

Meeting: JPACT & Metro Council RTP Workshop 2
Date: Thursday, July 28, 2022
Time: 7:30 a.m. to 9:30 a.m.
Place: Conservation Hall of the Oregon Zoo, 4001 SW Canyon Rd, Portland, OR 97221
Livestream: <https://youtu.be/-mF1lCXAWP8>; Telephone 877-853-5257 (Webinar ID: 831 1110 7022)
Purpose: Discuss Congestion Pricing Policy being developed for 2023 Regional Transportation Plan.
Outcome(s): Feedback on draft congestion pricing policies for 2023 RTP.

- 7 a.m. Venue opens**
- Optional breakfast & mingling.
- 7:30 a.m. Welcome & Introductions**
- Councilor Craddick, JPACT Chair
 - Metro Council President Lynn Peterson
- 7:45 a.m. Context and Background**
- ODOT & City of Portland Equity & Mobility Committees
 - Esme Miller, POEM member (*video*)
 - Dr. Phillip Wu, EMAC member
 - Oregon Highway Plan Tolling Policy Amendment presentation
 - Garet Prior, Toll Policy Manager, ODOT
 - Congestion Pricing Presentation
 - Margi Bradway, Deputy Director of Planning, Development & Research, Metro
 - Alex Oreschak, Senior Transportation Planner, Metro
- 8:15 a.m. Small group discussion: Congestion Pricing Policies**
- 6/30 Workshop review
 - Small group breakout
 - Report back
- 9:15 a.m. Next steps**
- 9:25 a.m. Thank you/adjourn**
- Councilor Craddick, JPACT Chair

2023 REGIONAL TRANSPORTATION PLAN

JPACT and Metro Council Workshop Series

A series of monthly in-person workshops will take place for JPACT members or alternates and the Metro Council to discuss critical elements of the 2023 Regional Transportation Plan.

Due to COVID-19, non-essential staff and members of the public are invited to observe via an online livestream on YouTube. Phone call-in options are not available. Find the workshop livestream information at oregonmetro.gov/calendar

Find out more about the plan update at oregonmetro.gov/rtp.



1

Updating Our Vision and Goals for the Future of Transportation

Discuss our vision and goals for the future of transportation

Outcome: Provide feedback on updating the vision and goals for the transportation system serving greater Portland

June 30,
2022

2

Developing Regional Congestion Pricing Policy

Discuss proposed regional congestion pricing policies that build on findings and recommendations from Metro's Regional Congestion Pricing Study

Outcome: Provide feedback on draft policies for congestion pricing in the region

July 28,
2022
7:30-9:30
a.m.

3

Creating Safe and Healthy Arterials

Explore regional challenges and opportunities for making our major streets safe and healthy for everyone

Outcome: Provide feedback on addressing the challenges of major streets in the RTP update

Sept. 29,
2022
7:30-9:30
a.m.

4

Strengthening the Backbone of Regional Transit

Explore options for advancing our high capacity (fast, reliable) transit vision

Outcome: Provide feedback on corridors to be considered for high capacity transit investment, including which are most important today and in the future

Oct. 27,
2022
7:30-9:30
a.m.

5

Working Together to Tackle Climate Change

Discuss progress implementing the region's adopted Climate Smart Strategy

Outcome: Provide feedback on policies and investments needed to significantly reduce carbon emissions from our transportation system

Nov. 10,
2022
7:30-9:30
a.m.

Attachment 1

Metro Regional Transportation Plan – Revised Draft Congestion Pricing Policy Language

July 2022



Metro



3.2.5 Congestion pricing policies

Placeholder for Congestion Pricing Background and Context

This section will include an overview of congestion pricing, including an overview of pricing strategies or projects currently under consideration in the region, an overview of federal pricing programs, a brief summary of the Regional Congestion Pricing Study, descriptions of HB 2017 and HB 3055 tolling policies, potential revenue opportunities and limitations under Article IX, section 3A of the Oregon Constitution, and impacts to freight and the economy from pricing.

3.2.5.1 Congestion Pricing Policies

The draft congestion pricing policies are provided below.

Congestion Pricing Policies

- | | |
|-----------------|---|
| Policy 1 | <u>Mobility</u> : Improve reliability and efficiency by managing congestion, reducing VMT, and increasing transportation options through investments in modal alternatives, including transit-supportive elements and increased access to transit. |
| Policy 2 | <u>Equity</u> : Integrate equity and affordability into pricing programs and projects from the outset. |
| Policy 3 | <u>Safety</u> : Ensure that pricing programs and projects reduce overall automobile trips and address traffic safety and the safety of users of all modes, both on and off the priced system. |
| Policy 4 | <u>Diversion</u> : Minimize diversion impacts before, during, and after pricing programs and projects are implemented, especially when diversion is expected on the regional high injury corridors. |
| Policy 5 | <u>Climate</u> : Reduce greenhouse gas emissions and vehicle miles travelled while increasing access to low-carbon travel options when implementing a pricing program or project. |
| Policy 6 | <u>Emerging Technologies</u> : Coordinate emerging technologies and pricing programs to create an integrated transportation experience for the users of the system. |

Congestion Pricing Policy 1. Mobility: Improve reliability and efficiency by managing congestion, reducing VMT, and increasing transportation options through investments in modal alternatives, including transit-supportive elements and increased access to transit.

Action Items:

- Set rates for congestion pricing at a level that will manage congestion and reduce VMT on the priced facility while limiting diversion to nearby unpriced facilities, including arterial, collector, and local streets in the project area.
- Collaborate with regional and local agencies and communities when setting, evaluating, and adjusting mobility goals.
- Reinvest a portion of net revenues from congestion pricing in modal alternatives both on and off the priced facility that encourage mode shift and VMT reduction, including transit improvements as well as bicycle and pedestrian improvements and improvements to local circulation.
- Identify opportunities to partner with other agencies to fund or construct modal alternatives. Work with transit agencies and other local partners, including coordination with the High Capacity Transit Strategy, to determine additional revenue needs and pursue funding needed to develop transit-supportive elements, expand access to transit, and to ensure equitable investments, particularly in cases where such improvements cannot be funded directly by congestion pricing revenues due to revenue restrictions.
- Consider non-infrastructure opportunities to encourage mode shift and reduce VMT, including commuter credits, funding for transit passes, bikeshare and/or micromobility subsidies, partnerships with employer commuter programs, and carpooling and vanpooling. Consider higher benefits, subsidies, or discounts for people with low-income and people of color.

Congestion Pricing Policy 2. Equity: Integrate equity and affordability into pricing programs and projects from the outset.

Action Items:

- Conduct general public engagement in a variety of formats, including formats that accommodate all abilities and levels of access to technology. Begin engagement at an early stage and re-engage the public in a meaningful manner at multiple points throughout the process.
- Engage equity groups, people with low-income, and people of color (equity groups to be defined through the 2023 RTP update) in a co-creation process, beginning at an early stage, to help shape goals, outcomes, performance metrics, and reinvestment of revenues.
- Use a consistent definition of equity and equity areas, such as Equity Focus Areas. A consistent methodology for documenting benefits and burdens of pricing for equity groups, people with low-income, people of color, and Equity Focus Areas should be established across agencies. The methodology should consider a variety of factors, such as costs to the user, travel options, travel time, transit reliability and access, diversion and safety, economic impacts to businesses, noise, access to opportunity, localized impacts to emissions, water and air quality, and visual impacts.

- Establish feedback mechanisms, a communication plan, and recurring regular engagement over time with equity groups that were involved in the co-creation process.
- Provide a progressive fee structure which includes exemptions or discounts for qualified users. Base eligibility on inclusion in one or more population categories, such as low-income or identifying as a person of color, and minimize barriers to qualification by building on existing programs or partnerships where applicable
- Create varied and accessible means of payment and enrollment, including options for people without access to the internet or banking services.
- Reinvest a portion of net revenues from congestion pricing into communities with high proportions of people with low-income and people of color, and/or in Equity Focus Areas. Examples include commuter credits and free or discounted transit passes, or improved transit facilities, stops, passenger amenities, and transit priority treatments.

Congestion Pricing Policy 3. Safety: Ensure that pricing programs and projects reduce overall automobile trips and address traffic safety and the safety of users of all modes, both on and off the priced system.

Action Items:

- Collaborate with regional and local agencies and communities when identifying traffic safety impacts and mitigations.
- Use a data-driven approach to identify potential traffic safety impacts on local streets both during and after implementation of pricing projects; monitor with real-time data after implementation.
- Monitoring and evaluation programs should be on-going and transparent. Establish feedback mechanisms and a communication plan in advance for the community and decision makers.
- Adjust safety strategies based on monitoring and evaluation findings.
- Reinvest a portion of net revenues into areas in or near the area being priced to manage safety issues caused by pricing projects.
- Develop plans or contingencies for severe weather operations, evacuations during disaster, and construction detours.
- Pricing programs or projects should strive to reduce fatalities and serious injuries by aligning with the RTP's safety and security policies identified in Section 3.2.1.4
- Evaluate and mitigate for impacts from pricing on high injury corridors, including changes in VMT from diversion and opportunities to improve safety on high injury corridors through investments in modal alternatives and other safety investments.

Congestion Pricing Policy 4. Diversion: Minimize diversion impacts before, during, and after pricing programs and projects are implemented, especially when diversion is expected on the regional high injury corridors.

Action Items:

- Collaborate with regional and local agencies and communities when identifying diversion impacts and mitigations.

- Use a data-driven approach to identify potential diversion impacts on local streets both during and after implementation of pricing projects; monitor with real-time data after implementation.
- Evaluate localized impacts of diversion including factors such as VMT on local streets, VMT in defined equity areas, noise, economic impacts to businesses, and localized emissions, water quality, and air quality.
- Monitoring and evaluation programs should be on-going and transparent. Establish feedback mechanisms and a communication plan in advance for the community and decision makers.
- Adjust mitigation strategies based on monitoring and evaluation findings. Areas impacted may change as the pricing program is implemented and diversion mitigation strategies are put into place.
- Reinvest a portion of net revenues into areas in or near the area being priced to manage diversion caused by pricing projects.

Congestion Pricing Policy 5. Climate: Reduce greenhouse gas emissions and vehicle miles travelled while increasing access to low-carbon travel options when implementing a pricing program or project.

Action Items:

- Set rates for congestion pricing at a level that will reduce emissions by managing congestion and reducing VMT on the priced facility while limiting diversion to nearby unpriced facilities, including arterial, collector, and local streets in the project area.
- Consider localized emissions impacts resulting from diversion or other changes in travel patterns.
- Reinvest a portion of net revenues from congestion pricing in modal alternatives both on and off the priced facility that can reduce emissions by encouraging mode shift and VMT reduction, including transit improvements as well as bicycle and pedestrian improvements and improvements to local circulation.
- Identify how congestion pricing can address and support the RTP's climate leadership goals and objectives and Climate Smart Strategy policies.

Congestion Pricing Policy 6. Emerging Technologies: Coordinate emerging technologies and pricing programs to create an integrated transportation experience for the users of the system.

Action Items:

- Coordinate with other existing and proposed pricing programs and emerging technologies for payment systems to reduce burdens on the user and manage the system efficiently, including setting rates, identifying tolling technology and payment systems, and establishing discounts and exemptions.
- Create varied and accessible means of payment and enrollment, including options for people without access to the internet or banking services.
- Consider the upfront costs of technology investment balanced with long-term operational and replacement costs compared with expected revenue generation.

- Weigh existing and emerging equipment and technological advancements when making technology choices, balancing what is time-tested versus what may become obsolete soon. Technology and programs which do not require users to opt-in or track miles manually, for instance, are more likely to see greater compliance.
- Review existing laws and regulations to confirm the ability and authority to enforce the selected program and install the selected technology. Technology and enforcement methods must not be in violation of existing laws or city codes, such as prohibition of certain equipment on sidewalks or within city boundaries.

3.2.5.2 Defining Key Terms

Key terms will be included in the RTP glossary.

Congestion Pricing: Motorists pay directly for driving on a particular roadway or for driving or parking in a particular area. Congestion Pricing includes pricing different locations using different rate types, such as variable or dynamic pricing (higher prices under congested conditions and lower prices at less congested times and conditions), amongst other methods. Congestion pricing has been demonstrated to be effective in encouraging drivers to change their behaviors by driving at different times, driving less, or taking other modes. As a result, congestion pricing can reduce VMT and greenhouse gas emissions if there are other transportation options available or alternatives to taking the trip. Congestion pricing within the Portland metropolitan context includes the following methods and pricing strategies. Methods and strategies can be combined in different ways, such as variable cordon pricing or dynamic roadway pricing. Different types of congestion pricing can be implemented in coordination with each other to provide greater systemwide benefits. Congestion pricing can be implemented at the state, regional, or local level.

- Types of Congestion Pricing
 - Cordon
 - Parking
 - Road User Charge / VMT Fee / Mileage Based User Fee
 - Roadway
- Rate Types
 - Flat
 - Variable
 - Dynamic

Road User Charge / VMT Fee / Mileage Based User Fee: Motorists are charged for each mile driven. A road user charge is often discussed as an alternative to federal, state, and local gas taxes which have become less relevant to the user-pays principle as more drivers switch to fuel efficient or electric vehicles. Road user charges are most often implemented as flat or variable rate fees.

Cordon Pricing: Motorists are charged to enter a congested area, usually a city center or other high activity area well served with non-driving transportation options. Cordon pricing is most often implemented as flat or variable rate fees.

Parking Pricing: Drivers pay to park in certain areas. Parking pricing may include flat, variable, or dynamic fee structures. Dynamic pricing involves periodically adjusting parking fees to match demand, this can be paired with technology which helps drivers find spaces in underused and less costly areas.

Roadway Pricing: Motorists are charged to drive on a particular roadway. Roadway pricing can be implemented as a flat, variable, or dynamic fee. Roadway prices that vary by time of day can follow a set fee schedule (variable), or the fee rate can be continually adjusted based on traffic conditions (dynamic).

Flat Rate Fee (Toll): A flat rate fee, also known as a toll, charged by a toll facility operator in an amount set by the operator for the privilege of traveling on said toll facility. Tolling is a user fee system for specific infrastructure such as bridges and tunnels. Toll revenues are used for costs associated with the tolled infrastructures. This tool is used to raise funds for construction, operations, maintenance, and administration of specific infrastructure. Flat Rate Tolling can also serve as a method for congestion management, though it is not responsive to changing conditions or time of day.

Variable Rate Fee: With this type of pricing, a variable fee schedule is set so that the fee is higher during peak travel hours and lower during off-peak or shoulder hours. This encourages motorists to use the facility or drive less during less congested periods and allows traffic to flow more freely during peak times. Peak fee rates may be high enough to usually ensure that traffic flow will not break down, thus offering motorists a reliable and less congested trip in exchange for the higher peak fee. The current price is often displayed on electronic signs prior to the beginning of the priced facility.

Dynamic Rate Fee: Fee rates are continually adjusted according to traffic conditions to better achieve a free-flowing level of traffic. Under this system, fee rates increase when the priced facilities get relatively full and decrease when the priced facilities get less full. This system is more complex and less predictable than using a flat or variable rate fee structure, but its flexibility helps to better achieve the optimal traffic flow by reflecting changes in travel demand. Motorists are usually guaranteed that they will not be charged more than a pre-set maximum price under any circumstances. The current price is often displayed on electronic signs prior to the beginning of the priced facility.

Section 129: Section 129 of Title 23 of the U.S. Code provides the ability to toll Federal-aid highways in conjunction with construction, reconstruction, or other capital improvements. Flat rate tolling and variable pricing strategies are authorized for Section 129 facilities. There are some limitations to what facilities may be included. See [https://uscode.house.gov/view.xhtml?req=\(title:23%20section:129%20edition:prelim\)](https://uscode.house.gov/view.xhtml?req=(title:23%20section:129%20edition:prelim)) for more detail.

Section 166: Section 166 of Title 23 of the U.S. Code provides the ability to create high-occupancy vehicle (HOV) lanes on Federal-aid highways. Public authorities which have jurisdiction over an HOV facility have the authority to establish occupancy requirements of vehicles using the facility, but the minimum is no fewer than two. Certain exceptions are allowed such as motorcycles and bicycles, public transit vehicles, and low emission vehicles. See [https://uscode.house.gov/view.xhtml?req=\(title:23%20section:166%20edition:prelim\)](https://uscode.house.gov/view.xhtml?req=(title:23%20section:166%20edition:prelim)) for more detail.

Value Pricing Pilot Program: Oregon is a participant in the FHWA Value Pricing Pilot Program (VPPP). The VPPP was established in 1991 (as the Congestion Pricing Pilot Program) to encourage implementation and evaluation of value pricing pilot projects to manage congestion on highways through tolling and other pricing mechanisms. The program also wanted to test the impact of pricing on driver behavior, traffic volumes, transit ridership, air quality, and availability of funds for transportation programs. While the program no longer actively solicits projects, it can still provide tolling authority to State, regional or local governments to implement congestion pricing applications. See https://ops.fhwa.dot.gov/congestionpricing/value_pricing/ for more detail.

Low-carbon travel options: Low-carbon travel options include walking, rolling, biking, transit, and electric vehicles.

Transit-supportive elements: Transit-supportive elements include programs, policies, capital investments and incentives such as Travel Demand Management and physical improvements such as sidewalks, crossings, and complementary land uses.

Diversion: Diversion is the movement of automobile trips from one facility to another because of pricing implementation. All trips that change their route in response to pricing are considered diversion, regardless of length or location of the trip.

Update other RTP Goals and Objectives, and Chapter 3 sections to include congestion pricing

The following goals, objectives, and Chapter 3 sections have been identified by Metro staff and members of TPAC and MTAC. Specific changes have been identified for a subset of these goals, objectives, and sections; the remaining identified areas will be documented and shared with Metro RTP staff to update as appropriate to better reflect congestion pricing policy language in the new section in Chapter 3. Proposed changes are identified below; proposed additions are underlined and in orange text, while deletions are struck through and in red text.

- **Goal 4: Reliability and Efficiency, Objective 4.6 Pricing** – Expand the use of pricing strategies to improve reliability and efficiency and support additional development in 2040 growth areas by increasing transportation options, managing congestion, and reducing VMT consistent with regional VMT reduction targets. ~~manage vehicle congestion and encourage shared trips and use of transit.~~
- **Climate Smart Strategy policies (3.2.3.2)**
 - **Policy 5.** Use technology and congestion pricing to actively manage the transportation system and ensure that new and emerging technology affecting the region's transportation system supports shared trips and other Climate Smart Strategy policy and strategies.
- **Safety and Security Policies (3.2.1.4)**
 - **Policy 4.** Increase safety for all modes of travel for all people through the planning, design, construction, operation, pricing and maintenance of the transportation system, with a focus on reducing vehicle speeds on local roadways and minimizing diversion from priced facilities.
- **Transportation Demand Management Policies (3.11)**
 - **Policy 1** – Expand use of pricing strategies to improve reliability and efficiency by managing congestion, reducing VMT, and increasing transportation options through

~~investments in transit-supportive elements and increased access to transit and other modal alternatives. manage travel demand on the transportation system in combination with adequate transit service options.~~

- Remove definition of pricing strategies and discussion of ODOT work on congestion pricing.

- **Regional Motor Vehicle Network Policies (3.5)**

- **Policy 6** – ~~In combination with increased transit service, consider If new capacity is being added after completing analysis under Policy 12, evaluate use of value-pricing and increased transit service in conjunction with the new capacity to manage traffic congestion and reduce VMT and raise revenue when one or more lanes are being added to throughways.~~
- **Policy 12** – Prior to adding new motor vehicle capacity ~~beyond the planned system of motor vehicle through lanes~~, demonstrate that system and demand management strategies, including access management, transit and freight priority, ~~and value~~ congestion pricing, ~~and~~ transit service and multimodal connectivity improvements cannot ~~meet regional mobility, safety, climate, and equity policies adequately address arterial or throughway deficiencies and bottlenecks.~~
- **Table 3.7 Toolbox of strategies to address congestion in the region**
 - ***Congestion pricing strategies***
 - Roadway Pricing, including:
 - ~~Peak period~~ *Variable rate or time of day* pricing
 - Managed lanes
 - High occupancy toll (HOT) lanes
 - Road User Charge (or Vehicle Miles Traveled Fee or Mileage Based User Fee)
 - Parking Pricing and Management
 - Cordon Pricing

Metro ²⁰²³ REGIONAL TRANSPORTATION PLAN WORKSHOP 1

We Have Been Asked for...

A Better Future for
Transportation



SAFETY

Listen, Learn, Collaborate

CONVENIENCE

CLIMATE

EQUITY

ACHIEVE

COMMUNITY

WHAT

WE WANT

RELIABILITY

SHARED PROSPERITY

CHOICE

HEALTHY PEOPLE & ENVIRONMENT

Small Group Discussion

Metro Council + JPACT

 SAFETY & SECURITY

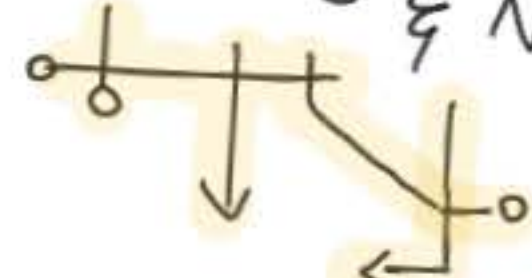
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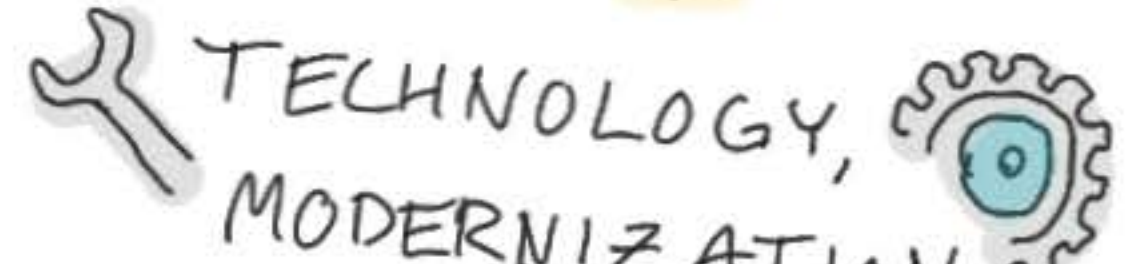
 HEALTHY ENVIRONMENT & PEOPLE


RTP 2023
GOALS


 VIBRANT & PROSPEROUS COMMUNITIES

 CLIMATE LEADERSHIP


ANTICIPATORY
SYSTEM & CONNECTIONS
LAND USE & NETWORKS


 TECHNOLOGY, MODERNIZATION

 RELIABILITY, EFFICIENCY, FISCALLY TRANSFORMATIVE


 ACTIONABLE GOALS WITH MEASURABLE RESULTS

Small Group Discussion

VISION STATEMENT



Equity and Mobility Advisory Committee (EMAC) Recommendations for July 2022 Oregon Transportation Commission Action

The Equity and Mobility Advisory Committee (EMAC) advises the Oregon Department of Transportation (ODOT) and the Oregon Transportation Commission (OTC) on creating a process for delivering equitable outcomes on the I-205 Toll Project and Regional Mobility Pricing Project. As is described in the Equity Framework, our work informs guidelines, strategies, processes, and policies to advance equity with implementable measures before and after tolling begins.

The following questions guide collaboration with ODOT and the OTC on structure and execution of an equitable public process before and after tolling begins. These are also intended to help determine whether equity is advanced through the Toll Program by ODOT and the OTC:¹

- **Rate** – What is the toll rate and the relative cost burden across aggregated demographic populations?
- **Revenue** – How and where is toll revenue invested?
- **Responsibility** – Who is responsible for long-term oversight and adjustments of the toll program? How will those responsible demonstrate transparency and accountability?

Request of the Oregon Transportation Commission in July 2022

We respectfully request that the Oregon Transportation Commission (OTC) join us in partnership this July by supporting our recommended actions. **By supporting these actions, the OTC would provide strategic direction to ODOT to center equity using these actions as the basis for future decisions.**

We know that ODOT has more work to do to take the strategic direction provided in these actions and work to operationalize and implement. We look forward to working with the OTC and ODOT in that process.

These actions build from and connect to the Foundational Statements, which EMAC and OTC supported in November 2021. The following pages include the Foundational Statements and each recommended action notes which statement(s) they address.

¹ For further context for the recommendations that follow in this document, when EMAC refers to equitable benefits, we mean not just for the residents of Oregon, but also of southwest Washington.

Foundational Statements

The Foundational Statements will serve as building blocks for the Equity and Mobility Advisory Committee's (EMAC) recommendations to inform commitments from ODOT and the Oregon Transportation Commission (OTC) to advance equity through the Oregon Toll Program. To provide high-level consensus, the following Foundational Statements were developed by EMAC, in partnership with ODOT staff and unanimously supported by the OTC at their November 18, 2021 meeting:

1. Provide enough investment to ensure that reliable, emissions-reducing, and a competitive range of transportation options (bike, walk, bus, carpool, vanpool, etc.) are provided to advance climate, safety, and mobility goals, and prioritize benefits to Equity Framework communities.
2. Climate and equity needs are connected and solutions must be developed to address both at the same time. Further work needs to be done to support both congestion management and vehicle miles traveled (VMT) reduction with an emphasis on increasing functional alternatives to driving, while not increasing diversion nor heavily impacting low-income car-dependent people.
3. There must be toll-free travel options available to avoid further burdening people experiencing low-incomes who are struggling to meet basic needs (food, shelter, clothing, healthcare).
4. To the greatest degree possible, investments that are necessary to advance equity must be delivered at the same time as highway investments and be in place on day 1 of tolling or before. Additional work needs to be completed to identify these investments.
5. Tolling must be a user-friendly system that is clear and easy to use by people of all backgrounds and abilities, including linguistic diversity, and those without internet access.
6. Equitable benefits that are offered in Oregon must extend into Southwest Washington.
7. Although the toll projects will have a statewide impact, they must be developed in coordination with regional partners to build an equitable and successful transportation system, together.

Congestion management approach

We understand the dual goals of the Oregon Toll Program: manage congestion and raise revenue for investments. We also know there are many paths to achieving and defining these goals, and we want to see greater clarity.

We believe that we cannot build our way out of congestion. To effectively address congestion, ODOT must prioritize managing system demand, with an emphasis on encouraging travel outside of peak-commute hours, reducing the number of vehicle trips taken, and increasing the use of higher-capacity and climate-friendly modes that can effectively move many more people with fewer cars. We recognize and support the definition of demand management as re-designing and operating the system to reduce congestion on the highways through tiered pricing and investment in transportation options, including the promotion of carpooling, vanpooling, and mass transit.

We recognize the relationship between congestion pricing, equity and meeting climate action goals. We have worked to identify a wide range of multi-faceted strategies to equitably maximize the benefits of congestion pricing. We see this as a real opportunity to move the needle on core state and regional goals – and doing so in such a way that minimizes harm and provides disproportionate benefits to Equity Framework communities.

We acknowledge the delicate balance in setting toll rates. Raising the price too much for reinvestment and climate goals could burden populations already struggling with the region's high cost of living and increase diversion impacts to communities surrounding the highway. Keeping the price too low could leave us with no benefits from congestion pricing while traffic congestion burdens continue.

Recommended Action #1 (connects to Foundational Statements 1, 2, 3, and 7)

The following goals should guide ODOT's decisions on tolling related to congestion management, including design, setting rates, monitoring, and adjusting tolls, with an emphasis on avoiding disproportionate burdens and focusing on benefits among Equity Framework communities:

- Price the system to maximize efficiency of the toll corridors, emphasizing moving as many people as possible in the existing lanes, coupled with robust investments by ODOT and regional partners in reliable, emissions-reducing, and a competitive range of transportation options (bike, walk, bus, carpool, vanpool, etc.) to advance climate, safety, and mobility.
- Limit freight and longer-trips diverting into local communities.
- Improve access to jobs, healthcare services, education, recreation and natural spaces.
- Improve air quality and reduce Greenhouse Gas (GHG) emissions.
- Reduce vehicle miles traveled (VMT) per capita.
- Increase mode shift from single-occupancy vehicles to higher-occupancy vehicles or transit.
- Price the system so that lower-income households pay a lower percentage of household income than middle and upper-income households pay.

Revenue generation approach

We understand that tolling alone cannot and should not bear the sole weight for raising enough revenue for investments to address past wrongs and existing disparities. We see the overarching goal to deliver major projects identified by the Oregon Legislature (raise revenue for infrastructure) and finance reliable, convenient, emissions-reducing, competitive, and health-promoting transportation options (bike, walk, bus, carpool, vanpool, etc.) with an emphasis on addressing the needs of historically excluded and underserved communities.

How toll revenues are invested is an essential question to determine if or how the Program advances equity. Without agreements or direction at this time, which could inform the official toll rate-setting process, we are concerned that there will not be adequate money left to address the needs and concerns of Equity Framework Communities.

We agree that congestion pricing through variable rate tolls, is needed on I-5 and I-205, and we understand that the OTC and ODOT must deliver major projects identified by the Oregon Legislature. We understand that investment-grade traffic and revenue analysis is not conducted until around six months before the final toll rates are set. Without the fine-tuned traffic and revenue analysis data available, we believe that the OTC must adopt a priority framework to guide ODOT and the future toll rate setting process.

We have routinely heard that people are worried about the increased cost of travel on their budget and community, especially on those experiencing financial hardship (low-income). We support the lowest toll rate possible for people experiencing low income, and programs to reduce impacts and unintended consequences on people experiencing low-incomes. In creating an equitable system, we also consider the impacts on working class and middle-income families who do not have resilient finances.

We recognize that this may result in less toll revenue to fund various projects and programs, including needed programs or services to advance equity.

Recommended Action #2 (connects to Foundation Statement 1, 2, 3, and 7)

For the approach to revenue generation, the Oregon Transportation Commission should pursue the following strategy:

- Prioritize providing a substantial contribution to the low-income program (e.g., discounts, credits, or exemptions) to address affordability impacts for those with the least ability to pay.
- Select a rate schedule that emphasizes demand management and equity advancement.
- Maintain the lowest possible toll rates for everyone while generating sufficient revenue for Oregon Legislature-identified multi-modal capital investments and project mitigations (including for the low-income program).

Involving Disadvantaged Business Enterprises, Minority Business Enterprises, and Women Business Enterprises and community-based organizations

We anticipate that businesses whose workers and goods frequent I-5 and I-205 will be among the groups most affected by tolling. We need to balance the cost of tolls with the benefits of investments and managed congestion. At the same time, we must identify impacted Disadvantaged Business Enterprises (DBE), Minority Business Enterprises (MBE), and Women-Business Enterprises (WBE) and proactively reduce their burden. We know that securing and maintaining a job is critical to combating poverty.

As the toll program aims to improve mobility, environmental, and other outcomes, it must not lose sight of the implications for business districts and corridors where changes may occur – especially for DBE, MBE, and WBE that may not have the resources to adapt to major changes. Deep engagement and assessment of corridors and districts where significant changes are expected to occur, whether it be the direct or indirect impacts of vehicle trips, transit ridership, or other forms of travel, is essential. Preparing businesses for expected changes and helping buffer any negative impacts will help create a triple win for mobility, environment, and the economy.

Tolling and investment must create more jobs for women, small, and minority-owned businesses and in historically excluded communities.

Recommended Action #3 (connects to Foundational Statements 1, 4, and 7)

Identify and commit to a plan for increasing the percentage of dollars spent on Disadvantaged Business Enterprises, Minority Business Enterprises, and Women Business Enterprises that are awarded contracts for designing, building, and operating the toll system and projects supported by toll revenues.

Recommended Action #4 (connects to Foundational Statements 1, 4, 5, and 7)

Provide ongoing funding for community-based organizations (CBOs) that serve communities identified in the Oregon Toll Program's Equity Framework and that are impacted by tolling to support the following transportation-related activities including, but not limited to:

- CBO transportation services for carpool, vanpool, and other transportation programs building upon the concept of ODOT's newly created Innovative Mobility Program.
- Compensation for community members to participate in tolling-related transportation planning activities, projects, or committees.
- Toll education programs and ongoing engagement to inform the toll program.
- Increase enrollment in the Oregon Toll Program account holders and access to the low-income toll program.
- Include CBOs in the monitoring process to identify and help prioritize actions to address neighborhood health and safety issues caused by increased diversion of freight or longer-trips from tolling.

Accountability

We know that there are many other decisions the OTC will make before establishing the oversight and adjustment process for tolling. We recognize that achieving equity is a process over time; however, establishing an oversight and adjustment process is a high priority for EMAC at this time. We must have clarity and confidence that after our work in planning for tolling is done that ODOT will continue with the kind of community-grounded equitable planning approach that has made this process successful in our eyes to date.

We strive to ground our equity advancement work on the realities that Equity Framework Communities are facing, and on solid evidence, research, and analysis. We are doing our best to learn and provide recommendations based on community input, data, and best practices in the planning stage. We are also aware of the limitations of data, models, and other planning tools and that the actual benefits and impacts of tolling will need to be monitored once tolls are in place to really understand the effects of tolling on historically impacted and underserved communities and adjust accordingly.

These are our recommendations to advance equity based on what we know today. Actual impacts and benefits will need to be monitored once tolls are in place and implementation measures may need to be adjusted in the future.

As opposed to other transportation projects and plans where community engagement typically ends after the plan or project is finalized, tolling, as a programmatic strategy to manage congestion, offers an important opportunity to include community voice as roadway conditions, technology, toll revenues, and community needs and priorities shift over time.

A commitment to ongoing engagement and consultation with historically excluded and underserved community leaders and organizations in monitoring, reporting, and programmatic changes after tolling begins is an essential step to building community understanding, capacity, trust, accountability, buy-in, and support. It can also help planners and policymakers ground-truth data, and generally make more informed decisions.

We know that new committees are coming online soon. There will be a Rules Advisory Committee that ODOT will support to provide a recommendation directly to the OTC on toll rate setting and rules that govern important items like enforcement and operations of tolling. We want to ensure that equity will be prioritized in their important work.

Recommended Action #5 (connects to Foundational Statements 4, 6, and 7)

To center equity in the important rulemaking and I-205 Toll Project rate setting process, the following elements should be included:

- Include an EMAC member on the Rules Advisory Committee.
- The Rules Advisory Committee should include delegates on behalf of Equity Framework communities, people with lived or professional experience with equity. As delegates, committee members should be empowered to effectively and meaningfully participate in committee decision making.²
- EMAC should be provided with the investment-grade traffic and revenue analysis information and be given the opportunity to give feedback directly to the Rules Advisory Committee before they make a recommendation to the Oregon Transportation Commission.

Recommended Action #6 (connects to Foundational Statement 1, 2, 3, 5, 6 and 7)

Once tolls are in place and EMAC's work is complete, ODOT and the OTC should continue to support a toll equity accountability committee (that is separate and complementary to the Rules Advisory Committee) or establish another structure where equity voices are at the table in a consistent, transparent, and resource-supported way to ensure long-term accountability. Either the committee or another structure will review progress of the toll program over time to provide feedback and guidance to ODOT and the OTC to help advance equity processes and outcomes with tolling on I-5 and I-205.

The committee (or other entity) would monitor, evaluate, and provide feedback on the following:

- Equity commitments made to address EMAC's core intent: addressing issues of affordability, and the impact of diversion on neighborhood health and safety, and transit and multimodal transportation options.
- Equity commitments made as a part of mitigation in the I-205 and RMPP toll projects.
- Enrollment in and economic impacts of the low-income toll program over time.
- Disadvantaged Business Enterprise (DBE) commitments for workforce development and contracting of toll operations and projects funded by tolling.
- Improving ODOT's approach to equitable engagement and customer service practices.

² For further context about creating an inclusive and equitable decision making process, reference the Journal of American Planning Association's "[Building That Well-Known Ladder For Citizen Participation](#)."

PORTLAND'S PRICING OPTIONS FOR EQUITABLE MOBILITY

Why consider a new approach to pricing?

Between 2020-2021, the Portland Bureau of Transportation (PBOT) in partnership with the Bureau of Planning and Sustainability (BPS) convened a community task force to explore a complex question:

Could we use new pricing strategies in Portland to improve mobility, address the climate crisis and move toward a more equitable transportation system?

Our transportation system today doesn't work for everyone. And with 600,000 new residents expected to live in the Portland region by 2040, many of the problems we're experiencing now—like worsening traffic, rising carbon emissions, poor air quality and high crash rates—are due to get worse. These challenges disproportionately impact Black, Indigenous and other People of Color (BIPOC), Portlanders with low incomes, and people with disabilities.

Regional interest in pricing—sometimes called “congestion pricing,” “value pricing” or “mobility pricing”—has increased in recent years as we grapple with how to combat these challenges and better manage our roads. Through the Pricing Options for Equitable Mobility (POEM) project, the City sought to understand if and how pricing could work here in Portland to advance our goals.

Pricing refers to strategies that involve charging people for driving or using roadway space. These charges can vary based on different factors, for instance, how congested the roads are, the time of day, income levels or what type of vehicle is using the road. By applying a charge, pricing can help people consider the impact of their travel choices and encourage different options (like carpooling, traveling at off-peak hours or using other, non-driving options when possible), which help to create a more efficient, more equitable and more sustainable system for all.



PRICING STRATEGIES EXPLORED THROUGH THE POEM PROJECT:



Prices on parking



Prices on vehicle-based commercial services (e.g., private for-hire trips and urban delivery)



Highway tolling



Cordons or area pricing



Road usage or per-mile charges

THE POEM COMMUNITY TASK FORCE

Between January 2020 and July 2021, the POEM Task Force—comprised of 19 community members representing diverse perspectives, interests and expertise from across Portland—met monthly to advise the City on if and how new pricing strategies could advance equitable mobility.

Over the course of these 18 months, the Task Force:

- **Learned about the history of transportation and mobility in our region** and why centering racial equity matters.
- **Developed a shared, working definition** of equitable mobility (see back).
- **Learned about how pricing strategies have been used in other places** and why they are being considered in Portland and the Metro region.
- **Explored five different typologies of pricing**, identifying opportunities, risks and questions for further analysis.
- **Reviewed preliminary modeling of different pricing strategies** and impacts on the transportation system.
- **Deliberated and adopted recommendations** for City leadership.

TASK FORCE RECOMMENDATIONS TO CITY LEADERSHIP

On July 12, 2021, the Task Force voted to adopt their recommendations to City leadership. A majority of members had to approve of a recommendation for it to advance, and all recommendations received support from at least 16 members of the 19-member Task Force. The following is a summary of the group's recommendations—a complete copy is available on the POEM website.

www.portland.gov/transportation/planning/pricing-options-equitable-mobility-poem#toc-poem-community-task-force

Principles for pricing for equitable mobility

Overarching themes that should apply to all future pricing policy analysis and development:

- Pricing holds promise as a strategy to help move people and goods in a more efficient, climate-friendly and equitable way, but **ONLY** if it is designed, implemented and adjusted with intention.
- The City should urgently advance pricing options for equitable mobility policies. Failure to act is not an option.
- The City should utilize the Equitable Mobility Framework (see back) to guide future pricing and transportation policy deliberations.
- Pricing is just one policy tool and not a standalone solution.
- The City should design future pricing strategies according to the following guidelines:
 - Prioritize the goal of reducing traffic demand.
 - Provide exemptions for households living on low incomes.
 - Center climate and equity outcomes.
 - Reinvest revenue generated from pricing in strategies that further expand equitable mobility.
 - Reduce unequal burdens of technology and enforcement.

Nearer-term pricing recommendations

Specific strategies the Task Force thinks the City should pursue in the next 1-3 years:

- Create a flexible commuter benefits program requiring employers who provide free/subsidized parking to offer that value in cash or alternative transportation benefits.
- Create new priced on-street parking permit and meter districts and reduce the time and complexity involved in approving new districts.
- Develop and implement a fee on privately-owned, off-street parking lots.
- Accelerate implementation of the 2018 Performance-Based Parking Management policy.
- Develop and implement a fee on urban delivery, including on-demand parcel and food delivery services, to reduce negative mobility, climate and safety impacts.
- Modify the existing fee structure on private for-hire transportation to reduce negative mobility, climate and safety impacts.
- Advocate for amending the Oregon state constitutional restriction that limits use of funds generated through taxes on motor vehicles.
- Advocate for equitable mobility principles and design in the state toll program.

Longer-term pricing recommendations

Strategies the City should continue exploring, but may take longer to implement:



Truly dynamic demand-based parking pricing



A locally controlled road usage charge



A Central City cordon

Complementary strategies

Policy areas that are most vital to invest in in parallel with pricing:

- **Public transit** infrastructure, operations and service.
- **Bike and pedestrian** infrastructure and programs.
- **Traffic safety** improvements.
- **Incentives and financial support** for different travel options.
- **Strategies to encourage shifting** to electric/more fuel-efficient cars, freight and buses.
- **Affordable housing** connected to multi-modal transportation options.
- **Land use policy** that leads to more connected, complete and inclusive neighborhoods.

Implementation next steps

Policy areas that are most vital to invest in parallel with pricing:

- **Take a leadership role** in advancing transformative pricing policies.
- **Invest in regular data collection** and surveying to inform equity analyses.
- **Study near and longer-term mobility impacts** of the COVID-19 pandemic.
- **Conduct wider community engagement** to inform further pricing policy development.
- **Partner with community members, businesses and organizations** to build coalitions to champion transformative solutions.
- **Explore models for a unified financial assistance system** for households living on low incomes.



DEFINING EQUITABLE MOBILITY

Over its first few meetings, the Task Force developed a working draft Equitable Mobility Framework to guide conversation and analysis, explore tradeoffs, and inform decision making. The Equitable Mobility Framework was inspired by and adapted from the Greenlining Institute's Mobility Equity Framework: www.greenlining.org/publications/2018/mobility-equity-framework.

The Equitable Mobility Framework includes five categories that represent what community members care about in the mobility system, as well as 17 indicators to help to evaluate the impacts and opportunities of different policy ideas.

WHO ARE WE PRIORITIZING?

This framework prioritizes extending benefits, reducing disparities and improving safety for Black people, Indigenous people and People of Color (BIPOC communities). Leading with race, the Framework will also be used to consider impacts on people with disabilities, Portlanders with low incomes, multi-lingual individuals and displaced communities.

Why center race?

Because racism is a contributing factor to disparities in equitable mobility: unequal access to mobility options, sustainability and health outcomes, experiences of safety in public space and economic opportunity. Addressing racism itself must be part of the work of creating a more equitable transportation system.

WHAT'S NEXT?

After two years of analysis and Task Force conversation, the POEM project suggests that pricing is a promising and currently under-utilized tool that could help make our transportation system more efficient, address the inequities we see today and help reduce carbon emissions.

The POEM project was the start of a conversation. Before implementation of these recommendations,

WORKING DRAFT EQUITABLE MOBILITY FRAMEWORK

WE CARE ABOUT



**Moving People
& Goods**

Indicators: EFFICIENCY, TRANSPORTATION AFFORDABILITY, CONNECTIVITY, AVAILABILITY, RELIABILITY, ACCESSIBILITY, QUALITY



**Sustainability
& Health**

Indicators: CLIMATE IMPACT, AIR QUALITY, HEALTH IMPACT



Safety

Indicators: TRAFFIC SAFETY, PERSONAL SAFETY



**Economic
Opportunity**

Indicators: JOB CREATION, WORKING CONDITIONS, CONNECTED THRIVING LOCAL ECONOMY



**Equitable
Transportation
Planning Process**

Indicators: INCLUSIVE ENGAGEMENT AND OUTREACH, ACCOUNTABILITY AND EVALUATION

more public engagement and community input will be critical to further shape and design pricing options that truly advance equitable mobility.

FOR MORE INFORMATION and to sign up for updates about the POEM Project, visit www.portland.gov/transportation/planning/pricing-options-equitable-mobilitypoem



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.





Executive summary

Metro Regional Congestion Pricing Study

July 2021

EXECUTIVE SUMMARY

What is this study?

The Metro Regional Congestion Pricing Study explored whether congestion pricing can benefit the Portland metropolitan region. Congestion pricing was identified as a high priority, high impact strategy in the 2018 Regional Transportation Plan (RTP). A range of scenarios testing different congestion pricing tools helped regional policymakers understand if pricing can help support the region's four transportation priorities set out in the RTP – climate, congestion, equity, and safety, congestion.

What was the project timeline?

This study took place over the course of approximately two years. The study included a review of existing conditions within the region, a definition of what scenarios would be considered, research of best practices and input from equity and congestion pricing experts, scenario analysis using Metro's regional travel demand model, the development of findings and the identification of next steps.



What pricing strategies did Metro explore?

Metro explored if and how four congestion pricing strategies could support the region's priorities. When implemented, each of the pricing strategies could vary by time of day, by area/facility, by types of drivers on the road and by income levels. The four congestion pricing strategies are outlined at right.



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

Who was involved?

This study was led by Metro staff,¹ working closely with the Transportation Policy Alternatives Committee (TPAC), which was the study's technical advisory committee, the Joint Policy Advisory Committee on Transportation (JPACT), which provided policy direction, and Metro Council, which provided policy direction and overall project guidance. The City of Portland and TriMet were funding partners in the study, and project staff collaborated regularly with the City of Portland and ODOT to leverage and align parallel congestion pricing efforts.

Study methods and findings were reviewed by Metro's Committee on Racial Equity (CORE), the Oregon Department of Transportation's Equity and Mobility Advisory Committee (EMAC), the City of Portland's Pricing Options for Equitable Mobility (POEM) Task Force, and an international Expert Review Panel.²

How does this relate to Metro's partners' work?

Metro, ODOT, and the City of Portland are all working on projects that consider ways to price transportation to address challenges related to equity, climate change, congestion, and safety. Each agency makes decisions for different parts of our region's transportation system. Each has separate projects underway to help address issues specific to those geographies. The three agencies are coordinating their efforts to leverage each other's work, learn from one another and share findings. The findings and analysis in this report provide a foundational understanding of how congestion pricing could perform in the Portland region and also provides important best practices for designing a pricing program that apply throughout the region and state.




What are the takeaways from the Congestion Pricing Study?

Congestion pricing has the potential to help the greater Portland region meet the priorities outlined in the 2018 Regional Transportation Plan, including reducing congestion and improving mobility, reducing greenhouse gas emissions, and improving equity and safety outcomes. However, it depends how pricing is implemented in the region.

Metro used its travel demand model to conduct in-depth modeling and analysis to help regional policymakers understand the potential performance of different types of pricing tools (VMT, cordon, parking, and roadway). Each scenario was analyzed for how well it performed relative to the four regional priorities using performance metrics produced by the model.

¹ Metro hired a consultant team to support technical analysis and process for this work. The consultant team was led by Nelson\Nygaard and included Sam Schwartz Engineering, HNTB, Silicon Transportation Consultants, TransForm, Mariposa Planning Solutions and PKS International.

² Details on Expert Review Panel can be found here:
<https://www.oregonmetro.gov/sites/default/files/2021/04/07/congestion-pricing-expert-panel-flyer-20210407.pdf>

RTP Goal	Performance Metric
CONGESTION & CLIMATE 	Daily vehicle miles traveled
	Drive alone rate
	Daily transit trips
	Freeway vehicle hours of delay
	Arterial vehicle hours of delay
CLIMATE 	Greenhouse gas and other emissions
EQUITY 	Access to jobs by car
	Access to jobs by transit

Key findings from each scenario are described below.

VMT

Scenarios tested

Two scenarios were modeled with a per mileage fee, which was applied to all drivers for every mile driven on every street in the Metropolitan Planning Area. VMT B added a charge of \$0.0685/mile, and VMT C added \$0.132/mile.

Scenario results

VMT scenarios performed well on all metrics at a regional scale, largely because all driving trips would be charged. Total travel cost would be the highest among the pricing tools studied, but those costs would be the most widely distributed compared to other pricing options.

Equity spotlight

Some Equity Focus Areas experienced a combination of higher costs without significant improvement in jobs access. Mobility improved in much of the region and jobs access improved. There were also reductions in harmful emissions.

Future considerations

A VMT pricing program should consider whether drivers who would pay more have viable alternatives to driving, and could focus on investments (transit, pedestrian, or bicycling infrastructure) or provide discounts or caps on charges for groups that would be disproportionately impacted, either because of where they live or their ability to pay.

Cordon

Scenarios tested

A fee was applied to drivers entering into a specific area. Cordon A encompassed downtown Portland, South Waterfront, and parts of Northwest Portland. Cordon B included the entirety of Cordon A, as well as the Central Eastside Industrial District and the Lloyd District. Drivers who traveled through the cordon area, but remained on the freeways or highways, were not assessed a charge. The cordon charge was \$5.63.

Scenario results

The cordons studied resulted in relatively high mode shift to transit, indicating that adding a charge for drivers in areas with good transit infrastructure could successfully shift travel modes. However, the diversion onto the nearby uncharged facilities that increased vehicle delay and decreased job access by auto would need to be explored in greater depth.

Equity spotlight

Areas inside the cordon boundary experienced lower costs and higher jobs access because of the decreasing traffic within the cordon as drivers avoided through trips and diverted to throughways and arterials adjacent to the corridor. This would be a direct benefit to communities of color and low-income households that live within the cordon boundaries (the area within the cordon is considered an Equity Focus Area). However, for those same populations outside of the cordon area, delay increased and job access for drivers decreased. Additionally, those who drove into the cordon paid higher costs, even if they would benefit from improved travel times within the cordon. Costs were low at a regional scale, but high for the individuals who entered the cordon.

Future considerations

Cordon design considerations could include expanding the cordon area to encompass more origins and destinations, pairing cordon pricing with roadway pricing on key facilities near the cordon, providing a time-of-day charge, or providing discounts or exemptions for groups that would be disproportionately impacted. Improvements to arterials near the cordon to speed transit (such as bus only lanes) could also be considered.

Parking

Scenarios tested

Increased parking charges were applied to all areas within the Metropolitan Planning Areas (MPA) boundaries that were assessed a parking charge in the 2018 RTP's 2040 Financially Constrained Scenario for both Parking A and Parking B scenarios. Parking A scenario marginally added the same parking costs; the Parking B scenario doubled the parking costs.

Scenario results

Overall, parking charging demonstrated positive results for all metrics at a regional level. The analysis shows that charging for parking could increase transit ridership – likely a direct result of charges generally being assessed in areas with good transit service and high employment. Charges were concentrated among fewer travelers compared to the VMT scenarios. While the total travel cost was low compared to other pricing scenarios, the cost to the individual drivers who parked was relatively high.

Equity spotlight

The parking scenarios showed very little change in jobs accessibility and costs throughout the region. The areas affected by parking charges have good transit service, so parking charges could be more easily avoided. Equity focus areas showed a smaller percent increase in jobs accessible by auto than non-equity focus areas.

Future considerations

The impacts to vulnerable populations should be carefully considered in a parking program, which could focus on discounts or caps on charges for key groups or revenue reinvestment to improve transit service.

Roadway

Scenarios tested

Roadway charges were applied to drivers on highways limited access highways within the MPA boundaries. Roadway A included a charge of \$0.132/mile, while Roadway B included a charge of \$0.264/mile.

Scenario results

The two Roadway scenarios had mixed results at a regional level, with a reduction in VMT and reduced delay on the charged roadways coupled with increased delay to nearby non-charged roadways. Burdens and benefits were not uniformly distributed and could disproportionately impact travelers that live on the outskirts of the region.

Equity spotlight

Areas further from tolled throughways tend to experience worse access to jobs by auto, which include some EFA areas. With fewer options of using the faster tolled roadways and competing with traffic on arterials that diverted from those tolled roadways, commuters here experienced somewhat slower travel by autos and transit.

Future considerations

A roadway pricing program should focus on the impacts to delay on the throughways charged as well as the impacts to nearby non-charged roadways. Impacts at a localized scale would need to be examined to understand if there were investments (such as transit, bike, or pedestrian improvements) that could improve overall performance. In addition, the travel costs should be assessed at a granular scale to understand the impact on vulnerable groups.

The analysis showed:

All four types of congestion pricing could help address congestion and climate priorities.

- All eight scenarios reduce the drive alone rate, vehicle miles traveled, and greenhouse gas emissions.
- All scenarios increase daily transit trips. (Roadway A has a minimal increase.).
- In fact, the projected improvements were comparable to modeled scenarios with much higher investment in new transportation projects.

Geographic distribution of benefits, impacts, and costs varied by scenario.

- Traffic diversion, travel time savings, and costs to travelers varied by location and by congestion pricing tool.
- Without changes, some scenarios would have disproportionate impacts on equity communities and key geographies.
- Geographic distributions of benefits and costs can inform where to focus investments and affordability strategies.
- In-depth analysis will be necessary to understand benefits (who and where) and costs (who and where) of any future projects.

There are tradeoffs for implementing pricing scenarios.

- Our current transportation funding system will not achieve Metro's climate and equity goals. The tax structure is regressive and focuses on auto infrastructure that reinforces inequity and results in high emissions.
- Overall regional transportation costs and individual traveler costs vary by scenario
- All eight scenarios increase the overall cost for travel for the region, but some scenarios spread the costs widely while others concentrate them on fewer travelers. Those that spread the costs also have the highest overall cost for travel in the region and the highest revenue potential
- Higher overall transportation costs equal higher revenue which can allow investment in improvements to address safety and equity concerns.

A summary of findings is described on the next page.

Table ES-1 Regional Congestion Pricing Study High-Level Findings

RTP Goal	Metrics	VTM B	VTM 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 VHD								
	2HR Arterial VHD								
Climate	Emissions								
Equity	Job Access (Auto)								
	Job Access (Transit)								
Total Regional Travel Cost		Med-High	High	Med-Low	Med-Low	Low	Low	Med	Med

Note: Dark blue indicates better alignment with regional goals when compared to the Base scenario

Legend		Daily VMT	Drive Alone Rate	Job Access (Auto)	Job Access (Transit)	Daily Transit Trips	2HR Freeway VHD	2HR Arterial VHD	Emissions
	Large Positive Change	-5% or more	-5% or more	10% or more	5% or more	10% or more	-10% or more	-10% or more	-5% or more
	Moderate Positive Change	-2% to -5%	-2% to -5%	5% to 10%	2% to 5%	5% to 10%	-5% to -10%	-5% to -10%	-2% to -5%
	Small Positive Change	-0.5% to -2%	-0.5% to -2%	1% to 5%	0.5% to 2%	1% to 5%	-1% to -5%	-1% to -5%	-0.5% to -2%
	Minimal Change	0.5% to -0.5%	0.5% to -0.5%	1% to -1%	0.5% to -0.5%	1% to -1%	1% to -1%	1% to -1%	0.5% to -0.5%
	Small Negative Change	0.5% to 2%	0.5% to 2%	-1% to -5%	-0.5% to -2%	-1% to -5%	1% to 5%	1% to 5%	0.5% to 2%
	Moderate Negative Change	2% to 5%	2% to 5%	-5% to -10%	-2% to -5%	-5% to -10%	5% to 10%	5% to 10%	2% to 5%
	Large Negative Change	5% or more	5% or more	-10% or more	-5% or more	-10% or more	10% or more	10% or more	5% or more

Note: "Positive" and "Negative" refer to progress toward regional goals, and not to numerical values (i.e., a reduction in VMT is "positive")

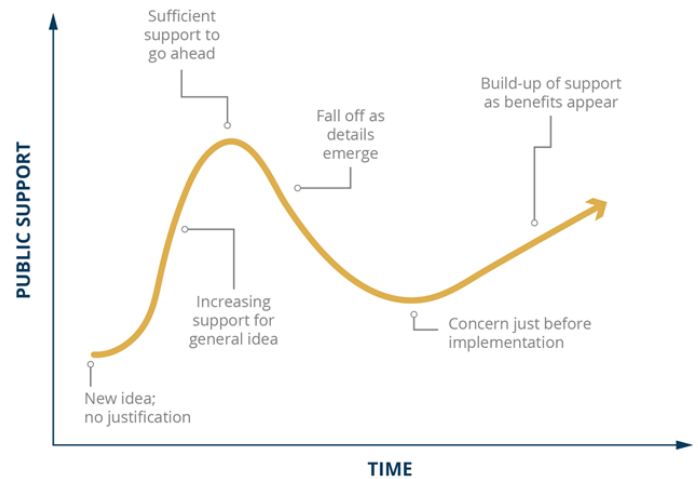
The results provided here ONLY show the effects of charging drivers under different scenarios; implementation of mitigations, discounts, or other changes to policies could result in changes to the performance of a scenario.

What are the implementation considerations?

There are many factors for the Portland metro region and its partners to consider as the region continues to explore the feasibility of implementing congestion pricing:

- Public acceptance: all pricing programs are likely to struggle with public acceptance. There is a common perception that pricing is likely to hurt transportation disadvantaged populations and that people will pay more for something without seeing a benefit. Case studies have shown acceptance grows after a pricing program is implemented, as shown in the figure below. A concerted public engagement and marketing effort would likely be needed to garner acceptance of a congestion pricing project or program.

Figure ES-1 Public Acceptance of Congestion Pricing Changes Over Time



- Parking pricing is the easiest of the tools to implement since it leverages existing infrastructure and processes to introduce congestion pricing.
- Cordon pricing can leverage state of the art tolling and enforcement technologies, making implementation moderately difficult to implement.
- Although roadway pricing can leverage many tolling methods, enforcement can be difficult. Also, tolling roadways that are not limited access could be cost prohibitive, reflecting why arterial tolling is not typically priced considered.
- A VMT program could build off of the OReGO pilot but a major implementation barrier is enforcement and mandating vehicles to participate.
- A pilot phase might make sense for the Portland region to trial one or more technologies before scaling up to a region-wide system.

How can Congestion Pricing address Equity?

Many people worry that congestion pricing will hurt those least able to pay. However, our current system is inequitable. Not only are transportation funding sources regressive, but spending is also focused on automobile infrastructure over other transportation modes, as shown in Figure ES-2 below. Gas tax rates are a fixed amount per gallon regardless of a driver's ability to pay, and motor vehicle fees in Oregon are not correlated to a motorist's income nor the value of the vehicle.

Figure ES-2 Inequities within Today's System

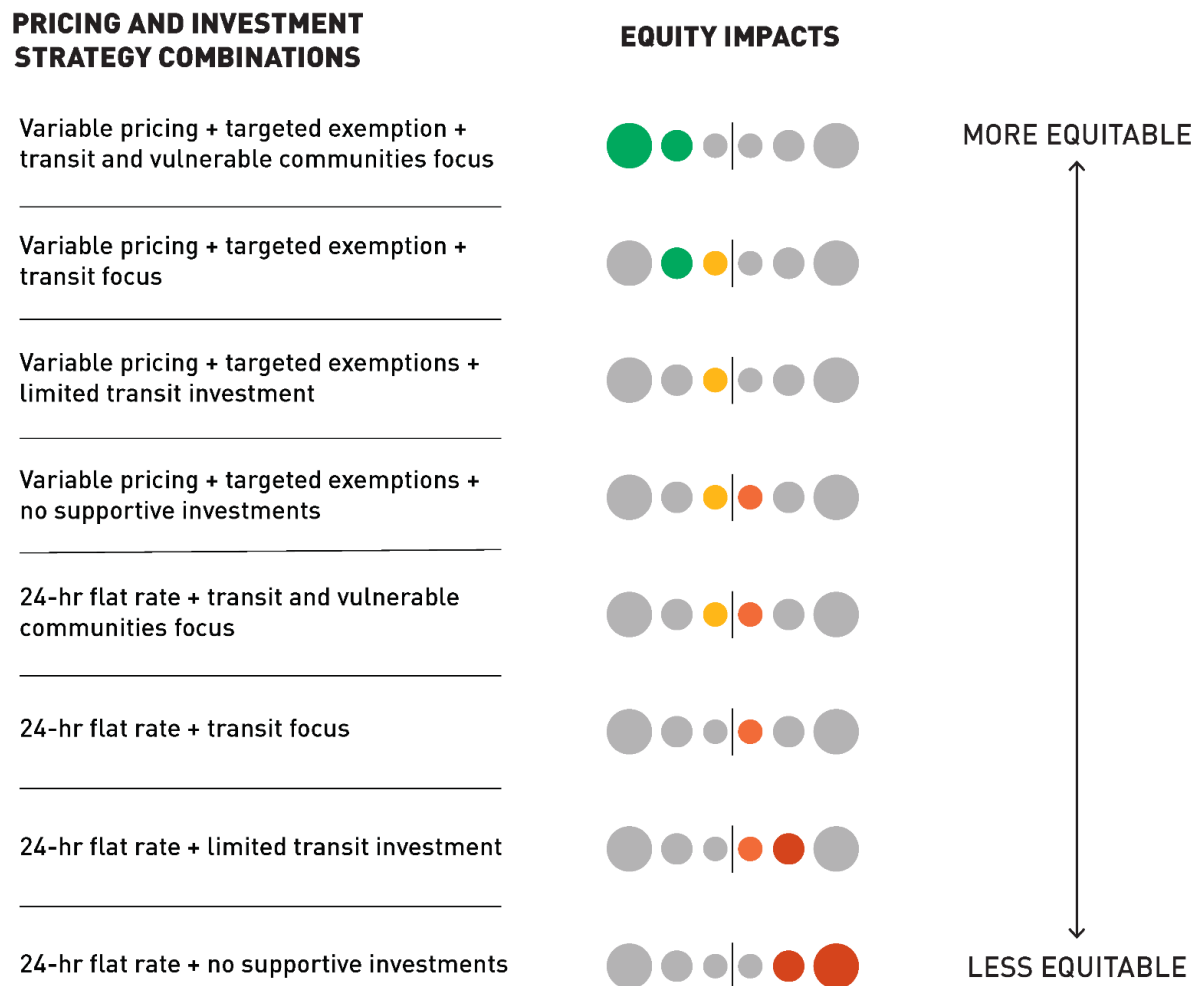


This focus favors those with more means and encourages driving. It reinforces inequity with spending focused on auto infrastructure. In addition, health impacts from high automobile reliance disproportionately harm Black, Indigenous, and People of Color (BIPOC) and low-income communities. Low-income people spend a much higher percentage of their income on transportation than high income earners. As it functions today, the current funding and spending structure will not help the region meet its urgent equity and climate goals.

Congestion pricing strategies have the potential to improve racial equity and benefit marginalized communities as well as all residents of the region. Congestion pricing tools have the potential to be more flexible than current funding in how funds are collected and what funds are spent on.

The biggest determinant of whether a congestion pricing program improves equity is how the program is designed-- how people are charged and how revenue from congestion pricing strategies is spent. A pricing program with the same charge can *improve* or *harm* equity depending on how it deals with affordability, the places it improves, and the type and locations of investments. An example of how this can be is shown as Figure ES-3 below.

Figure ES-3 Program Design Impact on Equity Outcomes



Building an Equitable Pricing Program

If carefully structured, congestion pricing can create a more fair and just transportation system, not just compared to the predominant revenue raising strategies used to pay for transportation today, but more directly to improve affordability, access, safety, and health of historically and currently excluded, impacted, and underserved communities. Congestion pricing programs and projects can improve equity outcomes by:

- Reducing harm and increasing benefits if agencies are willing to focus engagement on historically impacted residents and other stakeholders traditionally at a disadvantage and ensure they have a role in decision making at every step in the process.
- Revenue can be focused on equity outcomes. Revenues from congestion pricing can be invested in key neighborhoods or roadways, focused on transit, sidewalks, and bike lanes, or invested in senior and disabled services. Pricing benefits can be targeted to key locations where mobility improvements or air quality can be meaningfully improved.
- Affordability can be built into a program. Congestion pricing is more flexible than current funding sources. Exploring who pays and to what degree, and considering a

suite of affordability programs such as rebates or exemptions for low-income drivers, a “transportation wallet”, or other investments that address affordability.

Figure ES-4 An Equity Framework for Road Pricing



Source: TransForm 2017

As part of the Congestion Pricing Study, Metro reached out to three groups with expertise in equity: Metro’s CORE, the City of Portland’s POEM Task Force, and ODOT’s EMAC to discuss and receive feedback on the RCPS methods for assessing equity benefits and impacts.

These groups confirmed that there are concerns around congestion pricing disproportionately impacting those least able to pay. They agreed that any pricing program must have meaningful

engagement with community and equity groups early. Combining their feedback with equity experts in the field helped clarify the importance of engagement and the importance of a project conducting in depth technical analysis (including mapping) to help determine who benefits and who is impacted by a program.

Key findings from an equity perspective

While the Equity Focus Areas see an increase in percent change of jobs accessible by auto in six of the eight scenarios, they benefit less than non-equity focus areas across the board. Related to access to community places, each pricing scenario results in increased access for equity focus areas and non-equity focus areas. Equity focus areas benefit more than non-equity focus areas for accessibility by auto for the cordon scenarios and the roadway scenarios. When it comes to change in access to community places by transit, the benefit to non-equity focus areas exceeds the benefit to equity focus areas for all scenarios.

Key findings from an equity perspective:

- Go beyond a toolkit
- Connect analysis to further study
- Design scenarios to address barriers
- Inform expenditure framework
- Develop supportive programs
- Establish pre- and post-deployment monitoring

What are the recommendations?

Below are general recommended considerations for both policymakers and future project owners and operators, as well as specific recommendations that would apply to each group.

- Congestion pricing can be used to improve mobility and reduce emissions. This study demonstrated how these tools could work with the region's land use and transportation system.
- Define clear goals and outcomes from the beginning of a pricing program. The program priorities such as mobility, revenues, or equity should inform the program design and implementation strategies. Optimizing for one priority over another can lead to different outcomes.
- Recognize that benefits and impacts of pricing programs will vary across geographies. These variations should inform decisions about where a program should target investments and affordability strategies and in depth outreach.
- Carefully consider how the benefits and costs of congestion pricing impact different geographic and demographic groups. In particular, projects and programs need to conduct detailed analysis to show how to:
 - maximize benefits (mobility, shift to transit, less emissions, better access to jobs and community places, affordability, and safety) and

- address negative impacts (diversion and related congestion on nearby routes, slowing of buses, potential safety issues, costs to low-income travelers, and equity issues).
- Congestion pricing can benefit communities that have been harmed in the past, providing meaningful equity benefits to the region. However, if not done thoughtfully, congestion pricing could harm BIPOC and low-income communities, compounding past injustices.
- Conversations around congestion pricing costs, revenues, and reinvestment decisions should happen at the local, regional, and when appropriate the state scale, depending on the distribution of benefits and impacts for the specific policy, project, or program being implemented.

Specifically For Policy Makers

- Congestion pricing has a strong potential to help the greater Portland region meet the priorities outlined in its 2018 Regional Transportation Plan, specifically addressing congestion and mobility; climate; equity; and safety.
 - Technical analysis showed that all four types of pricing analyzed improved performance in these categories;
 - Best practices research and input from experts showed there are tools for maximizing performance and addressing unintended consequences.
- Given the importance of pricing as a tool for the region's transportation system, policy makers should include pricing policy development and refinement as part of the next update of the Regional Transportation Plan in 2023, including consideration of other pricing programs being studied or implemented in the region.

Specifically For Future Project Owners/Operators

- The success of a specific project or program is largely based on **how** it is developed and implemented requiring detailed analysis, outreach, monitoring, and incorporation of best practices.
- Coordinate with other pricing programs, including analysis of cumulative impacts and consideration of shared payment technologies, to reduce user confusion and ensure success of a program.
- Conduct meaningful engagement and an extensive outreach campaign, including with those who would be most impacted by congestion pricing, to develop a project that works and will gain public and political acceptance.
- Build equity, safety, and affordability into the project definition so a holistic project that meets the need of the community is developed rather than adding “mitigations” later.
- Establish a process for ongoing monitoring of performance, in order to adjust and optimize a program once implemented.

What are the next steps?

Since its identification as a high priority, high impact strategy in the 2018 RTP, Metro staff and leaders endeavor to better understand how our region could use congestion pricing to manage traffic demand to meet climate goals without adversely impacting safety or equity. This study delineates the impacts pricing could have in helping the region:

- Reduce traffic congestion;
- Improve equity by reducing disparity;
- Enhance safety by getting to Vision Zero; and
- Support the climate by reducing greenhouse gas emissions.

The study's Expert Review Panel demonstrated that congestion pricing is effective in encouraging drivers to change their behavior (using more sustainable travel modes like transit, walking, or biking; driving less; and driving at different times) and reducing congestion and greenhouse gas emissions.

Leaders around the region and state should use the findings from this study to inform policies, including the development of the 2023 RTP and other transportation projects that may include congestion pricing in the future. We expect this study will inform the work of implementing agencies as they propose new congestion pricing projects at the local level.