

Moving to Our Future:

Pricing Options for *Equitable Mobility*



PBOT
PORTLAND BUREAU OF TRANSPORTATION



Community Task Force Meeting #8 – Meeting Summary
September 14, 2020 | 6:00 – 8:00 p.m.
Virtual Meeting

Relevant Materials

Please find links to relevant meeting materials below:

- [Meeting Agenda](#)
- Meeting Recordings
 - [Pre-Recorded Presentation: Tolling Primer](#)
 - [Meeting #8 Recording](#)
- [Meeting Presentation Slides](#)
- [Background Memo: Tolling](#)
- [Equitable Mobility Framework \(working draft\)](#)
- [Pricing for Equitable Mobility Website](#)

Agenda

TIME	AGENDA ITEM
6:00 p.m.	Welcome & 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
7:55 p.m.	Wrap-up

Attendance

Present:

Task Force Members		City Staff	Bureau
Andy Cotugno	Ady Leverette	Catherine Ciarlo	Transportation
Taren Evans	Elizabeth Liedel Turnbull	Shoshana Cohen	Transportation
Stephanie Frederick	Esme Miller	Michael Espinoza	Transportation
Aaron Grimmer	Sherifa Roach	Marianna Lomanto	Transportation
Hau Hagedorn	Ashton Simpson	Eric Hesse	Transportation
Tony Jordan	Sara Wright	Bob Kellett	Transportation
		Mel Krnjaic	Transportation
		Emma Sagor	Transportation
Project Advisors		Noah Siegel	Transportation
Vivian Satterfield		Marty Stockton	BPS
Ray Delahanty		Ingrid Fish	BPS
David Ungemah			
Chris Lepe			

Absent:

Task Force Members

Violeta Alvarez	Brian Cooley	Baofeng Dong	Monique Gaskins
Shani Harris-Bagwell	Jonathan Hutchison	Justin Jackson	Tammy Lundervold
PK Mandel	Nicole Phillips	Richa Poudyal	

Welcome & Housekeeping

Emma Sagor, Facilitator, welcomed Task Force members and informed attendees that the meeting will be recorded to ensure Task Force members and those unable to attend will have access.

Emma introduced three guests joining the Task Force this evening:

- **Ray Delahanty**, WSP, is the project manager on the POEM consultant team
- **David Ungemah**, WSP, is Vice President & Director of Transportation Operations Strategy and has more than 25 years of experience working on pricing projects in the US
- **Chris Lepe**, Mariposa Planning Solutions, LLC, has over fifteen years of experience advising agencies on equitable approaches to congestion pricing and engaging diverse constituencies in transportation and land use planning

Emma previewed two invitations to Task Force members to engage in related conversations in the coming months. These opportunities are voluntary, and more information will be shared with the Task Force via email in the coming weeks.

- Two community advisory committees advising the City of Seattle are interested in connecting with Task Force members and learning about the POEM process.

- Metro is interested in convening a group of Task Force members to provide input on equity indicators and analysis as part of the Regional Congestion Pricing Study project.

Emma provided the following additional updates:

- The public comment period on ODOT's I-205 tolling project has been extended (now closes October 16).
- Next steps on parking pricing: Staff are continuing to process Task Force input and compile further analysis to inform recommendation development. The Task Force will revisit parking in early 2021 to identify and finalize recommendations based on the outcomes of this analysis.

Public Comment

The City will be collecting public comment throughout the entire 18-month Task Force process via email, regular mail, phone, and written and verbal comments at public events. At each meeting, Task Force members will be provided a written report of public comments received since the last meeting. No written comments were received prior to the September meeting.

To share comments with the Pricing for Equitable Mobility Task Force, please email comments and questions to POEMComments@portlandoregon.gov. All comments received via email by the Friday before a Task Force meeting (which occur the second Monday of each month) will be recorded and shared with the Task Force at the meeting.

The following is a summary of the verbal public comment shared during the meeting:

Corrie, a resident of Eugene that often makes trips to Portland, recommended that the Task Force changes the protocol for sharing written public comments as they believe the current practice does not give Task Force members adequate time to review public comments in advance of meetings.

Corrie also shared concerns about the following passage from the memo provided prior to the meeting:

"ODOT is proceeding with the environmental review process with these projects, leading with the I-205 project. The stated purpose for the projects is to manage congestion and generate revenue for congestion relief. The I-205 toll project is specifically tied to a proposal to add lanes to the highway in a section near and on the Abernethy Bridge."

Corrie shared apprehension over adding highway lanes, citing that doing so may provide short term congestion relief; however, there are disproportionate impacts on Black, Indigenous, and People of color (BIPOC) communities. Additionally, Corrie noted that the Rose Quarter project is losing support and that the project needs public support to move

forward. Corrie also noted that Portland needs to continue innovating around transit to garner public support.

PBOT Response:

PBOT staff thanked Corrie for her comments and agreed to review public comment protocols and share written public comments with the Task Force with as much advanced notice as possible.

Presentation: Introduction to Highway Tolling

Shoshana Cohen, Project Manager, and Chris Lepe provided an introduction to highway tolling, equity considerations around tolling, and the City's stated positions on tolling to date.

Highway Tolling Introduction

Shoshana provided an overview of what highway tolling is and why cities might implement it:

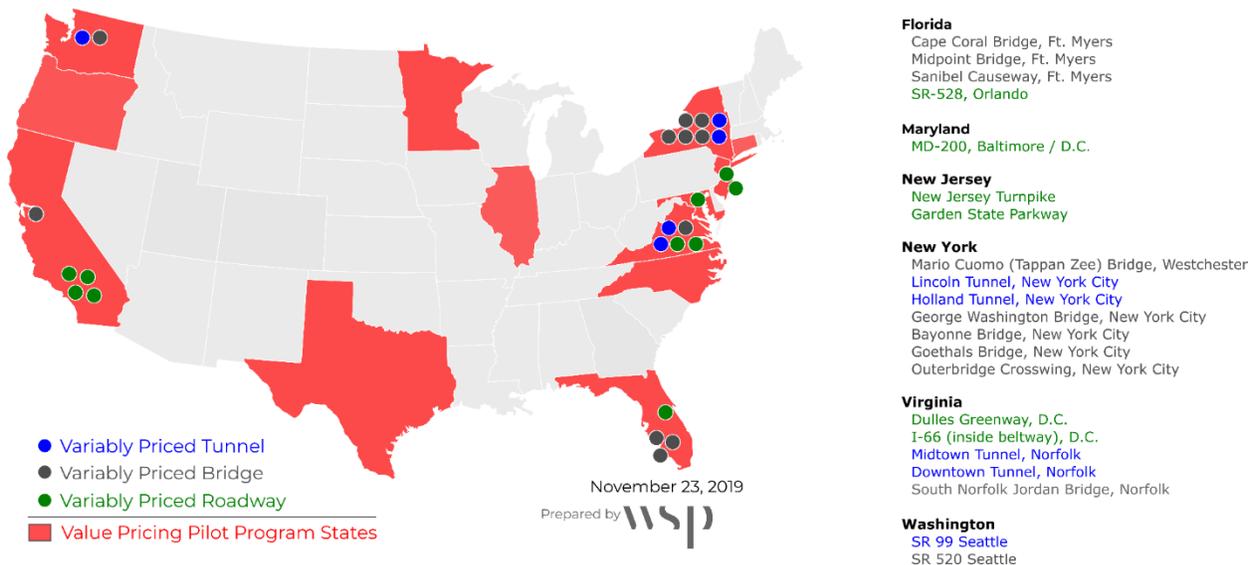
- For our project purposes, "highway tolls" refers to fees charged for use of a roadway facility (e.g. freeway, bridge, tunnel, or lane)
 - Highway tolls are different than "area-based charges," which are fees charged to enter or drive within a particular area, but similar principles and considerations apply to both kinds of pricing
- ODOT as the manager of the state highway system would be the implementer of highway tolls.
- Freeway tolling is a live and active conversation in the region right now due to the Oregon Toll Program and proposed tolling projects on I-5 and I-205.
- Cities implement highway tolling for two main reasons:
 - To raise revenue and recoup the cost of road construction or maintenance
 - Local examples: Bridge of the Gods, Tacoma Narrows Bridge, SR-520 Bridge in Seattle, I-405 Express Lanes in Seattle
 - To manage demand for congested roadways
 - Local examples: SR-520 Bridge in Seattle; I-405 Express Lanes in Seattle; SR-167 high occupancy toll lanes in Seattle
- Two primary types of highway tolling exist:
 - Tolled Lanes, where only one or some of the lanes on a roadway are priced
 - This provides a "lane-based" choice (e.g., can pay to drive in a toll lane or go in an unpriced/free lane)
 - Analysis during ODOT's 2018 Value Pricing Feasibility Analysis showed that tolled lanes are not feasible as a demand management strategy in Portland region without costly highway expansions
 - Tolled Roadways, where all roadway lanes are priced
 - This provides a "route-based" choice (e.g., drivers may choose to take an alternate route to avoid a tolled roadway)

- Many flat-rate toll roads exist today; there have been limited examples of variable roadway pricing to date
 - All toll projects must comply with federal regulations
- Variable rate tolling refers to setting the price of the toll to manage demand. All existing variably priced toll facilities in the US are examples of tunnels, bridges, and roadways that were either newly constructed or previously tolled (i.e. as a high-occupancy vehicle lane (carpool lane) and converted to a variably priced facility (Figure 1).
 - Experience in other tolled facilities show that policymakers, voters, and drivers are generally more comfortable with applying tolls to newly constructed infrastructure and/or on roadway facilities that are already priced rather than implementing variably priced tolls to an existing “free” roadway.
- If Portland implemented a variably priced toll facility on an existing roadway (i.e. not new construction) and on a facility that does not yet have tolling, it would be the first for the US.

Figure 1 | Variably Priced Toll Facilities in the US

Variably Priced Toll Facilities in the U.S.

(Full Roadway only, not Express Lanes)



- The following lessons can be learned from studying existing variably priced toll facilities:
 - Opposition is usually related to concerns around equity, fairness, privacy and trust
 - Public opinion is mixed and usually lowest before opening, but tends to increase after users experience the benefits of tolling
 - Decision makers must be champions for tolling projects to be implemented
 - Choice and options are key; however, diversion onto other facilities must be considered and managed

- Clarity about how revenue will be used matters; messaging should be simple and clear

Highway Tolling & Equity

Chris Lepe presented on the equity considerations surrounding tolling.

- The status quo today is inequitable and unsustainable.
 - Portlanders pay in terms of pollution, climate, economic, safety and health impacts.
 - Vulnerable communities are most affected.
 - Key statistics include:
 - 42% of emissions come from transportation, and transportation emissions are on the rise
 - Diesel particulate matter levels are 2-3 times higher in neighborhoods with the highest proportion of people of color
 - 19% of people of color (POC) and 31% of Black Portland households don't have access to a car, compared to 14% of white Portlanders
 - 17% of BIPOC Portlanders ride transit, compared to 11% of white Portlanders. Since 2000, bus speeds have decreased 14%. Average commute times are 20% longer for Black Portlanders
 - People walking in East Portland are 2.5 times more likely to be killed in traffic crashes than the rest of the city
 - Low income Portlanders spend more of their income on transportation (25%) compared to the average (12%)
 -
- Roadway expansion is costly, benefits auto users and can have significant environmental and community impacts
 - Chris noted we must move away from a "do no harm" approach to analyzing projects to a model where we addresses inequities in the work we advance.
- 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.
- The way we fund transportation today is regressive.
- The way toll systems are designed impacts equitable outcomes. Considerations of toll system design should include:
 - Affordability
 - Will the project make transportation more expensive for vulnerable communities? And if so by how much? How do we make transportation more affordable?
 - Flat- vs. dynamically-priced toll rates
 - Dynamic toll rates are more flexible and allow people to decide when to travel (see Figure 2)
 - Discounts, rebates and exemptions
 - Should the price of the toll be lower/higher for different users based on:
 - Income

- Occupancy
- Vehicle or fuel type (e.g. electric vehicles)
- Mode (e.g. transit, freight)
- How does providing discounts, rebates or exemptions impact the demand management goals? In London, discounts have reduced the effectiveness.
- Availability of alternatives
 - Are there viable alternatives to give people a solid option to get where they need to go if can't/don't want to pay toll fees?

Figure 2 | **Equity impacts of different toll system design**

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.

- The way revenue is reinvested also impacts equity outcomes (Figure 3)
- It is important to consider possible revenue restrictions, but also to consider what complementary strategies could be advanced alongside tolling to achieve more equitable outcomes.
- It is also important to consider the potential gentrification and displacement pressures transportation investments can have.

Figure 3 | **Equity impacts of revenue reinvestment**

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).

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 (like a transit punch card)
- LA also uses toll revenue to fund walking and biking projects w/in 3 miles of the tolled facilities. LA defines a corridor as 3 miles, which covers significant area. Fund transit, walking, biking and safety improvements to ingress/egress to highways
 - Minnesota requires half of "remaining" toll revenue go to transit service in the corridor

Community Health & Air Quality

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

Other examples

- Chris shared that Finland assesses means-based speeding tickets that reflect the offender's ability to pay: More information: <https://www.theatlantic.com/business/archive/2015/03/finland-home-of-the-103000-speeding-ticket/387484/>

Portland's Position on Highway Tolling to Date

Shoshana shared an overview of where and how the City has weighed in on highway tolling.

- The City has been actively researching and considering the role of freeway tolling for years. PBOT wants to make sure we're transparent about what we've already said to date on tolling and why we made those statements—in other words, our hypotheses for why we think tolling warrants a look as an equitable mobility strategy.
- Tolling is called for in the City's Central City 2035 Plan
- PBOT was an active participant in ODOT's Value Pricing Feasibility Analysis between 2017 and 2019, serving on the Policy Advisory Committee and providing formal comment throughout. At the time, ODOT was using "value pricing" for what they are now calling tolling and is sometimes also known as congestion pricing. This was the first phase of the project to consider tolls in I-5 and I-205.
- PBOT and BPS have also been to City Council twice in the last few years to get direction on the consideration of pricing and tolling and were told to keep exploring it while putting equity front and center.
 - The Council resolution in July 2019 is what led to the creation of this Task Force.
- Most recently, the City of Portland declared a Climate Emergency which in part stated *"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."*
 - City Council is very interested in learning through the POEM process whether tolling should be one of those demand management strategies.

Shoshana summarized the City's key hypotheses around tolling that have informed their comments to date.

- **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.

She noted these are the hypotheses we want to test with the Task Force and refine through this process. The following guiding questions represent the discussions we want to have in the months to come as a group:

City Hypothesis	Guiding Questions for Task Force
The "status quo" is inequitable and unsustainable.	<i>How should we consider broad societal costs of status quo (to climate, health, equity, safety) against immediate individual monetary costs of tolling?</i>
Tolling should be evaluated for demand management before highway expansion.	<i>Should tolling be evaluated or even implemented before highway expansion is considered or approved?</i>
Tolling systems should be designed to advance equitable mobility (improve the system and capture the costs of today).	<i>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?</i>
Toll revenue should be prioritized toward improving non-auto transportation options to provide robust non-driving alternatives.	<i>For what should revenue be prioritized? Who should be involved with ongoing revenue decisions?</i>

Task Force Q&A

After the presentation, Task Force members were invited to ask any questions. A summary of questions and themes discussed is included below.

- **Oregon Constitutional Restriction-** Multiple Task Force members raised questions around the Oregon constitutional restriction regarding the use of revenue generated from tolled facilities and limitations around spending on transit improvements.

As context, the Oregon Constitution states "use of revenue from taxes on motor vehicle use and fuel [...] shall be used exclusively for the construction, reconstruction, improvement, repair, maintenance, operation and use of public highways, roads, streets and roadside rest areas in this state" (Article IX Section 3a).

Task Force members asked for clarity on revenue spending restrictions and whether revenues can be used for things like rebates to low-income drivers or transit service investments. They also asked what the process would be to change the restriction and whether this is unique to the state of Oregon, or if other states/jurisdictions have similar laws in place.

- Staff recognized the complexity of the question and issue. They acknowledged there may be different interpretations about in what circumstances the restriction applies, based on whether a highway toll is considered a tax on motor vehicle use.
 - Staff summarized that if we assume the restriction applies, it would allow revenue expenditure on capital projects within the right-of-way. This could include dedicated transit or bike lanes, transit facilities such as stops or stations, park and ride locations, transit signal upgrades, sidewalks roadway repair, etc.). It would disallow using revenue for things that aren't capital right-of-way improvements, such as transit operations or purchasing electric buses.
 - Staff noted that changing the constitutional restriction would require a constitutional amendment.
 - Staff said they believe the constitutional revenue spending restriction is unique to the state of Oregon; however many jurisdictions do have restrictions around toll revenue that require revenue to be spent in the area where they are in place.
 - Staff noted they are looking to understand what, from the Task Force's perspective, would be necessary to make tolling equitable (if anything), even if that is something not allowable under the restriction, as that is still very useful feedback.
- **Tolling precedent-** Task Force members asked for clarification on what type of tolling in the Portland region would be considered "first-in-the-nation"
 - Staff explained that Portland's consideration of applying *variable-rate* tolling on *existing* facilities to manage demand would be considered a first-in-the-nation practice, as most tolling schemes are flat-rate and those that do have variable-rate tolling started as flat-rate systems that transitioned to variable-rate. Additionally, staff noted that it is more common to apply tolls to help cover the cost of newly constructed facilities rather than apply fees to existing facilities to manage for demand as Portland is proposing.
 - In general, people are more inclined to support tolling to pay for something rather than to accept a shift from something that is currently free to use to being charged to use it.
- **ODOT Committee Involvement-** A Task Force member noted that PBOT's Pricing for Equitable Mobility Task Force is not advisory to ODOT. They asked how the POEM Task Force might influence ODOT's projects.
 - Staff explained that the Task Force is advisory to the City of Portland and is charged with making recommendations to inform how the City shows up in regional pricing conversations. The City is engaged in the ODOT tolling projects as a key stakeholder, and Task Force feedback on the guiding questions shared in the presentation can influence and inform how the City weighs in on these projects. If

Task Force members have specific comments on ODOT projects, they are encouraged to submit those to ODOT directly through the appropriate channels.

- **Bridge Tolls-** One Task Force member asked if the City has considered charging tolls on bridges into or out of the Central City during rush hour. They suggested a system similar to that of other cities that have license plate readers that can track and charge who is passing into/out of an area.
 - PBOT staff recognized this option and said it will be discussed in a future session as the Task Force explores a potential cordon/congestion charge.

Task Force Discussion

Following the staff presentation, the Task Force broke into small groups. Using the [Equitable Mobility Framework](#), they were asked to discuss the following questions

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

Top-line comments from the discussion groups are summarized on the following table:

	OPPORTUNITIES <i>How could highway tolling advance equitable mobility in this category?</i>	RISKS OR CONCERNS + ADDITIONAL INFO <i>What concerns do we have about the impact of highway tolling on equitable mobility? What additional information would help us understand these impacts?</i>	REVENUE REINVESTMENT <i>Could revenue reinvestment further improve equitable mobility? What revenue reinvestment areas would you prioritize?</i>
MOVING PEOPLE & GOODS <ul style="list-style-type: none"> • Efficiency • Affordability • Connectivity • Availability • Reliability • Accessibility • Quality 	<p>Staff draft hypothesis: Tolling has the potential to reduce vehicle miles travelled (VMT) and improve reliability on our system, making it easier for people and goods to get where they need to go predictably and on time. Overall, it could improve the quality of trips and provide express routes for those who need them.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> • Tolling could help accommodate growing demand while not expanding supply by making the system more efficient. • Other cities that have implemented tolling have seen increased efficiency, improved reliability, and reduced VMT. • As highways become more efficient and effectively managed traffic that is currently diverting today could come back, actually benefitting local roads. • Discretionary trips could decrease, encouraging people to drive only when they need to. • People may switch to non-rush hour trips if they can travel at different times. • Freight/commercial traffic can be a cause of congestion on Portland roadways; tolling can help to reduce more discretionary trips and allow for freer flow for critical commercial vehicles. 	<p>Staff draft hypothesis: Any toll program should analyze potential diversion impacts onto local streets and be designed to ensure the cost of tolls are not a burden for low-income Portlanders who have to travel on highways. Toll programs should be designed to prioritize demand management and benefits for BIPOC communities over revenue generation.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> • Anything impacting price will have disproportional impact on low-income households • Tolling could benefit wealthier people who can afford to pay more than it benefits low-income people • Toll rates may need to be higher to truly impact demand, further burdening low-income households • Transportation choices are limited for many; viable alternatives may not exist today and some people need to drive • Displacement and gentrification have pushed BIPOC and low-income Portlanders further out, where car use is more necessary • Could negatively impact small businesses or industries that need to travel on highways (e.g. landscaping businesses) • Tolloed lanes may not be possible in Portland context • We need to consider “carrots,” not just sticks • Use of the revenue is key and certain revenue uses may be essential if tolling is to benefit BIPOC communities • Diversion onto local roads to avoid paying the toll could have impacts in neighborhoods (but also need to consider diversion occurring today because of congestion) • The fact that we would be the “first” city to do this shouldn’t be seen as an advantage or goal; feels like a top-down approach <p>Additional information desired:</p> <ul style="list-style-type: none"> • What are the demographics of peak time highway users? • Who uses highways to travel into downtown? 	<p>Staff draft hypothesis: Tolling revenue should be used to support the availability of non-auto options that make drive-alone trips less necessary and improve connectivity and accessibility for all, especially BIPOC Portlanders. Revenue should not be prioritized for capacity expansion or projects that have negative community or environmental impacts.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> • Strong interest in supporting transit <ul style="list-style-type: none"> ○ Increased and expanded service and/or coverage (including inter-city) ○ Transit priority lanes ○ Stop and bus improvements ○ More routes using highways (e.g. bus on shoulder) ○ Park and rides ○ Fare assistance • Constitutional restriction is a major question/concern <ul style="list-style-type: none"> ○ If revenue can’t be used towards rebates or transit service improvements, some feel this would not be sufficient ○ There may not be enough space on our highways to make the necessary transit improvements in existing right-of-way • Need to be specific about what tolls will cost • Need to consider ways to reduce burden of means testing for potential low-income exemptions (e.g. use a “universal basic income” standard for all mobility programs; use existing means testing information TriMet low-income fare qualification) • Consider charging different amounts for different vehicles based on impact/values (e.g. more for SUVs, less for HOVs) • Consider other improvements in the corridor (e.g., sound walls) • Revenue should not be used for capacity increase/expansion
SUSTAINABILITY & HEALTH <ul style="list-style-type: none"> • Climate impacts • Air quality • Health impacts 	<p>Staff draft hypothesis: Because of the potential to reduce VMT and support other, more sustainable modes, tolling has the potential to improve air quality and reduce climate and health impacts from pollution.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> • People may be inclined to use more sustainable modes like transit as they become more attractive (in terms of cost, speed, improvements from reinvestment, etc.) <ul style="list-style-type: none"> ○ Tolling could open up capacity and allow for transit lanes on highways • By reducing overall VMT and associated emissions and pollution, tolling has ability to improve the climate and health outcomes, but only if revenue is not used for highway expansion. 	<p>Staff draft hypothesis: Toll systems should be designed to prioritize demand management/VMT reduction, because if VMT is just diverted or if capacity is then expanded to allow more trips, the climate, air quality and health benefits may not be realized.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> • Agreement with staff hypothesis, but also would like to see more nuance to this statement (not all VMT has the same environmental impact, e.g., EVs) <ul style="list-style-type: none"> ○ Demand management, VMT and climate impacts are not all connected and should have some parsing. ○ Congestion is <u>not</u> responsible for greenhouse gas (GHG) reduction itself; it is the driving and the fuels associated with the driving that is causing harm to the climate. • If you ease congestion, you may attract more drivers. People will put up with a certain amount of congestion no matter what. • Tolling is not the only strategy for achieving sustainability outcomes; raising fuel costs should also be looked at <p>Additional information desired:</p> <ul style="list-style-type: none"> • Does diversion impact air quality? Moving the problem to another place, neighborhoods? • What are the impacts of technology (e.g. GPS navigation apps) on diversion, VMT and associated impacts? Will technology just allow people to circumvent highways and make these issues worse? 	<p>Staff draft hypothesis: Revenue should be prioritized for non-auto modes to maximize climate and health benefits, including transit, biking and walking, and access to/exemptions for cleaner fuel or electric vehicles.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> • We need better land use planning alongside transportation to locate services, amenities, etc. • Constitutional restriction is a major question/concern • Should look at infrastructure like soundwalls, street design changes, and other investments that can help mitigate noise, dust and pollution • With new infrastructure, e.g. new Columbia River bridge, have a park & ride right before the toll to give people the meaningful option to use transit

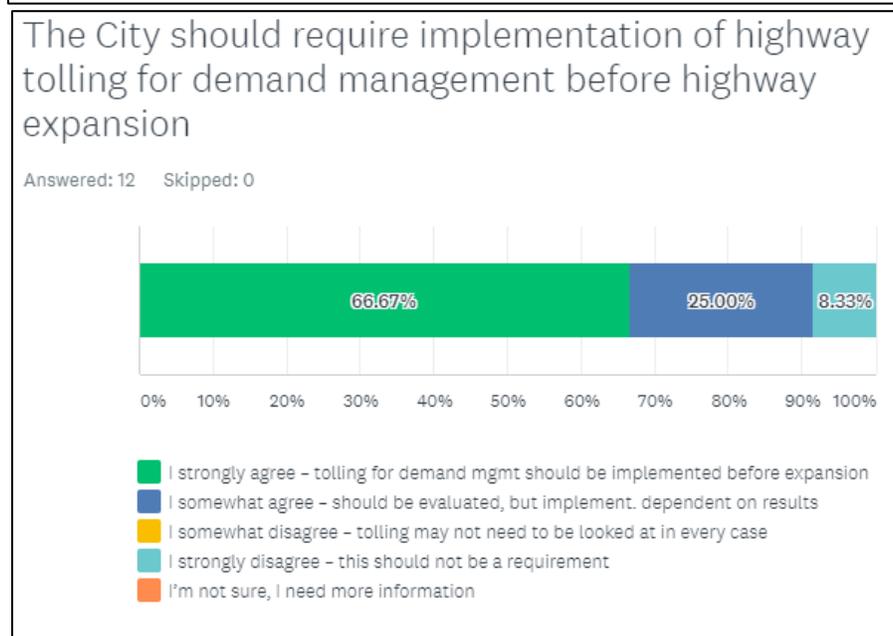
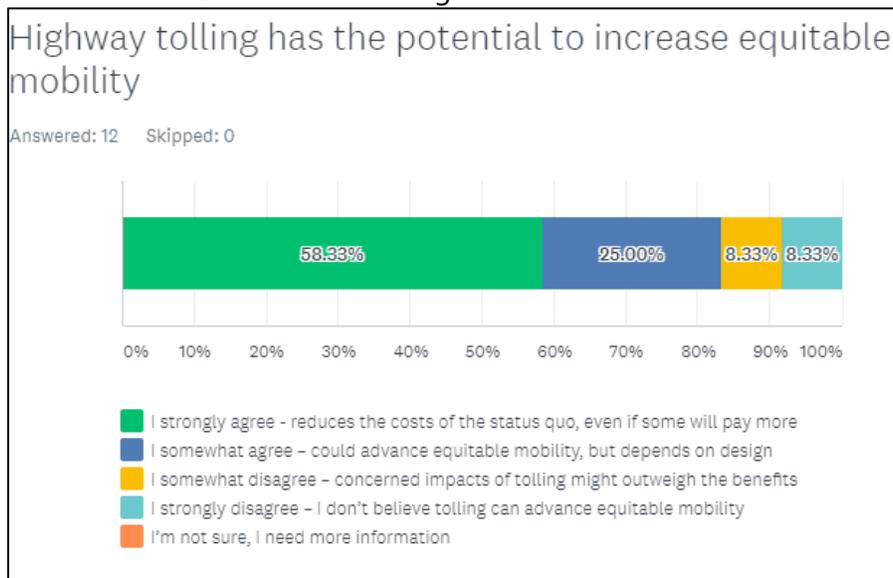
	<ul style="list-style-type: none"> Reducing pollution from highways could improve health and life expectancy for folks who live in high exposure areas near these facilities. 	<ul style="list-style-type: none"> Conversion of existing lanes to transit use, e.g. transit nodes in the Bay: at what distance of travel does that idea perform best? 	
SAFETY <ul style="list-style-type: none"> Traffic safety Personal safety 	<p>Staff draft hypothesis: Reduced VMT and improved congestion would help reduce traffic safety risks.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> General agreement with the hypothesis and link between VMT reduction and safety (though several concerns and further questions identified in next column) 	<p>Staff draft hypothesis: More study is needed on toll enforcement and how toll systems can be designed to avoid any risks to personal safety or discrimination. Potential traffic safety impacts on surrounding streets must also be analyzed as tolling systems are designed.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> Enforcement concerns: need to reduce and limit possible discrimination and consider safety implications of mode shift (e.g. address disparities in personal safety experienced on transit and while biking and walking by BIPOC Portlanders) <ul style="list-style-type: none"> Need to work closely with community organizations/stakeholders to unpack impact of enforcement and do this work early on, not at the end of program design. Lower VMT may or may not correlate to decreased safety. <ul style="list-style-type: none"> If there are fewer cars and cars are going faster there may be associated safety concerns. The size of the car has impacts on other road users and safety as well. Privacy and data needs inclusion in the safety category. <ul style="list-style-type: none"> Users may feel this is an infringement on independence and privacy Concerns about the impacts of diversion on safety of neighborhood streets. Tolling plazas can have their own safety issues. 	<p>Staff draft hypothesis: Revenue investment in non-auto options as well as safety projects can help improve the overall safety of the transportation system.</p> <p>Task Force feedback:</p>
ECONOMIC OPPORTUNITY <ul style="list-style-type: none"> Job creation Working conditions Connected, thriving, local economy 	<p>Staff draft hypothesis: Improving the efficiency of our highways benefits freight movement, shipping reliability and commerce. Toll programs and construction of toll infrastructure could generate jobs.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> Time is an expensive cost (e.g. childcare); improvements in travel time is a benefit to workers. Highway construction jobs are temporary; toll programs and efficient highway management could support more sustainable, long-term job creation. High land prices have displaced communities of color. More efficient highways could increase ability to access jobs quickly and reliably (grow the job watershed). Variable or time-of-day pricing can be tuned to the economic activity patterns of our system. Applying supply and demand principles to our transportation network. 	<p>Staff draft hypothesis: Any potential impact on affordability or contribution to gentrification or displacement pressures should be evaluated and mitigated through tolling system design.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> Concerns about high combined cost of housing + transportation and displacement pressures <ul style="list-style-type: none"> Affordability should be tied to the purpose of the program Many people have multiple jobs (e.g. gig economy jobs) that require frequent and diverse travel. Need to balance limiting freight and its negative externalities and encouraging more free flowing conditions for freight. <ul style="list-style-type: none"> There are many different aspects of freight (through freight versus local delivery versus trans-loaded freight) with different impacts on the system. Need to be careful about engagement especially because we are asking folks to pay for something that they currently get for free. Hard to understand value proposition. <p>Additional information desired</p> <ul style="list-style-type: none"> Actual toll rate (price) needs to be part of the analysis. What would it take to actually influence demand? Urban freight mobility impacts are unknown. 	<p>Staff draft hypothesis: If revenue is reinvested in improving options throughout the mobility corridors around the highways, this can have an overall positive impact on economic activity. Job opportunities generated through toll project development or revenue reinvestment should be prioritized for BIPOC workforce.</p> <p>Task Force feedback:</p> <ul style="list-style-type: none"> Economic opportunity issue should be tied to the scope of the project (analysis, reinvestment, etc.) <ul style="list-style-type: none"> Consider impacts to/opportunities around Local Improvement Districts (LIDs), local circulation, access into redevelopment areas, etc. This should relate to the freeway itself and the surrounding area. Use revenue for affordable housing to address transportation costs (especially for those who have been displaced by past projects) Concern about changes needed at ODOT to realize goals Could revenue be used to improve equitable access to cars for high proportion of BIPOC households that do not have them today?

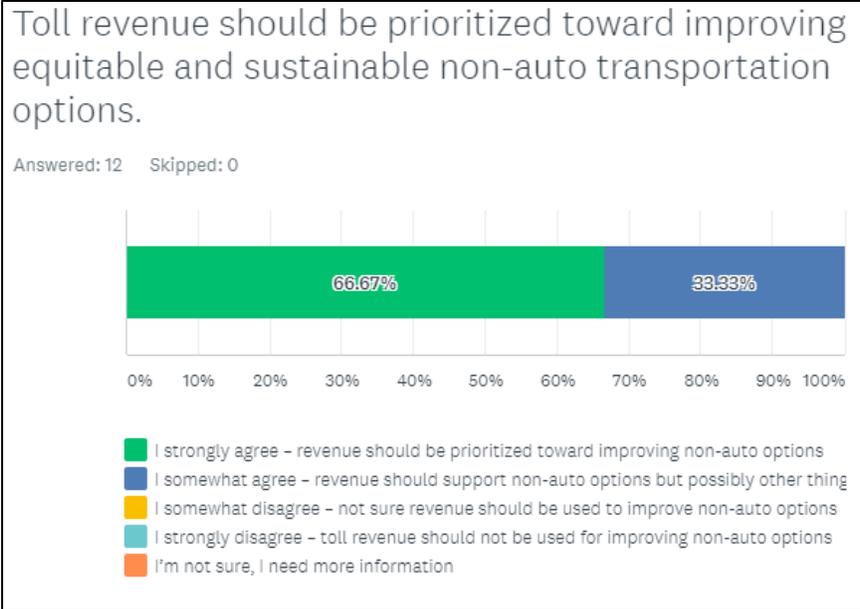
Temperature-taking poll

Task Force members participated in a short poll to gauge initial reactions to the following 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.

The poll results are summarized in the following charts:





Staff noted there will be more time to dive into these questions and have further discussion at the next meeting. Before concluding, Task Force members were asked if there were any closing comments:

- One member shared that their perspective on tolling has evolved through the process to date. They said while they initially did not like the idea, they now understand the potential value and the influence pricing can have on the transportation system. They noted the importance of education and conveying the “why” to build support around future pricing policy, if that is what the group recommends.
- One member shared a different perspective, saying they have more concerns now than when they started. They also noted that they do not feel they have heard enough from voices that are opposed or skeptical about pricing throughout the process to date.
 - Staff thanked both members for their feedback and noted the importance of bringing differing perspectives into the conversation. They also said they encourage and invite Task Force members to highlight concerns and questions they have, including and especially when they have a different opinion to the City’s hypotheses to date. They invited continued honest, transparent dialogue about *if* pricing can advance equitable mobility.

Wrap-up & Next Steps

Emma thanked participants for their participation and looked ahead to the next meeting.

Next meeting:

October 12, 2020 6 – 8 p.m.

Next meeting topic(s):

- Tolling Part 2:
 - Regional tolling projects
 - Further discussion on guiding questions to inform recommendation development.

Please give us your feedback so we can improve!

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