

Regional Mobility Pricing Project

Fall 2023 Tolling Options Engagement Report

November 2023



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Acronyms and Abbreviations

Acronym/Abbreviation	Definition
BIPOC	Black, Indigenous, (and) People of Color
CEL	Community Engagement Liaison
EMAC	Equity and Mobility Advisory Committee
FWHA	Federal Highway Administration
HB	House Bill
I-205	Interstate 205
I-5	Interstate 5
N/A	Not Applicable
ODOT	Oregon Department of Transportation
PEL	Planning and Environment Linkages
Project	Regional Mobility Pricing Project
RMG	Regional Modeling Group
RTAC	Regional Toll Advisory Committee
STRAC	Statewide Toll Rulemaking Advisory Committee
VMT	Vehicle Miles Traveled

Executive Summary

Tolls are proposed for I-5 and I-205 in the Portland metropolitan region to get you a faster trip and help pay for transportation improvements. This is known as the Regional Mobility Pricing Project. This regional toll project is part of the Oregon Toll Program, which also includes the I-205 Toll Project on the Abernethy Bridge.

To design the Regional Mobility Pricing Project, the Oregon Department of Transportation (ODOT) developed three potential tolling options to further define the proposed action published for comment in late 2022. The options are as follows:

- **Option 1:** All drivers would pay a base toll when they enter the highway during daytime hours. Drivers would pay an additional toll when they go through high-traffic toll points to keep traffic moving. See Figure 11.
- **Options 2a and 2b:** Drivers would only pay tolls when they travel through toll zones during high-traffic times of day. These zones are shaded in the figures. Compared to Option 1, there is no base toll and tolls in the zones would be \$0 during low-traffic times of day.

ODOT is currently analyzing how well each option would meet traveler and regional needs. As part of that process, ODOT shared information about the tolling options and the results of a high-level analysis, and invited partner agencies, advisory committees, and community members to provide input on the options. One of the primary tools to gather input was a short, public survey that shared information about the tolling options, gauged understanding of the options, and gathered input on public preferences and trade-offs related to the options.

This report summarizes input received to date on the regional tolling options. It includes a summary of more than 8,700 survey responses, 400 written comments, and discussions about the options at partner agency and advisory committee meetings and at virtual office hours.¹ The input received will help ODOT refine the regional toll project for more detailed analysis as required under the National Environmental Policy Act. The project team will share what was heard with toll advisory committees and ODOT decision-makers.

Engagement Approach

The primary tool for public engagement was the online survey, open from September 26 to October 9, 2023. To encourage participation in the survey, the project team used a variety of engagement and outreach methods, including social media posts and ads, direct emails to community-based organizations, and in-person tabling events. The project team continued its partnership with community engagement liaisons for translation and interpretation support.

The survey received more than 8,700 responses, including responses in English, Spanish, Simplified Chinese, Russian, and Vietnamese, and more than 400 written comments were sent through the project email, the online comment form, and voicemail.

¹ Office hours were held virtually and were an opportunity for partner agency staff to ask questions and share their ideas and concerns with ODOT staff.

In addition to the public survey, the project team also gathered input on the tolling options from partner agencies and advisory committees, such as the Equity and Mobility Advisory Committee (EMAC) and the Regional Toll Advisory Committee (RTAC).

Key Takeaways

Below are some of the key takeaways from feedback gathered through the public survey and written comments, as well as from partner agencies and toll advisory committees.

Public Survey and Written Comments

- Most respondents (80%) said I-5 and I-205 traffic is a problem, but one they live with.
- Respondents generally understand all tolling options to the same degree, with about half of respondents finding all options easy to understand.
- When analyzing toll options, respondents said the most important considerations are having some hours during the day with no tolls and minimizing the number of drivers taking nearby roads to avoid paying a toll. Concern about impacts on nearby roads matched concerns shared in the written comments.
- Many respondents (66%) said they don't consider it reasonable to pay a few dollars for a faster trip. In written comments, commenters noted the challenge of answering the survey questions without more information about toll rates and traffic benefits.
- Additional written comments were similar to sentiments heard in past engagement efforts with concerns about the effectiveness and impacts of tolling and requests for additional information on the benefits and impacts of the project as well as plans for using toll revenue.

Partner Agencies and Advisory Committees

- Requested more detailed information on the options to better weigh the trade-offs of each option. This included more information about rerouting onto nearby roads, operating cost, revenue estimates, implementation timeframes, toll rate assumptions, and how options would affect the use of other modes such as transit, biking, walking, and carpooling.
- Requested analysis on several refinements to the different options, including shifts in zone and toll point locations.
- Emphasized fairness, simplicity, and customer experience as important considerations for choosing an option to carry forward.
- Asked questions about whether additional analysis could be done to evaluate scenarios with managed lanes.
- Shared concern about the minimal time savings for many drivers.

Next Steps

Input received from partner agencies, advisory committees, and the public will help ODOT refine the project for more detailed analysis as required by the National Environmental Policy Act.

As the Regional Mobility Pricing Project moves forward, the project team will continue to share project updates, host outreach and engagement activities, and provide opportunities for feedback.

1 Report Purpose

The Regional Mobility Pricing Project (regional tolling) would toll I-5 and I-205 in the Portland metropolitan region. Tolling is part of ODOT's long-term strategy to help pay for transportation improvements and provide faster, more efficient trips through the Portland metropolitan region. Over the last 6 years, ODOT has worked with community members and regional partners to plan a toll program that raises funds for transportation improvements, keeps drivers moving with less bumper-to-bumper traffic, and minimizes traffic on nearby streets caused by drivers avoiding a toll.

ODOT developed three potential options for how to implement tolling on I-5 and I-205 in the Portland metropolitan region. In late summer and early fall 2023, ODOT shared information about the options and the results of a high-level analysis, and invited community and agency input. This report documents and summarizes input received from the public, partner agencies, and advisory committees. It also provides an overview of the information and engagement activities conducted to raise awareness of the project status and tolling options.

Input received on the options will help ODOT refine the project for more detailed review required under the National Environmental Policy Act.

1.1 Project Context and Purpose of Engagement

1.1.1 Options Development and Analysis

ODOT developed three options for implementing a toll on I-5 and I-205. The options further define the proposed action published for comment in late 2022. The options are described at a high level below. See the [Tolling Options Fact sheet²](#) for more information.

- **Option 1:** All drivers would pay a base toll when they enter the highway during daytime hours. Drivers would pay an additional toll when they go through high-traffic toll points to keep traffic moving. See Figure 1-1.
- **Options 2a and 2b:** Drivers would only pay tolls when they travel through toll zones during high-traffic times of day. These zones are shaded in the figures. Compared to Option 1, there is no base toll and tolls in the zones would be \$0 during low-traffic times of day. See Figure 1-2 and Figure 1-3.

² Full URL: https://www.oregon.gov/odot/tolling/Documents/RMPP_Tolling_FactSheet_ENGLISH_09.26.2023_508.pdf

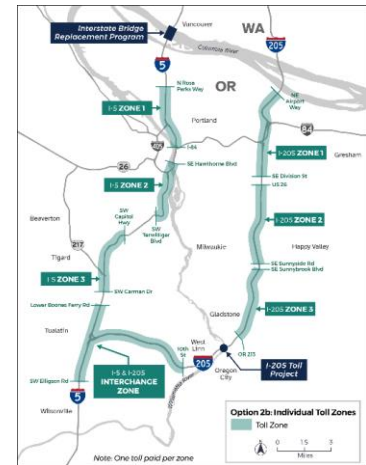
Figure 1-1. Option 1



Figure 1-2. Option 2a



Figure 1-3. Option 2b



Metro, the regional government for the Portland metropolitan area, conducts traffic modeling for major transportation projects in the Portland area. In the initial analysis of tolling options, all proposed options were found to successfully result in average travel speeds of 40 to 55 miles per hour. All options would also:

- Raise revenue for transportation improvements.
- Reduce regional vehicle miles traveled.
- Minimize traffic on nearby roads caused by drivers avoiding a toll.
- Have similar average costs for travelers.

Key differences among the options include:

- Options 2a and 2b may cost less and be simpler to design, build, and operate than Option 1.
- Option 1 would likely take longer to build than Options 2a or 2b.
- Option 1 may encourage more people to take other modes of travel (like public transit) instead of driving alone compared to Options 2a or 2b.

Learn more about the initial analysis of the options in the [Regional Mobility Pricing Project Options: Modeled Findings and Trade Offs Evaluation Memo](#).³

1.1.2 Purpose of Engagement

The purpose of engaging partner agencies and the broader community was twofold: (1) to share the status of the project and the recent analysis and (2) to receive feedback to refine the project. There are many tradeoffs to consider when designing a regional toll system. Feedback gathered in this engagement period will help ODOT understand community members' values and how to focus additional, more detailed analysis. ODOT engaged partner agencies, advisory committees, and community members. ODOT asked for feedback from partner agency staff at Transportation Technical Report Work Group meetings as well as at a series of virtual office hours in September. The project team presented the options and asked for feedback at the EMAC and the RTAC meetings in August, September, and

³ Full URL: https://www.oregon.gov/odot/tolling/Documents/RMPP_covermemo_9-2023.pdf

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October. ODOT also received feedback from partner agency senior staff through a series of virtual office hours from July through September 2023.

The primary tool to collect public feedback was through a short online survey, described in Section 2.

2 Survey Overview

The project team developed an online survey as the primary tool to gather feedback on the toll options. It was open from September 26 to October 9, 2023, and available in English, Russian, Simplified Chinese, Spanish, and Vietnamese.

Survey participants were able to review information about the tolling options and were asked questions to gauge their understanding, as well as to gather input on preferences and trade-offs related to the options. The survey was offered on the SurveyMonkey platform and included 13 multiple choice questions on travel behavior and travel perceptions on I-5 and I-205, level of understanding of each of the options, preferences related to toll option elements, and optional demographic information.

2.1 Outreach and Notification

ODOT used several channels and outreach activities to share information about the project status, recent analysis, and input opportunity.

2.1.1 Public Information and Materials

Oregon Tolling website updates: The website home page included a clickable graphic linking to the survey. The Regional Mobility Pricing Project webpage also included a clickable graphic linking to the survey, information about the tolling options, links to all materials about the options, and a brief description of the survey. While the survey was open, there were 1,297 visits to the [project webpage](#).⁴ and 6,036 visits to the [Oregon Toll Program website](#).⁵ See the Engagement Tools and Performance Appendix for an image of the project webpage.

Project materials: The project team utilized several print and digital materials to share information about the online survey and tolling options. These included posting a [Tolling Options Fact sheet](#)⁶ and the [Regional Mobility Pricing Project Options: Modeled Findings and Trade Offs Evaluation Memo](#)⁷ on the project webpage. Additionally, the project team shared the fact sheet, a display board about the tolling options, and a handout with a QR code that linked to the online survey at outreach events. The factsheet, memo, and handout were available in English, Spanish, Russian, Vietnamese, and Simplified Chinese. The fact sheet received six views and the memo received 61 views on the project webpage while the survey was open. See the Engagement Tools and Performance Appendix for more details on project materials.

2.1.2 Advertising and Notifications

The project team notified community members about the survey through several different channels to encourage people to visit the Oregon Tolling website and learn more about the project, the tolling options, the survey, and ways to comment. This included paid advertising through regional and multicultural publications and through ODOT information channels, including the Oregon Tolling website, email newsletters, and social media. ODOT also encouraged the EMAC, partner agency staff, community

⁴ Full URL: <https://www.oregon.gov/odot/tolling/pages/i-5-tolling.aspx>

⁵ Full URL: <https://www.oregon.gov/odot/tolling/Pages/default.aspx>

⁶ Full URL: https://www.oregon.gov/odot/tolling/Documents/RMPP_Tolling_FactSheet_ENGLISH_09.26.2023_508.pdf

⁷ Full URL: https://www.oregon.gov/odot/tolling/Documents/RMPP_covermemo_9-2023.pdf

engagement liaisons (CELs), and community-based organizations to share information about the survey with their networks. Table 2-1 provides a list of advertising and notification activities.

Table 2-1. Advertising and Notification Activities

Activity	Total Engagement (approximate)
ODOT unpaid social media post impressions ⁸	20,369
ODOT paid social media post impressions	295,486
ODOT unpaid social media post reach ⁹	3,969
ODOT paid social media post reach	122,532
Online advertising impressions	299,557
Print advertising circulation	35,000
Recipients of project email update	9,978
Recipients of October Urban Mobility Strategy newsletter	16,621
Emails sent to community-based organizations, community groups, and partner agencies	251

Social Media: Paid and Unpaid

ODOT promoted the survey through Facebook, Instagram, X (formerly known as Twitter), NextDoor, and LinkedIn. Ads were placed on both Facebook and Instagram in English and Spanish. On Instagram and Facebook, ODOT used the “Story” feature to promote the survey and boosted stories posted on September 26, 2023, to reach audiences. All posts included a link to the survey.

Social media copy and art, as well as engagement rates, are available in the Engagement Tools and Performance Appendix.

Paid Advertising in Regional and Multicultural Publications

The project team placed print and digital advertisements in eight regional and multicultural publications in the Portland metropolitan area. These publications included *The Oregonian*, *The Columbian*, *Portland Tribune*, *Willamette Week*, and *The Skanner*, with translated advertisements published in *El Latino de Hoy*, *VietNNN*, and *Portland Chinese Times*.

Advertisement copy and art, as well as engagement rates, are available in the Engagement Tools and Performance Appendix.

Email Notifications

ODOT promoted the survey in a project update email to the Oregon Toll Program email list on September 26, 2023, with a reminder notice in the October 4, 2023, edition of ODOT’s Urban Mobility Strategy newsletter.

The project team sent email notifications to partner agencies, regional agency communications staff, key community partners, EMAC members, Statewide Toll Rulemaking Advisory Committee members, community engagement liaisons, and community-based organizations across the Portland metropolitan region. The list of community-based organizations included groups that work with historically and

⁸ NextDoor does not provide “impressions” statistics and instead provides “views.” Total views for the NextDoor post were 18,659 and are not included in the total impressions count for unpaid social media in Table 2-1.

⁹ X, LinkedIn, and NextDoor do not provide statistics on “reach” and are thus not included in the reach counts in Table 2-1.

currently underrepresented communities, including culturally specific organizations, health and social service agencies, non-profits, neighborhood groups, and faith-based organizations.

Each email included links to the survey, the Tolling Options Fact Sheet, as well as sample social media and email content that recipients could use to share the survey within their networks.

The project team emailed approximately 251 agency contacts and community partners.

2.1.3 Direct Outreach

Information Tables and Events

The project team engaged a total of approximately 468 community members at seven events with a staffed information table, listed in Table 2-2. The locations were selected to reach and hear from diverse communities around the Portland metropolitan region. These events were a continuation of the Summer 2023 tabling effort for the Oregon Toll Program. During the tabling events, project team members shared information on the Oregon Toll Program, including the Regional Mobility Pricing Project, the I-205 Toll Project, the Abernethy Bridge Project, and Rulemaking, as well as the Interstate Bridge Replacement Program. See the Tabling Summaries Appendix for more details.

While the survey was open, the project team handed out the Tolling Options Fact sheet and tabling handout, and had paper copies available of the survey upon request. All materials shared at the tabling events were translated into Spanish, Russian, Vietnamese, and Simplified Chinese. CELs supported events with high populations of community members who prefer to use a language other than English.

Table 2-2. Tabling Events During Survey Period

Event	Date	Number of People Engaged
Glenfair Elementary School Food Bank	9/26/2023	83
Forest Grove Farmers Market (Hosted by Adelante Mujeres)	9/27/2023	168
Gladstone Community Center	9/28/2023	15
Vancouver Library	9/29/2023	56
Vietnamese Moon Festival	9/30/2023	82
Wilsonville Public Library	10/2/2023	35
Beaverton City Library	10/4/2023	33
	Total	468

Additional Outreach

While the survey was live, the project team attended an informational webinar with the freight and trucking community hosted by ODOT’s Commerce and Compliance Division on September 27, 2023. The purpose of the webinar was to share information about the Oregon Toll Program and to provide an opportunity to ask questions and discuss ODOT’s draft plan for enrollment and compliance for commercial accounts. At the webinar, project staff announced the survey and shared the survey link in the chat. A total of 25 people participated in the webinar.

Additionally, the project team shared information about the Oregon Toll Program with Workforce at a briefing held on September 15, 2023. At this briefing, the team shared that a public survey would be launched in late September.

The survey was also mentioned at Community Engagement Liaisons and Community Based Organization Discussion Groups held in September.

2.1.4 Equitable Engagement Strategies

The Oregon Toll Program is committed to minimizing burdens and maximizing benefits to communities historically and currently excluded or underserved by the transportation system. The project team applied several strategies while the survey was open to inform and involve historically and currently excluded and underserved communities.

Partnership with Community Engagement Liaisons

Since 2020, the project team has partnered with the CELs Program to conduct outreach with and invite input from historically and currently underserved and excluded communities.

Trusted leaders from diverse communities used multilingual tools and flexible, accessible methods to reach individuals or groups who identify as Latin American, Russian/Slavic, Chinese, Vietnamese, Native American, Black/African American, or Black, Indigenous, (and) People of Color (BIPOC). The community liaisons used in-language materials to share project information and to encourage people to participate in the survey. A total of 255 surveys were collected by the CELs.

Translation and Interpretation

The project team provided key materials about the tolling options and the survey in Spanish, Russian, Vietnamese, and Simplified Chinese based on translation guidelines for the project. The project team posted the translated versions of the fact sheet, the Regional Mobility Pricing Project Options: Modeled Findings and Trade Offs Evaluation Memo, and the survey online. These materials were shared with community engagement liaisons, agencies, and community-based organizations. Community engagement liaisons were also provided printed, translated versions of the tabling handout, fact sheet, and survey.

Culturally Specific Advertising

The project team advertised the survey among Spanish-speaking audiences via social media and traditional media. In the Portland metropolitan region, Spanish is the most common language spoken other than English. The advertisements included a Spanish-language Facebook and Instagram ad targeted to reach Spanish-speaking users and a Spanish-language advertisement published in *El Latino de Hoy* with a link to the Spanish translated survey. Ads placed on social media platforms are described in more detail in Section 2.1.2.

Additional advertisements included a Vietnamese-language digital advertisement published in *VietNNN* with a link to a survey in Vietnamese and a Traditional Chinese-language print advertisement published in the *Portland Chinese Times* with a link to the survey in Simplified Chinese. An online ad was also published in *The Skanner*, an African American-owned newspaper covering the Pacific Northwest.

Accessibility

All materials posted online are compliant with the requirements of Section 508 of the Rehabilitation Act of 1973. This means materials are optimized for screen reader software in order for visually impaired users to review written information through speech.

The project team also considered access needs for community members with limited access to the internet. The project team offered CELs printed copies of the survey, the Tolling Options Fact sheet, and

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the tabling handout. The project team also brought printed copies of these materials translated into Spanish, Russian, Vietnamese, and Simplified Chinese to all in-person engagement events.

3 Overview of Survey Responses

Overall, the team received 8,706 survey responses during the survey period of September 26 to October 9, 2023. Table 3-1 indicates how many responses were received in each of the different languages. The project team tagged each of the survey links for each distribution channel to help evaluate the effectiveness of the outreach channels. The most common sources of survey responses came from the email newsletter, Facebook and Instagram ads, and directly from the website.

The key findings from the survey include:

- Most respondents (80%) said I-5 and I-205 traffic is a problem, but one they live with.
- Respondents generally understand all tolling options to the same degree, with about half of respondents finding all options easy to understand.
- When analyzing toll options, respondents said the most important considerations are having some hours during the day with no tolls and minimizing the number of drivers taking nearby roads to avoid paying a toll.
- Many respondents (66%) said they don't consider it reasonable to pay a few dollars for a faster trip.

Table 3-1. Survey Responses Received Between September 26 and October 9, 2023

Survey Language	Number of Responses
English	8,330
Spanish	149
Simplified Chinese	115
Russian	83
Vietnamese	29
Total Responses	8,706

3.1 Data Assessment and Approach to Analysis

It is important to note that the survey was not designed to be statistically representative, meaning the respondent sample is not predictive of the opinions of the Portland metropolitan area population as a whole. The project team did not choose participants at random, but instead they opted in to take the survey. Thus, as is common with self-selection surveys, it is likely that respondents held stronger opinions about tolling or could be more affected by tolling when compared to the general population. The survey findings should be considered one data point of input and cross referenced with input received through all other engagement activities.

The project team combined the survey results from the English, Russian, Simplified Chinese, Spanish, and Vietnamese versions of the survey as a complete set of data (total responses). Responses to the survey were not limited by the internet protocol (IP) address, so that multiple members of the same household or workplace could submit feedback. However, the project team analyzed all responses and found no evidence of intentional multiple submissions when data was reviewed by IP address. In cases

where multiple survey responses shared an IP address, as well as marked all the same responses to all questions, these responses were considered duplicates. Six responses were removed as duplicates.

Below are overall responses to the demographic questions in the survey. Commenter statistics are compared to the 2022 U.S. Census Data for the Portland-Vancouver-Hillsboro Metropolitan Statistical Area.

3.2 Responses by Geography

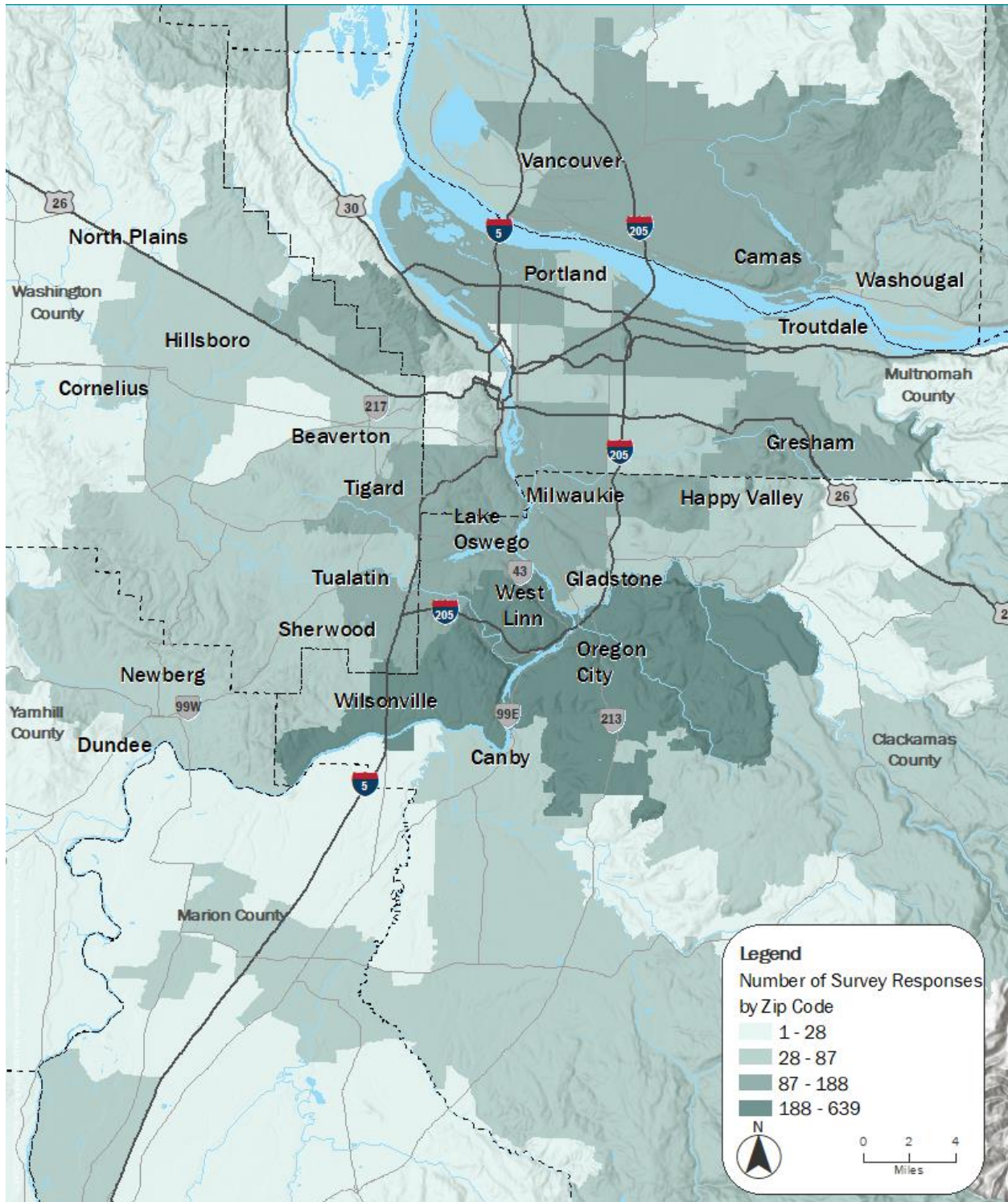
A total of 8,237 responses (approximately 94% of total survey responses) provided a ZIP code. The ZIP codes shared by respondents are grouped by county in Table 3-2. Figure 3-1 shows the geographic distribution of respondents. Similar to previous engagement activities, Clackamas County was overrepresented among survey respondents compared to their share of the Portland metropolitan area, while Multnomah and Washington Counties were underrepresented among survey respondents.

Table 3-2. Geographic Distribution for Survey Respondents and the Portland Metropolitan Area

County	Number of Commenters	Percentage of Commenters	Percentage of Portland Metro Area Population
Multnomah County	2,178	26%	32%
Clackamas County	2,804	34%	17%
Washington County	797	10%	24%
Clark County	1,550	19%	20%
Marion County	297	4%	N/A
All Other Counties	611	7%	N/A
Total Submissions	8,237	100%	N/A

Note: Zip code boundaries do not align perfectly with county boundaries. Counts of survey respondents are generalizations based upon where the center of a ZIP code boundary falls within a county boundary.

Figure 3-1. Geographic Distribution of Survey Respondents by ZIP Code



Note: Darker colors indicate ZIP codes with higher concentrations of commenters.

3.3 Responses by Income

A total of 5,414 respondents (approximately 62% of total survey respondents) provided their household income, as shown in Table 3-3. Data was combined into three income categories:

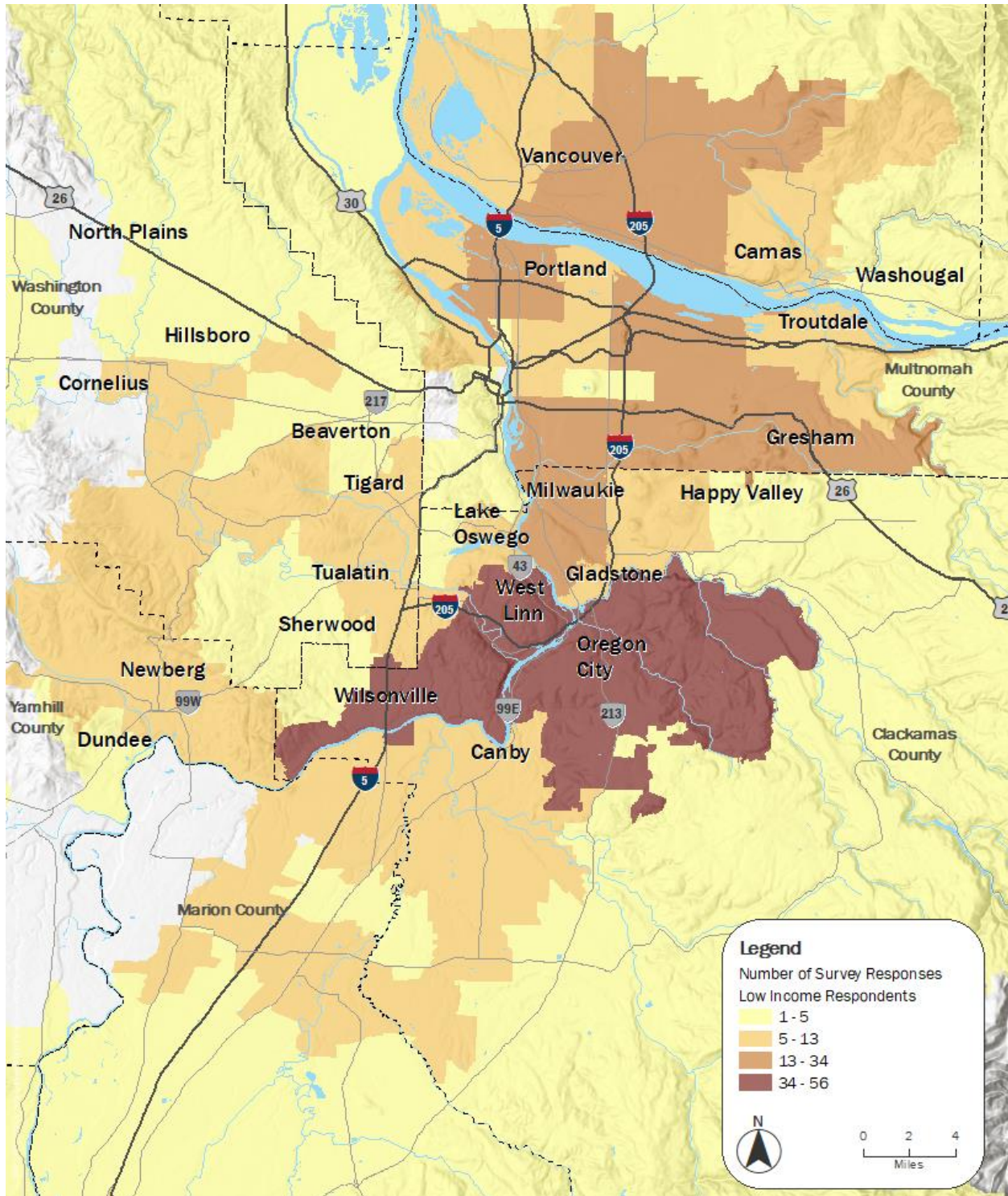
- **Low income:** Respondents that marked either *0-\$25,000* or *\$25,000-\$50,000*.
- **Middle income:** Respondents that marked either *\$50,000-\$75,000* or *\$75,000-\$150,000*.
- **High income:** Respondents that marked *More than \$150,000*.

People experiencing low incomes were underrepresented among survey respondents compared to the Portland metropolitan area. Figure 3-2 shows geographic concentrations of survey respondents with household incomes categorized as low income.

Table 3-3. Income Distribution for Survey Respondents and the Portland Metropolitan Area

Income	Count of Respondents	Percentage of Survey Respondents by Income	Percentage of County Population by Income
Low Income	1,037	19%	27%
Middle Income	3,125	58%	48%
High Income	1,252	23%	25%
Total Responses	5,414	N/A	N/A

Figure 3-2. Distribution of Survey Respondents Experiencing Low Income by ZIP Code



Note: Darker colors indicate ZIP codes with higher concentrations of commenters who identified as experiencing low incomes.

3.4 Responses by Race/Ethnicity

A total of 5,696 survey respondents (approximately 65% of survey respondents) shared their race/ethnicity, as shown in Table 3-4. Respondents were asked to select all that apply. Data was combined for BIPOC respondents, which includes all respondents that checked any box other than White.

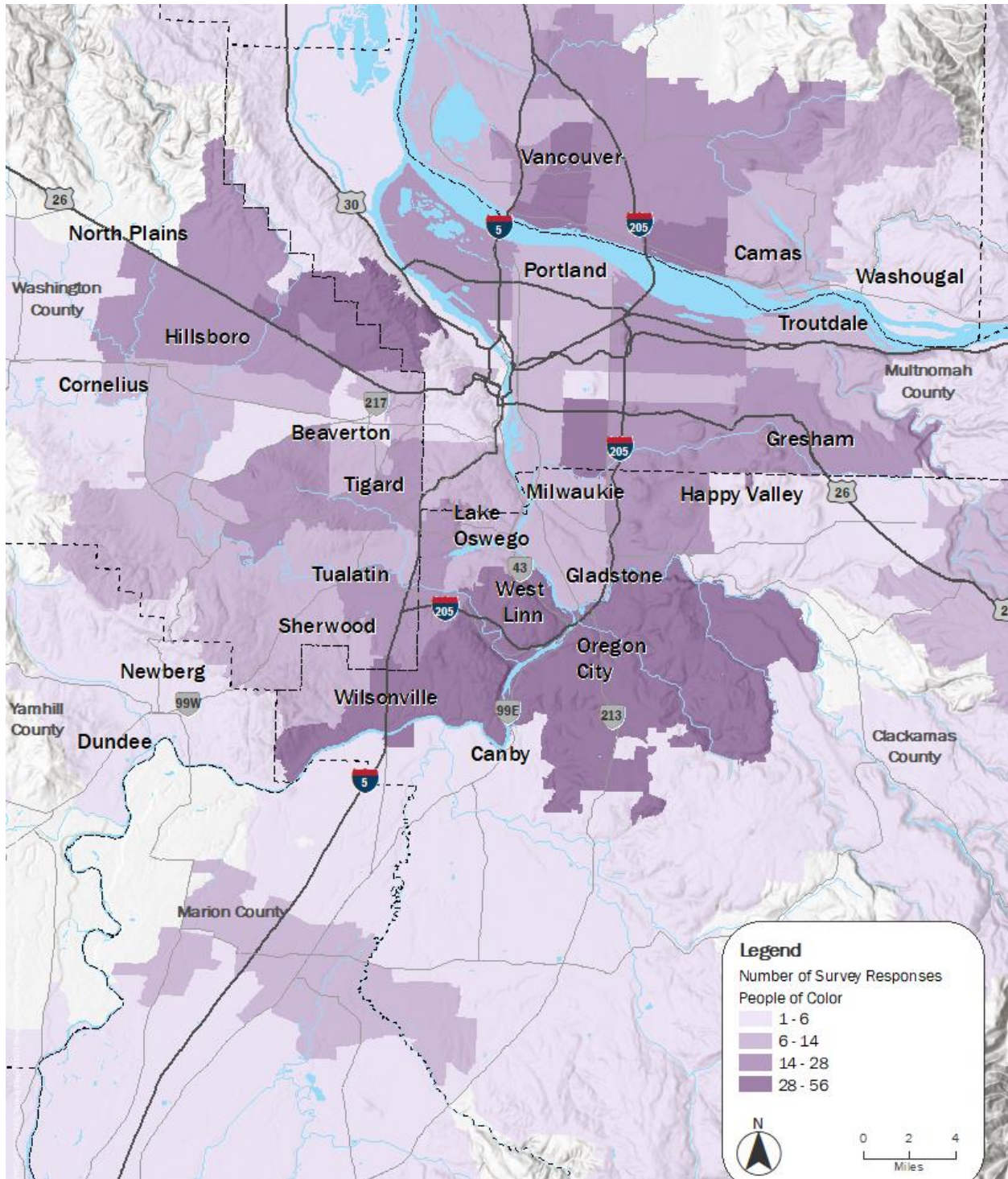
Survey respondents were roughly proportional to the Portland metropolitan area. However, about 7% of survey respondents identified as Hispanic, Latin American, or Spanish origin compared to 13% in the Portland metropolitan area. The underrepresentation of this demographic groups is similar to past engagement surveys. Overall, about 20% of survey respondents identified as BIPOC. Figure 3-3 shows geographic distribution of survey respondents of color.

Table 3-4. Racial and Ethnic Distribution for Survey Respondents and the Portland Metropolitan Area

Race/Ethnicity	Count of Respondents	Percentage of Survey Respondents	Percentage of Portland Metro Area
White	4,796	84%	83%
Hispanic, Latin American, or Spanish origin	422	7%	13%
Black or African American	183	3%	5%
Asian	389	7%	10%
Native Hawaiian or Other Pacific Islander	42	1%	1%
American Indian or Alaska Native	126	2%	3%
Middle Eastern or North African	45	1%	N/A
Some other race, ethnicity, or origin	8	0%	3%
BIPOC	1,133	20%	N/A
White only	4,551	80%	N/A
Total Responses	5,696	N/A	N/A

Note: Respondents could choose more than one option.

Figure 3-3. Distribution of Survey Respondents of Color by ZIP Code



Note: Darker colors indicate ZIP codes with higher concentrations of commenters who identify as a person of color.

3.5 Responses by Use of I-5 and I-205

A total of 8,622 survey respondents (approximately 99% of survey respondents) answered the question: “On average, how often do you travel on I-5 or I-205 in the Portland metro region?” Data was combined into three user categories:

- **Frequent:** Respondents who said they use I-5 or I-205 on average 3 or more times a week.
- **Infrequent:** Respondents who said they use I-5 or I-205 on average 1 to 2 days a week or less than 1 day a week.
- **Never:** Respondents who said they never drive on I-5 and I-205 in the Portland metropolitan area.

Overall, a little more than half of respondents (57%) said they are frequent users of I-5 and I-205 (see Table 3-5). This is similar to the proportion of respondents in past project surveys, including the [Spring 2022 engagement survey](#) (56%).¹⁰

Respondents of color and respondents from Clackamas County more frequently said they drive on I-5 or I-205 daily, with 40% and 46% respectively, compared to 34% of respondents overall. This is consistent with data from the [Winter 2018 project survey](#).¹¹

Table 3-5. Distribution of Survey Respondents’ Usage of I-5 and I-205

Frequency	Count of Respondents	Percentage of Survey Respondents	Percentage of Portland Metropolitan Area
Frequent	4,935	57%	N/A
Infrequent	3,607	42%	N/A
Never	80	1%	N/A
Total Responses	8,622	N/A	N/A

3.6 Responses by Disability Status

A total of 6,348 survey respondents (approximately 73% of survey respondents) answered the question about their disability status. About 18% of respondents said that they identify as a person living with a disability, which is slightly higher than the proportion of people in the region that identify as having a disability (14%), as shown in Table 3-6.

Table 3-6. Distribution of Survey Respondents Identifying as Living with a Disability

Disability Status	Count of Respondents	Percentage of Survey Respondents	Percentage of Portland Metropolitan Area
Yes	1,157	18%	14%
No	5,191	82%	86%
Total Responses	6,348	N/A	N/A

¹⁰ Full URL: https://oregon.gov/odot/tolling/Documents/RMPP_Spring_2022_Engagement_Report_-_FINAL_508v2.pdf

¹¹ Full URL: https://www.oregon.gov/odot/tolling/ResourcesHistory/WinterOutreach_FeedbackSummary.pdf

4 Summary of Survey Input

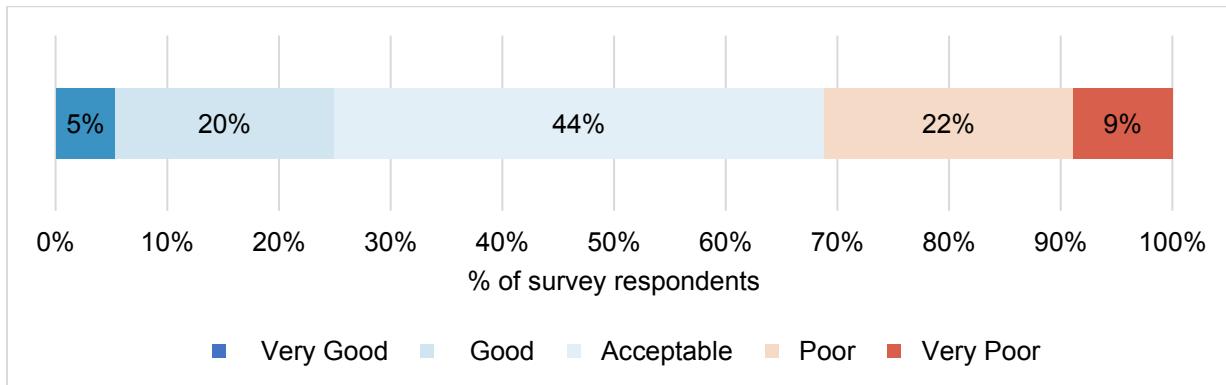
The chapter provides graphs and information showing how survey respondents answered each of the questions in the survey. Included with each graph are notable differences for various geographic and demographic groups. Differences are only noted for these groups when there was a significant difference—around 10 percentage points or more—between the group and the overall results.

4.1 Response to Each Survey Questions

4.1.1 Driving Experience on I-5 and I-205

Overall, most respondents (69%) said that their driving experience on I-5 and I-205 was either *acceptable*, *good*, or *very good*, with acceptable as the most common response (44%), as shown in Figure 4-1. Roughly 31% of respondents said their experience was *poor* or *very poor*.

Figure 4-1. Question: Please rate your driving experience on I-5 and I-205 in the Portland metro region over the past couple of months.



Total number of respondents = 8,586

NOTABLE DEMOGRAPHIC AND GEOGRAPHIC DIFFERENCES

- Respondents from Clark County were more likely to say their driving experience was either *poor* or *very poor* (41% total).
- Respondents who said they never drive on I-5 or I-205 were more likely to say that their driving experience was either *poor* or *very poor* (45% total).

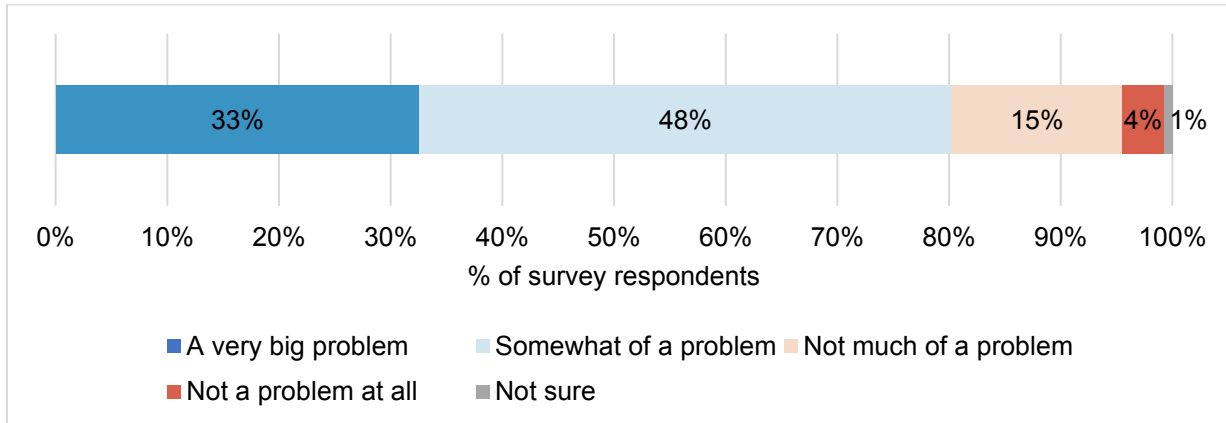
4.1.2 Traffic on I-5 and I-205

Most respondents (80%) said that traffic is either *a very big problem* or *somewhat of a problem*, with nearly half of respondents (48%) saying that traffic is *somewhat of a problem*, as shown in Figure 4-2. Another 15% of respondents said that traffic was *not much of a problem* with 4% saying that it is *not a problem at all*. These results are consistent with previous project surveys. In surveys from [2021 summer engagement](#),¹² 85% of respondents said traffic was a problem or somewhat of a problem. In [project surveys in 2018](#),¹³ a majority of respondents said traffic was a problem on I-5 (88%) and I-205 (80%).

¹² Full URL: https://www.oregon.gov/odot/tolling/Documents/2021_RMPP_Summer_2021_Engagement_Report_remediated_final.pdf

¹³ Full URL: https://www.oregon.gov/odot/tolling/ResourcesHistory/WinterOutreach_FeedbackSummary.pdf

Figure 4-2. Question: Do you consider traffic along I-5 or I-205 in the Portland metro region, to be...?



Total number of respondents = 8,605

NOTABLE DEMOGRAPHIC DIFFERENCES

- Respondents from Clark County were more likely to say that traffic is a problem, with nearly half (47%) saying that traffic is a *very big problem*.

4.1.3 Understanding the Options

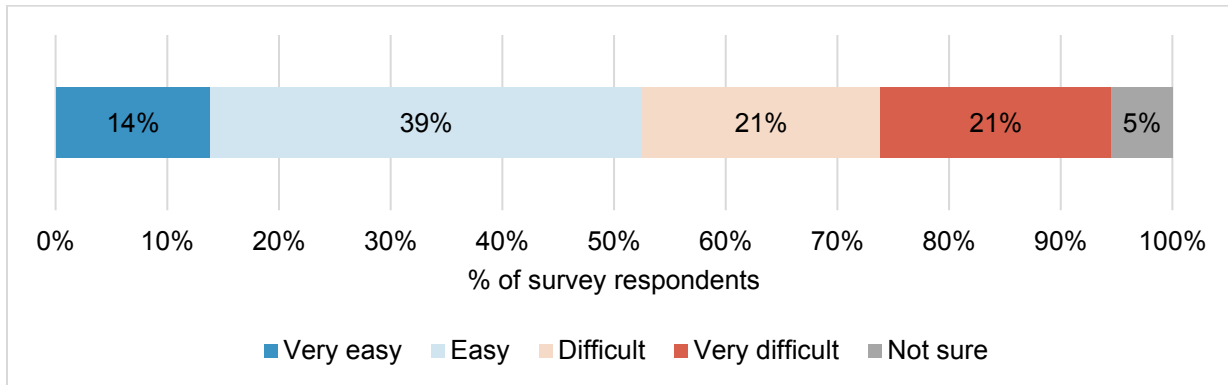
As part of the survey, respondents reviewed information about each of the toll options for I-5 and I-205. The information included a brief description of the option, including when and where tolls would be collected, along with a map and an explanation of an example trip.¹⁴

After reviewing the information, respondents were asked to rate how easy or difficult it was to understand the option. Respondents were split on how easy it is to understand the options, with about half of respondents saying that the options were *easy* or *very easy* to understand, and around 40% saying that they were *difficult* or *very difficult* to understand.

As shown in Figure 4-3 and Figure 4-4, respondents generally rated both options similarly on how easy or difficult it was to understand, with slightly more respondents saying that Option 2 was *easy* or *very easy* to understand (55%) compared to Option 1 (53%). A little less than half of respondents said the options were *difficult* or *very difficult* to understand, with 42% for Option 1 and 40% for Option 2.

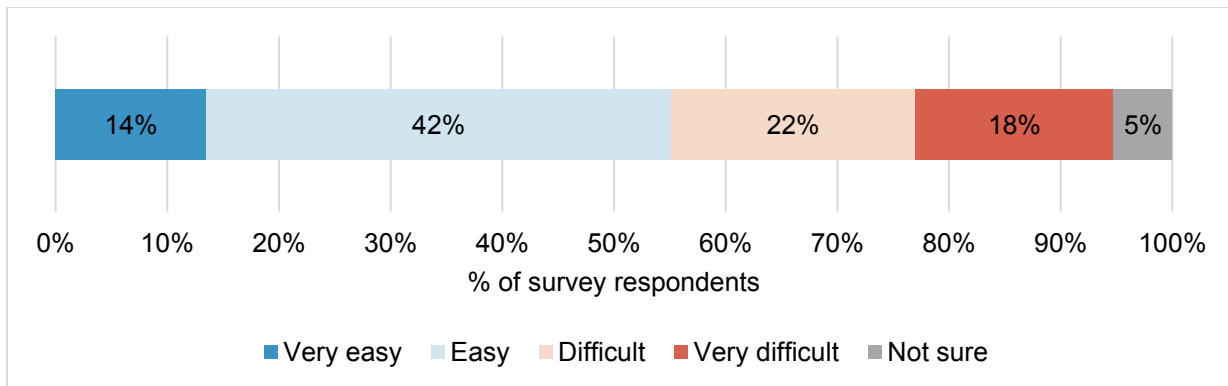
¹⁴ As noted in Section 2.1.1, Public Information and Materials, above, more detailed information about the options and results of a high-level analysis of the options was available to the public. For this question, most respondents appeared to rely only on the information in the survey itself, given the number of clicks to the survey, the significantly fewer clicks to the website, and informational materials.

Figure 4-3. Question: How easy or difficult is it to understand how Option 1 works?



Total number of respondents = 7,828

Figure 4-4. Question: How easy or difficult is it to understand how Option 2 works?



Total number of respondents = 7,865

NOTABLE DEMOGRAPHIC DIFFERENCES

- Understanding the options was correlated with household incomes, with higher-income households (\$150,000 or more) more likely to say the options were *easy* or *very easy* to understand compared to lower-income households (\$50,000 or less).
- Respondents who identified as having a disability were less likely to say that the options were *easy* or *very easy* to understand (43% for Option 1 and 46% for Option 2).
- Respondents who said they never drive on I-5 or I-205 were more likely to respond *Not sure* (13% for option 1 and 14% for Option 2).

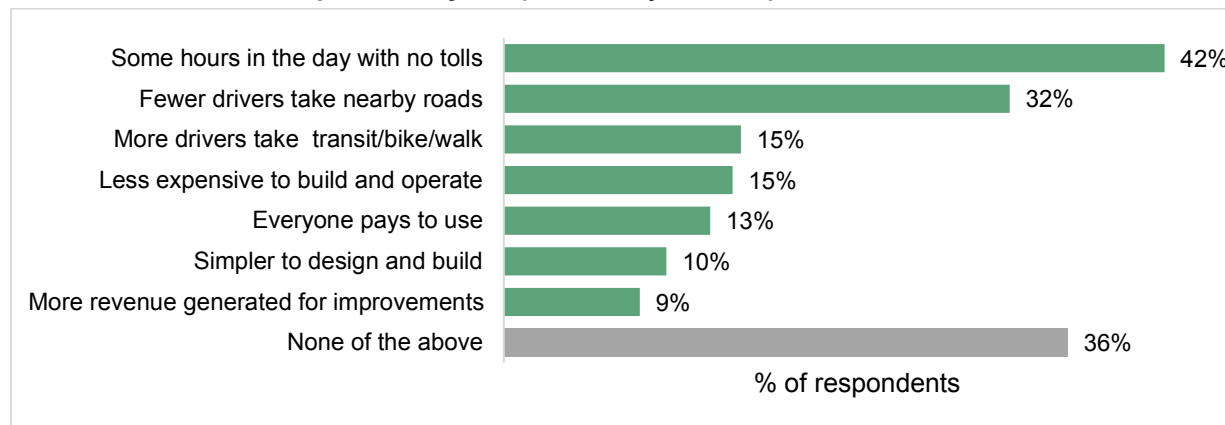
4.1.4 Considerations for Toll Options

Survey respondents were asked about different criteria that could be used for analyzing the various toll options. They were provided a list of options and asked to choose the options that were most important to them. Respondents could choose up to three options. Respondents could also choose *None of the above*, but if respondents chose this option, they could not choose any additional options.

The two most common responses from the list of choices were *Some hours in the day with no tolls* (42%) and *Fewer drivers take nearby roads* (32%), as shown in Figure 4-5. Respondents chose these options

more than twice as much as any of the other options on the list. The least selected option was *More revenue generated for improvements* (9%). Several respondents (36%) chose *None of the above*.

Figure 4-5. Question: All options would get you a faster trip on I-5 and I-205 during busy times of the day. However, the options are different in some ways. Which of the choices below are most important to you? (Choose up to three)



Total number of respondents = 7,877

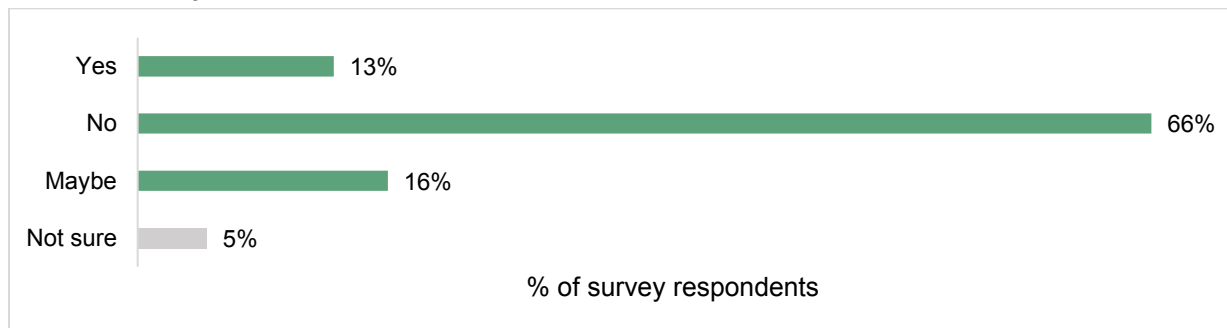
NOTABLE DEMOGRAPHIC DIFFERENCES

- Clackamas County respondents were relatively more likely to choose *Fewer drivers take nearby roads to avoid paying a toll* (39%) than *Some hours in the day with no tolls* (38%), making it the only group that did not choose *Some hours in the day with no tolls* most frequently.
- Clark County and Marion County respondents were less likely to choose *Fewer drivers take nearby roads to avoid paying a toll*, choosing it less than half as frequently as *Some hours in the day with no tolls* (\$0).
- Multnomah County respondents were more likely to choose *More drivers take public transit, bike, or walk to avoid paying a toll* compared to other groups (27%), though it was still the third most common response chosen by this group.
- Respondents that never drive on I-5 and I-205 were more likely to choose *More drivers take public transit, bike, or walk to avoid paying a toll* compared to other groups (25%), though it was still the third most common response chosen by this group.
- BIPOC respondents were less likely to choose *Fewer drivers take nearby roads to avoid paying a toll*, though it was still the second most common response chosen by this group.
- High-income respondents (household income over \$150,000) were less likely to choose *None of the above*.

4.1.5 Paying for a Faster Trip

Many survey respondents (66%) said that they did not think it was reasonable to pay a few dollars to drive on I-5 and I-205 to have a faster trip, as shown in Figure 4-6. Some respondents (13%) said that they did think it was reasonable to pay a few dollars for a faster trip, while another 21% said *Maybe* or *Not sure*.

Figure 4-6. Question: Is it reasonable to pay a few dollars to drive on I-5 and I-205 to have a faster trip?



Total number of respondents = 7,819

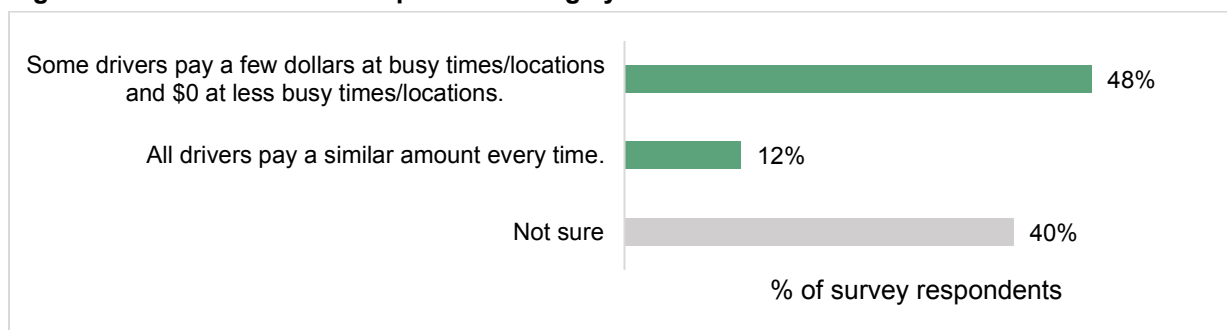
NOTABLE DEMOGRAPHIC DIFFERENCES

- Clackamas County respondents, respondents experiencing low income, frequent users of I-5 and I-205, and respondents that identified as having a disability were all more likely to have responded *No*. All of these groups had many respondents (over 70%) answer *No* to this question.
- Several groups were more likely to answer *Yes* or *Maybe*, including high-income respondents (net 43%), Multnomah County respondents (net 39%), and respondents that never use I-5 and I-205 (net 40%).

4.1.6 Toll Option Structure

Respondents were asked to choose between two types of tolling systems. Four times as many respondents chose a system in which *Some drivers pay a few dollars at busy times and locations and \$0 at less busy times and locations* (48%) compared to a system in which *All drivers pay a similar amount every time* (12%), as shown in Figure 4-7. Nearly 40% of respondents chose *Not sure* on this question.

Figure 4-7. Question: I would prefer a tolling system where:



Total number of respondents = 7,520

NOTABLE DEMOGRAPHIC DIFFERENCES

- High-income respondents were more likely to say they prefer a system where *Some drivers pay a few dollars at busy times and locations and \$0 at less busy times and locations* (58%) and were also less likely to respond *Not sure* (28%).
- Respondents that never drive on I-5 and I-205 were more likely to respond *Not sure* (50%).

5 Written Comments

5.1 Summary of Written Comments by Topic

During the survey period, ODOT received approximately 440 written comments through the Oregon Toll Program email, online comment form, and voicemail.¹⁵ Similar to previous engagement periods, all comments were compiled and categorized with a set of standard comment codes that are used for all comments related to Oregon Toll Program projects. Table 5-1 provides a list of the comment category codes and the number of times a comment submittal referenced one of the applicable comment codes. Each comment submittal could be tagged with multiple codes. Review all comments received in the Email, Web Comment Form, and Voicemail Comments Appendix.

Table 5-1. Number of Written Comments by Topic

Topic	Number of Comments
Trust and Accountability	168
Revenue/Taxes	142
Fairness	132
Rerouting/Diversion	88
Public Engagement/Process	82
Equity	71
Personal Financial Impacts	68
Multimodal Transportation	59
Toll Implementation	49
Project Purpose and Need	38
Proposed Alternatives	38
Other Congestion Management Ideas	37
Other Examples of Tolling	37
Congestion Observations and Impacts	36
Expand Capacity	34
Economic Impacts	32
Safety	32
Project Scope	23
Goals and Objectives	18
Tolling Policy	13
Freight	11
Other Concurrent Projects	11
Mitigation	8
Toll options	3

Project team members reviewed all comments in each of the codes and identified the key themes. The majority of commenters shared similar sentiments to many of the themes heard in past engagement efforts, including concern about ODOT's use of existing revenue and suggestions for alternative ways to generate revenue, concern that tolling would not effectively reduce traffic, suggestions or preferences for how toll revenue should be spent, and concerns about community impacts such as rerouting onto nearby roadways, impacts on low-income individuals, and impacts on businesses and the economy. Three

¹⁵ Comments were included that were sent to the project team from the beginning of the survey period (September 26, 2023) to the writing of this report (October 9, 2023).

comments specifically addressed the toll options. While most comments were not directly related to the options, all comments received by the program are reviewed and documented and will continue to inform the overall Oregon Toll Program. The project team responded to questions.

The following sections summarize the main themes from the top ten most common comment codes.

- **Trust and accountability:** Commenters expressed concern that the government and ODOT do not spend funds efficiently or effectively. They shared concern that ODOT was mismanaging public funds, particularly road and gas tax funding, and it could result in mismanaging future toll revenues. Commenters also expressed concerns about the effectiveness of tolls in reducing traffic congestion.
- **Revenue and taxes:** Commenters said that current taxes were already too high and saw tolls as an additional tax. Commenters also expressed preferences for how to spend toll revenue, with some advocating for roadway improvement projects and others advocating for multimodal projects.
- **Fairness:** Commenters expressed concern that tolls would disproportionately affect certain groups including geographic communities that are more reliant on I-5 and I-205 to get around, as well as commuters with less flexibility in their work schedules.
- **Rerouting and diversion:** Commenters expressed concern that tolls would shift traffic to surface streets, leading to increased traffic in local neighborhoods.
- **Public engagement:** Commenters expressed concern that the survey lacked options or questions that would allow them to adequately share their views. Commenters also said that it was hard to answer some of the survey questions without more information about the anticipated toll rates and traffic benefits. There was also concern about overall project engagement and communications not being transparent about the process and decisions that had already been made.
- **Equity:** Commenters expressed concern that tolls would disproportionately affect drivers experiencing low incomes and other communities of concerns, and requested exemptions for several communities of concern, including people with disabilities, veterans, and low-income individuals.
- **Personal financial impacts:** Commenters expressed concern about increased costs in a region with a high cost of living and its potential impact on household budgets. Several comments said that tolling would be particularly burdensome for the working class and retirees on fixed incomes.
- **Multimodal transportation:** Commenters said that there should be a more efficient and effective public transit system in place before implementing tolls. Some commenters expressed concern that the current system is inconvenient and unsafe.
- **Project purpose and need:** Commenters expressed frustration with the current transportation infrastructure in the Portland metropolitan area, but questioned whether tolling was the most effective way to achieve transportation goals. Commenters suggested other improvements, such as increasing capacity, as alternative solutions.
- **Toll implementation:** Commenters expressed concern with the proposed times of tolling, suggesting different times for when tolling should start and end during the day.

5.2 Comments on Toll Options

Three commenters provided input on the toll options that were shared as part of the survey:

- Two commenters noted concerns about the northern tolling location for Option 2 (a and b). They said that they were concerned about how it could lead to potential diversion and rerouting through North Portland.
- One commenter noted that Option 2b would have fewer impacts on Charbonneau residents since they would be able to access central Wilsonville without having to pay a toll.

6 Summary of Partner Agency and Advisory Committee Input

6.1 Regional Partner Agency Input

ODOT engaged partner agencies in several ways to solicit input on the tolling options. The project team hosts regular meetings with technical staff from regional cities, counties, transit agencies, Metro, and other local jurisdictions. These meetings offer a forum to share project information and gather input on the transportation analyses as well as on the transportation modeling for the project. The project team shared information and gathered input about the toll options at three meetings during the summer. The project team also hosted a series of virtual office hours in September as an additional opportunity for partner agencies to ask questions and comment on the toll options.

Key comments from partner agency staff included:

- Requested more detail on the impacts from rerouting for all options.
- Requested more analysis on several refinements to the different options, including shifts in zone and toll point locations.
- Requested more detail on trip costs for drivers for different trips under each option.
- Request for more information about the operating cost estimate, revenue estimates, and implementation timeframes.

6.2 Oregon Toll Committees Input

6.2.1 Equity and Mobility Advisory Committee (EMAC)

EMAC is a group of individuals with professional or lived experience in equity and mobility coming together to advise the Oregon Transportation Commission and ODOT on how tolls on the I-5 and I-205 freeways, in combination with other demand management strategies, can include benefits for populations that have been historically and are currently underrepresented or underserved by transportation projects. Project team members presented a high-level overview of the tolling options at the EMAC meeting on August 7, 2023. A recording of the meeting is available through the [EMAC website](#).¹⁶ EMAC meetings are open to the public and include an opportunity for public comment.

Questions and comments about the options from EMAC members included:

- Requested more detail on specific differences in benefits between the options.
- Expressed interest in potential fairness of a base toll in Option 1.
- Expressed concerns about impacts related to rerouting from Option 2, particularly for historically excluded and underserved communities.
- Emphasized fairness, simplicity, and customer experience as important considerations for choosing an option to carry forward.

¹⁶ Full URL: <https://www.oregon.gov/odot/tolling/pages/advisory-committee.aspx>

6.2.2 Regional Toll Advisory Committee (RTAC)

RTAC advises the ODOT Director in developing toll projects in the Portland metropolitan region. Committee meetings provide a forum to provide feedback to ODOT leadership in advance of Oregon Transportation Commission or ODOT toll-related decisions. RTAC is composed of approximately 25 members representing a variety of interests and perspectives who are appointed by the ODOT Director. Project team members presented an overview of the tolling options at the RTAC meeting on September 18, 2023, and notified meeting participants that the public survey would be available on September 26. A recording of the meeting is available through the [RTAC website](#).¹⁷ RTAC meetings are open to the public and include an opportunity for public comment.

Questions and comments about the options from RTAC members included:

- Questions about toll rate assumptions used in the modeling.
- Questions about how rerouting was evaluated and request for more detailed analysis of rerouting for all options.
- Questions about whether additional analysis can be done to evaluate scenarios with managed lanes.
- Request for more details on how all options affect vehicle hours traveled.
- Concern about the minimal time savings for many drivers.
- Request to remove carpooling from the mode shift analysis.

¹⁷ Full URL: <https://www.oregon.gov/odot/tolling/Pages/RTAC-documents.aspx>

7 Next Steps

Input received from partner agencies, advisory committees, and the public will help ODOT refine the project for more detailed analysis as required by the National Environmental Policy Act. The project team will share the feedback received with toll advisory committees and ODOT decision-makers.

7.1 Opportunities for Future Involvement

As the Regional Mobility Pricing Project moves forward, ODOT will continue to share project updates and provide opportunities for feedback. Planned ongoing engagement opportunities will include the following:

- Collaboration with Oregon Toll Program committees, including the EMAC, RTAC, and the Statewide Toll Rulemaking Advisory Committee.
- Engagement opportunities to continue to develop a Low-Income Toll Program based on the recommendations from the [Low-Income Toll Report](#).
- Equitable and focused engagement with communities that have been historically excluded and underserved by transportation projects.
- Broad public and community outreach through engagement events and online tools.
- Briefings and discussions with existing regional policy groups (for example, Joint Policy Advisory Committee on Transportation, Oregon Transportation Commission Area Commissions on Transportation, County Coordinating Committees).
- Engagement with technical work groups of regional partner agency staff to review study methods, technical data, and environmental analyses.
- Ongoing use of the Oregon Tolling website, email, and voicemail for comments and questions.

Stay connected! Follow ODOT on Twitter, Instagram, and Facebook for project 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 eNews:** OregonTolling.org. Click on “Contact Us.”
- **Email:** oregontolling@odot.oregon.gov
- **Phone:** 503-837-3536
- **Facebook:** www.facebook.com/OregonDOT
- **Instagram:** @OregonDOT
- **X (formerly “Twitter”):** @OregonDOT