

Mayor's Business Agenda Item

Sept. 8, 2022, Wilsonville City Council Meeting



Oregon Highway Plan (OHP) Tolling Policy Amendment

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Draft amendment to Oregon's tolling policy ready for public review

June 13, 2022

For more information: [Shelley M. Snow](#), Communications, 503-881-5362

SALEM – The public is invited to review a draft amendment to the Oregon Highway Plan that will guide the state in using tolling as a way to raise funds for transportation system improvements. The comment period is **open until August 1**. Read the draft amendment here (PDF): [OHP Policy Amendment Draft for Public Review.pdf \(oregon.gov\)](#).

An informational webinar about the draft amendment is scheduled for June 30, and a public hearing will be held on July 20 at 1 p.m. Information on how to access these events will be [posted on the website](#) when details are available.

What is it?

The Oregon Highway Plan has an existing policy section on tolling. This draft policy amendment proposes an update to that section, which is "Goal No. 6: Tolling." The draft amendment is intended to modernize the state's pricing and tolling policy. It defines terms, such as congestion pricing, and it offers guidance for the use of revenue and setting rates (but it does not set rates). It also provides the Oregon Transportation Commission with clearer direction for decision making. There are 15 policies in the draft amendment, each with actions to guide implementing the policy.

Note: This amendment is not about whether or not the state should toll roads; instead, it provides guidance for doing so if the state decides to use tolling.

Public input will inform potential revisions to the plan amendment. The goal is to have a final version ready for adoption later this year. If you would like to comment, please [review the draft amendment](#). You may also want to attend the webinar and hearing scheduled for later. An online comment card [on the website](#) will be available soon to submit comments. You can also send an email with comments to OHPmanager@odot.oregon.gov.

Background

The Oregon Highway Plan is the state's primary highway guide, establishing a 20-year vision and strategic framework for Oregon's road system. The [current plan](#) (PDF) was approved by the commission in 1999 and has been modified numerous times, including in 2012 to add the current section on tolling.

Metro Council/JPACT Work Session

Garet Prior – Toll Policy Manager
Amanda Pietz – Policy, Data, and
Analysis Administrator
July 28, 2022

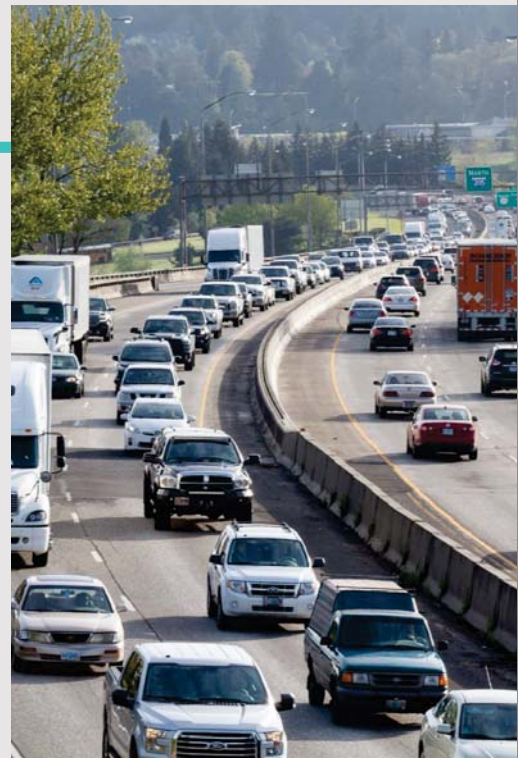


Oregon Highway Plan Toll Policy Amendment



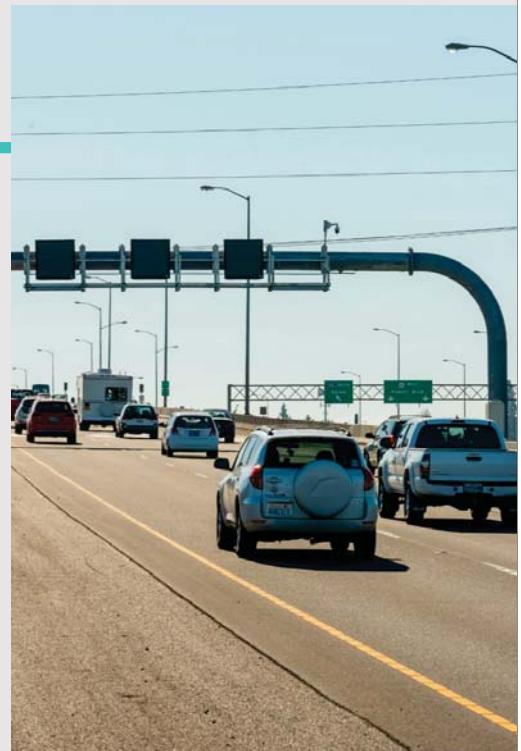
Context

- Current policy, adopted in 2012, needs to be updated address current climate, equity, and administrative goals
- The policy will:
 - Define key terms and types of road pricing
 - Clarify the need and goals
 - Provide guidance on rate setting and uses of revenue



Overview

- Context
- Types of Road Pricing
- Road Pricing Objectives
- Rate Structures, Pricing Considerations, Exemptions and Discounts
- Use of Revenue
- Infrastructure and Management



Schedule



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Next steps

- Public comment period extended to September 15 – please review the draft and email us your comments at OHPManager@odot.oregon.gov
- Regional Toll Advisory Committee to begin meeting in August
- Continue collaboration with Metro and regional policy update – presentations and discussion at Metro committees in September (TPAC, MTAC, MPAC, JPACT, and Metro Council)
- Final Oregon Highway Plan Toll Amendment prepared for the Oregon Transportation Commission's November meeting



Goal 6: Tolling and Congestion Pricing

Introduction

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

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

Types of Road Pricing

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

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

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

Road Pricing Objectives

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

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

6.1.A Action

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

6.1.B Action

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

6.1.C Action

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

6.1.D Action

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

6.2 Policy Utilize road tolls to help fund infrastructure improvements

6.2.A Action

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

6.2.B Action

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

6.2.C Action

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

6.2.D Action

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

6.2.E Action

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

6.3 Policy Use congestion pricing to reduce traffic congestion

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

6.3.A. Action

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

6.3.B Action

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

6.3.C Action

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

6.3.D Action

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

6.4 Policy Connect to our climate goals and targets

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

6.4.A Action

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

6.4.B Action

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

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

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

6.5.A Action

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

6.5.B Action

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

6.5.C Action

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

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

6.6 Policy Center equity when designing tolling and pricing frameworks

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

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

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















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

6.6.A Action

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

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

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

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



- Does achieve



- Does not achieve

Rate Structures, Pricing Considerations, Exemptions and Discounts

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

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

6.7.A Action

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

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

6.7.B Action

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

6.7.C Action

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

6.7.D Action

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

6.8 Policy Set rates to help achieve desired outcomes

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

6.8.A Action

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

6.8.B Action

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

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

6.8.C Action

Set rates sufficient to:

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

6.8.D Action

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

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

6.8.E Action

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

6.8.F Action

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

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

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

6.9.A Action

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

6.9.B Action

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

6.9.C Action

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

6.9.D Action

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

6.9.E Action

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

6.9.F Action

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

Use of Revenue

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

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

6.10.A Action

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

6.11 Policy Meet all revenue obligations first and prioritize revenue usage

When construction projects are bonded, certain financial obligations must be met before discretionary spending may occur. Net revenues after such obligations should be targeted to meet statewide goals and meet all requirements identified in Oregon's constitution, federal requirements and others as appropriate.

ORS 383.009(2)(j) states that moneys in the toll program fund may be used for improvements on the tollway, adjacent, connected and parallel highways to reduce congestion, improve safety and address impacts of diversion as a result of the tollway.

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

Spend revenue utilizing the following hierarchy:

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

6.11.A Action

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

6.11.B Action

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

6.11.C Action

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

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

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

6.12.A Action

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

6.12.B Action

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

6.12.C Action

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

6.12.D Action

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

Infrastructure and Management

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

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

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

6.14 Policy Ensure interoperability of toll rate collection systems

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

6.14.A Action

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

6.14.B Action

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

6.14.C Action

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

6.14.D Action

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

6.15 Policy Complete program assessment, monitoring, and adjustments

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

6.15.A Action

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

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

6.15.B Action

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

6.15.C Action

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

6.15.D Action

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



September 1, 2022

DRAFT-6

Submitted via email to:
OHPManager@odot.oregon.gov
OTCAdmin@odot.oregon.gov

Honorable Bob Van Brocklin, Chair
Honorable Alando Simpson, Vice Chair
Oregon Transportation Commission
Oregon Department of Transportation
c/o Roseann O’Laughlin, Principal Planner

RE: Comment on Oregon Highway Plan – 2022 Goal 6 Tolling Policy Amendment

Dear Chair Van Brocklin, Vice Chair Simpson and Members of the Commission:

The City of Wilsonville appreciates the opportunity to provide comment on the proposed Oregon Highway Plan – 2022 Goal 6 Policy Amendment for Tolling of interstate highways.

The City of Wilsonville is actively engaged in working with ODOT on many aspects of improving traffic flow and providing public-transit mobility options on I-5 and I-205. The City provided comment previously in August 2021 during the identified Purpose and Need of various alternatives being considered by ODOT during the I-205 NEPA Alternatives comment period. The City is also a participating agency in the I-205 Toll Project Draft Agency Coordination Plan. Additionally, the City’s South Metro Area Regional Transit (SMART) Director also participates on the Equity and Mobility Advisory Committee and the Tolling – Transit Work Group.

Comment #1: As a city straddling both I-5 and the Willamette River with a residential population over 27,000, a significant portion of our community composed of over 3,000 residents could be substantially impacted by the proposed amendment. ODOT’s Regional Mobility Pricing Project (RMPP) and Urban Mobility Strategy propose a toll gantry at the I-5 Boone Bridge for northbound traffic into the Portland metro region at Wilsonville; see *Figure 1*.



Figure 1: RMPP Toll Evaluation Area includes I-5 Boone Bridge as potential I-5 northbound toll gantry, which directly impacts residents of the Charbonneau District of Wilsonville south of the Willamette River.

The Charbonneau District of South Wilsonville located south of the I-5 Boone Bridge over the Willamette River is dependent upon using I-5 and the Boone Bridge to access vital urban services and amenities located in the commercial hubs of Wilsonville. The Charbonneau District was designed in the early 1970s as a “retirement community” that is still composed primarily of older, senior residents, many of whom live on fixed incomes.

While the City understands the Commission’s desire to maintain highway capacity for the movement of long-distance traffic and especially freight, none of the proposed Actions of 6.12 Policy to “Address impacts to neighborhood health and safety within the corridor (mitigation)” address this situation *per se*.

That is, prior historical ODOT policies allowed interstate highway interchanges to be located less than a mile apart and for the use of the interstate freeway to provide local community access—both circumstances that Wilsonville and Charbonneau find ourselves in today.

During the 1960s and ’70s, ODOT built four (4) I-5 interchanges within two (2) miles, contributing to the traffic merging/weaving and accident-inducing nature of the I-5 Boone Bridge bottleneck zone.

Additionally, ODOT policy either allowed or did not address the issue of the Charbonneau District’s development, which was dependent upon the I-5 Boone Bridge for local access to the remainder of Wilsonville, to advance during the 1970s; see Figure 2.

While such older policies ODOT and City now recognize are not beneficial to the efficient operation of the interstate highway, the resulting mobility infrastructure needs of dependent populations should be accommodated when newer OHP policies are considered. **That is, the older senior residents of the Charbonneau District live in a residential community with no other route to access the remainder of Wilsonville other than over the I-5 Boone Bridge. In a similar manner, Wilsonville residents and businesses north of the I-5 Boone Bridge/Willamette River who visit or serve Charbonneau are similarly impacted.**

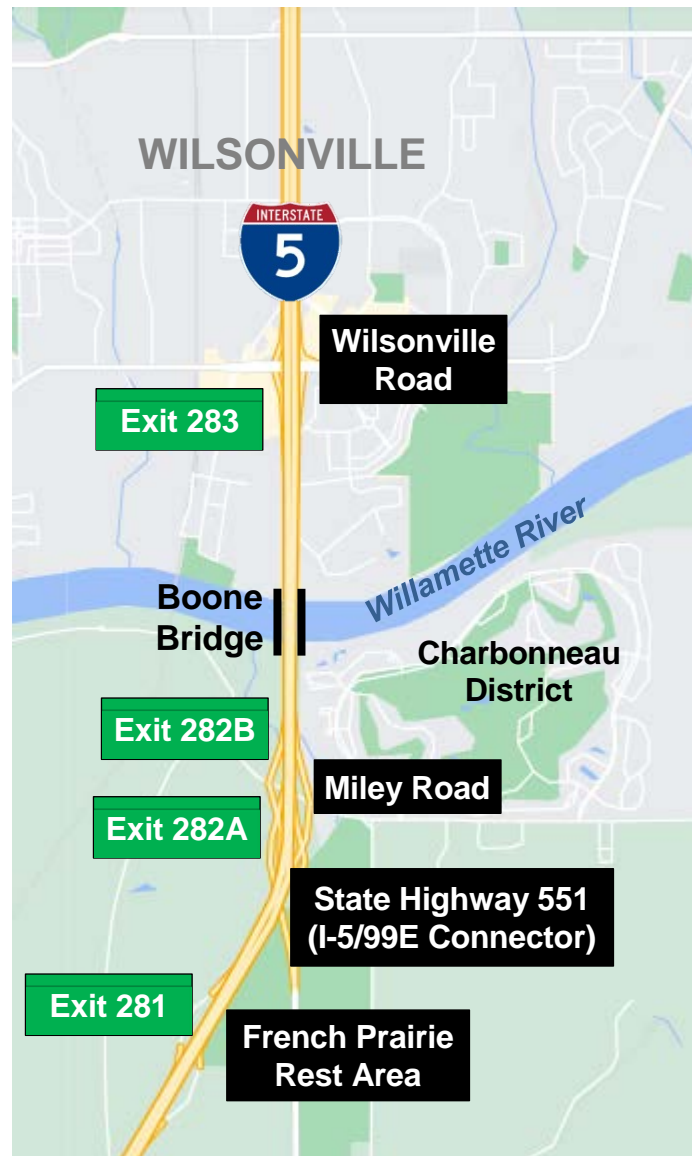


Figure 2: Map illustrating South Metro I-5 area of Wilsonville and Charbonneau District that is located south of I-5 Boone Bridge, which is RMPP proposed I-5 northbound toll gantry.

Additionally 2020 US Census data demonstrates that residents of the Charbonneau District area of Clackamas County Census Tract 228 are mostly older seniors with a significant percentage living on fixed or lower incomes:

- The Median Age of residents of the Charbonneau District area is 59, which is more than 1.5 times the median age of 36.5 in Wilsonville and 1.4 times the median age of 41.7 in Clackamas County.
- Nearly half of the residents (48%) of the Charbonneau District area are over age 60, with 34% being over age 65 — more than double the rate of Wilsonville and nearly double the rate of Clackamas County.
- Just over one-third (34%) of Charbonneau District area residents have a household income under \$50,000/year, about 10% higher than the rate of Wilsonville and 20% higher than the rate of Clackamas County.
- Over 11% of Charbonneau District area residents live in poverty, which is similar to Wilsonville's rate of 11% poverty and more than 1.5 times the rate of poverty in Clackamas County.

Citation: U.S. Census Bureau (2020). American Community Survey 5-year estimates. Retrieved from Census Reporter Profile page for Census Tract 228, Clackamas, OR <<http://censusreporter.org/profiles/14000US41005022800-census-tract-228-clackamas-or/>>

The City actively works to comply with and advance key principles outlined in the proposed OHP amendment pertaining to advancing alternative transportation modes:

- The City provides free no-charge SMART bus public-transit service in Wilsonville that serves Charbonneau District with both fixed-route and dial-a-ride services, the latter which accounts for about 20% or over 2,000 rides for all city dial-a-ride services.
- SMART Bus-on-Shoulder peak-hour congestion pilot project with ODOT now on I-5 between Tualatin and Wilsonville and subsequently also planned for new public-transit service on I-205 between Tualatin/Wilsonville and Oregon City/Clackamas area.
- Support for bike-ped mobility infrastructure by working with ODOT to advance the proposed French Prairie 'Bike-Ped-Emergency' Bridge over the Willamette River as the I-5 Boone Bridge and Seismic Improvement Project's alternative-transportation facility.

Proposed Goal 6.12.B Action does *not* address the situation of a community's dependence upon the interstate highway to provide local access when there is no alternate route, as in the case of the Charbonneau District of Wilsonville. Thus, the City proposes that ODOT amend the draft OHP to provide an additional Action Goal to accommodate this situation.

"Proposed Goal Action 6.12.E

"Tolling is waived for trips on the interstate by residents and businesses of a community historically dependent upon use of the interstate for local access when there is no viable alternative to access the city center."

The proposed goal amendment would allow ODOT to deal equitably with the residential population dependent historically upon the interstate for local access to essential goods and services, including medical appointments, and other amenities. Such a Goal Action provides for ODOT accommodation of those instances where prior ODOT policy or lack thereof helped to create the condition of highway dependency for local access without penalizing those residents.

Comment #2: As a newer Portland metro “UGB edge” city incorporated in 1968 situated at the foot of the North Willamette Valley, historically few roadways existed in the far South Metro area. Primarily agricultural communities like Canby, Sherwood and Wilsonville had ‘farm-to-market’ roads and frequent rail service, and did not develop a street grid network as older areas of Portland developed.

As a city split in half by I-5 during a historical time when “the car was king” for personal transportation, residents and businesses of Wilsonville have continued to depend on a functional I-5 and I-205 for a majority of Portland Metro regional trips. Thus, a concern expressed by our constituents focus on a maximum daily toll for those trips that require multiple occasions to access the interstate system. That is, residents and businesses may need to “jump” on and off the interstate during the course of running errands or making deliveries, and piling on more toll charges would fail the test of fair, equitable treatment.

The City proposes a new Proposed Goal Action to explicitly accommodate this common occurrence of multiple trips on a tolled interstate highway in a fair, equitable manner:

“Proposed Goal Action 6.12.F

“ODOT will develop a maximum daily tolling limit to accommodate a toll user’s multiple trips on the tolled interstate highway.”

We appreciate ODOT’s serious consideration of the issues of concern raised in these comments. The City and our SMART transit agency look forward to continued work with ODOT to improve regional mobility in an equitable fashion. Thank you.

Sincerely,

Julie Fitzgerald, Mayor
City of Wilsonville

cc: ODOT Region 1 Area Commission on Transportation: Region1ACT@odot.state.or.us
Joint Policy Advisory Committee (JPACT), Metro: transportation@oregonmetro.gov
Clackamas County Coordinating Committee (“C4”): twilson2@clackamas.us
Washington County Coordinating Committee (“WCCC”): lutdir@co.washington.or.us

DISCUSSION DRAFT FOR SEPTEMBER 1 C4 MEETING

September **DRAFT**, 2022

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

Dear Oregon Transportation Commissioners:

On behalf of the Clackamas County Coordinating Committee (C4), we'd like to thank you and the Oregon Department of Transportation (ODOT) for extending the comment period for this important discussion and proposed amendment to the Oregon Highway Plan. C4 initially commented on the proposed Goal 6 Amendment, focusing on the request to extend the timeline and adding several preliminary responses. With the benefit of added time, our comments below reflect a deeper narrative and several recommendations in response to the proposed amendment.

Local and regional engagement on tolling programs must happen at all levels

The Proposed Goal 6 amendment is alarmingly silent on how ODOT is to engage the public and local and regional governments when implementing tolling and congestion pricing. We submit that by not having a proposed and named strategy for public engagement that ODOT will fail to meet the equity goals outlined Section 6.6, be plagued with accusations about transparency, and minimize – and potentially negate – the role of policy makers elected to represent the communities where tolling is proposed.

Much can be learned from ODOT's current engagement efforts to toll I-205. The current trust deficit between Clackamas communities and ODOT is indicative of not enough local engagement, varying access to information for policy makers, and infrequent and inconsistent communication between ODOT and cities/county on the development of the I-205 toll program. Yet, positive things have occurred too. Cooperative development of the C4 I-205 Diversion Subcommittee, establishment of the Regional Toll Advisory Committee, and staff-to-staff connections between ODOT and the county/cities. ODOT often describes the development and engagement of the I-205 Toll Programs as "building the plane as we fly it." We strongly recommend other communities not experience a similar process.

***Recommend:** Adopt language that creates standards for local and regional public engagement when deciding where to toll a project and how jurisdictions and communities stay informed, and provides transparent access to information.*

Corridors should have a "minimal state of readiness" before starting a congestion pricing program

Congestion pricing is not a one-size fits all formula, and to effectively meet the desired outcome of influencing travel behavior requires alternative mode infrastructure and services to be in place ahead of

Promoting partnership among the County, its Cities and Special Districts

implementing congestion priced corridors. The I-205 corridor in Clackamas County has no meaningful alternative transportation mode for commuters, but rather a six to eight mile corridor where the only way through is along I-205. There are no bus or train options and no contiguous bike or pedestrian routes. Over 100,000 vehicles cross the Abernethy Bridge every day, and with no alternative modes available – save for a singular pilot project that has not started yet – we can only assume the only behavior change for drivers along I-205 will be to divert from I-205 into local streets, many of which are already at or beyond capacity.

Further, congestion pricing assumes that people may have the option of shifting their travel time to avoid higher tolls at peak travel times. Yet we know lower income jobs, shift labor, and families navigating childcare will not have that luxury. Implementing congestion pricing where alternative modes are not available will inherently place greater burdens on people.

Recommend: Add language to Goal 6 that identifies a minimal state of readiness to accommodate mode shifts and address diversion before implementing congestion pricing.

The definition of “diversion” is too prescriptive and does not adequately acknowledge freeway use in urban areas

Goal 6.12 presently identifies “longer trips” as the target for diversion mitigation, suggests that trips of three miles or less should not be considered diversion, and defines diversion as a “choice by some drivers to choose off priced systems routes”. We object to all of these assumptions.

In urban areas especially, the freeway system serves broader needs than just medium to long trips. Freeways connect people to schools, grocery stores, jobs, and more. Wilsonville provides a good example where the Willamette River divides the city and I-5 is the only connector. When tolling takes place on I-5 to repair or replace the Boone Bridge, the current definition of longer trips versus short trips will ignore freeway dependent communities.

Not only do “short trips” affect diversion, they are affected by diversion and can create additional local diversion. Traffic to avoid tolls into local communities could, and in most cases will, enter local systems that are already at or beyond capacity. When freeway traffic creates additional burden on local systems, it will influence local trips to avoid the diversion caused by tolling. Said another way, a local trip down an arterial may shift to neighborhood streets to avoid traffic caused by freeway diversion. These are unsafe scenarios caused by tolling a freeway system. If ODOT is not accounting for “short trips” in addition to long trips it will not adequately capture the impacts of their pricing policies and consequently create unsafe communities.

It is also short sighted to refer to diversion as a “choice.” A choice requires options, and in addition to our comments above regarding “minimal state of readiness,” relegating diversion to merely a “choice” overlooks people who do not have the option to pay for new transportation costs yet are still reliant on the existing freeway route. For example, the I-205 toll program has been modelled at \$2.20 per toll gantry at peak hours, with two gantries in each direction. Therefore, a round trip for someone needing “through traffic” could be \$8.80 per day. For a minimum wage worker in Oregon, they just lost half of their first hour of income to go to work. Assuming 20 working days per month, that totals \$176 per month and \$2,112 per year. There are many families in Oregon to whom diversion will not be a choice, but a requirement to pay their bills and feed their families.

Recommend: Acknowledge that freeway travel accommodates many trip types (short and long), that local traffic and impacts should be accounted for in diversion modeling no matter the length of travel, and that diversion can be defined simply as an increase in off-system traffic caused by tolling.

The definition of “corridor” is too prescriptive

Section 6.10 goes out of its way to define a corridor, and leaves too many questions about where the responsibility lies to make traffic and safety investments resulting from tolling. It remains unclear why “generally within 1-mile of the priced facility” is a criteria worth defining as a project impact area. While NEPA is also mentioned as conditional criteria, the I-205 toll project has taught our communities that not all projects are created equal. Early modeling shows the impact area does include many needed adjustments within 1-mile, but also many outside of the 1-mile corridor.

Recommend: Remove the “1-mile” language and insert a process that favors working with local and regional partners to identify the impacts of any given corridor.

Comments related to rate setting, use of revenue

We are supportive of efforts to create solutions that remove or reduce the impacts of tolling to people with low incomes and marginalized experiences. We strongly support the formation of the Equity and Mobility Advisory Committee and feel that committee should have better presence in the proposed amendment. Yet, we still feel the greatest solution to overcome the tolling barrier is to offer a free lane on tolled and congestion priced corridors. We can appreciate there are many complications related to this concept, but for people without choices on where they work and live we submit the best way to reintroduce a “choice” on a tolled corridor is to ensure their current route on an existing facility includes a free lane. We want to reemphasize this would be particularly beneficial on corridors that lack a minimal state of readiness (see comments above).

Further, it is unclear who will be making rate setting decisions “in rule,” how those rules will be different from the Oregon Highway Plan, and how the public will be able to engage in that process. More clarity should be introduced to identify those questions.

Last, we strongly urge that every toll project that is used to fund a specific capital projects (such as I-205 or Interstate Bridge) include a “sunset” date whereby tolling is removed once capital construction funding obligations have been met. We submit this provides a necessary infusion of public and transparent discussions about the price of the projects, decisions about the rates of tolls, disclosure of how funds are distributed, and a projected end date that will benefit communities and local businesses.

Recommend: Install rate setting consideration that includes “free lane” alternatives for corridors that do not meet a minimum state of readiness, clarify the process for what will be decided “in rule,” and include language that sunsets toll projects intended to pay for specific facilities.

The implementation of toll and congestion priced projects on the state highway and interstate system will affect how people travel for generations. Even though Goal 6 will have statewide implications, it is not lost on us that all of the currently proposed toll projects are in the Portland area – and the very first expected right here in Clackamas County. We all need to be working in partnership to understand how our transportation facilities support each other and, in some cases, how they could negatively affect people and businesses.

Thank you for the opportunity to comment.

Sincerely,

DRAFT

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

DRAFT

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

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



July 12, 2022

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

Dear Oregon Transportation Commissioners:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Thank you for the opportunity to comment.

Sincerely,



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



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

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

Charbonneau country club

32000 S.W. Charbonneau Drive • Wilsonville, OR 97070
Phone 503-694-2300 • Fax 503-694-5783 • Email Jim@charbonneaucountryclub.com

August 15, 2022

Mr. Bob Van Brocklin. Chair
Oregon Transportation Commission
355 Capitol St. MS 11
Salem, Or 97301-8871

Re: Charbonneau Country Club Statement on Proposed ODOT Tolling of Interstate-5 Highway

The Charbonneau Country Club, the principal community homeowners' association (HOA) composed of 13 different Charbonneau District neighborhood HOAs that represent over 3,000 mostly senior-age Wilsonville residents, has a number of concerns regarding proposed tolling of I-5.

2020 US Census highlights data about the residents of the Charbonneau District area of Clackamas County Census Tract 228:

- The Median Age of residents of the Charbonneau District area is 59, which is more than 1.5 times the median age of 36.5 in Wilsonville and 1.4 times the median age of 41.7 in Clackamas County.
- Nearly half of the residents (48%) of the Charbonneau District area are over age 60, with 34% being over age 65 — more than double the rate of Wilsonville and nearly double the rate of Clackamas County.
- Just over one-third (34%) of Charbonneau District area residents have a household income under \$50,000/year, about 10% higher than the rate of Wilsonville and 20% higher than the rate of Clackamas County.

Charbonneau recognizes that the Oregon legislature directed the Oregon Department of Transportation (ODOT) in House Bill 2017 of 2017 and House Bill 3055 of 2021 to study and implement tolling on all or portions of I-5 and I-205 in the Portland metro area. Charbonneau understands that new highway tolls are designed to generate revenue for roadway-improvement construction projects and to reduce traffic congestion during peak rush hours.

Charbonneau country club

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The legislation also named several major “mega-highway” construction improvement projects in the metro region for ODOT to advance, including the nationally significant I-5 Boone Bridge for rebuilding to be seismically resilient and provide safer merging traffic conditions to reduce accidents. Although Charbonneau does not favor tolling the interstate highways, the organization does recognize that it may not be realistic to expect the federal government to pick-up the multi-billion-dollar tab for all of these proposed highway improvements.

While these are laudable goals, proposed Oregon Highway Plan (OHP) Toll Amendments under consideration by ODOT do not recognize the unique situation of Charbonneau, which was designed as a retirement community.

As part of the Toll Evaluation Area, ODOT’s Urban Mobility Strategy Office and Regional Mobility Pricing Project propose a toll gantry at the I-5 Boone Bridge for northbound traffic into the Portland metro region at Wilsonville, effectively splitting off Charbonneau from the remainder of Wilsonville.

The Charbonneau District of South Wilsonville, located south of the I-5 Boone Bridge over the Willamette River, is dependent upon using I-5 and the Boone Bridge to access vital urban services and amenities located in the commercial hubs of Wilsonville. During the 1970s, ODOT policy either allowed or did not address the issue of the City of Wilsonville’s Charbonneau District development, which depended upon using the I-5 Boone Bridge for local access to the remainder of Wilsonville.

While such older policies ODOT now recognizes are not beneficial to the efficient operation of the interstate highway, the resulting mobility infrastructure needs of historically dependent populations should be accommodated when newer OHP policies are considered. That is, primarily older senior residents who compose the Charbonneau District live in a residential community with no other route to access the remainder of Wilsonville other than over the I-5 Boone Bridge. In a similar manner, Wilsonville residents and businesses north of the I-5 Boone Bridge/Willamette River who visit or serve Charbonneau are similarly impacted.

Proposed OHP Goal 6.12.B Action does *not* address the situation of a community’s dependence upon the interstate highway to provide local access when there is no alternate route, as in the case of the Charbonneau District of Wilsonville. Thus, Charbonneau proposes that ODOT amend the draft OHP

to provide an additional Action Goal to accommodate this situation that ODOT policies assisted in creating.

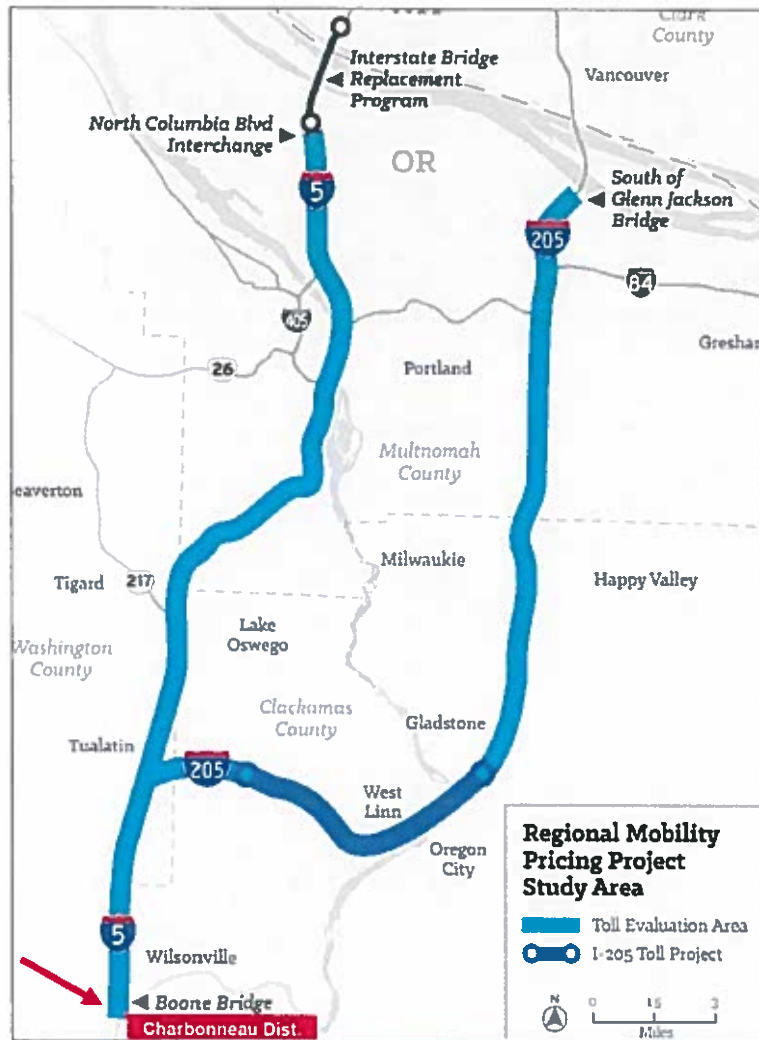
“Proposed Goal Action 6.12.E

“Tolling is waived for trips on the interstate by residents and businesses of a community historically dependent upon use of the interstate for local access when there is no viable alternative to access the city center.”

The proposed goal amendment would allow ODOT to deal equitably with the residential population composed mostly of senior citizens dependent historically upon the interstate for local access to essential goods and services, including shopping and medical appointments, and other amenities. Such a Goal Action provides for ODOT accommodation of those instances where prior ODOT policy or lack thereof helped to create the condition of highway dependency for local access without penalizing those residents.

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ODOT's Regional Mobility Pricing Project Toll Evaluation Area illustrates the I-5 Boone Bridge as potential I-5 northbound toll gantry, which directly impacts residents of the Charbonneau District of Wilsonville south of the Willamette River.

Sincerely,



Gary Newbore

President

Charbonneau Board of Directors

cc: Wilsonville Mayor Julie Fitzgerald

Charbonneau Board of Directors

Charbonneau Neighborhood HOA Presidents



July 19, 2022

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

RE: Comments regarding Goal 6: Tolling and Congestion Pricing Policy from the Oregon Highway Plan

Dear Oregon Transportation Commissioners:

Thank you for the opportunity to comment on the proposed amendments to the Goal 6: Tolling and Congestion Pricing included within the Oregon Highway Plan.

Given the I-205 project was selected to be the first major toll project in the state, Clackamas County has been deeply engaged for the past two years on the studies and projects related to tolling, both at the regional and state level. We understand that the proposed amendment to the Oregon Highway Plan is not project specific, but that it will guide how tolling is used and how impacts to tolling will be mitigated for all tolling projects in the state. The development of toll policies has evolved rapidly over the past two years and has occurred at various decision tables. In short, the process has felt frantic, uncoordinated and lacking genuine engagement between ODOT and its regional partners and the community.

It is critical that these programs and policies be developed in a coordinated and clear manner. It is also critical that you ensure the appropriate amount of time for due diligence and true engagement and feedback from the public.

First, we echo and uplift our Clackamas County Coordinating Committee's request that the open comment period for review and feedback be extended by no less than 60 days. Clackamas County and the jurisdictions expecting negative impacts caused by tolling I-205 first in the region have been deeply engaged with ODOT and with the OTC. Despite our genuine efforts for collaboration, we still find that the proposed amendments do not match what the region has been working toward and does not compliment what ODOT has communicated thus far regarding their role in mitigating impacts caused by tolling I-205.

We do not believe that ODOT has taken the necessary steps to meaningfully engage the community on these proposed changes. A 45-day comment window is too short for the communities that have been the closest in trying to understand the impacts of tolling, then communities who are just now becoming aware of these proposed changes—if they are even aware of them—need additional and sufficient time to engage & provide feedback. Further, the short review period does not provide local governments sufficient time to coordinate with the

regional congestion pricing policies being considered by JPACT & Metro Council, scheduled for regional discussion at the end of July.

While we do not feel that you have provided sufficient review time, we also expect that our request for more review time may not be granted, therefore we submit the following preliminary comments with the intention to return with more detailed comments if our extension request is granted.

1. **The definition of “diversion” is not acceptable as included in the proposed amendments.** Safety is the number one concern for all of us on our roadway systems. Safety is critical on both the interstates and our local roads. Current modeling from the I-205 project shows that there will be significant diversion of trips from the interstate to the local roads caused by the implementation of tolling. The impacts to local roads will cause significant safety issues for all of the traveling public. Being prescriptive and limiting the type of trips that will be considered “diversion” when implementing a tolling project limits our ability to adequately address the impact that tolling will have on the local street networks.
2. **The definition of a “corridor” is too detailed and prescriptive and is not acceptable as included in the proposed amendments.** Proposed Policy 6.10 includes guidance that the impact area should be defined as one mile from the priced facility, and that the corridor should be limited to arterials moving traffic in the same direction. ODOT’s modeling proves that significant, unexpected impacts can occur outside of the areas as defined by these amendments. For example, severe impacts in Canby are expected from the I-205 Toll project, yet that area would be excluded using this definition of corridor. Each corridor is unique. That is why the corridor and impact area should be established during the NEPA phase for each project individually. Having the prescriptive guidance within the Oregon Highway Plan does not provide public benefit and only limits our ability to address impacts from tolling.
3. **Local input at all stages of the process is essential.** While Policy 6.13 calls out that the Oregon Transportation Commission is the Toll Authority, there needs to be specific action under this policy that elevates the role of local policymakers and stakeholders by creating corridor-specific Toll Policy Committees and acknowledges their role in decision-making for the investments of the toll revenue. Additional actions should be added under this proposed amendment that reflect the commitments ODOT made when JPACT and Metro Council approved the RTP amendment for the I-205 toll project in Spring 2022. These commitments are essential for addressing diversion impacts and mitigation plans, coordinating tolling projects and providing fiscal transparency.
4. **The language within Goal 6: Tolling and Congestion Pricing must reflect tolling best practices from locations already implementing tolling, as well as build on the agreements and work that have been underway within the Portland Metropolitan area.** Since the Policies and Actions should support implementation in local areas, use the information from the Metro Congestion Pricing report and policies, as well as other documents being created by the I-205 Tolling Project, to inform these amendments. Many of the proposed amendments conflict with much of what has been produced and

developed for the I-205 Tolling Project. Not only should these policies align, they should clearly communicate how their input is reflected in the amendments.

5. **Local involvement in rate setting, discounts and exemptions.** Policies 6.8 and 6.9 address Rate setting, discounts and exemptions. We understand that during the review of these proposed amendments, the OTC is still receiving input from the Equity and Mobility Advisory Committee and from the public about the Low Income Toll Report. We would like to understand how the EMAC recommendations and the Low Income Toll Report will influence these policies. In addition, beyond these two sources, it is important to Clackamas County that local residents who live near these facilities are not unduly burdened by the tolls and that small businesses that are located near the tolled facilities have exemptions or discounts. Finally, we request that Clackamas County has a representative on the Toll Rate Setting Rule Making Committee.
6. **Build a policy that works for all Oregonians.** The proposed amendments create a cookie cutter approach to implementing toll policies across the region and the state, but not all communities are the same—even in the Metro region. Congestion pricing is intended to “encourage” other modes of travel, utilization of other local infrastructure, and reduce carbon emission. In some areas of the region this approach might work. However, this segment of the I-205 corridor lacks these alternative modes. Not only would the proposed tolling amendments ignore that, they propose policy glide paths that will allow ODOT to justify leaving behind provable diversion mitigation needs. For example, the Oregon constitution limits how transportation revenue can be used to advance transit projects. No meaningful transit route currently exists that provides an alternative mode of transportation through the proposed I-205 toll corridor, and per the Oregon constitution no meaningful way exists to fund one. This will not be a concern in other parts of the region where transit infrastructure is more robust, but the proposed amendments here ignore the obvious need and place the burden on the tolled communities—not the tolling agency—to mitigate this.

The implementation of tolling projects on the state highway and interstate system will impact how people travel for generations, and the choices about how the local and state transportation system is used by the residents and businesses in Oregon. Since tolling will be relatively new to residents of the state, it is difficult to model and design a system with minimal impacts. We have to work together and take the time necessary to do this right. This process is too rushed and is not providing appropriate time for review and meaningful engagement. Please provide more time so that we can work together to make a program that will work for all Oregonians.

Thank you for your consideration.

Sincerely,



Tootie Smith, Chair

On Behalf of the Clackamas County Board of Commissioners



City of Tualatin

www.tualatinoregon.gov

July 27, 2022

Oregon Transportation Commission
Oregon Department of Transportation
355 Capitol Street NE, MS11 Salem, OR 97301

RE: Oregon Highway Plan (OHP) Toll Policy Amendment

Chair Van Brocklin and Commissioners,

On behalf of the Tualatin City Council, I am writing to thank you for providing jurisdictions in Clackamas County with the opportunity to submit public testimony on the draft Oregon Highway Plan Toll Policy Amendment. The City of Tualatin has had several months to discuss the need for, and nuances of, toll policy to guide ODOT's I-205 Toll Project pilot. Building on our local experience, please consider the following insights and requests as the Commission fine-tunes the draft OHP policy for statewide application:

Consider the impacts and broaden the definition of diversion and significant re-routing.

The City regularly receives complaints from community members about congestion on our transportation system. When traffic is backed up on I-5, drivers use Tualatin roads like Boones Ferry Road, 65th Avenue, and Nyberg Street to avoid traffic on the freeway. The city has limited funding available to mitigate traffic congestion and lacks comprehensive public transit options which would provide an alternative to single-occupancy vehicles. Additionally, safety is a major concern in Tualatin. Freeway traffic has a much lower rate of fatally serious injury crashes, compared to local arterials. The rate of serious injury is several times higher when traffic diverts onto local streets.

The City of Tualatin is deeply concerned about the potential impact that diversion may have on vulnerable neighbors, the environment, and livability in the City and in Clackamas County. As our region prepares to discuss mitigations for short- and long-term diversion from the I-205 Toll Project, we urge the OTC not to adopt an overly prescriptive definition of diversion or "significant" re-routing. Rather, the statewide policy should contemplate the context and comprehensive impacts of diversion, recognizing that traffic will behave differently in areas with fewer (or no) routes or modal alternatives. Broadening the definition of diversion will help the Oregon Transportation Commission prevent serious injuries and deaths, as well as abrupt changes in traffic flow that may contribute to these losses.

Clarify how toll policy will advance goals at the project level.

We appreciate the OTC's role in clarifying how tolling could advance our mutual priorities of equity, climate stewardship, and vibrant communities. Please consider additional language to strengthen how the statewide policy will translate to meaningful project-level outcomes. For example, how will a statewide policy build on a diversion policy to shift trips to active transportation? How will a statewide policy hold projects accountable to profoundly advance equitable and climate friendly outcomes?

Incorporate language to support additional, vulnerable communities.

Each day, approximately 40 thousand employees come to work in Tualatin, a city with a population of just under 28 thousand. Tolling will not only impact the business that call Tualatin home, but also the employees who travel here for work, particularly those who work in low-wage jobs. Furthermore, 65th Avenue, Borland Road, and Sagert Street are frequent routes for drivers diverting off the freeway, and are

home to many low-income and non-English speaking communities. These communities will bear the brunt of diversion and re-routing.

We appreciate and support the important work underway at the Equity and Mobility Advisory Committee and through the Low Income Toll Report. In addition to the good work already occurring, the statewide policy should remain flexible to consider impacts and exemptions for additional groups that may be disproportionately impacted by tolling.

As our valued partner, we ask that the Commission leverage its OHP policy to bring resolution to our region's outstanding I-205 Toll Project questions.

Thank you for considering the concerns raised in this letter. We appreciate the Oregon Transportation Commission's desire for innovative transportation solutions and look forward to partnering with ODOT in the future.

Sincerely,

A handwritten signature in blue ink that reads "Frank Bubenik". The signature is fluid and cursive, with the first name "Frank" being more prominent than the last name "Bubenik".

Frank Bubenik
Mayor, City of Tualatin



CITY OF
West
Linn



City of Tualatin



CITY OF MILWAUKIE

January 13, 2022

Oregon Transportation Commission
Oregon Department of Transportation
355 Capitol Street NE, MS11 Salem, OR 97301-3871

RE: Joint Clackamas County Chair and Cities of Clackamas County Letter of Concern re: I-205 Toll Project

Chair Van Brocklin and Commissioners,

We write today as leaders of the communities who will be the most impacted by implementation of the proposed I-205 toll project. We recognize that you are working at the direction of the legislature to develop a toll program for I-205 and I-5, primarily due to the lack of dedicated funds to the project. We also believe that the passage of the IJIA creates a unique opportunity to work in partnership with the region to develop a cohesive, coordinated approach with aligned implementation timelines instead of seeking approval for the I-205 Toll Program ahead of the development of the Regional Mobility Pricing Project.

Our jurisdictions support a functional regional interstate system that prioritizes equity, safety, a vibrant economy, healthy and active communities, climate action, disaster resilience, and the reliable movement of people and goods. The existing bottleneck on I-205 between Stafford Road and OR 99E results in significant congestion, unnecessary safety issues, and diversion into local communities. Governor Brown and the Oregon Legislature heard these concerns from Oregonians across the state, leading to the legislature prioritizing the I-205 bottleneck project as part of HB 2017.

The current proposal to toll I-205 does not meet the needs or resolve the diversion currently affecting our communities and will likely do more harm to the environment and quality of life in Clackamas County by redistributing traffic and emissions in areas unprepared for it. While we appreciate and support the upcoming construction of Phase 1A of the I-205 Capital Improvements Project, which

includes needed seismic improvements to the Abernethy Bridge, our concerns about the impacts of diversion continue to grow.

We recognize that ODOT will be modeling the system and analyzing the impacts in early 2022, but we are not convinced that the impacts are possible to mitigate due to already existing high volumes of diversion resulting from lack of infrastructure and a complicated geography. Additional diversion threatens the safety of those most vulnerable and the economic potential of our communities.

To be clear, if the toll project creates additional diversion beyond what we are already experiencing today, then it does not accomplish one of the goals that the capital improvements project set out to achieve for Clackamas County, the region, and the state.

We request the OTC and ODOT respond to the following requests and actively work with our communities to resolve the underlying concerns before asking for changes to regional and statewide plans.

First, we request that the OTC provide an explicit commitment that all impacts of tolling, especially diversion, will be mitigated to protect the health of our communities and the economic viability of our region. To advance this commitment, we request that ODOT establish an agreement including a formal structure and process with impacted local jurisdictions that will identify and prioritize mitigation projects, monitor performance, and make ongoing investment decisions. This should occur before we are asked to support currently proposed changes to regional and statewide plans.

As proposed by ODOT, the I-205 Toll Project will toll all lanes in an effort to raise revenue and reduce congestion on the freeway. This proposal will only serve to increase the problem of diversion in local communities, especially if I-205 is tolled ahead of the rest of the region.

We have seen no evidence that the proposed toll project will help to resolve the original diversion that was to be solved with the bottleneck project and no evidence that the toll project will mitigate additional diversion resulting from tolling. The RMMP Summer 2021 Engagement Report highlights that many community members plan on rerouting their trips to avoid tolls. Preliminary modeling data shows widespread diversion impacts that will be difficult, if not impossible, to mitigate. Early analysis projects diversion impacts in the areas of the county with higher percentages of low income, seniors, and Latinx households. Yet, despite this lack of information and concerning early information, our communities are being asked to go along with the I-205 toll project as a sole source of revenue, approve regional and statewide plans, and trust this process will simply work out. This expectation is unacceptable. Trust is not built on faith, but rather transparency, predictability, and dialog.

Second, we ask that the OTC not move forward with tolling or congestion pricing on I-205 prior to full system implementation of regional congestion pricing.

Despite repeated requests and input to ensure that tolling is implemented on the region's highway system at roughly the same time, ODOT's current proposal would toll the I-205 corridor as soon as 2024 while tolling in the rest of the region is slated for 2025 or later, if at all.

The current approach appears piecemeal and it remains unclear how the toll project would be integrated with the broad plan for congestion pricing in the region. Further, it places a unique economic

hardship on our communities – and only our communities – for an uncertain amount of time and, we feel, puts at risk the likelihood of success for a regional toll program.

Finally, we ask that the OTC direct the use of some of the federal infrastructure funds to construct Phase 1A of the I-205 Capital Improvements project to allow the region time to develop a cohesive, coordinated approach to congestion pricing and to allow implementation to occur at the same time.

We applaud and appreciate ODOT's forward thinking in joining us and many other regional partners in submitting a letter to the federal delegation back in June of 2021 (attached) which asserted that federal funding for Phase 1A will allow an opportunity to diversify the funding for the project and prevent the need to toll the project ahead of the development and implementation of a comprehensive regional pricing program.

While we recognize there are many transportation needs across the state, the recent passage of the Infrastructure Investments and Jobs Act (IIJA) provides an estimated \$1.2 billion in new revenue to ODOT and is a timely resource to help pay for the projects of statewide significance identified in HB 2017, including I-205 and Rose Quarter. Additionally, IIJA reauthorizes a variety of nationwide grants that could reduce or even negate the need to toll the I-205 project ahead of congestion pricing. HB 3055 provided flexibility of the penny gas tax created in HB 2017 and expanded ODOT's bonding authority. At a minimum, the flexible penny in combination with the expanded bonding capacity and the federal funding should be utilized to finance construction of these projects which will allow time for the region to develop a coordinated approach to congestion pricing and tolling with comprehensive analysis and aligned implementation timelines.

We look forward to your response to our urgent requests, particularly regarding diversion.

Thank you for your consideration.

Sincerely,



Tootie Smith, Chair
Clackamas County Board of Commissioners



Tammy Stempel, Mayor
City of Gladstone



Rachel Lyles Smith, Mayor
City of Oregon City



Tom Ellis, Mayor
City of Happy Valley



Sean Drinkwine, Mayor
City of Estacada



Jules Walters, Mayor
City of West Linn



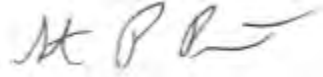
Frank Bubenik, Mayor
City of Tualatin



Mark Gamba, Mayor
City of Milwaukie



Joe Buck, Mayor
City of Lake Oswego



Stan Pulliam, Mayor
City of Sandy



Scott Keyser, Mayor
City of Molalla



Julie Fitzgerald, Mayor
City of Wilsonville



Traci Hensley, Council President
City of Canby



Testimony by City of Wilsonville Mayor Julie Fitzgerald on HB 3065-8:

If Metro-Area Highway Tolling Is Implemented, then Legislation Should Establish Key Principles for Use of Revenues and Increase Public Transit

Scheduled for public hearing on May 11, 2021, before the Joint Committee On Transportation

Co-Chairs Beyer and McLain, Vice-Chairs Boquist and Noble, and Members of the Committee:

On behalf of the City of Wilsonville, I am testifying regarding HB 3065-8.

The City agrees with legislative leadership that Oregon's transportation system is woefully underfunded. The revenue increases provided by the legislature's bold 2017 transportation package (HB 2017) have proven to be insufficient at funding key projects on highway corridors of regional, state and national significance such as the I-205/Abernathy Bridge improvement project.

The City appreciates that HB 3065-8 explicitly names the Interstate 5 Boone Bridge and Seismic Improvement Project as a priority facility for the Oregon Department of Transportation to advance.

While the City applauds the legislature's foresight to seek a mechanism for creating a regional/state funding match to a pending federal transportation infrastructure program of considerable significance, serious concerns remain by many segments of the public. Members of the City Council and our constituents seek answers and to resolve issues around the impacts of tolling on our communities on the proposed legislation.

If tolling of the freeways is implemented, then new highway facilities, improved corridor arterials and increased public transit/alternative transportation options must be realized. We agree with the many of the Portland metro-area local elected leaders that if tolling is to be implemented, it must be done in a thoughtful, systemic manner that provides equitable transportation options for all segments of society and results in less traffic congestion:

- **Revenue generated by tolling should be used for new facilities that improve that highway corridor's traffic-flow and sustainability.** Many Oregonians believe that the current highway system has been paid for already. Therefore, it is crucial that if tolling is implemented, then revenues must be used to pay for new highway facilities that replace and improve the traffic-handling capacity and seismic-resilience of outdated facilities on that highway.
- **Impacts of increased highway diversion onto local arterials must be adequately mitigated:** ODOT forecasts that tolling will add to the increasing number of vehicles diverted away from the region's freeway system and onto local roads. The legislature should create a process for ODOT and the Oregon Transportation Commission to designate in conjunction with local jurisdictions specific highway-corridor arterials impacted by diversion traffic, and a program that funds mitigation measures for road improvements and maintenance of those impacted arterials.

We appreciate legislative leadership's specific named inclusion of the Interstate 5 Boone Bridge and Seismic Improvement Project in Section 18 of the -8 amendment that provides for tolling

revenues to fund highway diversion mitigations in subsection (4) that “(a) Reduce traffic congestion not only on the tollway but also on adjacent, connected or parallel highways to the tollways, regardless of ownership; and (b) Improve safety not only on the tollway but also on adjacent, connected or parallel highways to the tollways, regardless of ownership;” and subsection (5) to “(b) Determine appropriate investments or efforts that may minimize or reduce any potential impacts”.

The City respectfully suggests that this same approach as outlined in Section 18 to address tolled highway traffic diversion impacts mitigation be applied *to all and only tolled highway corridors* where diversion is impacting local arterial facilities. Providing similar benefit to the tolled highway corridors’ arterials can help generate support from local jurisdictions impacted by traffic diversion.

- **Approaches to tolling should be system-wide:** The City agrees with metropolitan mayors that if tolling is implemented, then a system-wide approach should apply to both the Metro-area I-5 and I-205 corridors simultaneously to ensure a more efficient and equitable regional system.
- **Multimodal transportation alternatives and public transit must be expanded and coordinated:** Tolling will significantly increase the cost of travel in private vehicles in the Metro region, and therefore will have a greater cost-impact to lower-income communities. Therefore, bus and light-rail transit services and bike and pedestrian infrastructure be expanded and coordinated in order to provide viable transportation alternatives, including advancing highway bus-on-shoulder options. Particularly in the southern half of the Metro area, transit service is inadequate for many work and school commutes.

Since the Oregon Constitution limits funds raised by fuel taxes and user fees to be spent solely on roads and related bike/ped facilities, the legislature will need to provide alternative sources of funding, such as the State Transportation Improvement Fund (STIF) program, to ensure that transit service can be expanded and coordinated to meet growing demand, particularly for both the suburban and urban-rural interface areas. Additionally, public subsidies to lower-income populations to support work/school commuting should be considered as an option for communities impacted by tolled highways.

The City of Wilsonville greatly values our partnership with the leadership of the Oregon Legislative Assembly and ODOT to advance strategic programs that advance Oregon’s transportation system for all segments of society and our economy. We recognize that Oregon faces some big-ticket costs ahead to replace key highway facilities, including \$500 million for the I-205/Abernathy Bridge capacity- and seismic-improvement project, \$500 million for the I-5 Boone Bridge and seismic improvement project, over \$750 million I-5/I-84 Rose Quarter improvement project, and the +\$1 billion Interstate Bridge replacement project. It is unrealistic to expect that the “feds” will bail us out on all of these projects, and therefore we need to look for ways to pull ourselves up by our own bootstraps and use funds generated by the region and state to leverage even greater amounts of federal funds to improve our transportation system. Thank you consideration of this testimony.

Sincerely,



Julie Fitzgerald, Mayor
City of Wilsonville



September 30, 2020

*Submitted via email to
oregontolling@odot.state.or.us*

Lucinda Broussard, Toll Program Director
Oregon Department of Transportation
355 Capitol Street NE, MS 11
Salem, OR 97301-3871

RE: I-205 NEPA Alternatives Comment Period

Dear Ms. Broussard:

The City of Wilsonville appreciates the opportunity to provide comment on the identified Purpose and Need of various alternatives being considered by ODOT during the I-205 NEPA Alternatives comment period. We also appreciate the time that you took to visit with the Wilsonville City Council on August 17 to more fully explain this important project.

As a participating agency in the I-205 Toll Project Draft Agency Coordination Plan, the City of Wilsonville has significant interest in this project that could carry major ramifications for both highway traffic and local-area streets congestion. The City's South Metro Area Regional Transit (SMART) Director also participates on the Equity and Mobility Advisory Committee and the Tolling – Transit Work Group.

As a city with a residential population of 25,000 that hosts over 20,000 jobs, thousands of workers commute daily from as well as to Wilsonville from every corner of the Portland metro region and North Willamette Valley. Approximately half of these jobs (10,000) are in manufacturing and wholesale distribution where both commuting workforce mobility and the timely movement of freight are crucial for Oregon's continued economic development.

The "proposed project purpose" is stated as:

The purpose of the I-205 Toll Project is to manage congestion on I-205 between Stafford Road and OR 213 and raise revenue to fund congestion relief projects through the application of variable-rate tolls.

The project purpose, while led by legislative direction, appears too limiting to either raise sufficient revenue or provide congestion relief. That is, tolling one small segment of highway would appear to neither generate significant revenue to be meaningful nor provide region-wide congestion relief. Therefore, the NEPA analysis should be expanded in scope to look more holistically at the region-wide traffic-congestion impacts and revenue generation of tolling the interconnected Interstate freeway system of the Portland metro region with at least I-5 and I-205 being analyzed.

We agree with the key lead points of the comment letter submitted by the Clackamas County Coordinating Committee dated August 13:

“First, the financial necessity and the benefits of tolling this section of I-205 have not been clearly articulated. After years of improving the highway system of Oregon without the use of tolling, many residents and businesses in Clackamas County question why it is necessary that this project be tolled. The communities of Clackamas County request that a financial analysis of the I-205 Widening and Seismic Improvements project be released that justifies tolling and demonstrates that it cannot be completed without toll funding.

“Second, we request the OTC clarify its policy for funding of major highway improvements and assure stakeholders that tolling will be applied equitably to major highway improvements in the region, including this I-205 improvement as well as other proposed improvements on I-5, I-84, I-405, and OR 217. Our hope is for this analysis to either clarify or alleviate the growing concern that tolls will not be imposed to pay for other major highway improvements elsewhere in the Portland region and in Oregon, leaving Clackamas County businesses and residents to shoulder a major share of the cost of this improvement to the state highway system.

“Third, we are concerned about a lack of clarity around the intentions and policies regarding toll revenue allocation, and urge that toll revenue generated in a project area should remain in that project area. Based on recent comments from ODOT tolling staff we understand that their intent at the August 13th OTC meeting is to seek policy direction to ensure that toll revenue collected in the corridor remains in the corridor. We strongly support ODOT staff’s intention and the concept that the toll revenue collected in a corridor should remain in that corridor.”

Bold in original text.

Additionally, the City provides the following specific comments and recommendations:

1. **Long-term impacts of tolling on the surrounding communities:** The 2027 travel-demand modeling used to select alternatives does not appear to adequately account for the long-term impacts of tolling on the surrounding communities. The City requests that ODOT use Metro’s 2040 travel-demand model to assess the long-term re-routing of traffic that will result from the implementation of tolling on this segment of I-205 and impact our communities.

Additionally, the current scope of alternatives analysis does not study the potential impacts of tolling on the economies of impacted jurisdictions, nor how community quality-of-life may be affected. Therefore, the City requests that ODOT study in the various alternatives both economic and quality-of-life impacts on communities directly impacted by proposed tolling, including the City of Wilsonville.

2. **Increases in diversion on local roads:** The City requests that ODOT study both the difference between the increase of vehicles created by diversion and the impact of those increases on local roads where diversion and delays already occur. To achieve this, ODOT could apply traffic simulation to determine the impacts of traffic congestion and delay on the arterial roads and signalized intersections that will be

impacted by traffic re-routing from I-205 as a result of the implementation of tolling. This analysis should include state highways – and the roads that feed them – that serve as major arterials in surrounding communities, including but not limited to OR 99E, OR 212, OR 43, and OR 213.

3. **I-205 tolling location potential impacts:** The City is concerned about proposals to toll I-205 from a location *west of the Stafford Road interchange*, which modeling demonstrates leads to a substantial increase in traffic at the I-5 Elligsen Road interchange in Wilsonville. The I-5 Elligsen Road interchange is the last exit on northbound I-5 prior to reaching I-205, and therefore the potential location of tolling on I-205 appears to have a substantial impact on the interchange prior to tolling location. The City requests that ODOT provide additional traffic-impact studies of a toll location west of the Stafford Road interchange and potential mitigation strategies.
4. **Analyzing traffic impacts beyond Clackamas County:** The City requests that ODOT quantify the impacts of traffic re-routing on state highways and major city and county roads throughout the full extent of Clackamas, Multnomah, and Washington Counties, rather than focusing solely on highways and roads in Clackamas County. As a city located in both Clackamas and Washington Counties, the City believes that this project will have region-wide impacts and that to meet the intent of NEPA it is necessary that those impacts be analyzed.
5. **Analyzing region-wide value-pricing:** The City requests that ODOT uses this NEPA process to additionally assess the original intent of HB 2017 to toll the entirety of I-5 and I-205, between the Columbia River and their intersection north of Wilsonville or possibly south at the I-5 Boone Bridge. Value pricing as a means of congestion relief cannot be achieved as a pilot program where select communities bear the burden of receiving additional freeway traffic congestion on local roads.

If value pricing is to have a true impact in our region, ODOT and the region at large benefits by studying those impacts now, and potentially pursuing those methods of value pricing if they truly model congestion relief. This approach not only favors a system-wide approach to congestion relief, but also removes the already observable and unfair model of penalizing several small communities to fund a project of statewide significance. Therefore, tolling should be considered at a regional-wide scale to address the major chokepoints of the I-5 Boone Bridge and I-5 Interstate Bridge/Columbia River Crossing. The current situation of spot tolling has unequal impacts on the region, as only certain communities will bear the greatest burden.

6. **Alternative transportation and public-transit options should be studied:** The I-205 corridor has limited parallel transportation routes and many of those are severely lacking basic safety infrastructure for pedestrians and cyclists. The City expects the NEPA analysis to inform how ODOT plans to remedy the impacts of tolling diversion where transportation gaps exist in this area, including a need for improved transit alternatives such as bus-on-shoulder access and connection routes around the project, improved bicycle-pedestrian accommodation on projects where diversion will increase, and additional river crossings to accommodate diversion.

Additionally, the current approach by ODOT to the NEPA analysis fails to assess how transit-dependent populations would be impacted by the proposed toll, which could further widen the equity gap. As noted in more detail in the following point, equity and environment justice considerations are to be addressed in NEPA.

7. **Health and Equity analysis of the alternatives:** The City requests that ODOT access the health and equity impacts of each alternative in the Environmental Assessment. The City recognizes that the Equity and Mobility Advisory Committee (EMAC) is scheduled to provide a more robust analysis of this need; however, this is an opportunity for ODOT to incorporate health and equity criteria into the performance measures analysis, perform an equity analysis by analyzing the performance measures for subareas with a high percentage of marginalized and vulnerable populations, and partner with Oregon Health Authority (OHA) Environmental Health to explore modeling options of health outcomes.

The chief concern is that those persons least financially able to bear additional costs for their transportation for school, work, childcare, medical and family matters are those most impacted by tolls. Lower-income populations will seek to find alternative routes, schedules and transportation modes to try and reduce the financial impact of the tolls. Thus, the alternatives should provide specific information on how the inequitable impact of tolls on lower-income communities is to be addressed.

Thank you for your efforts to create a more complete and resilient transportation system for the benefit of our region.

Sincerely,



Tim Knapp, Mayor
City of Wilsonville

cc: Oregon Transportation Commission (OTC): OTCAdmin@odot.state.or.us
ODOT Region 1 Area Commission on Transportation: Region1ACT@odot.state.or.us
Joint Policy Advisory Committee (JPACT), Metro: transportation@oregonmetro.gov
Clackamas County Coordinating Committee ("C4"): twilson2@clackamas.us
Washington County Coordinating Committee ("WCCC"): lutdir@co.washington.or.us