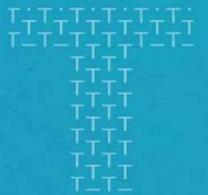
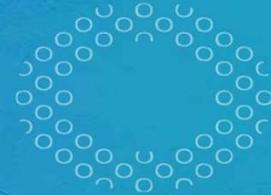


Moving to Our Future: Pricing Options for Equitable Mobility

Task Force Meeting #8
September 14, 2020



General guidelines for Task Force members:

- Mute when you're not speaking
- Hold questions and comments for designated discussion times
- "Raise your hand" when you'd like to speak (found in participants tab)

For audience members:

- We ask that you mute yourself and turn your video off, except during public comment opportunities

Please keep the chat open for technical troubleshooting



Agenda

Time	Agenda item
6:00 p.m.	Welcome and housekeeping <ul style="list-style-type: none">• Agenda review• Finalize meeting #7 summary• Public comment
6:10 p.m.	Presentation and Q&A: Introduction to freeway tolling <ul style="list-style-type: none">• What is tolling, and why might cities implement it?• Equity considerations of freeway tolling• City's stated positions and hypotheses to date
7:00 p.m.	Task Force discussion: Small groups
7:45 p.m.	Full group debrief, quick poll and next steps





Public Comment

(POEMcomments@portlandoregon.gov)





Project updates

Introducing our guests tonight!

- Ray Delahanty, WSP
- David Ungemah, WSP
- Chris Lepe, Mariposa Consulting

Invitation to connect about pricing and equity from Seattle

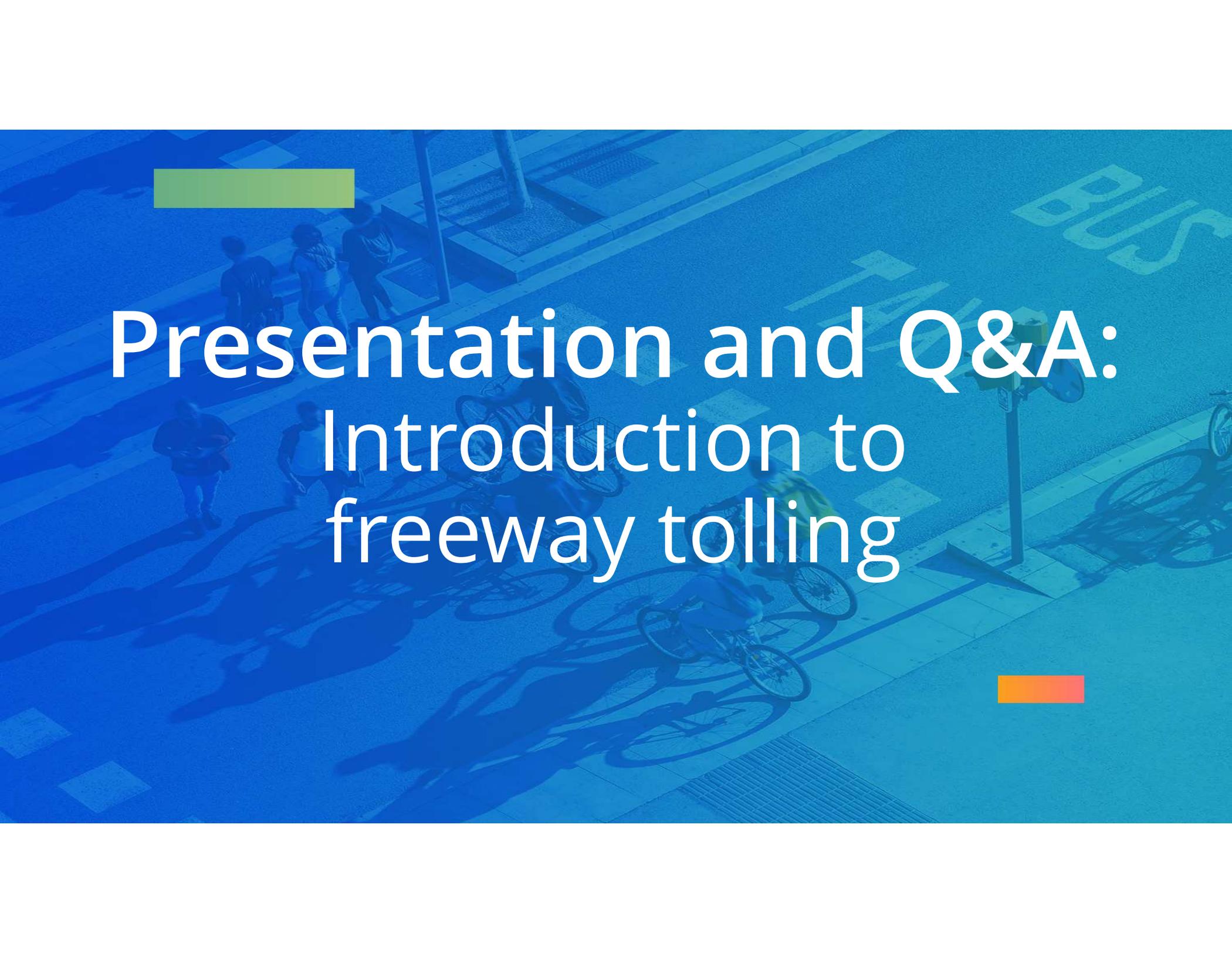
Update on Metro equity indicators invitation

ODOT I-205 comment period ongoing (extended through Sept. 23)

We haven't forgotten about parking!

- Processing input and doing further analysis. Will return to refine recommendations in 2021





Presentation and Q&A:
Introduction to
freeway tolling

Reminder: Pricing typologies

City implementation opportunities

Longer-term, regional opportunities



Parking prices



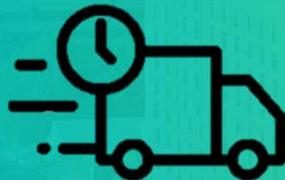
Highway tolls



OReGO

Road usage/VMT-based charges

Commercial motor vehicle
fleets or right-of-way access



Cordons and
congestion zones



Why are we talking about highway tolling? How is it different than other kinds of pricing?



Tolls are direct fees charged for use of a roadway facility (e.g. freeway, bridge, tunnel) or lane

Different than “area-based charges” (to be discussed later), but similar principles and considerations

Active conversation in our region due to direction of HB2017 and ODOT projects
(we'll talk more about this next month!)

Why might cities implement highway tolling?

1

To raise revenue and recoup the cost of road construction or maintenance

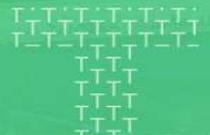
- Gas tax revenues declining
- Local examples: Bridge of the Gods, Tacoma Narrows Bridge, SR-520 Bridge in Seattle, I-405 Express Lanes in Seattle

2

To manage demand for congested roadways

- Reduces overconsumption by sending price signals; manages demand to meet supply (i.e. roadway capacity)
- Local examples: SR-520 Bridge in Seattle; I-405 Express Lanes in Seattle; SR-167 high occupancy toll lanes in Seattle

Can be both #1 and #2!



What types of tolling are there?

Tolled Lanes

- Only one or some of the lanes on a roadway are priced
- Provides a “lane-based” choice
- Not feasible as a demand management strategy in Portland region without costly highway expansions based on ODOT’s feasibility analysis

Tolled Roadways

- All lanes are priced
- Provides a “route-based” choice
- Many flat-rate toll roads exist; limited examples of variable roadway pricing to date

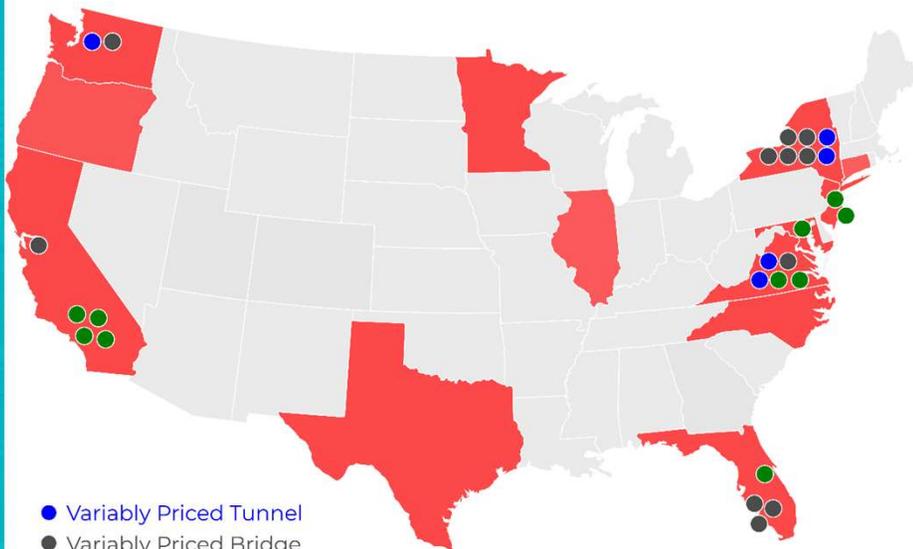
All toll projects must comply with federal regulations



Tolling for demand management: Examples and results

Variably Priced Toll Facilities in the U.S.

(Full Roadway only, not Express Lanes)



- Variably Priced Tunnel
- Variably Priced Bridge
- Variably Priced Roadway
- Value Pricing Pilot Program States

November 23, 2019

Prepared by **wsp**

California

I-80 Bay Bridge, San Francisco / Oakland
 SR-73, Orange County
 SR-133, Orange County
 SR-241, Orange County
 SR-261, Orange County

Florida

Cape Coral Bridge, Ft. Myers
 Midpoint Bridge, Ft. Myers
 Sanibel Causeway, Ft. Myers
 SR-528, Orlando

Maryland

MD-200, Baltimore / D.C.

New Jersey

New Jersey Turnpike
 Garden State Parkway

New York

Mario Cuomo (Tappan Zee) Bridge, Westchester
 Lincoln Tunnel, New York City
 Holland Tunnel, New York City
 George Washington Bridge, New York City
 Bayonne Bridge, New York City
 Goethals Bridge, New York City
 Outerbridge Crossing, New York City

Virginia

Dulles Greenway, D.C.
 I-66 (inside beltway), D.C.
 Midtown Tunnel, Norfolk
 Downtown Tunnel, Norfolk
 South Norfolk Jordan Bridge, Norfolk

Washington

SR 99 Seattle
 SR 520 Seattle

SR-520 (Seattle):

- ~30% drop in traffic volumes
- 8% mode shift to transit
- 25% of daily commuters shifted to driving parallel routes

ICC MD 200 (Maryland):

- 70% time savings compared to local roads
- Provides transit an express route

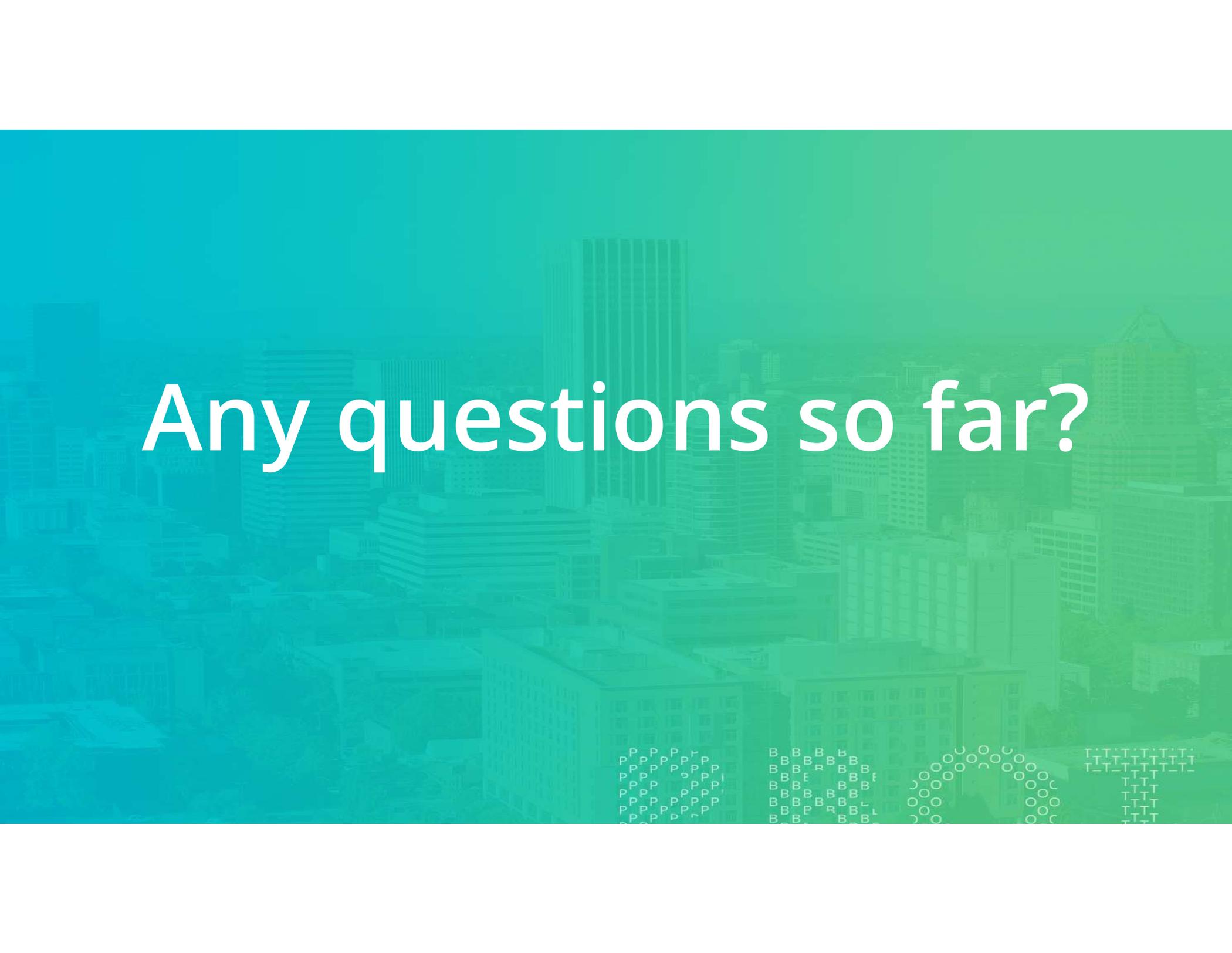
Tolling as demand management:

Lessons learned

- Opposition usually tied to **equity, fairness, privacy** and **trust concerns**
- **Public opinion is mixed** and usually lowest before opening, but **tends to increase** after users experience benefits
- Decision makers much be **champions**
- **Choice** and options are key
- Clarity about **how revenue will be used** matters; messaging should be simple and clear

Design considerations:

- Who pays a toll and how much?
- What technology will be used?
- Time-of-day v. dynamic toll rates
- Complementary traffic management strategies
- Revenue reinvestment



Any questions so far?

Highway tolling and equity:

How could a tolled roadway be more equitable than a non-tolled facility?



The status quo is inequitable and unsustainable. Portlanders pay in terms of **pollution, climate, economic, safety** and **health impacts**.

Vulnerable communities are most affected.



Roadway expansion is **costly, benefits auto users** and can have **significant environmental and community** impacts

Expands the inequitable and unsustainable status quo



Effectively managing demand can **reduce congestion, climate and safety risks**. More reliable travel times benefit all users. Toll revenue could be **reinvested to benefit communities** and increase non-auto options.

★ Brought up by Task Force in previous meeting

Highway tolling and equity:

Considerations of tolling system design

- Affordability ★
- Flat versus dynamic toll rates
- Discounts, rebates and exemptions
 - *Income based* ★
 - *Occupancy based*
 - *Vehicle based (fuel types, EVs)*
 - *Mode-based (transit, freight)*
- Availability of alternatives ★
- Need to consider impacts/limits of exemptions

PRICING STRATEGY EQUITY MATRIX	
PRICING STRATEGY	EQUITY IMPACTS
24 hour Flat-rate pricing	Likely to be most regressive strategy, charging low-income drivers who often don't commute at peak commute hours. Least efficient at reducing congestion. Used on many tolled facilities.
Dynamic pricing varies with time or congestion	Efficient charging system but may be regressive (though likely less regressive than gas and sales taxes).
Dynamic pricing with some means-based discounts or rebates	Less regressive due to discounts.
Means-based pricing with targeted caps and/or exemptions	System designed specifically not to be regressive. Some loss of efficiency as plentiful discounts, caps and exemptions may limit the congestion and climate benefits.

From TransForm "Pricing Roads, Advancing Equity" report



★ Brought up by Task Force in previous meeting

Highway tolling and equity:

Considerations of tolling system outcomes

REVENUE INVESTMENT EQUITY MATRIX	
INVESTMENT STRATEGY	EQUITY IMPACTS
Road expansion	Does not add more affordable options.
Mix of road expansion and transit	Some drivers can shift to new, more affordable modes. Transit users also benefit.
Transit, walking, and bike infrastructure with targeted carpool, vanpool, and new mobility options where needed	Allows greater shift to more affordable and sustainable modes.
Transit, walking, and bike infrastructure with an intensive focus on vulnerable communities	Significant expansion of commute options and a reduction in user costs (if fares are reduced on transit and other mobility options).

From TransForm "Pricing Roads, Advancing Equity" report

- Investment in complementary strategies★
 - Supporting other modes
 - Supporting discounts, rebates and exemptions
 - Supporting infrastructure and programs that encourage low/zero emission vehicles
- Must consider possible revenue restrictions

Highway tolling and equity:

Case studies

Discounts, exemptions and rebates

- LA Metro provides \$25 transponder credits for residents below an income threshold
- London has a 'Blue Badge Program' for drivers with disabilities, provides refunds for trips to hospital appointments, and discounts for people living in priced areas (which has somewhat limited effectiveness)
- NY proposed a cap on tolls for small businesses who must use tolled facilities many times a day

Supporting other mobility options

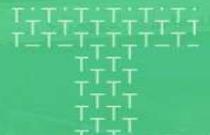
- LA's transit reward program provides toll credits to transit riders for every 16 transit trips they take
- LA also uses toll revenue to fund walking and biking projects w/in 3 miles of the tolled facilities
- Minnesota requires half of "remaining" toll revenue go to transit service in the corridor

Community health and air quality

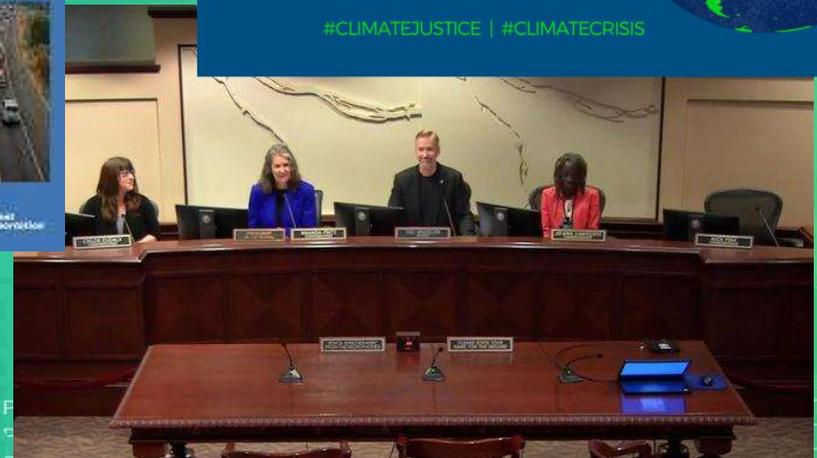
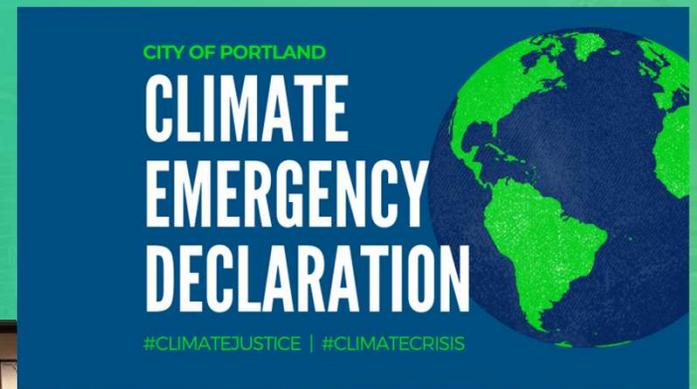
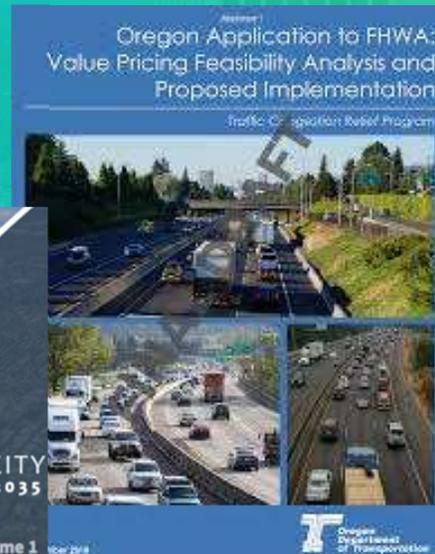
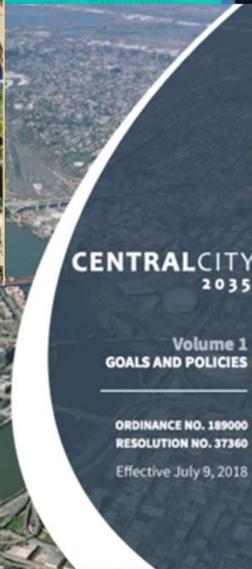
- LA purchased electric buses with revenue from express tolled lanes
- King County plans to use pricing revenue for funding zero emission bus routes

Any questions on tolling
and equity considerations?

(We'll have more time to discuss in
small groups later as well)



The City's position on highway tolling to date: Where and how have we weighed in?



City of Portland's Climate Emergency Declaration

(June 30, 2020)

*"BE IT FURTHER RESOLVED, that since freeway expansions disproportionately harm communities of color and increase carbon emissions, **the City of Portland will require demand management, implemented equitably and in close collaboration with BIPOC communities, before any future freeway construction or expansion project;**"*

Should highway tolling be one of those demand management strategies?

The City's position on tolling to date:

Key principles and hypotheses

- **The “status quo” is inequitable and unsustainable.** Portlanders pay non-monetary costs of pollution and climate impacts, economic impacts, lives lost to traffic violence, lost time, health impacts and more. These costs hit our most vulnerable community members hardest.
- **Highway tolling should be evaluated for demand management before expansion,** because highway expansion is extremely expensive and benefits auto users over those who cannot afford to drive. Expanding highways is a short-term fix for congestion and is proven to induce more driving.
- **Tolling systems should be designed to advance equity, climate and safety goals (equitable mobility)** including through dynamic pricing and potential discounts/rebates/exemptions.
- **Toll revenue should be prioritized toward improving equitable and sustainable non-auto transportation options to provide people with robust non-driving alternatives** (e.g. transit) to the extent allowable by law.

Guiding questions to consider

City's hypotheses

The "status quo" is inequitable and unsustainable.

Tolling should be evaluated for demand management before highway expansion.

Tolling systems should be designed to advance equitable mobility (improve the system and capture the costs of today).

Toll revenue should be prioritized toward improving non-auto transportation options to provide robust non-driving alternatives.



Guiding questions for Task Force

How should we consider broad societal costs of status quo (to climate, health, equity, safety) against immediate individual monetary costs of tolling?

Should tolling be evaluated or even implemented before highway expansion is considered or approved?

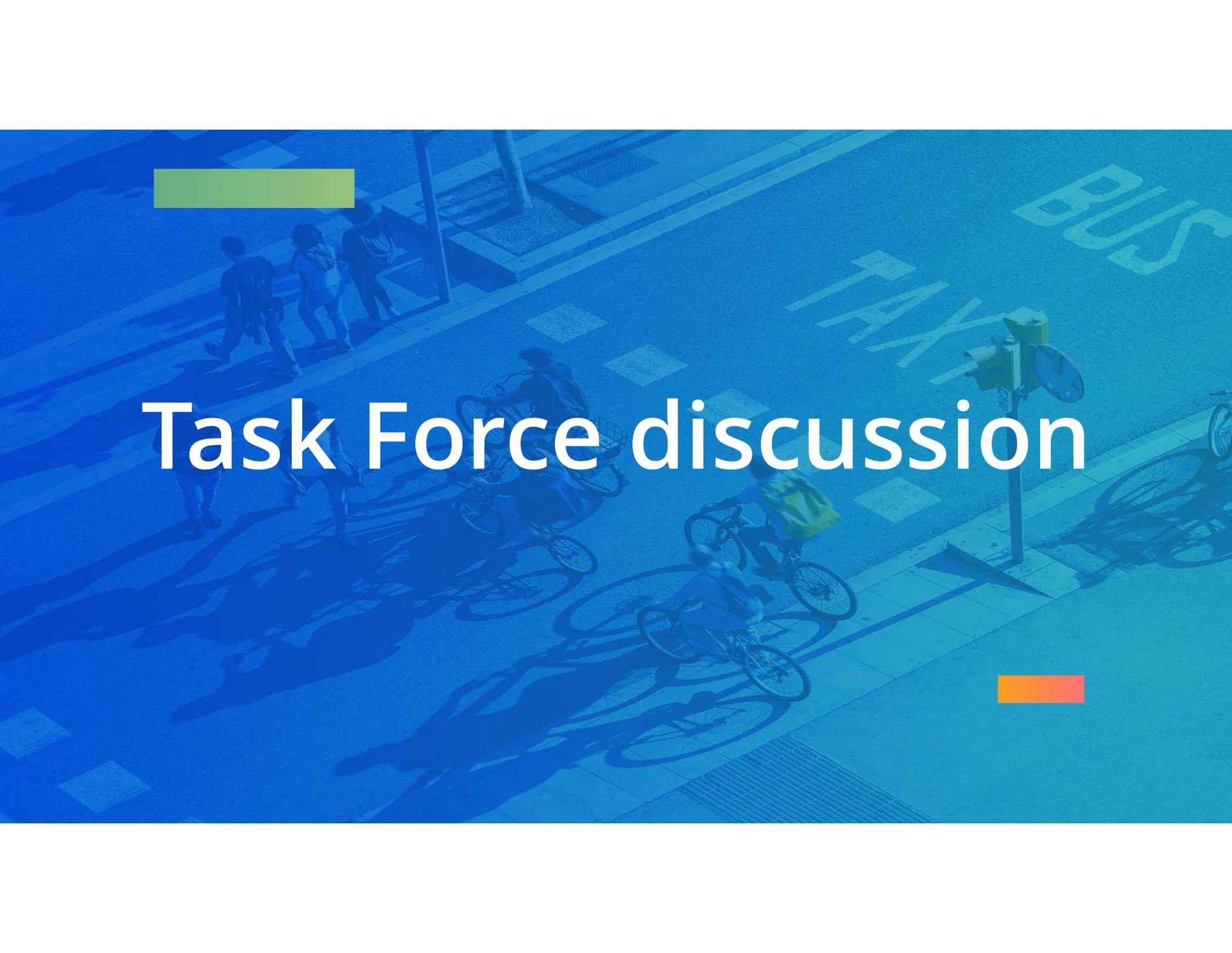
How can a tolling system be designed to truly advance equitable mobility?

How important are discounts/exemptions to achieving equitable mobility, knowing that the greater the exemptions, the more they may limit the demand management impact?

For what should revenue be prioritized?

Who should be involved with ongoing revenue decisions?



An aerial, high-angle photograph of a city street intersection, overlaid with a semi-transparent blue filter. The scene shows several pedestrians walking on a crosswalk, and several cyclists riding across the street. The words 'TAXI' and 'BUS' are painted on the pavement in large, white, block letters. A traffic light pole is visible on the right side of the frame. The overall composition is clean and modern, with a focus on urban mobility.

Task Force discussion

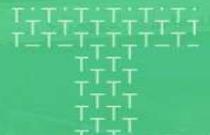
Small group discussion plan

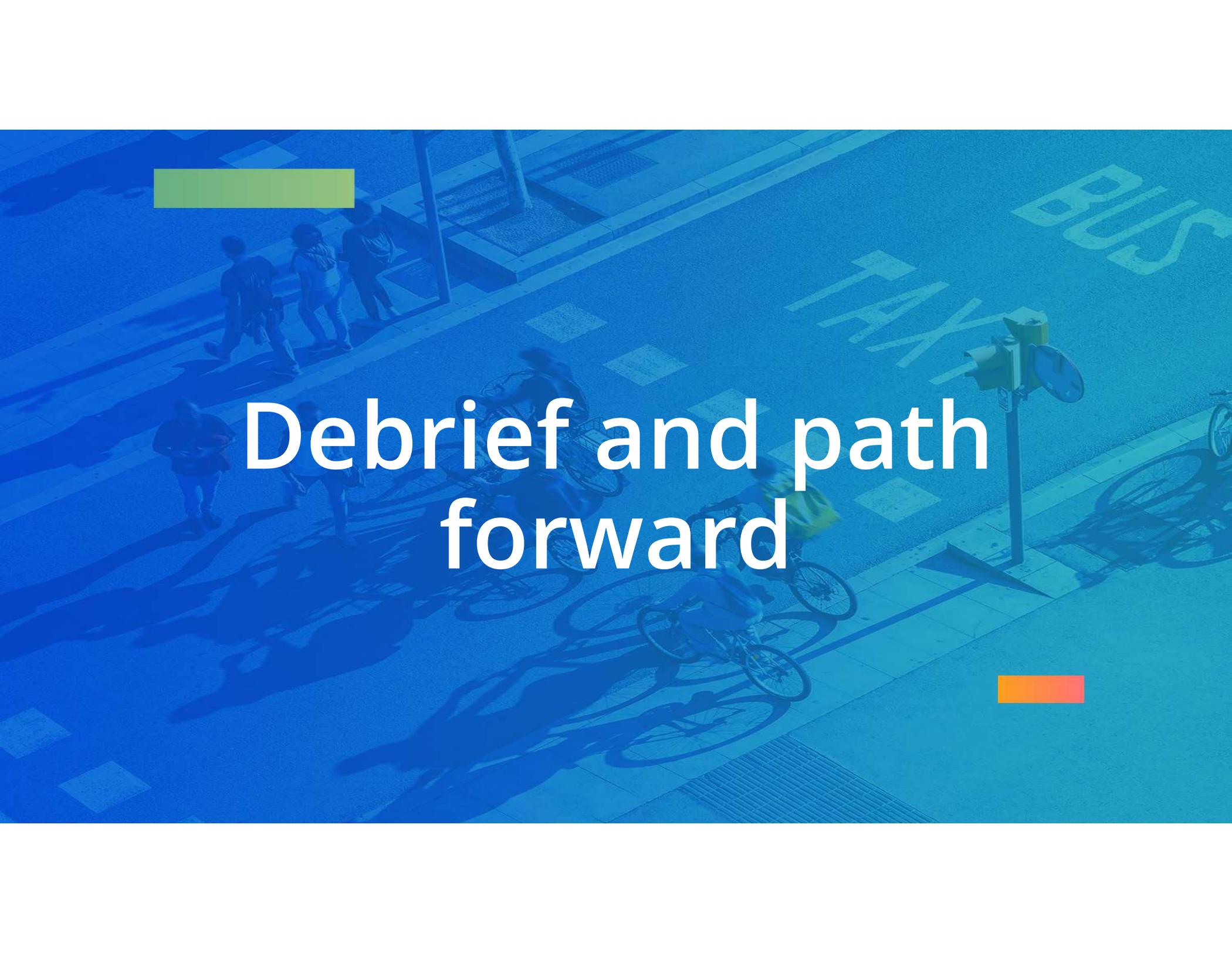
1. Walk through the [Equitable Mobility Framework](#) and consider the questions (staff to record on Mural board):

- What opportunities might tolling offer to improve equitable mobility?
- What questions or concerns would we want addressed when evaluating tolling programs?
- What should be prioritized when designing tolling systems and allocating toll revenue?

2. If there's time, discuss the guiding questions with your group (we'll also have more time in future meetings)

3. Come back, take a quick poll and debrief!





Debrief and path
forward

Let's take a poll!

Share your initial thoughts on these statements:

Highway tolling has the potential to increase equitable mobility

The City should require implementation of highway tolling for demand management before highway expansion

Toll revenue should be prioritized toward improving equitable and sustainable non-auto transportation options.

<https://www.surveymonkey.com/r/532JFJ3>

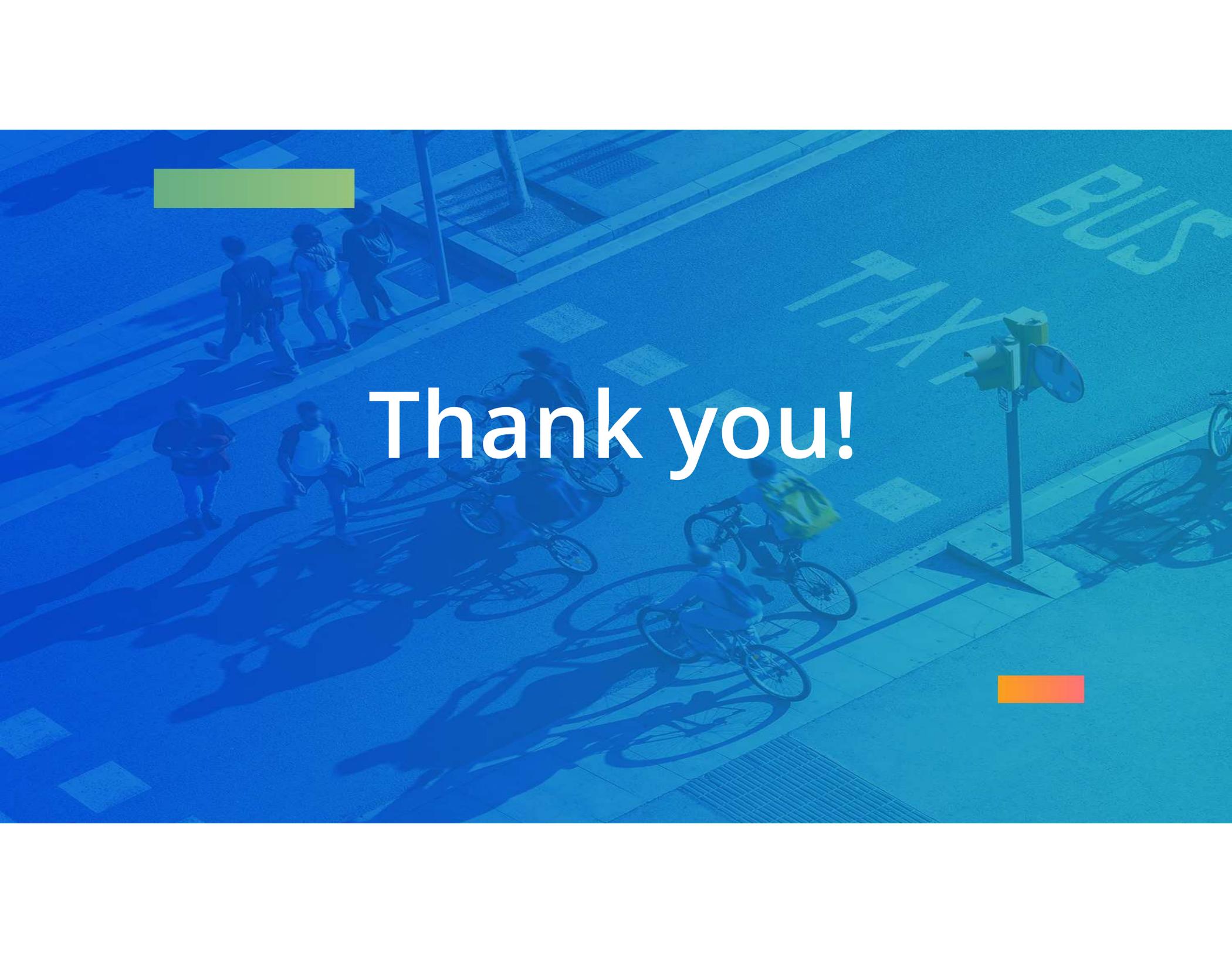
What's coming up?

Next meeting: October 12, 2020 – 6-8 p.m.

Meeting focus: Tolling part 2 – Regional tolling projects and further discussion

We want your feedback! Please complete our short, 60 second meeting evaluation:

<https://www.surveymonkey.com/r/PLK33PP>

An aerial, high-angle photograph of a city street intersection, overlaid with a semi-transparent blue filter. The scene shows several pedestrians walking on a crosswalk and several cyclists riding across the street. The words 'TAXI' and 'BUS' are painted on the pavement in large, white, sans-serif letters. A traffic light pole is visible on the right side of the frame. The overall composition is clean and modern, with a focus on urban mobility.

Thank you!