional Mobility Pricing Project is not studying tolling on the sections of I-5 and I-205 where tolls are proposed as part of the Interstate Bridge Replacement Program and the I-205 Toll Project.

## Project benefits

The project team conducted initial studies to define the project concept and determine how congestion pricing can be most effective. The project concept has been refined throughout the planning phase and forms the basis of the Proposed Action. During the National Environmental Policy Act (NEPA) environmental review process, the project team will conduct additional modeling to test and further assess these results and will review and discuss the findings with partner agencies and community members to determine what further refinements should be made to the Proposed Action.

### **Decrease the duration of congestion on I-5 and I-205**

The initial analysis found that the project concept would decrease the number of hours per day that drivers experience severe congestion on I-5 and I-205. The project concept developed during the planning phase was intended to manage severe congestion, not eliminate all congestion during all hours. If congestion were completely eliminated, tolls would have to be prohibitively high causing financial hardship and significant rerouting to the surrounding roadways to avoid the toll. The project concept was developed with consideration of the entire roadway network, not just to maximize benefits on I-5 and I-205.

### **Improve travel times and reliability**

The initial analysis found that the project concept would improve travel times for people using I-5 and I-205, especially during peak periods, which are generally between 7 a.m. – 9 a.m. in the morning and 4 p.m. – 6 p.m. in the evening. Because there is less congestion during the midday, congestion pricing would have a smaller impact on midday and off-peak travel but would still save travelers time and provide for more reliable travel times on I-5 and I-205.

### **Support regional greenhouse gas emissions reduction goals through reduced vehicle miles traveled (VMT), vehicle hours traveled (VHT) and single occupancy vehicle trips**

The total number of VMT and VHT by all vehicles provides a measure of overall roadway use in the region and is often correlated with vehicle emissions. A decrease in regional VMT and VHT indicates reduced vehicle emissions because drivers are taking fewer trips or choosing closer destinations, more direct routes, carpooling, or traveling by a different mode (or a combination of these). Decrease in VHT, a measure of total time spent driving, also indicate less time spent in car due to congestion management (reduced congestion delay and improved travel times). VHT considers vehicle speeds, another key determinant of emissions, as a vehicle travelling at faster speeds (above 30 mph) generally contributes less to emissions compared to a slower moving vehicle (below 30 mph).

The initial analysis found that congestion pricing would reduce VMT and VHT on a regional and per capita level. These reductions appear to be attributed to a number of factors, including reduced peak hour congestion, shifts in travel time to less congested periods, and changes in trip destination to closer locations. Some drivers also would shift their travel mode from single occupancy vehicle trips to other modes of travel, including transit, walking, biking or carpooling, reducing greenhouse gas emissions associated with driving alone.



## No Action

ODOT will also evaluate a No Action scenario in the National Environmental Policy Act (NEPA) environmental analysis. The evaluation of the No Action scenario considers two future years (2027 and 2045) without the Regional Mobility Pricing Project’s application of congestion pricing on I-5 and I-205. The scenario is used as a baseline to create an “apples to apples” comparison of the benefits and impacts of the Regional Mobility Pricing Project and to better understand the implications of not applying congestion pricing.

The Metro Regional Travel Demand Model will be used to model and evaluate the effects of the No Action scenario. The No Action scenario assumes the same levels of growth in population and employment forecast for the future years (2027 and 2045) in the region as the Proposed Action. The No Action scenario also includes all transportation system improvements that are part of the financially constrained Regional Transportation Plan (RTP) that would be under construction or complete by 2045. Table 1 summarizes the key major system improvements assumed that are included in the 2027 and 2045 future-year financially constrained network and No Action scenario. The No Action scenario also assumes that the Interstate Bridge Replacement (IBR) Program and the I-205 Improvements Project are constructed or under construction and incorporates into the modeling the most recently available toll rate information for IBR and the I-205 Toll Project. Therefore, the same tools and regional assumptions that are used to evaluate the Proposed Action will be used to evaluate the No Action scenario.

**Table 1. Major System Improvements in No Action Scenario/Regional Mobility Pricing Project**

Improvement	Expected Completion Year	In 2027 Network	In 2040 Network
Interstate Bridge Replacement Program - Improvements	2040	X	√
Interstate Bridge Replacement Program - Tolls	2027	√	√
I-205 Improvements Project	2026	√	√
I-205 Toll Project	2026	√	√
I-5 Rose Quarter (both directions)	2027	√	√
OR 217N: OR 99W to Scholls Ferry (Auxiliary Lane)	2024	√	√
OR 217S: Beaverton-Hillsdale to OR 99W (Auxiliary Lane)	2024	√	√
OR 224 Milwaukie Expressway Improvements	2027	√	√
I-5N: Braided Ramps I-205 to Nyberg	2040	X	√
I-5N: Nyberg to Lower Boones Ferry (Auxiliary Lane)	2040	X	√
I-5S: Wilsonville Rd to Wilsonville-Hubbard Hwy (Auxiliary Lane)	2040	X	√
I-5S: Truck Climbing Lane (Marquam to Multnomah Blvd). PE and ROW and CON phases	2040	X	√
US 26: Widen to six lanes from Brookwood to Cornelius Pass (both directions)	2040	X	√
OR 217S: Braided Ramps Beaverton-Hillsdale Hwy to Allen Blvd	2040	X	√
OR 212/224 Sunrise Hwy Phase 2: SE 122nd to SE 172nd (CON)	2040	X	√

CON = construction phase; I- = Interstate; OR = Oregon Route; PE = preliminary engineering; ROW = right-of-way; US = U.S. Route

These transportation system improvements are also assumed in baseline future year analysis (2027 and 2045) for the Regional Mobility Pricing Project. The only difference from the No Action scenario is the application of congestion pricing on I-5 and I-205 associated with the Regional Mobility Pricing Project.

# Regional Mobility Pricing Project

## Memorandum

September 2022

### Community and Environmental Resources to be Evaluated in the Environmental Assessment

Beginning in October 2022, the Federal Highway Administration (FHWA) and the Oregon Department of Transportation (ODOT) will begin preparing an analysis of the beneficial and adverse effects of the proposed Regional Mobility Pricing Project on the natural and human environment. This analysis is being conducted pursuant to the National Environmental Policy Act (NEPA), as amended. ODOT and FHWA have regularly coordinated during the project planning phase and have determined that the appropriate NEPA class of action is Class III, requiring preparation of an Environmental Assessment.

The proposed Regional Mobility Pricing Project would apply congestion pricing on all travel lanes of Interstate 5 (I-5) and Interstate 205 (I-205). The physical effects of project construction would be limited to the installation of overhead gantries and associated signage on the interstates, as well as the installation and connection of associated electrical and communications infrastructure. Mitigation measures to address transportation impacts may also require minor construction. Effects on the human and natural environment would be largely limited to those resource types that would be directly affected by potential changes in traffic patterns associated with the implementation of congestion pricing. Table 1 lists the resource types that will be studied in the Regional Mobility Pricing Project NEPA Environmental Assessment and summarizes the scope of the analysis that will be conducted. Additional methods for the analysis of these effects will be developed over the course of the NEPA environmental review process.

**Table 1. Resource Types to be Evaluated in the NEPA Environmental Assessment**

Resource Type	Brief Description of Scope of Analysis	Recommended Format for Analysis
Transportation	Tolling is anticipated to change traffic and travel patterns, including changes in traffic volumes on the interstates, adjoining and parallel arterials, and local roads. Changes could occur in travel demand, travel times, travel predictability, and congestion across multiple travel modes (motor vehicle, transit, bicycle, pedestrian), as well as in the frequency and intensity of safety incidents for these modes.	Prepare detailed technical report; summarize transportation effects in the Environmental Assessment (EA). Use technical information to support analysis of other resource types (air quality, greenhouse gas emissions, economics, noise, social resources and communities, environmental justice).
Air Quality	Changes in traffic and travel patterns could change the amount and location of vehicle emissions, resulting in effects on regional and local air quality.	Prepare detailed technical report; summarize in EA.
Greenhouse Gas Emissions	Changes in traffic and travel patterns could alter the amount of energy consumed by vehicles and could affect the regional greenhouse gas emissions from vehicles. Changes in local and regional greenhouse gas emissions could contribute to cumulative climate change effects.	Prepare detailed technical report; summarize in EA.

## Regional Mobility Pricing Project

Community and environmental resources to be evaluated in the Environmental Assessment

Resource Type	Brief Description of Scope of Analysis	Recommended Format for Analysis
Economics	Changes in traffic and travel patterns could alter vehicle volumes or travel times along business corridors and districts, affecting business access and sales. Changes in traffic patterns could also affect the cost of operations for businesses reliant on road transport. The fees associated with congestion pricing could also change the cost of transportation for goods movement and service businesses, affecting these businesses and the larger local and regional economy.	Prepare detailed technical report; summarize in EA. Use technical information to support analysis of other resource types (social resources and communities, environmental justice).
Noise	Changes in traffic and travel patterns could alter noise levels on the interstates, adjoining and parallel arterials, and local roads.	Coordinate with FHWA and ODOT subject matter experts. Prepare detailed technical report if warranted; otherwise, address directly in EA.
Social Resources and Communities	Changes in traffic and travel patterns could alter vehicle volumes in neighborhoods and business districts, as well as access to medical and educational services, park and recreation facilities, places of cultural significance, or other areas important to communities. These changes in traffic volumes or access could affect the quality of life in these areas.	Prepare detailed technical report; summarize in EA.
Environmental Justice	Changes in traffic and travel patterns could alter vehicle volumes on roads in environmental justice communities, resulting in changes in travel times, congestion, access, and safety. The fees associated with congestion pricing may be a burden for some environmental justice populations.	Prepare detailed technical report; summarize in EA.
Visual Quality	Project construction would be limited to existing interstates, and no effects on local scenic features are anticipated. No national scenic byways directly adjoin the proposed project area.	Prepare brief analysis to determine appropriate level of documentation. Prepare detailed technical report if warranted; otherwise, address directly in EA.
Land Use	No right-of-way acquisition is anticipated, and substantive changes in land use are not expected with the application of congestion pricing.	Address directly in EA; no separate technical report is required.
Geology and Soils	No impacts on geology and soils are anticipated because construction would be limited with no major earthwork.	Address briefly in EA; no separate technical report is required.
Hazardous Materials	Project construction would be limited to existing interstates where tolling infrastructure would be constructed. No effects on or use of substantial quantities of hazardous materials are anticipated.	Complete hazardous materials survey and prepare memorandum with results; summarize in EA.
Historic and Archeological Resources	Project construction would be limited to existing interstates where tolling infrastructure would be constructed. No effects on historic or archaeological resources are anticipated.	Complete cultural and historic resources survey and prepare memorandum; summarize in EA.
Vegetation and Wildlife	Project construction would be limited to existing interstates and no changes to a natural area would occur; therefore, no impacts on vegetation and wildlife are anticipated.	Address briefly in EA; no separate technical report is required.
Wetlands and Water Resources	Project construction would be limited to existing interstates and no in-water work would occur; therefore, no impacts on wetlands or water resources are anticipated.	Address briefly in EA; no separate technical report is required.
Cumulative Impacts	Changes in transportation patterns and resulting effects addressed under other resource types could combine with the effects of other past, current, and future proposed projects to contribute to cumulative impacts.	Prepare detailed technical report; summarize in EA.
Energy	Project construction would have minor and temporary expenditures of energy. Energy use by tolling equipment is anticipated to be minimal.	Not addressed in EA.

To: Clackamas Transportation Advisory Committee  
From: Karen Buehrig and Steve Williams, Clackamas County  
Date: December 7, 2022

Subject: 2023 Regional Transportation Plan Project Solicitation Process

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As was discussed at the December CTAC meeting, Metro is issuing a “call for projects” to update the region’s near-term and long-term investment priorities for the 2023 Regional Transportation Plan (RTP) update. Metro expects a coordinated project list from each Coordinating Committee in the region. Staff from Clackamas County localities will be coordinating through CTAC to compile a comprehensive project list for endorsement by C4 Metro on February 15<sup>th</sup> and then for the official endorsement by C4 on March 2<sup>nd</sup>.

The project list must meet the financial constraints identified by the revenue forecasts to be included in the 2023 RTP. The forecasts for local, regional, state and federal revenue are under development. The revenue forecasts may continue to be revised as additional information becomes available throughout the development of the 2023 RTP. Metro staff will allocate a portion of the regional revenue forecast to each coordinating committee as their cost target to work within.

The cost targets will be divided into three sub-targets:

- 1) Cost constrained projects to be implemented between 2023-2030,
- 2) Cost constrained projects to be implemented between 2031-2045, and
- 3) Projects that are not cost constrained, referred to as strategic projects, are proposed to be implemented in the 2031-2045 time period. The total cost of the unconstrained projects is 1.5 times the constrained target for the 2031-45 time period.

As a reminder, to be included in the RTP, projects must:

- 1) Be located on the designated regional transportation system.
- 2) Help achieve regional vision, goals and policies for the transportation system.
- 3) Cost at least \$2 million or be bundled with similar projects to meet the cost threshold.
- 4) Come from adopted plans or strategies developed through a planning process that identified the project to address a transportation need on the regional transportation system.
- 5) Have been identified through a public planning process that met the appropriate requirements for public involvement, including having provided opportunities for public comment, with specific efforts to engage communities of color, people with low-incomes and people with limited English proficiency.

Next Steps and CTAC meetings over the next few months

Each jurisdiction should be reviewing the projects they submitted for the 2018 RTP to help determine if they should be carried over and what updates are needed. This should include reviewing projects for the appropriate timeframes.

When the cost targets are provided by Metro, jurisdictions can begin to assess which projects are within the cost targets. Below are the discussion items for the next three CTAC meetings for the Call for Projects

**December 1<sup>st</sup>** – At the meeting Metro staff made a presentation about the Call for Projects. Discussion occurred related to questions the jurisdictions had about coordination. ODOT and TriMet providing information about the processes they will be using to determine their RTP projects.

**January 5<sup>th</sup>** – At the meeting there will be a discussion of projects where there may be overlapping jurisdictional involvement. In addition, there will be an opportunity for further questions from jurisdictions regarding the financial forecast. Additional information will be provided by ODOT and Trimet about their project lists.

**February 2<sup>nd</sup>** – At the meeting the comprehensive Clackamas County project list will be presented for recommendation for approval.

Since we have a two-step process for coordination in Clackamas County, we anticipate that we will be taking the comprehensive list to the **C4 Metro Subcommittee** on **February 15<sup>th</sup>**, and then get receive the official approval from **C4** at their **March 2<sup>nd</sup>** meeting.

It should be noted that in addition to official approval by C4, all agencies that who are sponsoring a project for consideration in the RTP must have their Board or Council endorse those projects by providing a letter of endorsement to Metro by **May 1**.

#### **Metro Evaluation, March to June**

Once the Call for Projects closes, Metro will complete an outcomes-based technical analysis of how the draft project list advances the RTP vision, goals and policies. This analysis consists of two phases: 1) In the first phase a high-level assessment of the individual projects based on information provided in the call for projects and the project's location will be conducted. 2) In the second phase a system analysis will be used to assess how the overall package of projects advance regional goals and make progress towards the regional performance targets. This phase includes detailed equity and climate analyses that are required by the federal and state regulations that govern the RTP. The system analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth.

#### **Refinement and Public Comment, April - Aug**

Stakeholders and policymakers will be asked to review and comment on draft priority projects and the high-level project assessment starting in April 2023. Metro will also host an online survey that provides an opportunity for the public to provide input on the draft project list. Input on the assessment of projects, along with public input on the system analysis findings will inform decision-makers and regional partners as they continue to work together to finalize the draft RTP and project priorities for public review in Summer 2023.

A 45-day comment period on the draft plan is planned from July 1 to Aug. 14, 2023. JPACT and the Metro Council will consider adoption of the 2023 RTP (and updated project and program priorities) in November 2023.



# 2023 Regional Transportation Plan call for projects

## An overview of the policy framework and approach

*The 2023 Regional Transportation Plan is an opportunity to bring together city, county, regional and state priority transportation projects to create a coordinated list of priority projects and programs for the period from 2023 to 2045. It is a key step for these projects to qualify for regional, state and federal funding.*



### Purpose

A major update to the Regional Transportation Plan (RTP) is underway. The RTP is the blueprint for transportation in our region and a key tool for implementing the region’s [2040 Growth Concept](#) and [Climate Smart Strategy](#). Together, these plans will help ensure that greater Portland thrives by connecting people to their jobs, families, schools and other important destinations and by allowing business and industry to create jobs and move goods to market.

This document describes the policy framework and approach for updating, assessing, and refining the list of projects and programs for the 2023 RTP. The policy framework reflects the culmination of more than two years of work by regional and community partners to identify transportation needs and develop a vision, goals, objectives, targets and a financial plan. The 2023 RTP call for projects responds to this direction as agency partners work together and with communities to update the investment priorities of the plan.

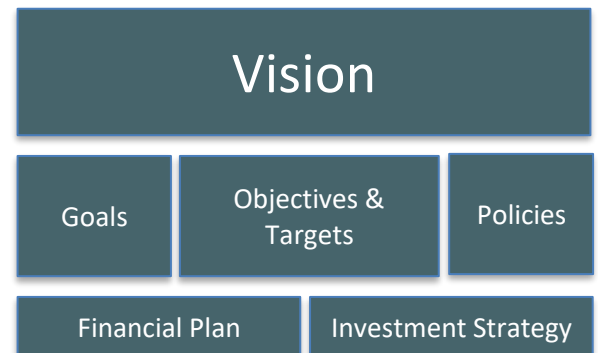
### An outcomes-based approach

An outcomes-based approach means the RTP is guided by a vision and goals that describe what our communities want greater Portland to be in the future. This approach identifies policies and investments that will achieve the vision and goals within a financially achievable budget.

Measurable objectives and performance targets are used to evaluate performance over time of the investments recommended in the plan and to monitor how the transportation system is performing between scheduled plan updates, which occur every five years.

Figure 1 shows the elements of this outcomes-based approach.

**Figure 1. 2023 RTP outcomes-based planning framework**

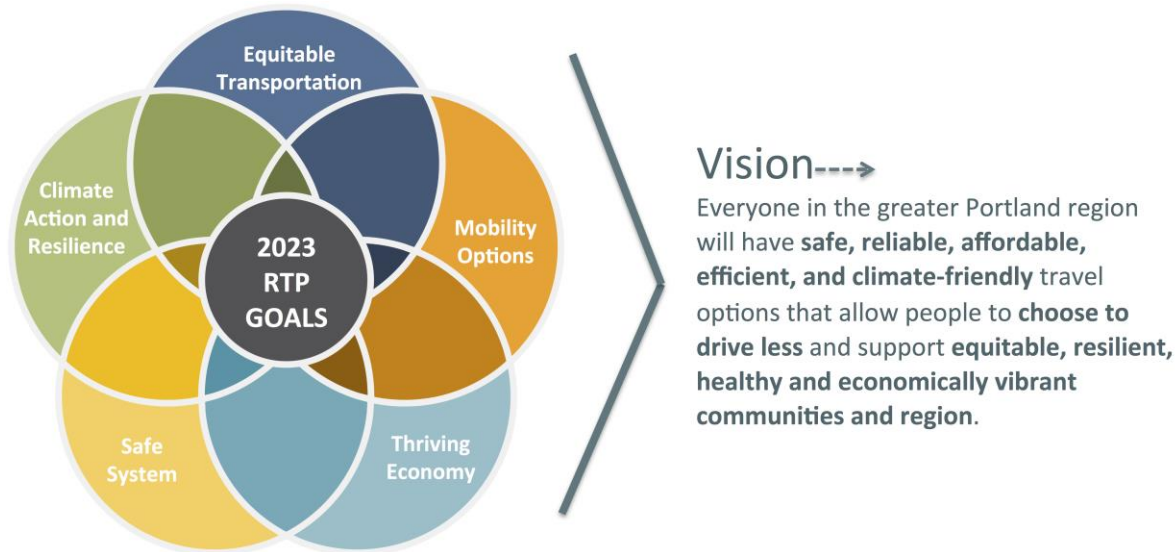


## Vision and goals

The people of greater Portland have said they want a better transportation future, no matter where they live, where they go each day, or how they get there. The vision and goals, shown in Figure 2, describe what people have said is most important to achieve with the updated RTP – more equitable transportation, a safer system, a focus on climate action and resilience, a thriving economy and options for mobility.

Dramatic changes have unfolded since the RTP was last updated five years ago, many documented in the 2018 RTP [Emerging Transportation Trends Study](#). As greater Portland continues to emerge from the disruptions of the pandemic and respond to other urgent trends and challenges, the 2023 Regional Transportation Plan allows all levels of government to work together to deliver a better transportation future.

Figure 2. 2023 RTP vision and goals



## A policy framework for the call for projects

In addition to the vision and goals, the call for projects is informed by public engagement, adopted regional plans, strategies, policies, federal and state requirements, the RTP needs assessment, the revenue forecast, and other elements as illustrated in Figure 3.

Many of these elements have been under development since the adoption of the 2018 RTP.

Figure 3. Elements informing the 2023 RTP call for projects



These elements come together to form the policy framework for the call for projects and provide additional information to guide how investments in roads, bridges, bikeways, sidewalks, transit service and other needs are addressed and prioritized. The elements contributing to the call for projects policy framework reflect extensive engagement with local elected officials, public agencies, Tribal governments, community-based organizations, business groups and the community at large.

**Revenue forecast for the 2023 RTP financially constrained project list**

The region has limited transportation funding, which must be used strategically to meet the extensive needs of the people who live and work here. The RTP revenue forecast is an important part of the call for projects process, providing an estimate of how much funding can be reasonably expected to be available during the life of the plan (2023-2045) both for capital projects and for maintaining and operating the existing transportation system.

Financial assumptions for the RTP revenue forecast are developed in cooperation with transportation agencies. Development of the revenue forecast is underway and will be finalized by the end of the year. Table 1 is a placeholder to illustrate the revenue information that will be available for the call for projects. Project lead agencies will be given targets based on available funding for the constrained project list (projects that can be funded with the revenues that are expected to be available in the region), the strategic project list (projects that can be funded with additional revenues should they become available), and for the first seven years of the constrained list, which typically includes high-priority projects meeting regional goals that are ready to be implemented.

**Table 1: Draft 2023 RTP financially constrained revenue forecast** (*under development*)

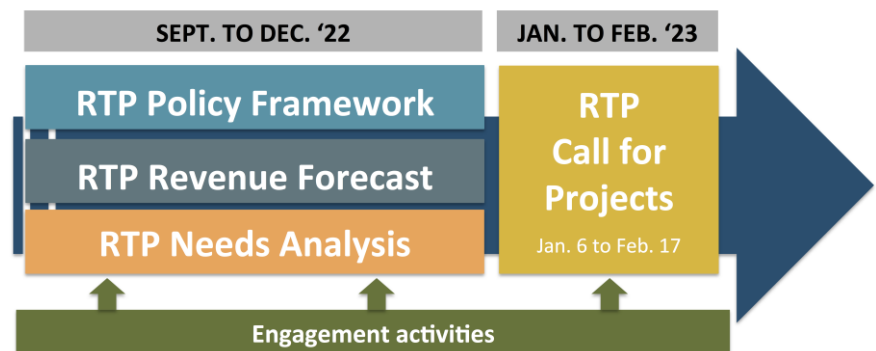
<b>Agency/coordinating committee</b>	<b>Constrained List cost target for 2023-2030</b> <small>(billions, 2023 dollars)</small>	<b>Constrained List cost target for 2031-2045</b> <small>(billions, 2023 dollars)</small>	<b>Strategic List cost target for 2031-2045</b> <small>(billions, 2023 dollars)</small>	<b>Total RTP List cost target for 2023-2045</b> <small>(billions, 2023 dollars)</small>
City of Portland	\$0.000	\$0.000	\$0.000	\$0.000
Clackamas County, Cities, & NCPRD	\$0.000	\$0.000	\$0.000	\$0.000
Multnomah County and Cities	\$0.000	\$0.000	\$0.000	\$0.000
Washington County, Cities & THPRD	\$0.000	\$0.000	\$0.000	\$0.000
Oregon Dept. of Transportation	\$0.000	\$0.000	\$0.000	\$0.000
TriMet & SMART (Transit Capital)	\$0.000	\$0.000	\$0.000	\$0.000
Metro	\$0.000	\$0.000	\$0.000	\$0.000
Port of Portland	\$0.000	\$0.000	\$0.000	\$0.000

**Call for projects**

The call for projects kicks off the window of time for transportation agencies to update existing projects and add new priority projects to the RTP. Updating the list of priority projects and programs in the RTP is more than just a housekeeping exercise; priorities in the RTP are updated to reflect changing transportation needs and trends – such as those

documented in the 2023 RTP Emerging Transportation Trends Study and 2023 RTP needs assessment – and respond to the policy framework. Figure 4 shows the timeline and steps leading up to the call for projects.

**Figure 4. Development of the call for projects**





The list of projects and programs in the 2018 RTP is the starting place for the call for projects. Many of the projects and programs in the 2018 RTP will be carried forward, with updated costs and, sometimes, refinements to project details. Some projects may no longer be needed, while new projects identified in local transportation system plan updates and other public planning processes may be added.

Over many years of planning, local, regional and state partners have identified and refined projects to meet the transportation needs of the region. These projects are primarily identified in local transportation system plans, but also in transit service and master plans, park and trail plans, corridor plans, and other transportation studies. Engaging the public and affected communities is a core part of identifying transportation needs and developing the list of projects to address those needs.

During the call for projects, transportation agencies are asked to update the projects and programs in the RTP that will implement the regional vision, advance regional goals, and address the transportation needs of the region.

Communities across the region contribute to the development of plans and studies from which RTP projects are drawn from. Cities, counties, transit agencies, park and trail providers, the Port of Portland, ODOT and other agencies are responsible for compiling and submitting the list of priority projects recommended for the RTP.

Agencies updating or submitting new projects to the RTP will provide information that will be used to organize, summarize and conduct analysis of the projects. Information collected will include:

- agency information
- general project information
- summary of public engagement
- estimated project cost in 2023 dollars
- time period for completion
- project type and investment category
- modeling assumptions
- spatial data.

Project list updates and supporting information is due February 17. For all projects submitted to the RTP, agencies will provide documentation of public engagement conducted during the planning and development of projects. Additionally, agencies must include a letter of endorsement from the agency's governing body. This engagement information may be provided after the projects have been submitted in the call for projects but must be submitted by May 1. Metro will use the information provided to describe the array of public engagement opportunities that contributed to the development of the 2023 RTP.

### **Project list updates and supporting information due February 17**

The call for projects starts Jan. 6 and closes on Feb.17, 2023. Over the past two years, the update of the RTP has focused on understanding the region's transportation challenges and priorities for investment and updating the region's vision for the transportation system.

Now it is time to pull the pieces together in the call for projects to address these challenges, reflect public priorities and make progress toward our shared vision and goals for the future transportation system.

### **Project list endorsements due May 1**

New for the 2023 RTP, agencies will be asked to submit a letter from their governing body, such as a city council, board or commission, endorsing the list of projects that they are recommending for the RTP.

This step supports transparency and awareness of the process and projects for the public, community partners and elected and appointed officials responsible for implementing the projects.

### **Community led engagement in 2023**

During the call for projects, decision-makers will have the opportunity to learn from and include perspectives of the region's diverse communities in shaping 2023 RTP policies and investment priorities.

Metro is partnering with community-based organizations to engage communities of color and culturally specific communities from across the region.

The process is designed to grow the capacity of the organizations that serve these communities to engage in regional and local transportation decisions more broadly, including future decisions beyond the 2023 RTP.

Metro will also host an online survey that provides an opportunity for the public to provide input on the draft project list.

Learn more about engagement for the 2023 RTP update, including business, community, and agency partner forums and surveys at [oregonmetro.gov/rtp](https://oregonmetro.gov/rtp)

## Assessing the List of Projects and Programs

Metro will complete an outcomes-based technical analysis on how the draft project list advances the RTP vision, goals and policies. This analysis consists of two phases. The first phase is a high-level assessment of the individual projects based on information provided in the call for projects and the location of the project's location. The assessment will be used to show how individual projects advance regional goals. In addition to reporting on the questions shown in Table 2, the high-level assessment will report on the share of funding prioritized for each of the investment categories.

The second phase is a system analysis of how the RTP performs with respect to performance measures and targets that reflect RTP goals. This analysis will be used to assess how the overall package of projects advance regional goals and make progress towards the regional performance targets. This phase includes detailed equity and climate analyses that are required by the federal and state regulations that govern the RTP. The system analysis uses Metro's travel model and other analytical tools, as well as the information from the high-level assessment. The system analysis accounts not only for the projects and policies in the RTP, but also for factors such as projected population and job growth. Table 2 summarizes the key questions that the assessment and analysis will look to answer for each of the five RTP goals.

**Table 2: Measuring progress towards RTP goals**

RTP goal	High-level project assessment	System analysis
<b>Equitable transportation:</b> Transportation system disparities experienced by Black, Indigenous and other people of color and people with low incomes are eliminated. The disproportionate barriers people of color, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.	Is the project located in an Equity Focus Area?	Does the RTP benefit Equity Focus Areas at least as much, if not more, than other communities in the region?
<b>Climate action and resilience:</b> People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.	Does the project have a high or medium greenhouse gas reduction potential? <sup>1</sup> Is the project located in a designated center?	Does the RTP meet vehicle miles traveled per capita reduction targets? Does the RTP meet transit, bicycle and pedestrian mode share targets?
<b>Safe system:</b> Traffic deaths and serious crashes are eliminated, and all people are safe and secure when traveling in the region.	Is the project identified as safety project? <sup>2</sup> Is the safety project on a high injury corridor?	Does the RTP meet regional safety targets?
<b>Mobility options:</b> People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible and welcoming.	Does the project complete a gap in the region's pedestrian, bicycle or transit networks?	Does the RTP meet targets for completing the multimodal transportation system? Does the RTP meet vehicle miles traveled per capita reduction targets? Does the RTP meet targets for reliable travel on throughways? <sup>3</sup>
<b>Thriving economy:</b> An economically vibrant greater Portland region includes centers, ports, industrial areas, employment areas and other regional destinations that are accessible through a variety of multimodal connections that help people, communities and businesses thrive and prosper.	Does the project improve access to destinations within centers and industrial and employment areas?	Does the RTP improve freight, transit, bicycle and pedestrian access that serve centers and industrial and employment areas? Does the RTP increase access by auto and transit to destinations?

<sup>1</sup> As defined in the 2014 Climate Smart Strategy <https://www.oregonmetro.gov/climate-smart-strategy>

<sup>2</sup> Identified as a safety project through a state or local process.

<sup>3</sup> As defined in the draft Regional Mobility Policy developed to test and refine through the 2023 RTP update.

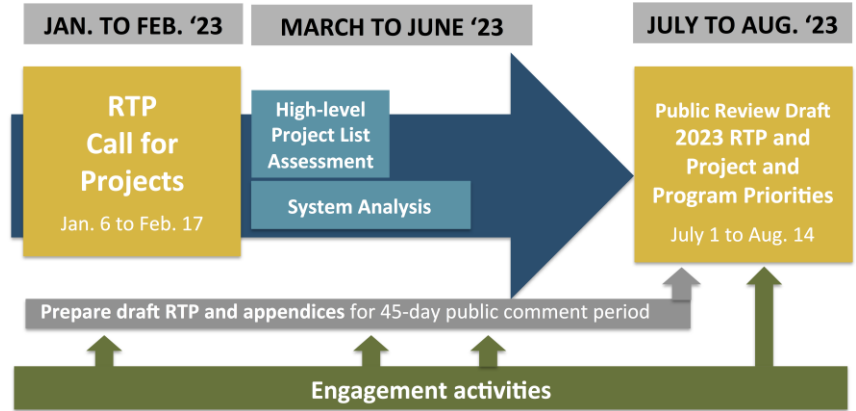
## Refining project and program priorities for the 2023 RTP public review draft

Stakeholders and policymakers will be asked to review and comment on draft priority projects and the high-level project assessment starting in April 2023. Input on the assessment of projects, along with public input on the system analyses findings will inform decision-makers and regional partners as they continue to work together to finalize the draft RTP and project and program priorities for public review in Summer 2023.

Figure 5 illustrates the timeline and process for the call for projects and the development of the public review draft of the RTP.

A 45-day comment period on the draft plan is planned from July 1 to Aug. 14, 2023. JPACT and the Metro Council will consider adoption of the 2023 RTP (and updated project and program priorities) in November 2023.

Figure 5. Call for projects timeline and process



## Memorandum

**To:** C4 Metro Subcommittee  
**From:** **Team TPAC, Representing Clackamas County & Clackamas Cities**  
**Re:** December 2, 2022 TPAC Highlights  
**Date:** December 2, 2022

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### Overview

Following is a brief summary of the September TPAC Meeting. Meeting materials can be found [here](#).

### General Updates

- TPAC voted in support of Metropolitan Transportation Improvement Program (MTIP) Formal Amendment 22-5299.

### Meeting Highlights

#### Highway Infrastructure Program (HIP) Exchange and Supplemental Funding Recommendations

A one-time allocation of federal funding through the Highway Improvement (HIP) funding program has made approximately \$3.85 million available for allocation to projects in the Metro area. Metro proposes to allocate these funds to local projects with existing RFFA funding that are ready to proceed to construction but that are facing funding shortfalls due to these recent, unexpected high levels of inflation. TPAC voted in support of this proposal.

#### RTP Call for Projects

##### What's Up

- The RTP brings city, county, regional and state priority transportation projects together to create a coordinated regional transportation priority list for the period from 2023 to 2045. It is a key step for these projects to **qualify for potential state, and federal funding**.
- Pending JPACT action on recommendation from TPAC and Council action on recommendations from JPACT, **Metro will issue the Call for Projects on January 6, 2023. The deadline is February 17, 2023** for project sponsors to submit recommended updates to RTP project and program priorities to Metro.

##### Prioritization Framework

Local projects in the RTP will be prioritized based on project timing and funding availability. Projects that are reasonably expected to be built by 2045 are considered “constrained priorities”. In order for projects to be eligible to receive federal and state funding, they must be on the *Constrained Priorities* project list.

- The first level of priority, **the *Near-term Constrained Priorities***, represents the highest priority investments for near-term (2023-2030).
- The second level of priority, **the *Long-term Constrained Priorities*** represents highest priority transportation project and program investments for long-term (2031-2045).
- The third level of priority, **the *Long-term Strategic Priorities***, represents investments that do not fit within the financially constrained revenue forecast, but the region agrees to work together to complete remaining planning work and identify funding to advance these priorities in the 2031-2045 time period.

### How We're Coordinating

- **County coordinating committees must submit an endorsement letter** that (1) includes their respective lists of projects and programs and (2) indicates that the lists are the agreed-upon priorities for the 2023 RTP for the cities and county of each representative sub-region. Clackamas County staff will be coordinating through CTAC to compile a comprehensive project list for endorsement by C4 Metro on February 15 and then for the official endorsement by C4 on March 2.
- **Elected officials have homework.** Governing bodies must submit a letter endorsing their own agency's list of recommended projects by May 1 via email to Metro staff.

### Then What Happens?

- After the Call for Projects, Metro will complete an outcomes-based technical analysis of how the draft project list advances the RTP vision, goals and policies. The analysis will look both at individual projects and a systemwide analysis of the RTP.

### **Upcoming Agenda Highlights**

- **January 6 – Regular Meeting**
  - Earthquake Ready Burnside Bridge Resolution – Recommendation to JPACT
  - *MTIP Formal Amendment I-5 Rose Quarter Discussion*
  - *I-5 Rose Quarter Project Briefing*
  - *82<sup>nd</sup> Ave Project Update*
  - *Carbon Reduction Program Update*
- **January 11 - Workshop**
  - High Capacity Transit Strategy Update: Corridor Investment Readiness Tiers

### **For More Information, Contact Team TPAC**

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