Moving to Our Future:
Pricing Options for Equitable Mobility

Task Force Meeting #13

March 8, 2021

Zoom orientation

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 • Agenda review • Finalize meeting #12 summary • Public comment
6:10 p.m.	Phase 4 Overview: Path to recommendations
6:25 p.m.	Presentation and discussion: Metro Regional Congestion Pricing Study
7:25 p.m.	Tolling recommendations
7:55 p.m.	Next steps and wrap up

Meeting #12 Summary

Any questions or edits before finalizing?

Public Comment

(POEMcomments@portlandoregon.gov)

Phase 4 Overview:
Path to recommendations

The road ahead

Phase 1
Defining Equitable Mobility

Jan: Kick-off
Feb: How we got here
Mar: Equitable mobility workshop
April: Equitable mobility continued; COVID discussion

Phase 2:
Policy Overview

May: Snapshot – transportation funding; high level overview pricing tools

Ongoing: continued learning about COVID impacts, racial justice needs & mobility

Phase 3:
Introduce pricing typologies and identify initial ideas, themes and questions

-Parking (July – Aug)
-Tolling (Sept – Nov)
-Cordon and area pricing (Jan)
-Road usage charges (Jan)
-Commercial services (Feb)

Phase 4:
Bringing it all together

March-May:
Review further analysis on ideas across all typologies to refine recommendations

Analysis informed by:
→High-level modeling tools
→Metro Regional Congestion Pricing Study results
→Supplemental research

Phase 5:
Final report and next steps

June – July:
Review final analysis

Vote on final recommendations

Report development and next steps

Phase 4 meeting plan

March 8

- Where we're at and frame where we're going
- Vote on early tolling recommendations
- Presentation on Metro RCPS results

April 12

- Closer look at different design parameters using Sandbox tool (discounts, rebates and exemptions; variable pricing; etc.)

May 10

- Complementary strategies
  - Electrification and fuel shifting
  - Transit
  - Incentives and programs
- Implementation considerations

What we're driving toward: Recommendation types

Principles
for pricing for equitable mobility

What we should do next:
Nearer-term pricing moves

What direction we want to head:
Longer-term pricing opportunities

What else matters:
Complementary strategies to further explore alongside pricing

Potential next steps
and implementation considerations

Principles for pricing for equitable mobility

Overarching recommendations for how the City should consider and design new pricing strategies moving forward.

Where are we now?

Key themes captured through Phase 3 discussions:

- **Pricing holds promise**
- **Prioritize demand management**
- **Center climate & equity goals throughout design**
- **Revenue use matters. Reinvest in multimodal alternatives**
- **Provide discounts/rebates/exemptions for low-income drivers**
- **Design to reduce unequal burdens of technology and enforcement**

Moving forward

- Further consider and refine based on information shared in March, April, May
- Final refinement/voting in June and July

Nearer-term pricing moves

Recommendations of pricing ideas to prioritize for further development in the next few years

Where are we now?

Most feasible nearer-term ideas:

- **Parking cash out**
- **Fees on private parking lots**
- **Making it easier to add priced parking areas in the City**
- **New demand or impact-based fees on private-for-hire trips (TNCs) and/or urban delivery**
- *Recommend focusing in; not spending more time on Smart Park/meter adjustments, unbundling*

Moving forward

- Revisit nearer-term ideas in June
  - Further consider based on information shared in March, April, May
  - Share additional parking memo
- Final refinement/voting in June and July

Longer-term pricing opportunities
Recommendations around which longer-term pricing policies show the most promise the City should further consider.

Where are we now?

Longer-term pricing strategies discussed:

- **Dynamic on-street parking**
- **Cordons**
- **Road usage charges**

Tolling is unique:

- Medium-term implementation timeline
- Moving forward now; opportunity influence

Moving forward

- Continue exploring March – May:
  - Which seem most promising
  - Important design/ implementation considerations
  - Complementary strategies
- Final refinement/voting in June and July

Complementary strategies to further explore alongside pricing

Strategies that are critical in addition to pricing to ensure equitable mobility (as parallel investments or reinvestment opportunities)

Where are we now?

Complementary strategies that we have discussed so far:

- **Transit infrastructure/service**
- **Bike and pedestrian infrastructure/services**
- **Incentives and financial support for different travel options**
- **Strategies to incentivize shift to electric/more fuel-efficient vehicles**
- **Affordable housing**
- **Land use policy**

Moving forward

- May meeting will be focused on some of these strategies
- Will not be able to dive deep into all topics, recommendations will be high level
- Final refinement and voting in June/July

Implementation Considerations and Approaches

Recommendations of future process steps and implementation considerations

Where are we now?

Have only briefly touched on this topic. Things to discuss:

- **COVID impacts**
- **Coalition building, communications & political strategy**
- **Further community engagement**
- **Sequencing of different ideas**
- **Technology needs**

Moving forward

- Continue to consider as we move through the next few months
- Focused discussion in May
- Final refinement and voting in June/July

Any clarifying questions?

(Please share comments or feedback in your post-meeting evaluation)

Presentation: Metro Regional Congestion Pricing Study

Context

Presentation purpose:

- Inform POEM discussions
- Consider if results validate trends/expected dynamics we've discussed
- Learn about potential impacts and important considerations for policy design

Models have limitations

- Further analysis needed to more deeply understand impacts (both positive and negative)

In April/May, will further discuss design and complementary strategies

- Will not get to absolute answers through this process

Regional Congestion Pricing Study

Pricing Options for Equitable Mobility Task Force

March 8, 2021

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Agenda

- Study Overview
- Pricing Scenarios: High Level Findings, Costs and Benefits
- Equity Considerations
- Schedule and Next Steps

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Regional Congestion Pricing Study

RCPS Goal:

To understand how our region could use congestion pricing to manage traffic demand to meet climate goals without adversely impacting and potentially improving safety and equity.

Not recommending or implementing any pricing measures

Pricing strategies will be measured against the Region's 4 Priorities (RTP 2018)

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Equity-
Reduce disparity

Climate Smart –
Reducing GHG emissions

Safety-
Getting to Vision Zero

Congestion

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Key Performance Measures

- Vehicle Miles Traveled (VMT)
- Percent of people using different modes
- Accessibility to Jobs – Transit + Auto
- Vehicle Delay
- Emissions
- Cost - *total cost of travel for the region and cost per traveler paying a charge*

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What is the model?

Metro's Travel Demand Model is a computer model used to project future travel behavior based on specific assumptions

- How many trips, where trips go, what mode, what route
- Used in Regional Transportation Plan, local transportation plans, transit studies
- Projections based on today's behaviors and future conditions
  - Population and employment growth
  - Planned roadways, level of transit service, tolling

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What is the model?

Scenarios are compared to a Baseline (2027 RTP network)

- Based on scenario assumptions, modeled travelers
  - CAN change destination, mode (car, bus, bike, etc), route
  - CANNOT change time of day, or choose not to travel
- Shouldn't be expected to provide an "answer", but rather to identify trends and suggest adjustments/mitigations

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Base Scenario - RTP 2027 FC Plan

All pricing scenarios were tested against a base scenario, the 2018 RTP 2027 Financially-Constrained Scenario

- Cost to travel is $0.211/mile
- Assumes more transit service than today
- Assumes construction of major projects such as I-5 Rose Quarter, I-205 widening, Southwest Corridor Light Rail, Division Transit Project, MAX Red Line Improvements, and Enhanced Transit Corridors on 82nd Avenue, Powell Boulevard, and 122nd Avenue.

Scenario Assessment- Caveats

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- Scenarios tested provide a general assessment of how congestion pricing could pe
  land use and transportation system
- Scenarios are NOT iterative. They demonstrate model results ***without*** adjustments to address issues that arise around the scenario
- Scenarios do NOT assume multiple pricing projects.
- Actual projects would take the next step to explore:
  - Design changes to improve benefits and reduce impacts
  - Targeting revenues to improve performance (safety, equity, congestion, climate)
  - Discounts for key groups

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The Four Families of Tools We Considered

- Focus on 4 tools with multiple possible program designs
- Provide assessment of overall value, not a recommendation

VEHICLE MILES TRAVELED FEE
Drivers pay a fee for every mile they travel

CORDON PRICING
Drivers pay to enter an area, like downtown Portland (and sometimes pay to drive within that area)

ROADWAY PRICING
Drivers pay a fee to drive on a particular road, bridge or highway

PARKING PRICING
Drivers pay to park in certain areas

Summary of Scenarios

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VMT B	VMT C	COR A	COR B
• Charge per mile driven • $0.2795/mile vehicle operating cost • $0.0685/mile charge over base	• Higher charge per mile driven • $0.343/mile vehicle operating cost • $0.132/mile charge over base	• Drivers charged $5.63 to enter cordon area • Higher end of price range based on other cities	Same as COR A, but including a larger area (Central Eastside and Lloyd District)
PARK A	**PARK B**	**RD A**	**RD B**
Higher charges to park: Parking assumptions from 2040 FC	Much higher charges to park: Doubles the parking assumptions from 2040 FC	▪ Toll on highways ▪ Equivalent to VMT C per-mile charge ▪ $0.132/mile	▪ Higher toll on highways ▪ Double the cost of RD A ▪ $0.264/mile

Base Scenario Charge: $0.211/mile vehicle operating cost

- 8 scenarios (two from each family)
- Charges assessed within MPA boundaries only (in $2010)
- Compare effects of different types of charges and amount charged

VMT Scenarios

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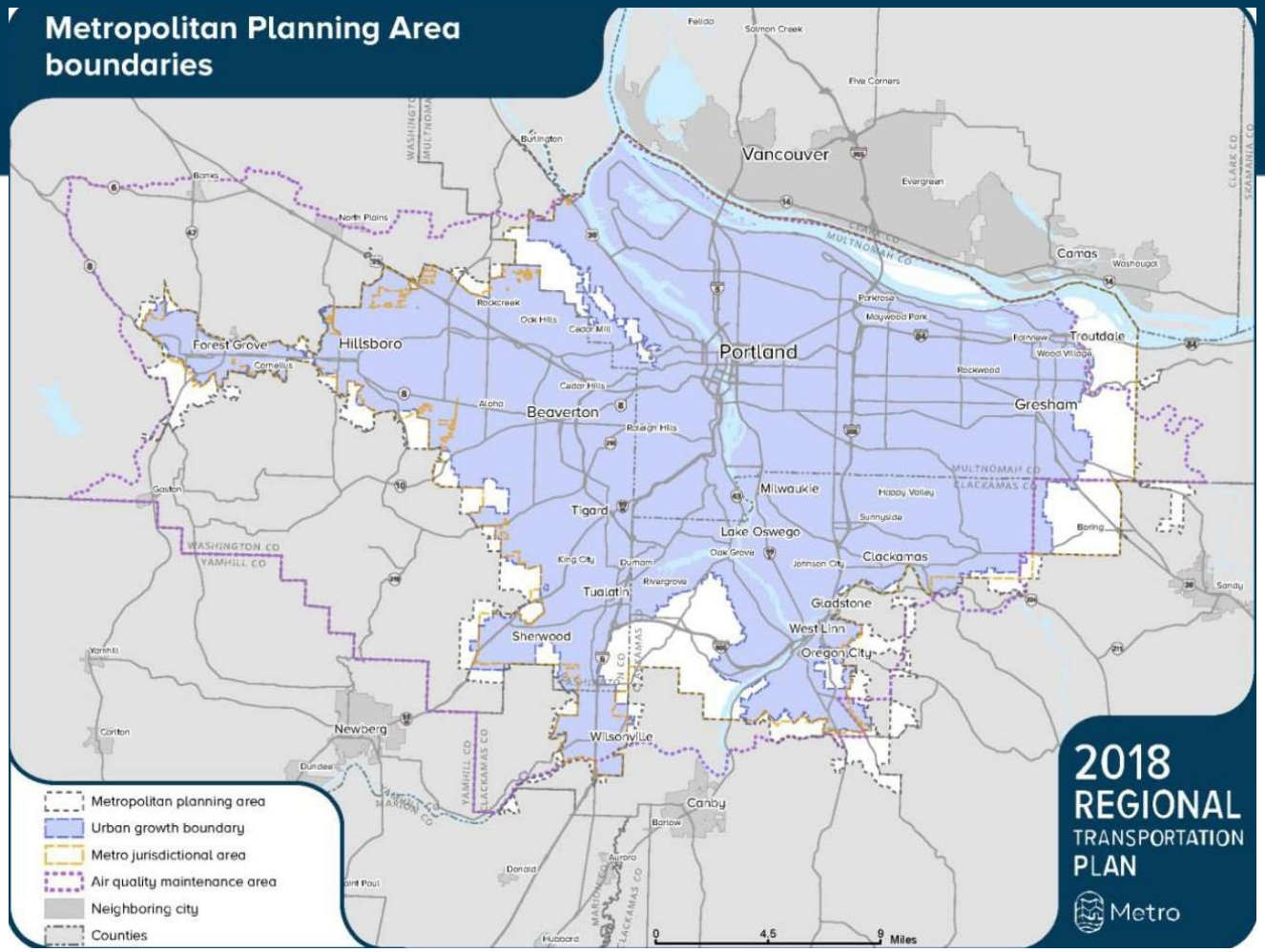

- Charges assessed within MPA boundaries for VMT B and VMT C

Cordon Scenarios

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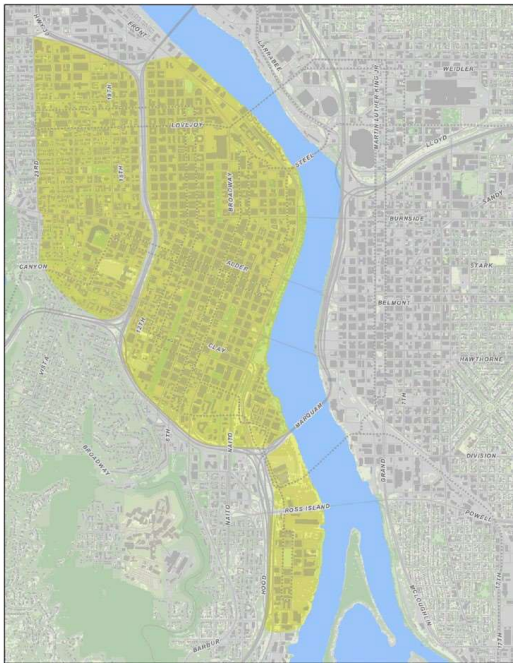
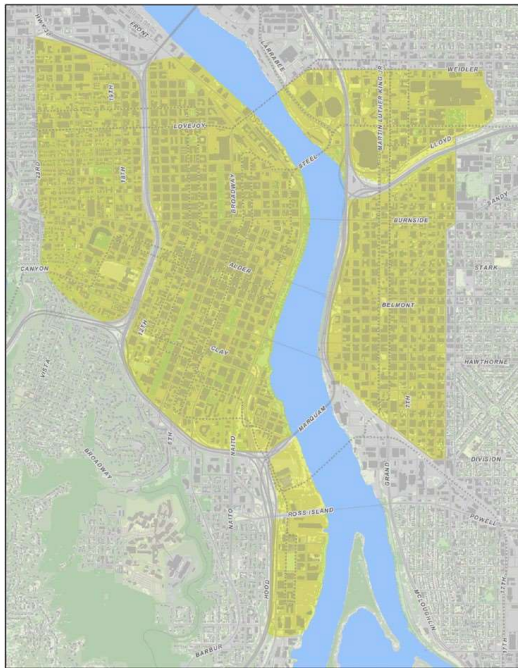
Cordon A



Cordon B



- Cordon A encompasses downtown Portland, South Waterfront, portions of NW Portland
- Cordon B expands to include Lloyd District and CEID
- Travel through the cordons on freeways/highways (i.e. I-5/I-405, or US-26 to Ross Island Bridge) are not charged

Parking Scenarios

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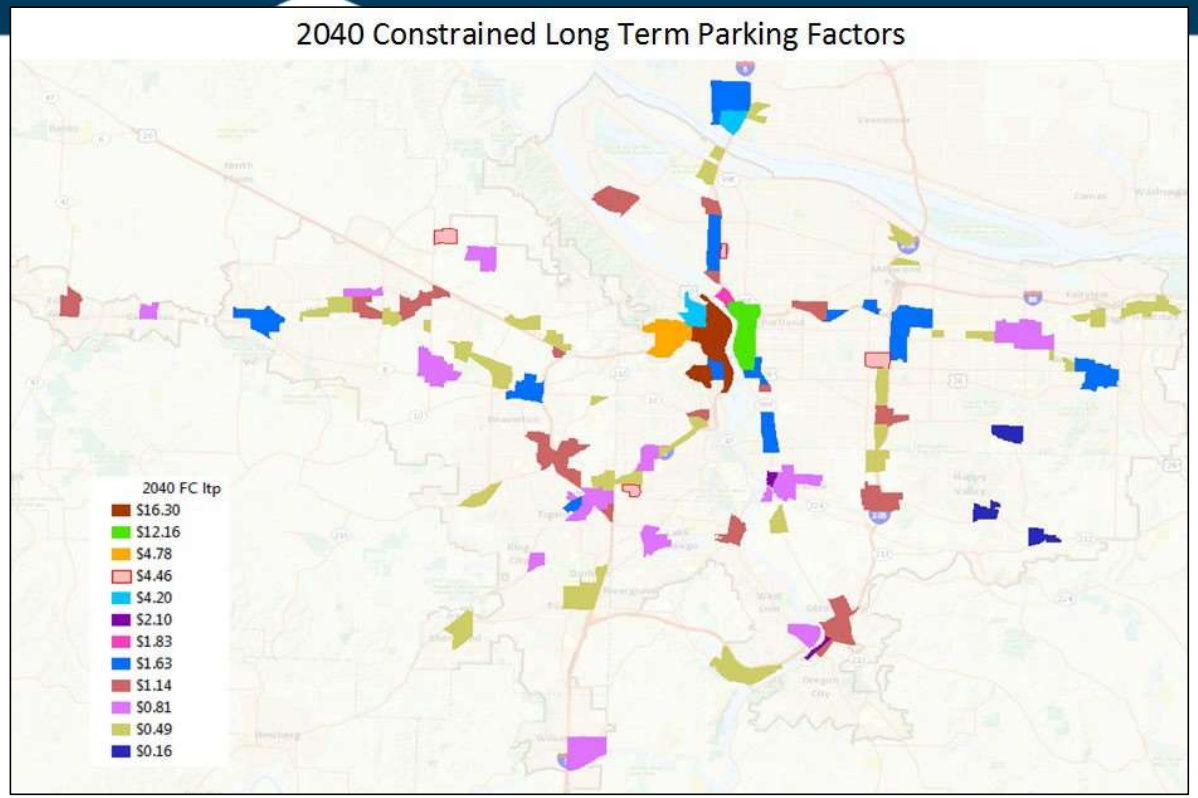

- Parking A and B do not include changes to parking charges outside of MPA boundaries
- Parking B doubles the rates shown
- Rates in Vancouver remain at 2027 Base level

Roadway Scenarios

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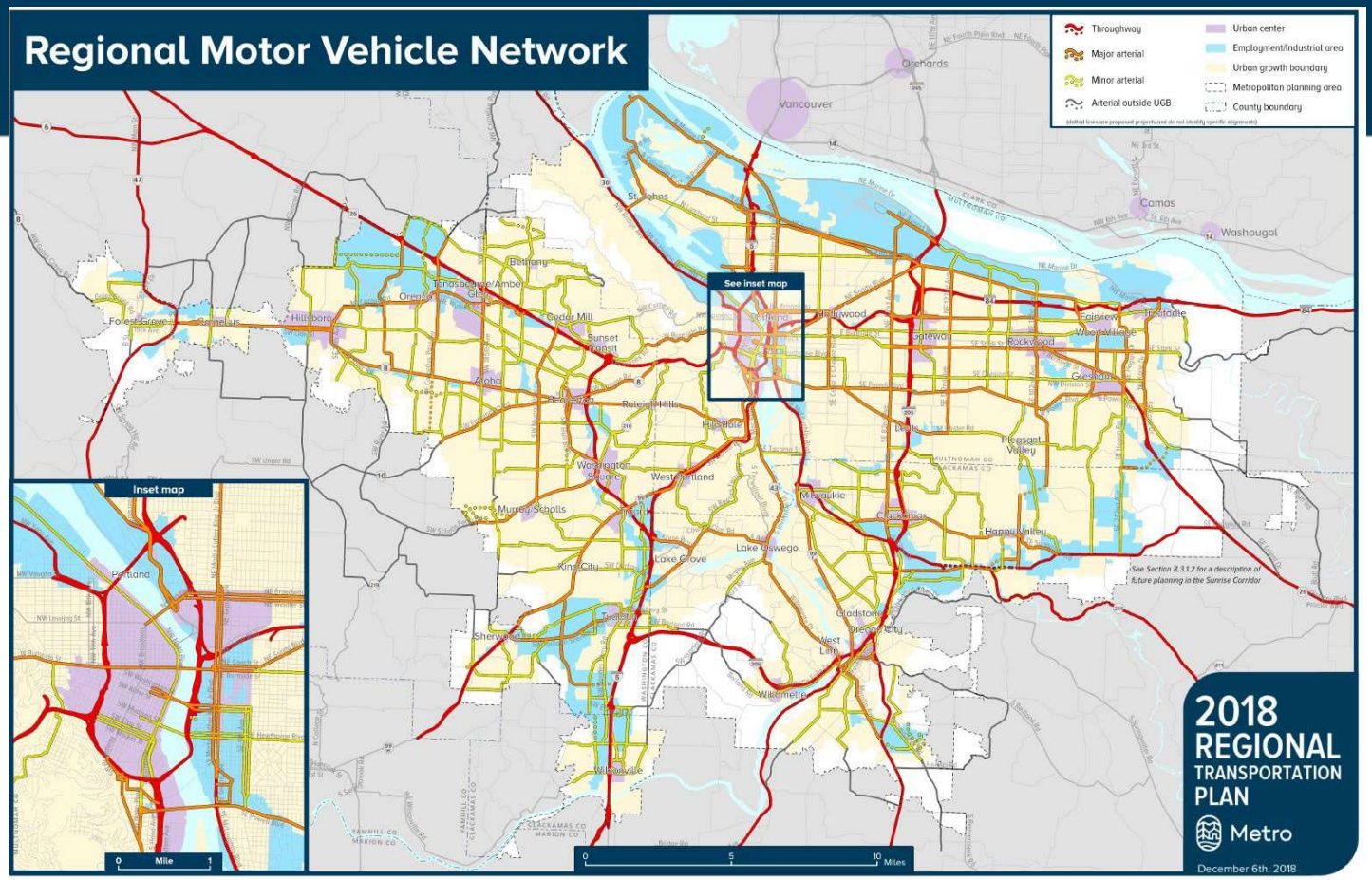

- All throughways (shown in red) within MPA boundaries are charged in Roadway A and Roadway B
- Roadway A charges the same rate as VMT C, while Roadway B doubles that rate

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Summary of Scenario Performance

- All four scenario types help address climate and congestion priorities.
- All eight scenarios reduce the drive alone rate, vehicle miles traveled, and emissions, while increasing daily transit trips.
- Geographic distributions of benefits and costs vary by scenario.
- There are tradeoffs for implementing pricing scenarios.

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High-Level Findings from Modeling

RTP Goal	Metrics	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B
Congestion & Climate	Daily VMT								
	Drive Alone Rate								
	Daily Transit Trips								
	2HR Freeway Delay								
	2HR Arterial Delay								
Climate	Emissions								
Equity	Job Access (Auto)								
	Job Access (Transit)								
	Total Regional Travel Cost	Medium-High	High	Medium-Low	Medium-Low	Low	Low	Medium	Medium

	Large Positive Change
	Moderate Positive Change
	Small Positive Change
	Minimal Change
	Small Negative Change
	Moderate Negative Change
	Large Negative Change

- VMT and Parking scenarios show the most positive changes, no negative changes
- Cordon and Roadway scenarios see some increases in delay and reductions in job access
- These results are before any discounts/exemptions, reinvestment of revenues, or iterations of program design

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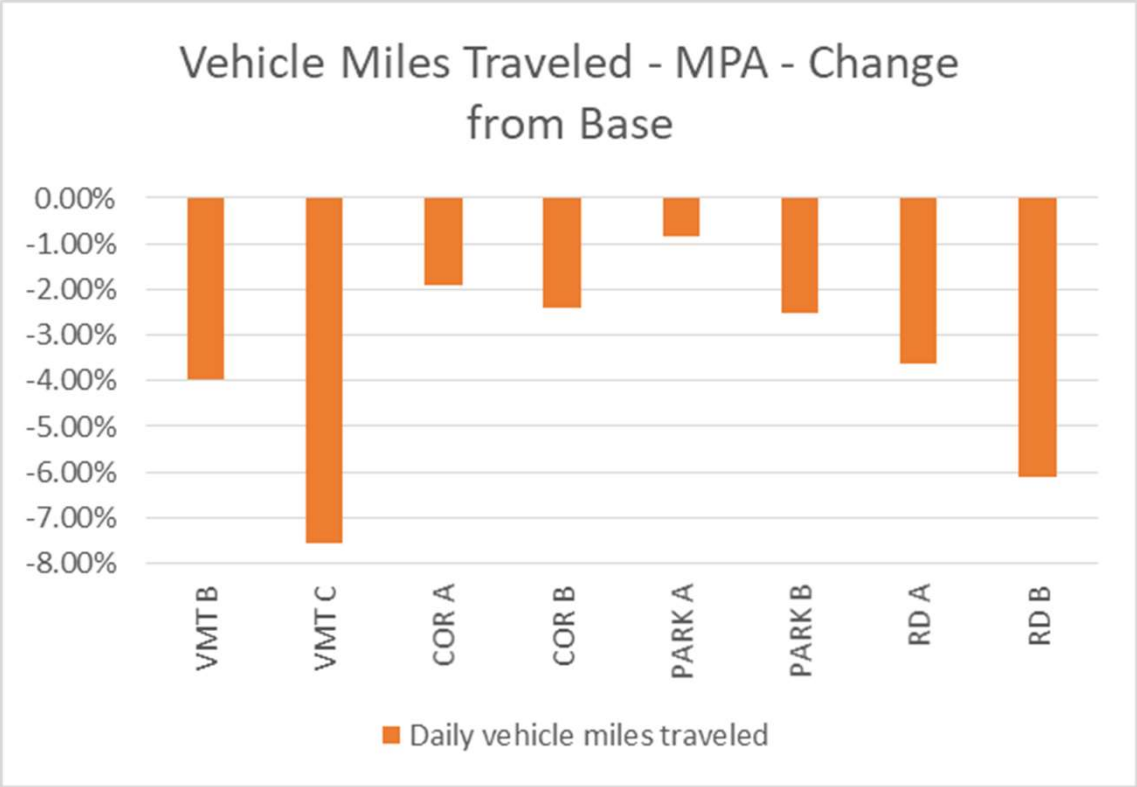
Benefits – VMT Change



- All scenarios show a reduction in vehicle miles traveled
- VMT C and Roadway B show reductions greater than 5%

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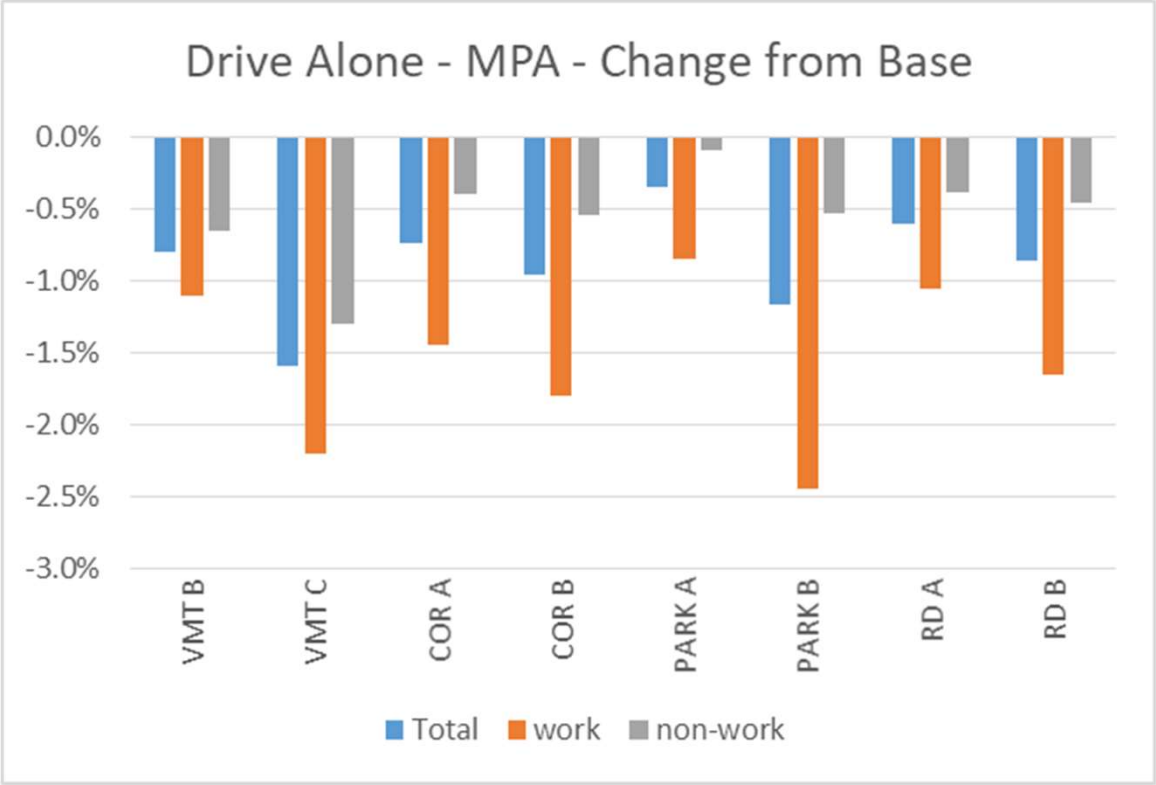
Benefits – Drive Alone Rate



- VMT C and Parking B show greatest decreases in drive alone rate.
- Most scenarios show overall decrease of between 0.5% and 1%
- All scenarios show greater reductions in drive alone work trips than non-work trips

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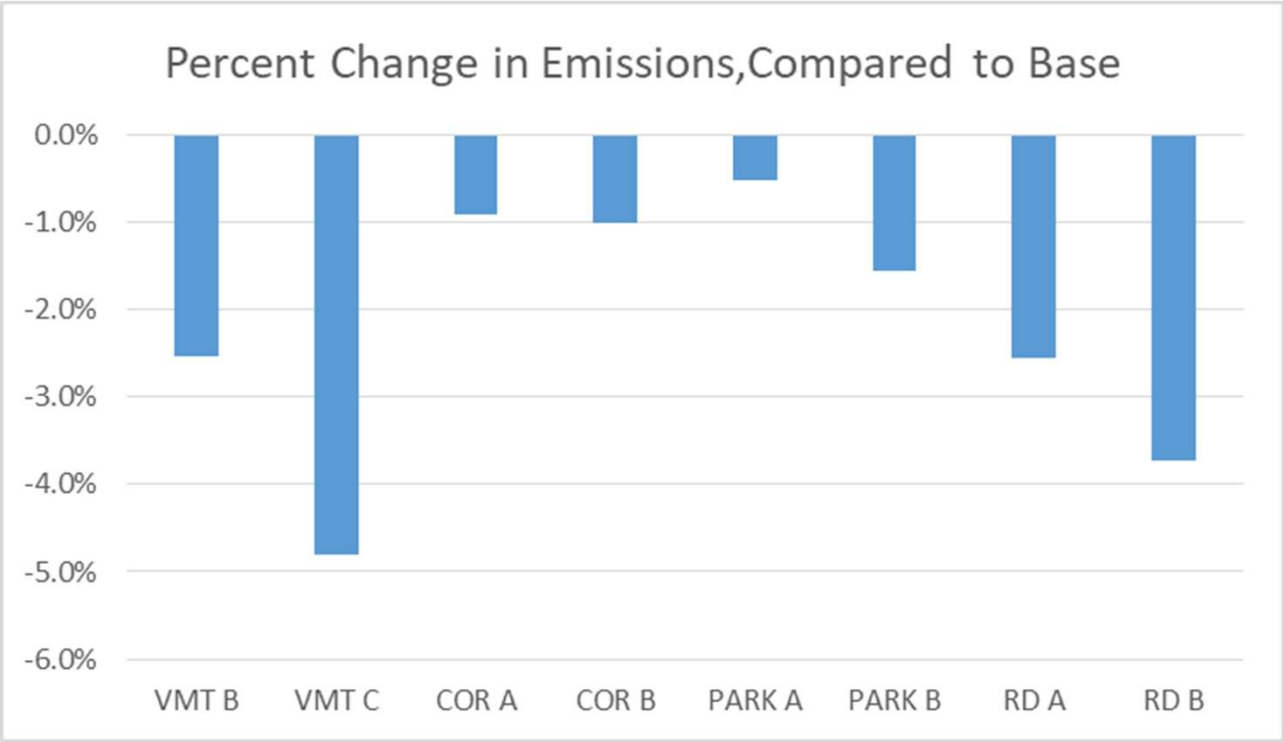
Benefits – Emissions



Subset of model runs tested for emissions reduction using MCE tool

VMT C and Roadway B had largest reductions, though all tested scenarios reduced emissions in the model

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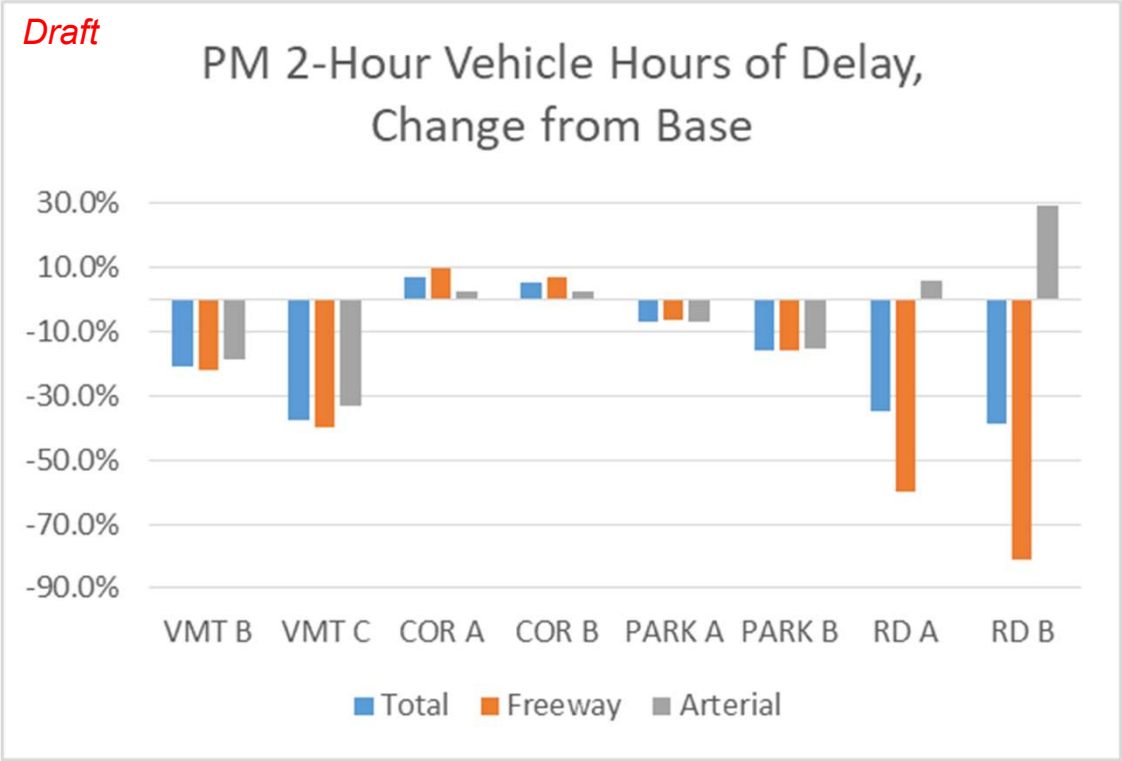
Vehicle Hours of Delay



- VMT and Parking scenarios reduce delay on both freeways and arterials.
- Roadway scenarios have biggest reductions in freeway delay <u>but also largest increases in arterial delay</u>.
- Cordon scenarios increase delay on both freeways and arterials

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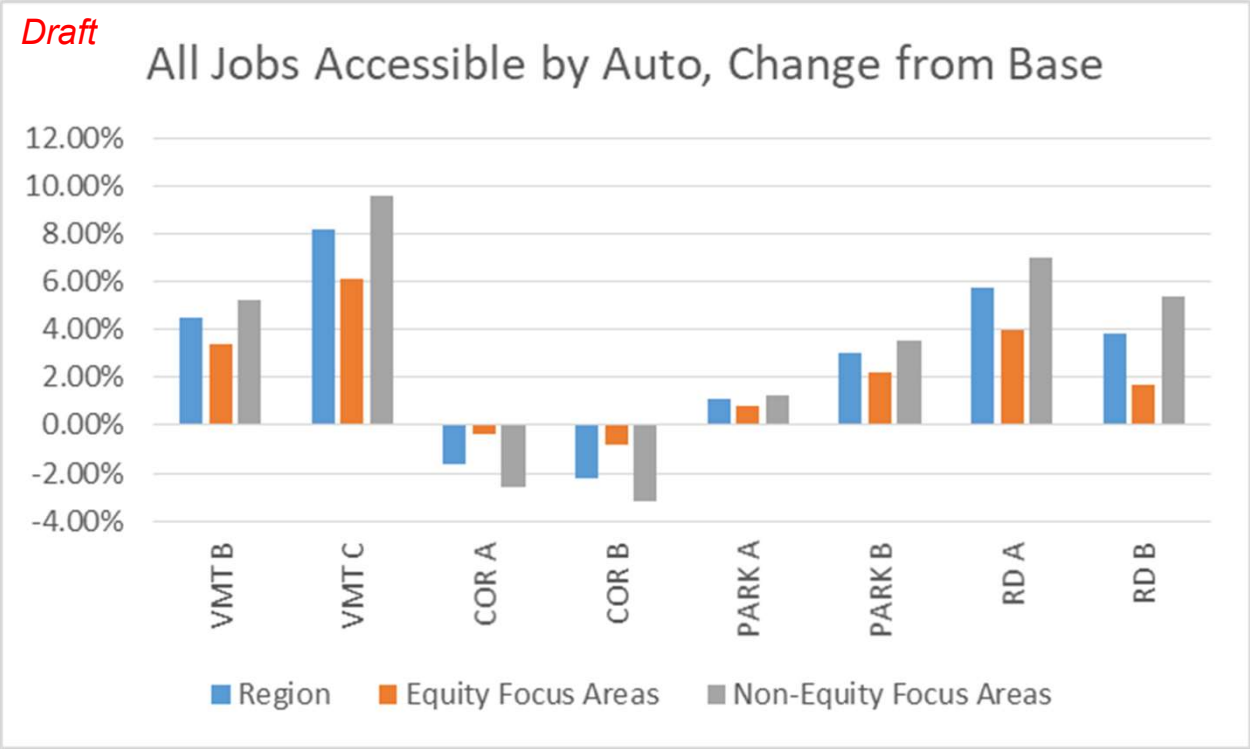
Jobs Accessible by Auto



- VMT B, VMT C and Roadway A show greatest improvements.
- Cordon A and B show lower job access by auto.

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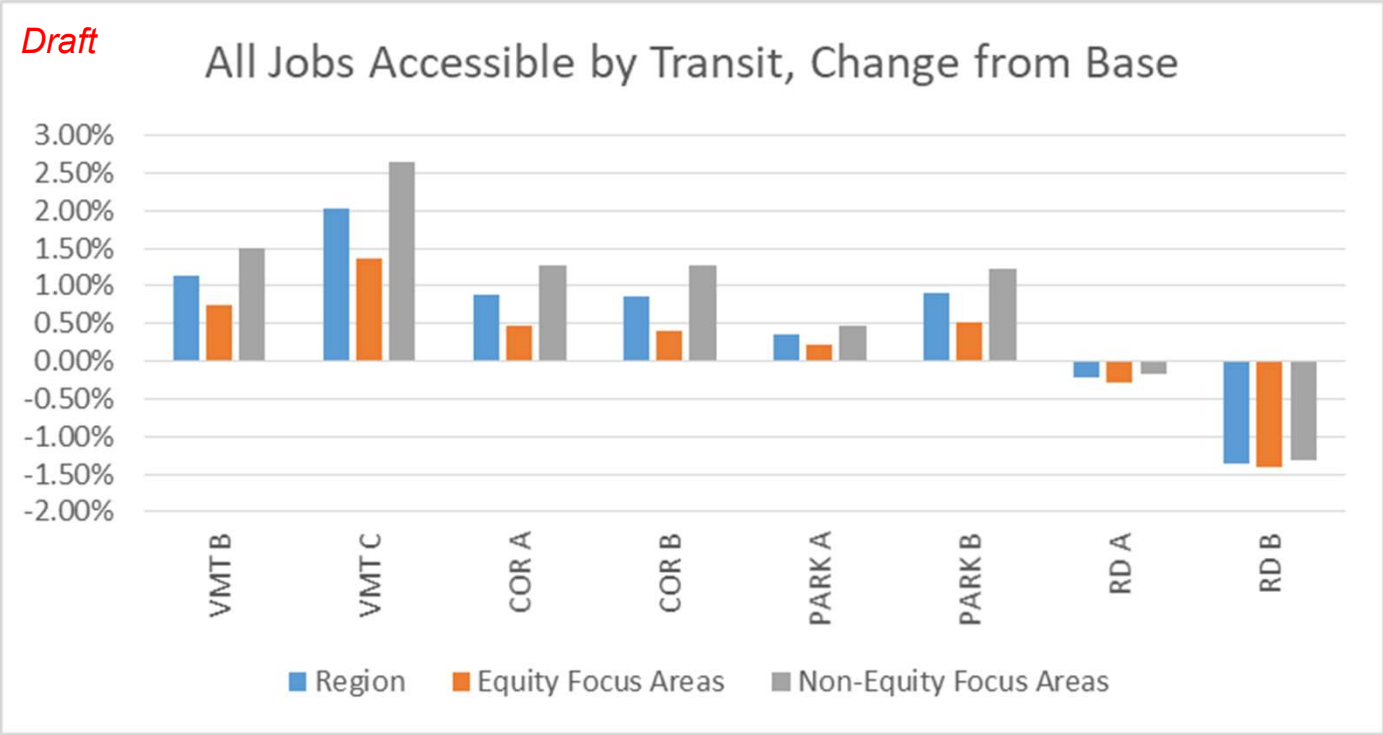
Jobs Accessible by Transit



- Compa
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Summary of Cost Impacts

- All eight scenarios increase the overall cost for travel for the region, but some scenarios distribute the costs widely while others concentrate them on fewer travelers. Those that distribute the costs also have the highest overall cost for the region.
- Overall regional transportation costs and individual traveler costs vary by scenario.
- Distribution of costs and benefits have implications for where fee discounts and revenues should be targeted.

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Individual Costs – Example Driving Trips

Draft

Additional Round-Trip Costs For Various Driving Trips (over 2027FC base)

From	To	Dist. (Total)	Dist. (FWY)	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B	Base Total
Troutdale Airport	Hillsboro Intel Campus	62.8	58	$ 4.30	$ 8.29	$ -	$ -	$ -	$ -	$ 7.66	$ 15.31	$ 13.25
Portland Airport	Bridgeport Village	44.6	40	$ 3.06	$ 5.89	$ -	$ -	$ -	$ -	$ 5.28	$ 10.56	$ 9.41
Downtown Beaverton	Oregon City	37.2	36	$ 2.55	$ 4.91	$ -	$ -	$ -	$ 4.46	$ 4.75	$ 9.50	$ 9.95
Clackamas Town Center	Gateway	15.4	14	$ 1.05	$ 2.03	$ -	$ -	$ 0.40	$ 2.03	$ 1.85	$ 3.70	$ 4.48
Gateway	Montgomery Park	18.8	18	$ 1.29	$ 2.48	$ -	$ -	$ -	$ -	$ 2.38	$ 4.75	$ 3.97
Adidas Headquarters	Nike Headquarters	24.4	20	$ 1.67	$ 3.22	$ -	$ -	$ -	$ -	$ 2.64	$ 5.28	$ 5.15
Downtown Gresham	Lloyd District	29.6	24	$ 2.03	$ 3.91	$ -	$ 5.63	$ 3.97	$ 16.13	$ 3.17	$ 6.34	$ 14.44

*For RD A and RD B, trips are assumed to utilize the throughway.
*For COR A and COR B, trips not ending in downtown Portland are assumed to remain on the throughways.

*Costs are estimated without taking into account potential toll/parking discounts that may be applied for key groups

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Individual Costs – Example Transit Trips

Draft

Additional Round-Trip Costs For Various Transit Trips (over 2027FC base)

From	To	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B
Troutdale Airport	Hillsboro Intel Campus	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Portland Airport	Bridgeport Village	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Downtown Beaverton	Oregon City	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Clackamas Town Center	Gateway	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Gateway	Montgomery Park	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Adidas Headquarters	Nike Headquarters	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -
Downtown Gresham	Lloyd District	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -

*Costs are estimated without taking into account potential toll/parking discounts that may be applied for key groups

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Individual Trip Examples

- Sally lives in Oregon City and drives to work on Swan Island.
- Sally sees some improvement in travel times under each scenario, but also pays more in some scenarios

Draft	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B
Improvement in Travel Time (minutes)	2.0	4.0	2.0	10.0	1.5	3.5	7.0	16.0
Increase in Total Auto Costs	$2.50	$4.50	$0.00	$11.50	$0.00	$0.00	$7.50	$12.50

*Costs and travel times are estimated without taking into account potential toll/parking discounts that may be applied for key groups

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Individual Trip Examples

- Sally can avoid the toll for Cordon B and both Roadway Scenarios
- This will increase her travel time and decrease her cost

Draft	CORB		RWA		RWB	
	Toll	Avoid	Toll	Avoid	Toll	Avoid
Improvement in Travel Time (minutes)	10.0	-5.5	7.0	-0.5	16.0	-2.0
Increase in Total Auto Costs	$11.50	$2.00	$7.50	$0.50	$12.50	$1.00

*Costs and travel times are estimated without taking into account potential toll/parking discounts that may be applied for key groups

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Individual Trip Examples

- Roberto lives in Woodstock and drives to work in downtown Portland.
- Roberto sees some improvement in travel times under most scenarios, but also pays more in most scenarios.

Draft	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B
Improvement in Travel Time (minutes)	1.0	2.0	2.5	5.0	1.0	2.0	-0.5	-1.5
Increase in Total Auto Costs	$1.00	$1.50	$5.50	$5.50	$4.00	$20.50	$0.00	$0.00

*Costs and travel times are estimated without taking into account potential toll/parking discounts that may be applied for key groups

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Individual Trip Examples

- Sarah lives in Lake Oswego and takes transit to her doctor at St. Vincent's on Barnes Road.
- Sarah sees no increase in fares and minimal travel time change.

Draft	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B
Improvement in Travel Time (minutes)	1.0	2.0	1.5	1.5	0.5	1.5	-0.5	-1.0
Increase in Transit Fare	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00	$0.00

*Costs and travel times are estimated without taking into account potential toll/parking discounts that may be applied for key groups

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Summary of Benefits

With some exceptions, each of these pricing scenarios move the needle in the right direction in multiple categories:

- VMT per person declines
- Job access increases
- Drive alone rate decreases
- GHG and other emissions decrease
- Total transit trips increase
- Our region's most congested roadways see some relief

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High-Level Findings from Modeling

RTP Goal	Metrics	VMT B	VMT C	COR A	COR B	PARK A	PARK B	RD A	RD B
Congestion & Climate	Daily VMT								
	Drive Alone Rate								
	Daily Transit Trips								
	2HR Freeway Delay								
	2HR Arterial Delay								
Climate	Emissions								
Equity	Job Access (Auto)								
	Job Access (Transit)								
	Total Regional Travel Cost	Medium-High	High	Medium-Low	Medium-Low	Low	Low	Medium	Medium

	Large Positive Change
	Moderate Positive Change
	Small Positive Change
	Minimal Change
	Small Negative Change
	Moderate Negative Change
	Large Negative Change

Equity Considerations

How pricing programs can be designed to improve equity?

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- Affordability can be built into a program
  - More flexible than current funding sources. Can provide discounts or exemptions for key groups.
- Revenue can be focused on equity outcomes
  - Invest in key neighborhoods
  - Focus on transit, sidewalks, bike lanes
  - Invest in senior and disabled services
- Targeting pricing benefits to key locations
  - Mobility improvements and air quality

How Can We Measure Equity Impacts?

- Access to Jobs
  - Model can show how access to jobs changes with different pricing strategies
- Impacts for all compared to key areas (Equity Focus Areas and others)
  - Travel time, costs, mode shift, congestion
  - Use new tools to measure impacts related to emissions, noise, pollution

Schedule and Next Steps

Our Schedule

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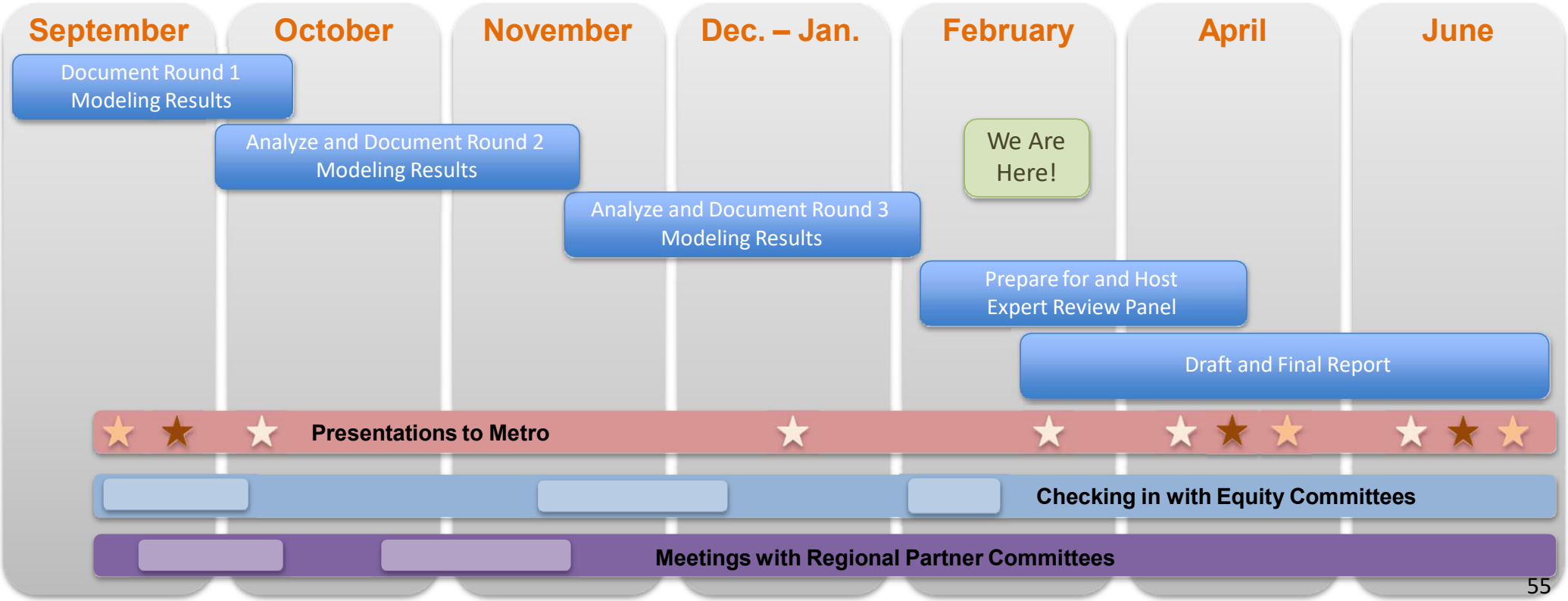

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Next Steps

- Metro Council and JPACT – April 15
- Expert Review Panel – April 22
- TPAC, JPACT, MPAC and Metro Council – June 2021
- Final Report – June 2021

Regional Congestion Pricing Study

Thank you for your feedback!

Elizabeth.Mros-OHara@oregonmetro.gov

POEM Team Take-Aways

Discussion questions

- Is there anything here that reinforces or changes your perspective on these pricing strategies?
- What seems to show the most promise to you?
- What are the biggest questions these early modeling results raise for you?
- How do you think this information helps inform Task Force recommendations around pricing principles/ other recommendations?

Tolling recommendations

Process

- Review recommendations by section
- Discussion on any further proposed amendments
- Before moving to next section, will see if a majority of Task Force members want to **remove** any recommendations from the letter
- After reviewing all sections, will:
  - Vote on if we're ready to consider the letter, or if we need more time
  - If majority are ready, vote on whether to adopt and send recommendations

Revisions from letter distributed last week

Track change version sent to Task Force earlier today – will provide link to follow along

5 Task Force members submitted comments and edits:

Overarching suggestions:

- Use active voice and simpler language
- Consider Constitutional Restriction recommendation on its own
- Call these "objectives" not "values"
- Consider not listing multiple equity groups when pricing most burdens low-income people

Key points in draft proposed letter from Task Force

Tolling goal:

- The primary goal should be to managing traffic demand to improve mobility and climate outcomes. While tolling can generate revenue, that should not be the top priority.
- ODOT should change the name to a "congestion pricing program."
- Pricing should be variable based on level of congestion. More analysis and transparency is needed about toll rates and limits.
- ODOT should also consider variability based on fuel efficiency and vehicle occupancy.

Key points in draft proposed letter from Task Force

Use and allocation of tolling revenue:

- Toll revenue must be available to support multimodal investments, not just highway improvements
- The City should advocate for changing the constitutional restriction
- Toll revenue must also be available to address potential traffic diversion on local streets
- Local and regional stakeholders must be involved in decision making around revenue allocation

Key points in draft proposed letter from Task Force

Financial, technology and enforcement impacts on BIPOC Portlanders, low-income drivers and persons with disabilities:

- Discounts, exemptions or rebates must be provided for low-income drivers, while still achieving demand management outcomes
- Technology and payment systems should not burden unbanked populations and include strong privacy and enforcement protections; use existing means-testing systems wherever possible
- Tickets and fines for non-compliance should be means-based, structured by income

SE244

Final voting process

Recap final list of recommendations to include in letter

Vote 1: Are we prepared to vote on the letter with any revisions discussed this evening?

- Vote options: *Yes – Ready to Vote,* or *No – Need More Time*
- If majority are not ready, postpone vote to next meeting

Vote 2: Do you approve of adopting the recommendations in this letter and sending it to PBOT and BPS leadership?

- Vote options: *Yes* or *No*
- If majority vote thumbs up, letter will be distributed. Thumbs down voters will have opportunity to express reasoning, to be captured in the meeting minutes.
- If majority vote thumbs down, the letter will not be adopted/sent

Slide 66

SE244 Writing myself a note to work with Marianna and Michael on polls for these two votes
Sagor, Emma, 3/7/2021

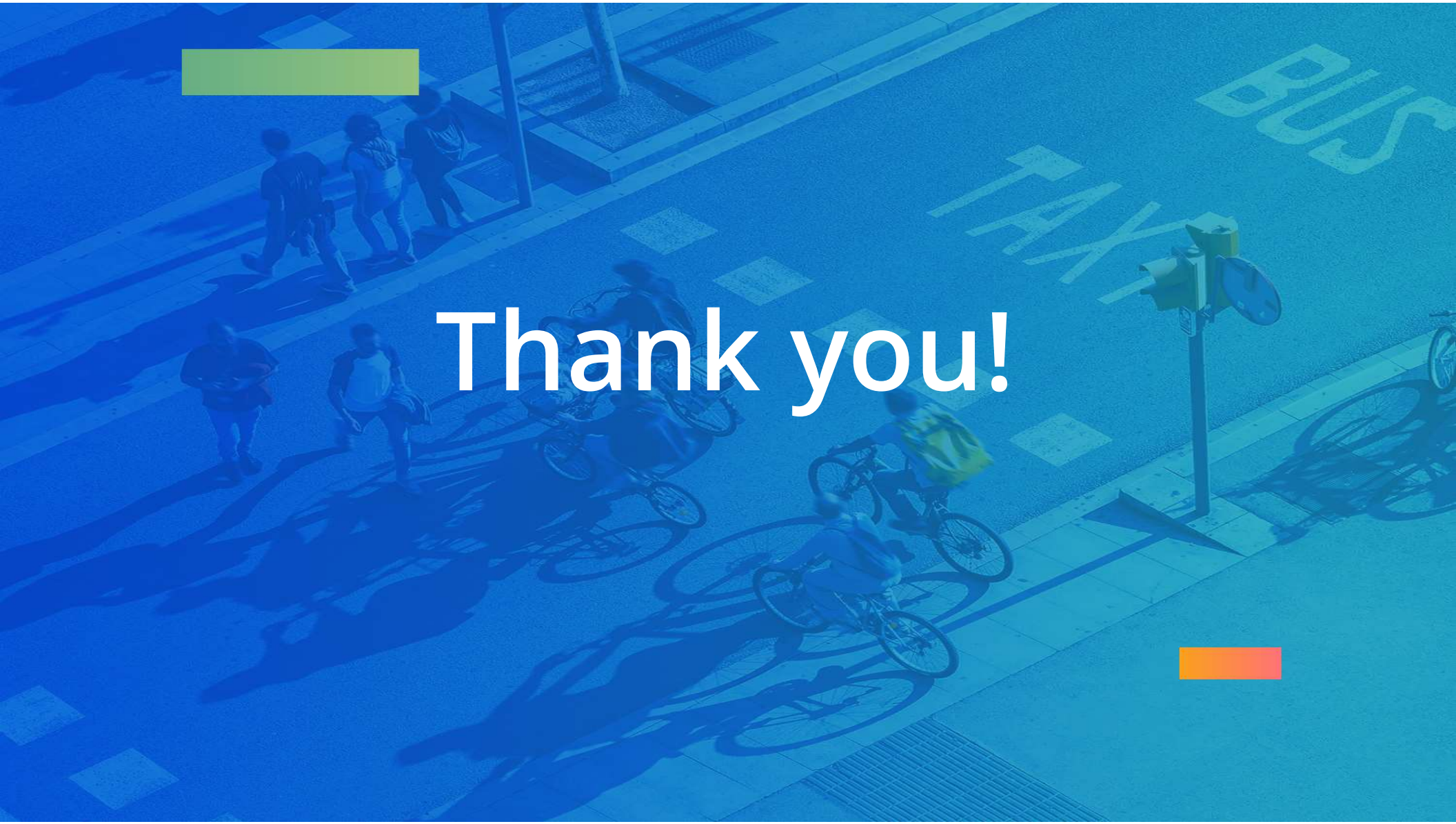
What's coming up?

Next meeting: April 12, 2021

Meeting focus: Pricing "sandbox" – modeling design parameters

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

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



Thank you!