CITY OF OREGON CITY
CITY COMMISSION JOINT WORK SESSION WITH THE CITY OF WEST LINN
AGENDA

Virtual Meeting
Tuesday, September 28, 2021 at 6:00 PM

JOINT WORK SESSION WITH THE CITY OF WEST LINN

Ways to participate in this public meeting:

- *Attend in person, location listed above*
- *Register to provide electronic testimony (email recorderteam@orcity.org or call 503-496-1509 by 3:00 PM on the day of the meeting to register)*
- *Email recorderteam@orcity.org (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

CONVENE WORK SESSION AND ROLL CALL

CITIZEN COMMENTS

Citizens are allowed up to 3 minutes to present information relevant to the City but not listed as an item on the agenda. Prior to speaking, citizens shall complete a comment form and deliver it to the City Recorder. The City Commission does not generally engage in dialog with those making comments but may refer the issue to the City Manager. Complaints shall first be addressed at the department level prior to addressing the City Commission.

INTRODUCTORY ITEMS

1. Council & Commission Introductions
2. Staff and Consultant Introductions
3. Work Session Overview

DISCUSSION ITEMS

1. City of West Linn Updates
2. City of Oregon City Updates
3. Oregon Department of Transportation Updates

ADJOURNMENT

PUBLIC COMMENT GUIDELINES

Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.

As a general practice, the City Commission does not engage in discussion with those making comments.

Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.

ADA NOTICE

The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.

Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.

Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at www.orcity.org and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WFMC at 503-650-0275 for a programming schedule.

CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: City Commission **Agenda Date:** 09/28/2021

From: Public Works Director John M. Lewis, PE

SUBJECT:

City of West Linn Updates

BACKGROUND:

City of West Linn staff will provide updates on ongoing and planned transportation projects and topics of interest along their waterfront, including:

- Willamette Falls Drive Concept Plan Adoption
- Waterfront Project/City Hall Historic District
- Willamette Falls Locks

CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: City Commission **Agenda Date:** 09/28/2021

From: Public Works Director John M. Lewis, PE

SUBJECT:

City of Oregon City Updates

BACKGROUND:

City of Oregon City staff will provide updates on ongoing and planned transportation projects and topics of interest along the waterfront, including:

- Willamette Falls Legacy Project
- OR 99E Shared Use Path Project
- Economic Development and Tourism
- Transportation Demand Management
- Downtown Oregon City Railroad Quiet Zone

CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: City Commission **Agenda Date:** 09/28/2021

From: Public Works Director John M. Lewis, PE

SUBJECT:

Oregon Department of Transportation Updates

BACKGROUND:

Oregon Department of Transportation staff will provide updates on ongoing and planned transportation projects and topics of interest in the area, including:

- I-205 Funding Update
- I-205 Phase 1A Construction
- I-205 Tolling & Regional Mobility Pricing Policy
- OR 43 Improvement Project
- 100-year Anniversary of the Historic Arch Bridge

I-205 IMPROVEMENTS

Stafford Road to OR 213

Oregon Department of Transportation

JULY 2021 | WWW.I205CORRIDOR.ORG

CONSTRUCTION BEGINS IN 2022

The I-205 Improvements Project will improve our economy by providing Oregonians safer, more reliable access to work and critical services, even after an earthquake or other major disaster. We are constructing the project in phases, with the first phase (Phase 1A) beginning in spring of 2022. Learn more about project phasing at **www.i205corridor.org.**

KEY PHASE 1A IMPROVEMENTS INCLUDE:

- Earthquake-ready improvements to the Abernethy Bridge.
- Removing the current I-205 northbound on-ramp from OR 43 and replacing it with a roundabout.
- Realigning or widening the on- and off-ramps at OR 99E.
- Improvements for people who walk and bike on OR 43, Clackamette Drive and OR 99E.
- Sound wall near the southbound lanes of I-205 at exit 9.
- Widening I-205 in the Phase 1A project area to allow a third travel lane in each direction. The final lane configuration will be completed in a future phase.

Tree removal will occur on each bank of the Willamette River underneath the Abernethy Bridge in Oregon City and West Linn to provide construction access for Phase 1A. This work will occur in the fall of 2021 to avoid nesting birds and heavy rain.

Visit **www.i205corridor.org** to sign up for email updates and learn about any traffic impacts or route detours once construction begins. Anticipated impacts include:

- Full weekend, nighttime directional closures and on- and off-ramp width restrictions.
- Full nighttime freeway closures later in the construction process, anticipated in 2024.
- Detours for I-205 northbound and southbound travelers and those traveling to local destinations in and around Oregon City and West Linn during freeway closures.

SCHEDULE

*Scheduling of Phases 1B, 1C and 1D is currently tentative and will be refined fall 2021.

STAY INVOLVED

Submit a comment online or sign up for project updates: **www.i205Corridor.org**

Questions and comments can be submitted at any time to the project team at:
205improvements@odot.state.or.us | 503-731-8276

For ADA (Americans with Disabilities Act) or Civil Rights Title VI accommodations, translation/interpretation services, or more information call 503-731-4128, TTY 800-735-2900 or Oregon Relay Service 7-1-1.

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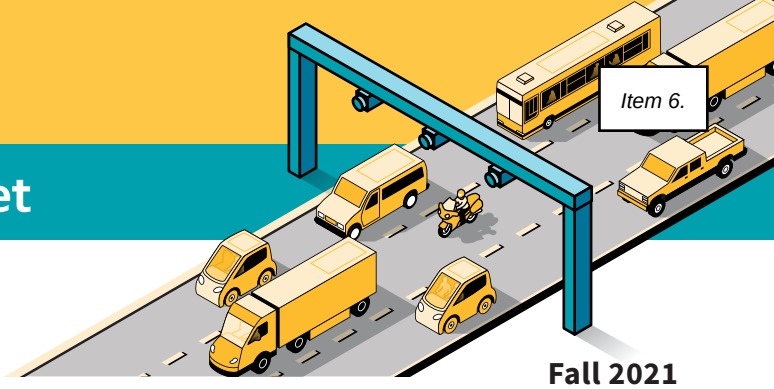
I-205 Toll Project | Fact Sheet



Fall 2021

The I-205 Toll Project is needed to complete the I-205 Improvements Project

Traffic on I-205 slows daily near Oregon City. Congestion makes our days more challenging, costing us time and money. In fact, congestion is estimated to cost our region about $2 million per day. Revenue from gas taxes can't keep up to fix Oregon's highways or reduce congestion.

> *The I-205 Toll Project is a part of a comprehensive strategy to manage congestion in the Portland metro area, along with key investments to upgrade our infrastructure and improve travel times for all users.*

I-205 Toll Project

Oregon is studying tolls to manage congestion and raise revenue to fix the bottleneck on I-205 by using variable-rate tolls[1] on the Abernethy and Tualatin River bridges. Toll prices would be higher at rush hour, a concept known as "congestion pricing." The earliest tolling could begin is in 2024.

I-205 Improvements Project and tolls

Construction of the first phase of the I-205 Improvements Project will begin in 2022 to make the Abernethy Bridge the first earthquake-ready highway bridge across the Willamette River. Revenue from the I-205 Toll Project would be used to fund construction of the future phases of the I-205 Improvements Project. Future phases will address the bottleneck caused by the last remaining two-lane section of I-205 and make seismic upgrades to other I-205 bridges. Toll revenue also will be used to pay back Phase 1A financing, pending a federal decision on the National Environmental Policy Act (NEPA) process.

Without tolls and future roadway upgrades, the almost seven hours of daily congestion and safety risks will continue to increase as the region grows and more people use the highway. Existing diversion to local streets will also increase without action when I-205 has stop-and-go traffic.

[1] Variable-rate tolls are user fees that vary in amount based on certain conditions (e.g. time of day, day of the week, direction of travel). Variable-rate tolls can occur on a fixed schedule that is known to travelers.

Benefits of tolling

Improved travel time and increased reliability.

Reduced greenhouse gas emissions and fuel consumption.

Sustainable funding for investments.

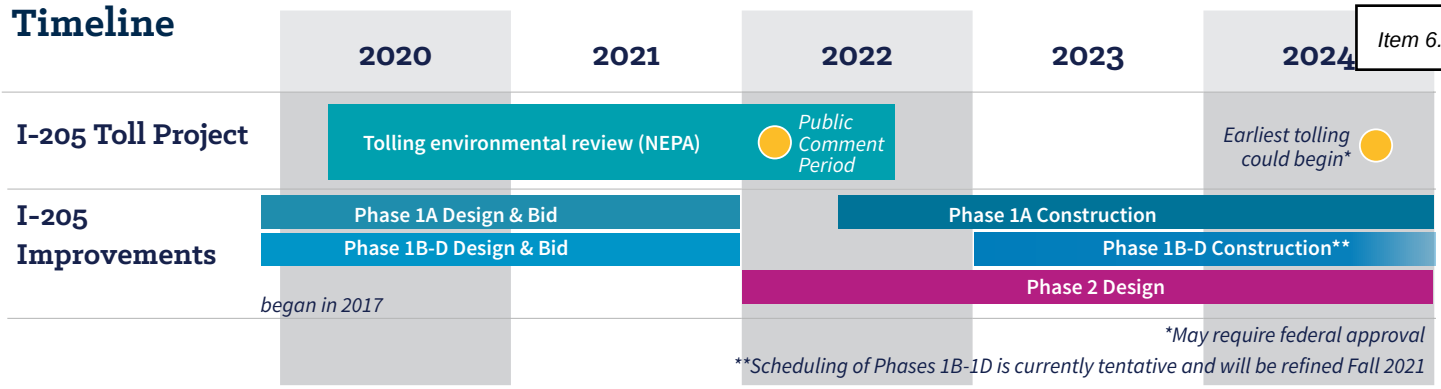
Investments to advance equality.

Under the proposed toll alternative, tolls will be charged at two locations: the Abernethy Bridge and the Tualatin River bridges.

What's next?

An Environmental Assessment for the I-205 Toll Project will be published for public review and comment in spring 2022. The Environmental Assessment will describe the anticipated benefits and impacts of tolling to communities, traffic, revenue, and the natural environment, as well as potential actions or projects – called "mitigation" – to avoid, minimize, and offset negative impacts from tolling. Examples of mitigation strategies used in other areas with tolled roads include: enhanced transit service and traffic calming on local roads to deter rerouting.

Timeline



The I-205 Improvements Project will be constructed in phases. Construction of Phase 1A will start in learly summer 2022 and will last until 2025. The construction schedule for other phases of the project will be determined in fall 2021.

Background

In 2017, the Oregon Legislature passed House Bill 2017, known as "Keep Oregon Moving." The bill provided funding for transportation system improvements and directed the Oregon Transportation Commission to implement tolls on I-205 and I-5 in the greater Portland area. In 2018, ODOT led a feasibility study, which included both technical analysis and public input. ODOT now has two toll projects underway, the I-205 Toll Project and the Regional Mobility Pricing Project to manage traffic on I-5 and I-205 in a way that is equitable, addresses climate change, and provides funding for critical infrastructure and safety improvements.

Equity is guiding our work

Equity is a priority for ODOT. Our goal is to create better solutions for those historically and currently excluded and underserved. The Toll Program's **Equity Framework** will be applied as we conduct the review and continue to engage with stakeholders. ODOT holds monthly meetings with the Equity and Mobility Advisory Committee. These meetings are open to the public. Learn more and read ODOT's Equity Framework at OregonTolling.org.

Stay involved

Make sure your voice is heard! Follow ODOT for program updates and ways to get involved. Questions and comments can be submitted at any time.

Web: OregonTolling.org or i205corridor.org

Email: oregontolling@odot.state.or.us
205improvements@odot.state.or.us

Phone: 503-837-3536 | 503-731-8276

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

I-205 Toll Project

PURPOSE AND NEED STATEMENT

REVISED FINAL 8/18/2021

INTRODUCTION

In 2016, the Governor's Transportation Vision Panel held a series of regional forums across the state to better understand how the transportation system affects local economies. The negative effect of congestion in the Portland Metropolitan Region was consistently identified as one of three key themes across Oregon. Congestion in the region affects commuters and businesses, as well as producers who move their products across the state.

In response to the input from stakeholders across the state, House Bill (HB) 2017 Section 120 directed the Oregon Transportation Commission (OTC) to develop a congestion relief fund, and to seek approval from the Federal Highway Administration (FHWA) to implement tolling (also referred to as value pricing or congestion pricing) on the Interstate 5 (I-5) and Interstate 205 (I-205) corridors to reduce traffic congestion in the Portland metro area.

In 2018, the OTC and the Oregon Department of Transportation (ODOT) conducted the Portland Metro Area Value Pricing Feasibility Analysis to study how and where congestion pricing could be applied. Substantial public input and a Policy Advisory Committee informed the final recommendations. For I-205, the Policy Advisory Committee recommended implementing variable-rate tolls[1] on all lanes of I-205 on or near the Abernethy Bridge as a potential funding strategy and for congestion management. In December of 2018, the OTC submitted a proposal to the FHWA outlining the findings of the feasibility analysis and seeking approval to continue the process of implementing tolls on I-5 and I-205 (ODOT 2018a). In January 2019, FHWA provided guidance to move into the next phase of evaluation and study (FHWA 2019). In 2020, FHWA and ODOT determined that an environmental assessment (EA) would be the appropriate NEPA documentation for the I-205 Toll Project (Project).

ODOT identified the I-205 Improvements Stafford Road to OR 213 Project (I-205 Improvements Project) as a priority project for ODOT. The I-205 Improvements Project includes seismic bridge upgrades, adding a third lane north and south, and interchange improvements. The project received NEPA clearance in 2018 and will be constructed in phases. In 2021, HB 3055 provided financing tools that allow construction on the first phase of the I-205 Improvements Project to begin in 2022, which includes replacement of the Abernethy Bridge and adjacent interchanges. Tolls are needed to fund subsequent phases of the I-205 Improvements Project.

[1] Variable-rate tolls are user fees that vary in amount based on certain conditions (e.g. time of day, day of the week, direction of travel). Variable-rate tolls can occur on a fixed schedule that is known to travelers.

PURPOSE

The purpose of the I-205 Toll Project is to use variable-rate tolls on the I-205 Tualatin River and Abernethy Bridges to raise revenue to fund portions of the I-205 Improvements Project and manage congestion.

NEED FOR THE PROPOSED ACTION

Critical congestion relief projects need construction funding

Available funding for transportation has not kept pace with the cost of maintaining the transportation system or the cost of construction of new transportation and congestion relief projects. ODOT revenue comes from a mix of federal and state sources, including fuels taxes, taxes on heavy vehicles, and driver and vehicle licensing and registration fees. The federal gas tax has not been adjusted since October of 1993 and the share of federal contributions to state transportation projects has greatly decreased. On the state level, escalating expenditures to maintain aging infrastructure, the need to perform seismic upgrades for state's bridges, and rising construction costs have greatly increased financial needs.

Compounding this problem is a substantial increase in travel demand as the state experiences strong population growth, particularly in the Portland metro area. ODOT must explore every possible method for getting the most out of its existing infrastructure, funding projects to ease congestion, and planning for increased earthquake resiliency. The I-205 Improvements Project would provide congestion relief for the recurring bottleneck on I-205 between I-5 and the Abernethy Bridge. ODOT is in the process of obtaining permits and developing a financial plan to support construction of Phase 1A[2] (reconstruction of the Abernethy Bridge and adjacent interchanges at OR 43 and OR 99E), which is expected to begin in 2022. Other phases are currently unfunded;[3] toll revenue is needed to fund construction on future phases of the improvements.[4,5]

[2] A description of the I-205 Improvements Project construction phases is located https://i205corridor.org/.
[3] HB 3055 provides ODOT the ability to finance construction of Phase 1A of the I-205 Improvements Project using state backed borrowing or bonding. If approved, pending environmental review and development of a toll program, tolls could be used long term to pay back loans.
[4] Net toll revenue for capital projects represents the available cash flow from tolling after covering an allowance for revenue leakage, the costs of toll collection operations and maintenance (O&M), and the costs of roadway facility O&M. Net toll revenues may be used to pay for capital improvement directly and/or they may be used to pay the principal and interest on borrowed (financed) funds.
[5] The Oregon Constitution (Article IX, Section 3a) specifies that revenues collected from the use or operation of motor vehicles is spent on roadway projects, which could include construction or reconstruction of travel lanes, as well as bicycle and pedestrian facilities or transit improvements in or along the roadway.

Traffic congestion results in unreliable travel

A 3.3 percent population increase in the Portland metro area from 2015 to 2017 and strong economic growth during these years contributed to a 20.1 percent increase in vehicle hours of delay and 13.4 percent increase in hours of congestion on the highway and regional corridor system. On I-205, daily vehicle hours of delay increased by 25 percent in each direction from 2015 to 2017, indicating that the extent and duration of congestion in the corridor continues to increase and that travel continues to become less and less reliable (ODOT 2018b).

In 2018, more than 100,000 vehicles used the section of I-205 between Stafford Road and OR 213 each day (ODOT 2019). Northbound I-205 from I-5 to the Abernethy Bridge has been identified as one of the region's top recurring bottlenecks during the evening commute. In 2017 this section of I-205 experienced 3.5 hours of congestion in the evening, from 2:45 p.m. to 6:15 p.m. Southbound I-205 from OR 212 to the Abernethy Bridge experienced over 3 hours of congestion in the morning from 6:00 a.m. to 9:15 a.m. (ODOT 2018b). In total, the section of I-205 between Stafford Road and OR 213 experienced approximately 6.75 hours of congestion daily.[6]

The population of the Portland metro region is expected to grow from 2.5 million residents in 2018 to over 3 million in 2040 (23 percent) and over 3.5 million in 2060 (43 percent), further exacerbating existing congestion problems (Census Reporter 2018; Metro 2016b).

Traffic congestion impacts freight movement

Movement of people and goods is critical to support a growing economy. Freight tonnage in the Portland region is expected to double by 2040, with 75 percent of total freight tonnage moved by truck (Metro 2018). I-205 is a designated north-south interstate freight route in a roadway network that links Canada, Mexico and major ports along the Pacific Ocean. Trucks represent 6 to 9 percent of total traffic on I-205 (ODOT 2018b).

Congestion on I-205 affects the ability to deliver goods on time, which results in increased costs and uncertainty for businesses. The cost of congestion on I-205 increased by 24 percent between 2015 and 2017, increasing to nearly half a million dollars each day in 2017 (ODOT 2018b). Increasing congestion and demand for goods will result in more delay, costs, and uncertainty for all businesses that rely on I-205 for freight movement.

Traffic congestion contributes to climate change

Greenhouse gas emissions from cars and trucks have been rising since 2013 and represented 39 percent of total statewide emissions in 2016 (Oregon Global Warming Commission 2018). Idling vehicles sitting in congested conditions contribute to these emissions. In March 2020, the Governor signed an executive order to reduce greenhouse gas emissions 45 percent below 1990 levels by 2035 and 80 percent below 1990 levels by 2050.

[6] The coronavirus pandemic (COVID-19) has dramatically altered current traffic levels. Future traffic volumes on I-205 are unknown, but as the risks of COVID-19 are reduced, traffic congestion is expected to return.

GOALS AND OBJECTIVES

Project goals and objectives are desirable outcomes of the project beyond the purpose and need statement. The following goals and objectives reflect input collected during the Project's Summer-Fall 2020 engagement and from the Value Pricing Feasibility Analysis Policy Advisory Committee, partner agencies, the Equity and Mobility Advisory Committee, and other Project stakeholders. Through detailed performance measures, these goals and objectives will be considered when comparing potential tolling alternatives to each other and to the future No Build (no tolling) Alternative.

ODOT acknowledges past land use and transportation investments have resulted in negative cultural, health, economic and relational impacts to local communities and populations and that these investments have disproportionately affected historically and currently excluded and underserved communities.[7] Additionally ODOT recognizes these communities are often left out of transportation planning and decision-making process. These practices, along with more recent gentrification in Portland and surrounding cities have resulted in a mismatch between job locations and housing in areas with few transportation options.

The goals and objectives below, along with input from the Equity and Mobility Advisory Committee, will prioritize equity throughout the Project development process. The Project will engage communities who use or live near the segment of I-205 between Stafford Road and OR 213, especially those that have been historically and currently excluded and underserved, in participation throughout the project design, development, implementation, monitoring, and evaluation processes.

- Goal: Provide benefits for historically and currently excluded and underserved communities
  - Maximize benefits and minimize burdens associated with implementation of tolling
  - Support equitable and reliable access to job centers and other important community places, such as grocery stores, schools, and gathering places
  - Support equitable and reliable access to health promoting activities (e.g. parks, trails, recreation areas) and health care clinics and facilities
  - Design the toll system to support travel options for people experiencing low incomes
- Goal: Limit additional traffic diversion from tolls on I-205 to adjacent roads and neighborhoods
  - Design the toll system to limit rerouting from tolling
  - Design the toll system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting

[7] As defined in the Oregon Toll Program's Equity Framework, these communities include: people experiencing low-income or economic disadvantage; Black, Indigenous and People of Color (BIPOC); older adults and children; persons who speak non-English languages, especially those with limited English proficiency; persons living with a disability; and other populations and communities historically excluded and underserved by transportation projects.

- Goal: Support safe travel regardless of mode of transportation
  - Enhance vehicle safety on I-205 by reducing congested conditions
  - Support safe multimodal travel options (e.g., pedestrians, bicycles, transit, and automobiles) on roadways affected by tolling
- Goal: Contribute to regional improvements in air quality and support the State's climate change efforts
  - Support reduced vehicle air pollutants and greenhouse gas emissions in the Portland metro area through reducing congestion, resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-205 and on local roadways affected by tolling
  - Reduce localized air pollutants through reduced congestion and improved travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion
- Goal: Support multimodal transportation choices
  - Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (transit, walk, bike, telework)
  - Collaborate with transit providers to support availability and enhancements to transit and other transportation services in the I-205 corridor, especially for historically and currently excluded and underserved communities
- Goal: Support regional economic growth
  - Provide for reliable and efficient regional movement of goods and people through the I-205 corridor
  - Provide for reliable and efficient movement of goods and people on local roadways affected by tolling
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities
- Goal: Support management of congestion and travel demand
  - Design the toll system to improve efficient use of roadway infrastructure and improve travel reliability
- Goal: Maximize integration with future toll systems
  - Design a toll system that can be expanded in scale, integrated with tolling on other regional roadways, or adapted to future toll system applications
- Goal: Maximize interoperability with other transportation systems
  - Design a toll system that is interoperable with other transportation systems in the region

REFERENCES

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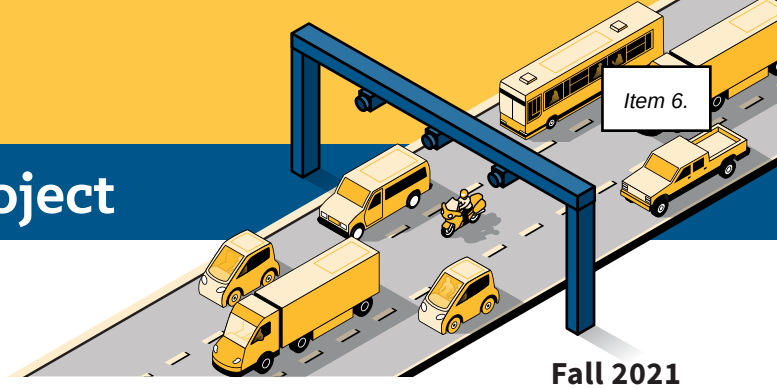
Regional Mobility Pricing Project

Fact Sheet



Fall 2021

Traffic causes more than delays – it's time we address it.

Traffic and crowded highways are a critical problem around Portland. When highways are in daily gridlock, traffic backs up on local streets impacting air quality, safety, and neighborhood access to schools, medical services, and the grocery store. Time spent in traffic leaves people behind the wheel instead of with family.

Tolls could help address transportation problems on I-5 and I-205. ODOT has two toll projects underway in the Portland metro area – the I-205 Toll Project and the Regional Mobility Pricing Project – to manage traffic on I-205 and I-5 in a way that is equitable and addresses climate change and safety. While separate projects, they inform each other. Toll prices will be higher at peak traffic times, a concept known as "congestion pricing." In addition to managing traffic, congestion pricing will raise money for investments that improve travel. With both projects:

- Drivers only pay for what they use.
- Tolls help traffic move more smoothly.
- Tolls provide a more reliable trip.
- Toll prices will not be a surprise.

Equity

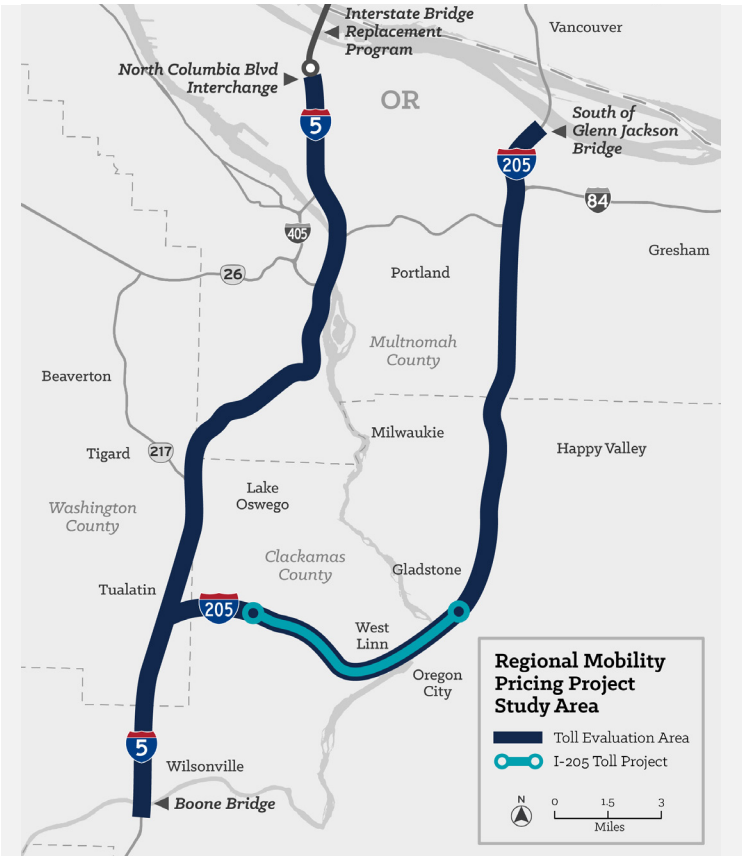
Climate Change

Congestion

Safety

Reliable Funding

By 2040, Portland-metro households will spend an average of 69 hours each year stuck in traffic on the highways.



ODOT is studying how tolling on I-5 and I-205 can meet regional values. We'll also look at the best way to plan how to roll out tolling over time

Oregon Department of Transportation

Urban Mobility Office

Equity is guiding our work

Equity is a priority for ODOT. Our goal is to create better solutions for those historically and currently excluded and underserved. For the toll projects, we are:

- Collaborating with community partners.
- Using an Equity Framework to guide Project development.
- Engaging an Equity and Mobility Advisory Committee for the projects to improve outcomes for communities.

ODOT holds monthly meetings with the Equity and Mobility Advisory Committee and invites ongoing participation with community members. These meetings are open to the public. Learn more at OregonTolling.org

What's next?

We are currently in the initial planning phase for the Regional Mobility Pricing Project. Through spring 2022, ODOT will study tolling options, identify strategies to make tolling easier on travelers and historically excluded and underserved communities, and invite public input.

Stay involved

Make sure your voice is heard! Follow ODOT on Twitter, Instagram, and Facebook for program updates and ways to get involved. Questions and comments can be submitted at any time to the Project team.

Web: OregonTolling.org

Sign up for e-News: OregonTolling.org. Click on "Contact Us."

Email: oregontolling@odot.state.or.us

Phone: 503-837-3536

Twitter:
ODOT: @OregonDOT
ODOT Urban Mobility Office (*new!*): @UrbMobilityOfc

Facebook: www.facebook.com/OregonDOT

Instagram: @OregonDOT

*May require federal approval

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如果您想了解这个项目，我们有提供简体中文翻译，请致电：503-731-4128。

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

Updated: August 20, 2021

Regional Mobility Pricing Project

Discussion Draft
Purpose and Need Statement

August 16, 2021

The Regional Mobility Pricing Project needs your input on this draft Purpose and Need Statement, as well as the included Goals and Objectives. With your input, this draft Purpose and Need Statement will be enhanced over time and will guide the formation of Project alternatives, which will later be refined to advance into NEPA. Read on and please share your thoughts by emailing the project team at OregonTolling@odot.state.or.us. Please put "Purpose and Need Statement" in the subject line and send us your comments by [September 30, 2021].

INTRODUCTION

In 2016, the Governor's Transportation Vision Panel held a series of regional forums across the state to better understand how the transportation system affects local economies. The negative effect of congestion in the Portland metropolitan area was consistently identified as one of the key themes across Oregon. Congestion in the Portland region affects commuters and businesses, as well as producers who move their products across the state.

In response to the input from stakeholders across the state, House Bill (HB) 2017 Section 120 directed the Oregon Transportation Commission to develop a congestion relief fund and to seek approval from the Federal Highway Administration to implement congestion pricing (also referred to as value pricing or tolling) on the I-5 and I-205 corridors to reduce traffic congestion in the Portland metropolitan area.

In 2018, the Oregon Transportation Commission and the Oregon Department of Transportation (ODOT) conducted the Portland Metro Area Value Pricing Feasibility Analysis to study how and where congestion pricing could be applied. Substantial public input and a Policy Advisory Committee informed the final recommendations

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

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

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to implement congestion pricing on all lanes on the I-205 and I-5 corridors in the Portland metropolitan area.[1]

ODOT is currently pursuing three toll projects: the Regional Mobility Pricing Project, the I-205 Toll Project, and the Interstate Bridge Replacement Program[2]. ODOT first initiated the I-205 Toll Project in 2019, which at the time proposed congestion pricing on all I-205 lanes on some or all freeway segments between Stafford Road and Oregon Route 213. During a public comment period for the I-205 Toll Project, many commenters and local agencies expressed concerns about fairness, diversion, equity, climate change, and congestion management associated with planning the I-205 Toll Project. ODOT has incorporated that input into this Regional Mobility Pricing Project (the Project), which proposes to implement congestion pricing on all I-5 and I-205 lanes in the Portland metropolitan area, consistent with the longer-term vision that stakeholders advocated for and the Oregon Transportation Commission adopted in 2018.

PURPOSE

The purpose of the Regional Mobility Pricing Project is to implement congestion pricing on I-5 and I-205 in the Portland, Oregon metropolitan area in order to manage traffic congestion on these facilities and to generate revenue for priority transportation projects.

NEED FOR THE PROPOSED ACTION

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

Traffic congestion on I-5 and I-205 creates long backups of vehicles traveling at slow speeds—a scenario that many people experience daily while traveling during the morning and evening rush hours. Some of the most significant bottlenecks in the Portland metropolitan area are found on I-5 and drivers experience traffic congestion through these segments that lasts more than 7 hours each weekday:

- Northbound I-5: Broadway to Capitol Highway (6.0 miles, 7.75 hours each weekday)
- Southbound I-5: The Rose Quarter area from Broadway to Rosa Parks Way (3.0 miles, 9.25 hours each weekday)

Between 2015 and 2017, these queues increased 1 hour (ODOT 2018). Free-flow travel time is typically 25 minutes on the I-5 corridor. In 2017, evening peak travel time on southbound I-5 was 100 minutes—a four-fold increase versus free flow.

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[1] Please go to https://www.oregon.gov/odot/tolling/ResourcesHistory/20180705_VP-PAC-Rec-to-OTC.pdf for more information on the recommendations from the Policy Advisory Committee.
[2] In partnership with the Washington Department of Transportation. Please go to https://www.interstatebridge.org/ for more information on the Interstate Bridge Replacement Program.

Reoccurring bottlenecks that occur on I-205 last between 3.5 and 4.75 hours (ODOT 2018):

Northbound I-205: Glenn Jackson Bridge to Powell Boulevard (5.8 miles, 4.75 hours each weekday)
Northbound I-205: Abernethy Bridge to I-5 (8.5 miles, 3.6 hours each weekday)

- Southbound I-205: Division to Glenn Jackson Bridge (5.3 miles, 3.75 hours each weekday)

Congested conditions on I-5 and I-205 result in traffic rerouting to other freeways in the region (I-405, US 26, etc.), local streets, and arterial streets. This rerouting results in additional traffic congestion and creates potential safety conflicts. Accident frequency on both freeways and arterials tends to increase with the congestion levels and stop-and-go traffic. The conditions caused by traffic congestion make travel unreliable such that drivers and transit riders cannot predict how long it will take them to get to work, home, services, or childcare arrangements.

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

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

Traffic congestion is slowing down economic growth.

Traffic congestion affects the Portland metropolitan area economy through slow and unpredictable travel times for freight, services, small businesses, employers, employees, and low-income earners. From 2015 to 2017, drivers in the Portland region experienced an 18.5% increase in the number of hours of traffic congestion. In 2015, the daily cost of traffic congestion in the Portland metropolitan area was $1.7 million, which increased to $2.0 million in 2017. These numbers reflect the economic burden of trucks and cars being delayed on the roadway but do not reflect the environmental and health costs related to motor vehicles, such as vehicle collisions, air pollution, and roadway noise (ODOT 2018).

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Of the interstate freight routes in the region, I-5 carries the highest freight volume, ranging from 10,000 to 19,000 trucks per day, while I-205 carries the second-highest freight volume, ranging from 7,800 to 14,000 trucks per day (ODOT 2018).

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

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

To meet the state's goals for greenhouse gas reduction, total vehicle emissions must be reduced by decreasing the number of hours vehicles spend stuck in traffic, the amount of stop-and-go traffic, and the number of miles traveled by motor vehicles in the state.

Revenues from the gas tax are not sufficient to fund transportation infrastructure needs.

Available funding for transportation has not kept pace with the costs of maintaining Oregon's transportation system or constructing new transportation and traffic congestion relief projects. ODOT revenue comes from a mix of federal and state sources. The Federal Highway Trust Fund provides states with roughly 25% of public spending for federal highway and transit projects and is funded primarily by the federal fuel taxes (Sargent 2015). The federal gas tax has not been adjusted since October 1993, and the share of federal contributions to state transportation projects has greatly decreased. On the state level, escalating expenditures to maintain aging infrastructure, the need to perform seismic upgrades for the state's bridges, and rising construction costs have greatly increased financial needs.

Compounding this problem is a substantial increase in travel demand as the state experiences strong population growth, particularly in the Portland metropolitan area. ODOT must explore every possible method for getting the most out of its existing infrastructure, funding traffic congestion relief projects in the region to ease traffic congestion, and planning for increased earthquake resiliency.

Our transportation system must support multimodal travel to reduce congestion.

Multimodal travel accommodates a wide range of travel methods including walking, bicycling, driving, and public transportation. Multimodal streets can increase transportation system efficiency and accommodate more trips in the same amount of space. When effectively integrated, multimodal travel can help advance various environmental, health, and congestion-mitigating benefits for communities. This can result in a reduction of vehicle emissions, which will improve air quality and reduce greenhouse gas emissions (USDOT 2015). Multimodal

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travel provides additional access to populations who do not drive, such as young children, seniors, people with disabilities, low-income residents, and those who do not own a car. (Litman 2021)

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

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

Because of these discriminatory transportation policies and politics, a geographic mismatch exists between job locations, essential resources, community services, and housing that is affordable (Oregonian 2012). This disproportionality affects communities of color, immigrant communities, people experiencing low income, lesbian, gay, bisexual, transgender, gender non-conforming, and queer (LGBTQ+) individuals and people living with a disability (Federal Register 2021). Members of these communities have fewer transportation options and travel farther between destinations, which increases transportation costs and dependence on unreliable travel options and adds significantly more time in traffic congestion. Collectively, these transportation and land use decisions, and the systems that led to them, have resulted in discrimination and unequal investment in these communities. This leads to lasting trauma and continued economic, social, and health impacts for historically and currently excluded and underserved individuals and communities (Federal Register 2021).

Within denser urbanized areas, there is a greater risk of concentrated air pollutants and heat islands from transportation-related activities. Communities located near major roads can experience increased air pollution from cars, trucks, and other motor vehicles, and can have an increased incident and severity of health problems associated with air pollution exposures (EPA 2014). Higher amounts of traffic, congestion, stop-and-go movement, or high-speed operations can increase the emissions of certain pollutants (EPA 2014).

Managing congestion on the I-5 and I-205 corridors and providing for multimodal transportation options would increase access to valuable community resources for historically

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underserved and dispersed communities. It would also improve air quality within concentrated neighborhoods located along the I-5 and I-205 corridors.

The Project will also implement mitigation measures to avoid additional and compounding negative impacts to these communities.

GOALS AND OBJECTIVES

Project goals and objectives are desirable outcomes of the Project beyond the Purpose and Need Statement. The following goals and objectives reflect input collected during the I-205 Toll Project's Summer-Fall 2020 engagement and from the Value Pricing Feasibility Analysis Policy Advisory Committee, partner agencies, the Equity and Mobility Advisory Committee, and other Project stakeholders; these goals and objectives will be considered when comparing potential congestion pricing alternatives to each other against the future No Build (no congestion pricing) Alternative.

ODOT acknowledges that past land use and transportation investments have resulted in negative cultural, health, economic, and relational impacts to local communities and populations and that these investments have disproportionately affected historically and currently excluded and underserved communities. Additionally, ODOT recognizes that these communities have historically been left out of transportation planning and the decision-making process. These practices, along with more recent gentrification in Portland and surrounding cities, have resulted in a mismatch between job locations and housing in areas with few transportation options.

The draft goals and objectives below, along with input from the Equity and Mobility Advisory Committee, will prioritize equity throughout the Project development process. The Project team will engage communities who use or live near the Project area, especially those who have been historically and are currently excluded and underserved, to participate throughout the formation of conceptual alternatives, development and narrowing of alternatives, decision-making, and Project implementation, monitoring, and evaluation process.

- Goal: Provide benefits for historically and currently excluded and underserved communities.
  - Maximize benefits and minimize burdens associated with implementing congestion pricing.
  - Support equitable and reliable access to job centers and other important community places.
  - Support equitable and reliable access to health promoting activities.
  - Design the congestion price system to support travel options for people experiencing low incomes.
- Goal: Limit additional traffic diversion from congestion pricing on I-5 and I-205 to adjacent roads and neighborhoods.

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  - Design the congestion pricing system to limit rerouting from of trips away from I-5 and I-205.
  - Design the congestion price system to minimize impacts to quality of life factors, such as health, noise, safety, job access, travel costs, and environmental quality for local communities from traffic rerouting.
- Goal: Support multimodal transportation choices to provide travel options and reduce congestion.
  - Support shifts to higher occupancy vehicles (including carpooling) and other modes of transportation (for example, taking transit, walking, biking, teleworking).
  - Collaborate with transit providers to support availability and enhancements to transit and other transportation services parallel to the congestion priced corridors, especially for historically and currently excluded and underserved communities.
- Goal: Support safe travel regardless of the transportation mode.
  - Enhance vehicle safety on I-5 and I-205 by reducing congested conditions.
  - Support safe multimodal travel options (for example, walking, bicycles, transit, and automobiles) on roadways affected by congestion pricing.
- Goal: Contribute to regional improvements in air quality that reduce contributions to climate change effects.
  - Contribute to reduced vehicle air pollutants and greenhouse gas emissions in the Portland metro area by reducing congestion, therefore resulting in more consistent vehicle speeds, less vehicle idling, and fewer overall motor vehicle emission hours on I-5 and I-205 and on local roadways affected by congestion pricing.
  - Reduce localized air pollutants by reducing congestion and improving travel efficiency, particularly in community areas where pollutants may be concentrated due to traffic congestion.
- Goal: Support regional economic growth.
  - Provide for reliable and efficient regional movement of goods and people through the congestion priced corridors.
  - Provide for reliable and efficient movement of goods and people on local roadways affected by congestion pricing.
  - Improve regional access to jobs and employment centers, especially for historically and currently excluded and underserved communities.
- Goal: Support management of congestion and travel demand.
  - Design the congestion price system to improve efficient use of roadway infrastructure and improve travel reliability.

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- Goal: Maximize integration with future congestion price systems and other transportation systems.
  - Design a congestion price system that can be expanded in scale, integrated with congestion pricing on other regional roadways, or adapted to future congestion price system applications.
  - Design a congestion price system that is interoperable with other transportation systems in the region and nearby states.

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

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References

Consistent with 23 CFR 450.212 (a)-(c) and 23 CFR 450.318(a)-(d), the following documents and studies were used in preparation of this Statement of Purpose and Need and are incorporated by reference. These materials are publicly available using the weblinks provided.

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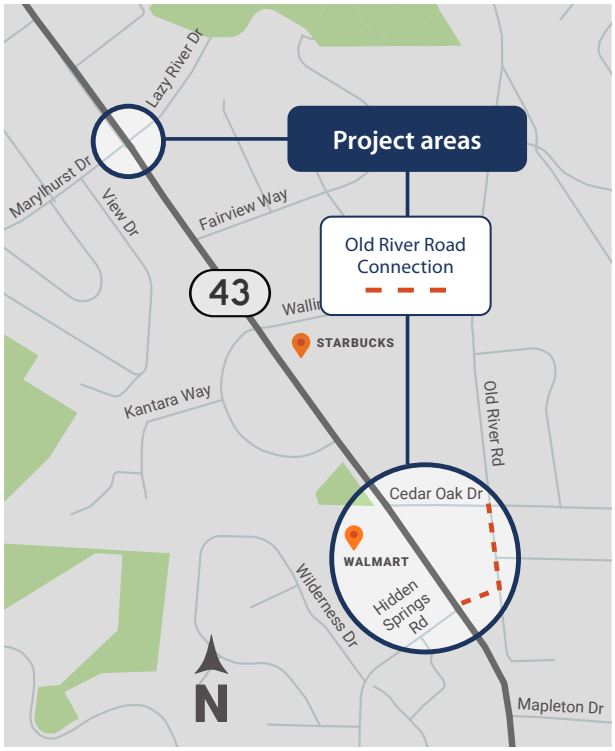
Oregon Department of Transportation

OR 43/Willamette Drive Improvements

September 2021

Safety upgrades to Willamette Drive:

- **Wider bicycle lanes** that are separated from sidewalks and vehicle lanes.
- **Sidewalks** in both directions that are separated from the bike lanes.
- **Protected intersections** at Marylhurst Drive and Hidden Springs Road - the first of their kind for ODOT.
- **Reconfigure the intersection at OR 43 and Hidden Springs Rd** by connection Old River Road through to OR 43 at Hidden Springs. This will be a protected intersection, improving safety for all travelers by reducing the potential for crashes and conflicts between modes.
- **Remove traffic signal** at Cedar Oak Drive and prohibit unsafe left turns from Cedar Oak onto OR 43 and install a rectangular rapid flashing beacon to accommodate safe pedestrian crossings.



Schedule:

Current design milestone: DAP (30%)

Anticipated design completion: Fall 2022*

Anticipated construction: Spring 2023 - Fall 2023*

*dates are subject to change.

Budget:

Total project budget: $7 million

Includes funding from West Linn, a Congestion Mitigation an Air Quality (CMAQ) grant and ODOT.

Top left: Example of a protected intersection. This new-to-ODOT design maintains separation for different modes (walking, biking/rolling, and vehicles) through the intersection, improving safety for all travelers.

Bottom left: New continuous sidewalk and bike lanes on both sides of Willamette Drive from Cedar Oak Drive to Hidden Springs Road will be grade-separated from each other and from the vehicle lane, with a landscaped buffer for added separation.

Contact information

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