

Oregon Toll Program

Implementation Report:

Equitable Toll Program Development Plan and Diversion Management and Mitigation Plan

December 15, 2023



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On May 4, 2023, in response to concerns raised by elected officials and regional residents, **Governor Kotek directed the Oregon Department of Transportation (ODOT) to delay toll collection on I-5 and I-205 until January 1, 2026.**

Specific issues were documented in letters from Portland metro area legislators, elected officials, advisory committee meetings, and community feedback, including:

- Questions on whether tolls should be considered to address interstate congestion, and a specific concern with all-lane and all-hour tolls.
- Dissatisfaction with timely sharing of information.
- Disagreement on the modeled and anticipated effects of the toll system, both beneficial and adverse.
- Concern with potential disproportionate impact on certain communities, specifically those located in Clackamas County, as well as those who have been historically marginalized.
- Desire for meaningful process to incorporate feedback from impacted communities.
- Lack of toll-free and multimodal travel options in some of the toll corridors.
- Need for more concrete information on the amount of toll revenue available and how it will be invested.
- Request that ODOT share and/or allocate toll revenue with local jurisdictions to invest locally in the transportation system.
- Disagreement with the implementation sequence for toll projects.

The delay to toll collection has provided ODOT more time to develop a toll program that works for Oregonians and the communities in the Portland metro area.

This **Oregon Toll Program Implementation Report** documents the status of the agency's plans to address equity concerns and minimize traffic diversion to local roads. This report provides a snapshot in time for where we are today, including a sequenced outline of the decisions and milestones we are working toward. If new information becomes available, we may change our approach and adapt to the new path forward, together.

1 Introduction

Oregonians deserve a safe and reliable transportation system.

The Oregon Department of Transportation (ODOT) is implementing tolls, as directed by the Oregon Legislature in 2017 and reaffirmed in 2021, to equip the Portland metro area with a congestion management tool and to provide a source of sustainable revenue to invest back into the multimodal transportation system.

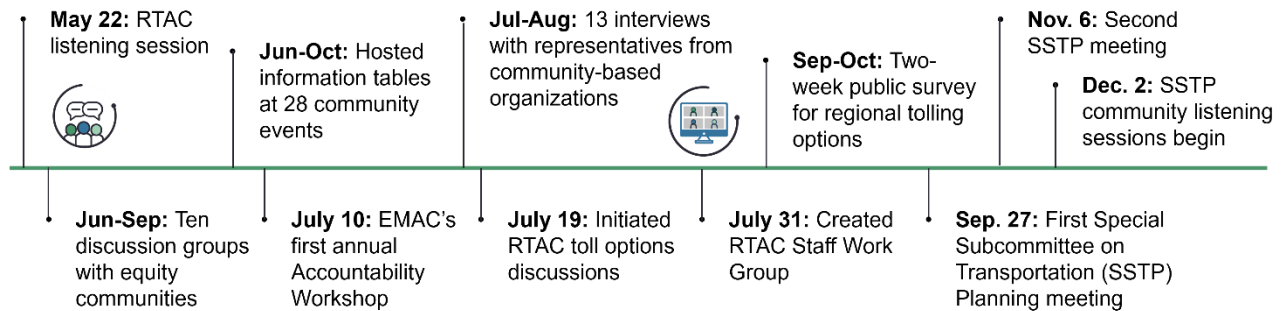


Since tolling discussions for the Portland metro area began in 2017, with the [Value Pricing Feasibility Analysis](#), there have been questions and concerns about how it would work for our communities. Two of the primary concerns we hear about are (1) **equity** and impacts to low-income individuals and (2) **diversion**, a term used to describe traffic rerouting to avoid tolls.

We welcomed the Governor’s direction to delay toll collection to 2026, as it gives us more time to address these questions and concerns as we develop the Oregon Toll Program and projects. With the delay, we have more time to listen and work with our partners and the community to make sure the program we develop addresses not only the needs of ODOT, but also those of our partner agencies and the communities near highways where tolls are collected. The updated timeline for toll collection has given us the opportunity to strengthen our engagement efforts.



Immediate actions taken to deepen engagement after tolling implementation delay announcement.



This Implementation Report details how and when partners and the public will be engaged to help inform the important decisions ahead.

Moving forward, we will continue to work with our agency, community, and business partners, tribal governments, and the broader public. There are many decisions to be made that will shape Oregon Toll Program policies, rates, and design. Currently, both Oregon Toll Program toll projects are in the federal environmental review phase, during which we analyze the benefits and adverse effects of the toll projects relative to “no tolling” scenarios. During environmental review, the design of the projects is also progressing, including toll gantry placement and toll gantry acquisition. We are also contracting for the back-office, roadside, and customer service to establish the toll systems necessary for toll collection and operations. Once a federal decision is made based on the environmental review, we will continue forward with design and begin construction.

1.1 Portland Metro Area Tolls

Tolling is part of ODOT's long-term strategy to help pay for transportation improvements and provide faster, more efficient trips through the Portland metro area. The Oregon Toll Program consists of two toll projects in development: the **I-205 Toll Project** and the **Regional Mobility Pricing Project**. Toll revenues from the Oregon Toll Program projects will help fund transportation projects in the Portland metro area and maintain and improve our region's multimodal transportation system. The **Interstate Bridge Replacement Program** is also proposing tolls as a funding source and tool for congestion management.

Oregon Toll Program

I-205 Toll Project

The [I-205 Toll Project](#) will implement a point toll at the Abernethy Bridge, which spans the Willamette River between Oregon City and West Linn. Toll revenue will help repay a portion of the construction costs to make the I-205 [Abernethy Bridge earthquake ready](#). Tolls will also help manage congestion and raise revenue for other roadway and multimodal projects.

Regional Mobility Pricing Project

The [Regional Mobility Pricing Project \(RMPP\)](#) will toll I-5 and I-205 in the Portland metro area to provide faster, more efficient trips and to help pay for transportation improvements. This toll project is studying tolls on I-5 between the Columbia River and the Boone Bridge in Wilsonville, and on I-205 from the Columbia River to where I-205 intersects with I-5 in Tualatin.

Interstate Bridge Replacement Program

The [Interstate Bridge Replacement \(IBR\)](#) program is co-led by the Oregon and Washington departments of transportation. The program will replace the I-5 bridges over the Columbia River and North Portland Harbor Bridge with seismically sound bridges; enhance high-capacity transit options across the Columbia River; and improve safety, traffic flow, and active transportation facilities.

Tolls will generate revenue to help fund construction and facility operations and maintenance, as well as manage demand and improve mobility through the corridor. Due to the bi-state nature of the IBR program, toll rates and policies may be different from the other projects within the Oregon Toll Program.

Toll Projects in the Portland Metro Area



For the purposes of this Implementation Report, we focus only on the Oregon Toll Program.

1.2 Why Tolling: Goals for the Region

For over six years, we have been working to implement tolls on I-5 and I-205 in the Portland metro area to help achieve two goals: **manage traffic congestion** and **generate sustainable revenue** for multimodal transportation improvements. While individual toll projects may emphasize one goal over the other, all toll projects delivered through the Oregon Toll Program share these fundamental objectives.

Manage Traffic Congestion

Doing nothing does not improve travel or help us meet our goal of reducing total vehicle miles traveled. Traffic diversion onto non-interstate systems in local communities occurs today and will continue to worsen in severity, occurring more often.

Congestion in the Portland metro area impacts statewide economic competitiveness, the safety of travelers, and the day-to-day lives of Oregonians. Pre-pandemic, our region experienced about [11.5 hours of congestion](#) on an average weekday – this travel delay cost about \$1.2 million per day. Today, traffic on I-5 and I-205 is [nearly back to pre-pandemic levels](#) in terms of travel speed and trip time. Even as the rate of population growth declines, the Portland metro area can expect increasingly strained roadways and gridlock, resulting in more travel delay, unsafe travel conditions, and continued economic losses for the region and the state. We know that we cannot address traffic congestion by adding more interstate lane miles alone.¹ Congestion pricing will ease traffic flow at the worst times of the day, reducing interstate bottlenecks and stop-and-go traffic while providing travelers with a safer, more predictable trip.

Congestion pricing is a type of toll.

It charges higher fees during congested travel times and a lower fee at other times.

Travelers can make informed travel choices:

- Pay the fee and receive a reliable trip on the tolled interstates.
- Take an earlier or later trip to avoid rush hours, if able.
- Choose another route that may take longer.
- Choose to take a bus, bicycle, or carpool instead of driving alone.
- Not take the trip at all (such as working from home) or combine multiple trips into one.

Even if only 5% of travelers on a congested roadway make a change, traffic flow will improve.

(U.S. Department of Transportation, 2022.)

Generate Sustainable Revenue

The costs of transportation construction and ongoing maintenance are increasing, and transportation funding is insufficient.

Our funding streams are falling short to cover the costs to maintain and improve our roadways. Projections show they will decline due to diminishing fuel tax revenue as vehicles become more fuel efficient, and because federal and state fuel taxes have not kept pace with inflation. This is happening while costs are increasing and the demand for systemwide multimodal investments is growing.

Oregon's Primary Transportation Funding Sources:

- Fuel tax
- Motor carrier fees
- Vehicle registration fees

The net cash balance of Oregon's State Highway Fund is projected to drop below \$0 this biennium.

¹ For details on this concept, see section 2.4.6.3 on [Induced Demand and Land Development](#). Federal Highway Administration.

To cover the costs of major projects in the Portland metro area, a statewide fuel tax increase would have to be significant and would require drivers statewide to fund major construction projects in the Portland region. Tolling ensures those who benefit most from the improvement, fund the improvement. To have a variety of funding sources, we continue to enhance and expand [OReGO](#), our voluntary road usage charging program, to serve more Oregonians. However, to significantly increase the number of enrollees in the program, and therefore raise significant revenue, the legislature would need to make enrollment mandatory for certain vehicles. In the absence of that action, the program will not generate adequate revenue to avoid tolling as a necessary supplement to address our revenue shortfalls.

To keep people moving and our system safe, we need to look at other funding streams, including tolling. Toll revenue will provide a new funding source that stays local* and helps our region thrive. (*ODOT, 2023c.)

1.3 Oregon Toll Program: How Did We Get Here?

“Congestion in the Portland metro area is having a major impact on the economic vitality of all regions. It not only creates challenges for commuters and businesses in the metro area, but it is also making it difficult for producers across the state to move their goods into and through Portland in a predictable, reliable, and timely fashion.” – 2016 Transportation Vision Panel Report

Tolling became an active part of our statewide transportation discussions in 2016 and 2017, when the [2016 Transportation Vision Panel Report](#) to former Governor Kate Brown presented significant concern about the statewide economic impacts from congestion in the Portland metro area. State legislators recognized that Oregon needs new and different funding sources to make vital improvements to the transportation system for the safety and economic viability of the state. In 2017, [House Bill 2017](#) gave legislative direction to the Oregon Transportation Commission to seek federal approval by the end of 2018 to implement variable time-of-day tolling that would reduce traffic congestion. The following timeline graphic details decisions and milestones that have moved us forward in implementing the Oregon Toll Program since that initial legislative mandate.

Oregon Toll Program Past Decisions and Milestones

Year	Role	Decision or Milestone
2016		Transportation Vision Panel Report submitted to Governor Kate Brown
2017		Oregon Legislature passed House Bill 2017 , which directed the OTC to pursue value pricing (tolling) as a means of managing congestion on the interstates and providing funding for critical transportation investments
2018	F	Oregon successfully renewed its spot in the federal Value Pricing Pilot Program
	F O CW	ODOT created the Portland Region Value Pricing PAC to advise OTC in implementing House Bill 2017 , Section 120
	F OTC O P PA CW	ODOT's Value Pricing Feasibility Analysis determined tolls on I-5 and I-205 in the Portland Metropolitan area are feasible to manage congestion
	F O CW	PAC recommended moving forward toll projects on I-5 and I-205 and advanced three priorities for mitigation strategies
2019	F	FHWA provided formal next steps and guidance to develop ODOT toll projects
2020	F P	OTC adopted a policy concept that toll revenue will be invested in the corridor in which tolls are collected
	F O P PA	ODOT initiated federal environmental review: I-205 Toll Project
	P PA	Environmental scoping public comment period: I-205 Toll Project
	O P PA	ODOT committed to studying regional tolling on I-5 and I-205 (RMPP) in response to public comments received during I-205 Toll Project scoping
	O CW	EMAC created the Oregon Toll Program equity framework to guide the toll projects

KEY

- ◆ Decision-maker
- Informer
- F FHWA
- OTC OTC
- O ODOT
- P Public Input
- PA Partner Agencies
- CW Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

Oregon Toll Program Past Decisions and Milestones, continued

Year	Role	Decision or Milestone
2021	O	OTC adopted the Urban Mobility Strategy , which guides Portland Metro area toll investments
	CW	OTC accepted EMAC's foundational statements to guide an equitable toll program and projects
	F O	ODOT and FHWA initiated the federal Planning and Environment Linkages process: RMPP
		Oregon Legislature passed House Bill 3055 , which directed ODOT to establish a low-income toll program that is available on the first day of toll collection
2022	CW	OTC accepted EMAC's Shaping an Equitable Toll Program: Recommendations
	PA CW	ODOT initiated Adaptive Traffic Management Framework planning
	O P CW	ODOT delivered the Low-Income Toll Report to the OTC and to the Oregon Legislature
	F O PA CW	ODOT established the RTAC in response to partner comments received during I-205 Toll Project RTP amendment to advise the ODOT Director on regional toll projects
	F O P PA CW	ODOT completed the PEL process and initiated federal environmental review: RMPP
2023	O P PA	OTC adopted the Oregon Highway Plan Tolling and Congestion Pricing Policy Amendment
	O	ODOT convened STRAC to advise on rules for customer accounts, rate setting, exceptions, and low-income toll program
		Governor Kotek delayed toll collection to after January 1, 2026
	O CW	EMAC and ODOT held Accountability Workshop #1 that confirmed a work plan for toll program challenges and opportunities
	O PA	Partner agencies identified potential toll-free multimodal travel options to complement toll projects
	O P CW	ODOT developed draft toll rules informed by EMAC, STRAC, and equity-focused engagement
	OTC O	OTC committed to delivering a benefit program for customers at or below 200% of the Federal Poverty Level
	O OTC	STRAC finalized feedback on draft toll rules at its final meeting

KEY

Decision-maker	FHWA	ODOT	Partner Agencies
Informer	OTC	Public Input	Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports. Transit agencies and districts, and metropolitan planning organizations.

ACRONYMS

EMAC Equity and Mobility Advisory Committee	PEL Planning and Environment Linkages
FHWA Federal Highway Administration	RMPP Regional Mobility Pricing Project
ODOT Oregon Department of Transportation	RTP Regional Transportation Plan
OTC Oregon Transportation Commission	RTAC Regional Toll Advisory Committee
OTP Oregon Transportation Plan	STRAC Statewide Toll Rulemaking Advisory Committee
PAC Portland Region Value Pricing Policy Advisory Committee	

1.4 Collaborative and Informed Decision-Making

Developing and implementing regional tolling is a large and important endeavor. We look to our partners in local and regional government, community-based organizations, and the public to help guide us to make sure the Oregon Toll Program will reflect regional and state needs.

We have established or participate in a wide range of engagement channels and rely on the individuals at each table to provide critical input to inform the topics under their charge. These include:

- Three advisory committees, whose members represent various transportation users and communities that will be affected by tolling:
 - **Equity and Mobility Advisory Committee (EMAC); 2020 – present:** Members of this committee advocate for an equitable toll system that provides travel benefits while avoiding further harm to populations that have been historically and are currently underrepresented or underserved by transportation projects.
 - **Regional Toll Advisory Committee (RTAC); 2022 – present:** This group advises on specific toll program elements.
 - **Statewide Toll Rulemaking Advisory Committee (STRAC); 2023:** This committee provided feedback to inform the development of draft administrative rules for setting toll rates and customer interaction.
 - Toll project **Participating Agencies** and **Consulting Tribes** take formal roles reviewing and providing input on key documents as part of the federal environmental review process.
- **Joint Committee on Transportation Special Subcommittee on Transportation Planning** provides legislative review of major transportation projects, including the Oregon Toll Program.
- **Bi-state topic-specific workgroups and existing committees, commissions, and councils** provide input and guidance to shape the toll program and inform decision-making.
- **Community-based organizations** with whom we partner to inform and engage with communities that have historically not been involved or consulted by transportation agencies in major decisions. We are actively building long-term relationships with these organizations.
- **Members of the broader public**, whom we engage through public comment periods as required by federal law, in addition to other public engagement efforts such as information tables at community events, community presentations, and open houses. Beyond focused outreach periods, we always welcome feedback through channels such as email, voicemail, comment forms, and live comments at public committee meetings.

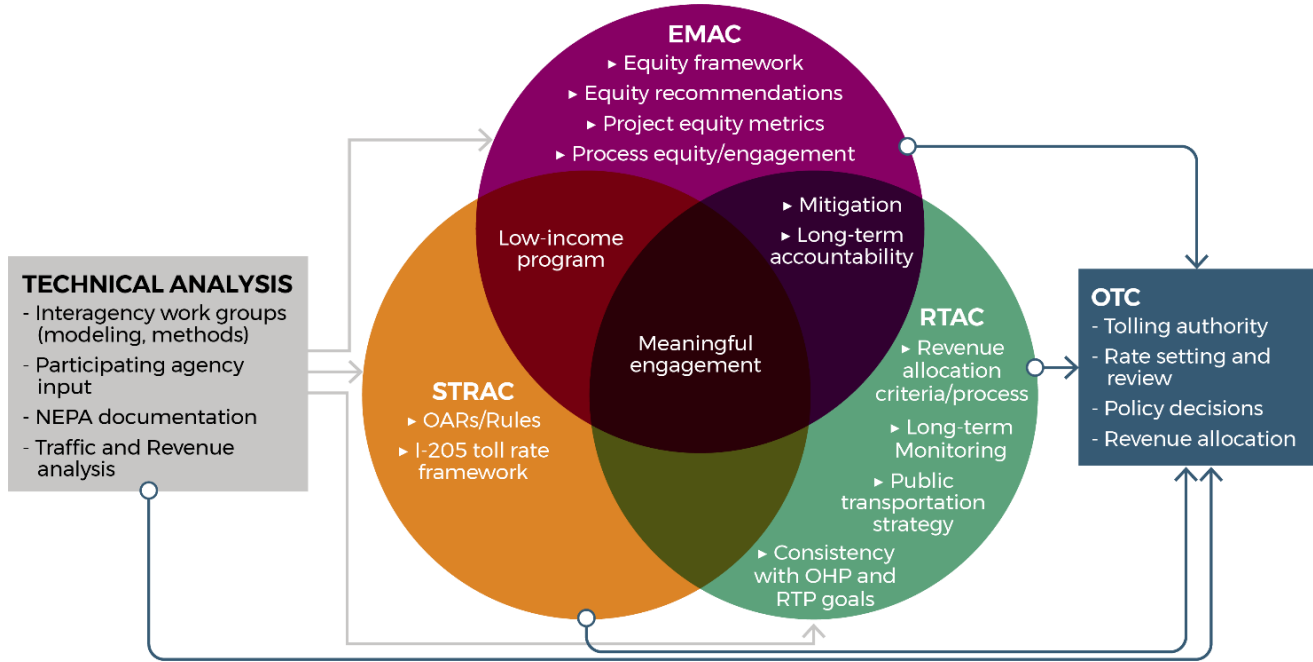
Tribal Consultation

Alongside the Federal Highway Administration, we maintain strong relationships with tribal governments through ongoing government-to-government consultation. Practicing government-to-government consultation respects the sovereignty of the individual federally recognized tribes and accounts for the preferences of each tribe. Consultation for the Oregon Toll Program and toll projects has been ongoing and will continue through the lifecycles of the projects.

Oregon is the first state in the nation to propose a toll exemption for tribes at this scale. Other states have recognized the federal preemption that results from specific treaty language; however, Oregon is seeking to provide an exemption as well as recognition for the preemptive treaty language. Through tribal consultation, we have drafted and revised draft rules for exempting tribal members from tolls, which were submitted to the Oregon Transportation Commission for review in 2023. Consultation with tribes will continue until the final rule language is adopted, and we will negotiate intergovernmental agreements with each tribal government through this process.

These engagement channels are used to ensure we are hearing from the entire regional community, including those who are often left behind or not typically engaged in transportation project implementation. The figure below helps show the interactive and robust way we are bringing people, jurisdictions, and interested parties to the table to help inform the Oregon Toll Program.

Oregon Toll Program technical analysis and engagement interactions.



The table that follows shows the Oregon Toll Program’s coordination and engagement timeline from 2020 through 2023, indicating the number of meetings held with various work groups and advisory committees, along with total numbers for public outreach efforts each year. To date, our engagement efforts have been robust, evolving as the projects evolved, adapting throughout the COVID-19 pandemic, and responding to regional conversations.

In 2021 and 2022, we were preparing the I-205 Toll Project Environmental Assessment and in the middle of the early planning phase for the Regional Mobility Pricing Project (RMPP). This work, along with developing the Low-Income Toll Report (2022) and I-205 initial traffic analysis results (2022), warranted more meetings and updates with regional partner agencies. In 2023, we shifted our engagement with local and regional governments through the formation of the Regional Toll Advisory Committee (RTAC) and the Public Transportation Strategy Workgroup, a group of public transit providers that worked with us to identify public transportation projects and supportive services that could complement the I-205 Toll Project and RMPP (more information in Section 3.3). Some of the briefings held in the past were replaced with collaborative work sessions. The number of committee or workgroup sessions held in 2023 increased over the 2020–2022 timeframe.

Finally, the number of public engagement events, discussion groups, and interviews in 2023 was the highest we have documented since the program began. This work is essential in helping us hear directly from community members and incorporating their feedback into our work. Looking ahead to 2024, we are planning to build on what we learned in 2023 and will continue direct outreach in the community with information tables at fairs and festivals, community presentations, webinars, and public hearings.

By the numbers: Oregon Toll Program coordination and engagement, 2020 through November 2023

	2020	2021	2022	2023
Committee and Workgroup Meetings	<i>Number indicates total meetings held</i>			
Region 1 Area Commission on Transportation + Toll Workgroup	12			
Regional Partner Agency Staff	24			
Regional Modeling Group	11			
Transit and Multimodal Working Group	11			
RMPP Transportation Technical Report Workgroup			8	
Equity and Mobility Advisory Committee (EMAC)	27			
EMAC Subgroups (Subcommittees, Small Groups, Office Hours)			26	
Statewide Toll Rulemaking Advisory Committee (STRAC)				8
Regional Toll Advisory Committee (RTAC)			10	
RTAC Staff (Office Hours, Staff Working Group)				12
C4 I-205 Tolling Diversion Subcommittee			14	
Public Transportation Strategy Project Management Team + Workgroup				13
Public Outreach				
Public briefings and presentations	70	106	107	45
Events (tabling, webinars, workshops, in-person open houses, in-person listening sessions, public hearings)	4	3	34	44
Discussion and focus groups, stakeholder interviews	8	7	16	34
Survey responses	4,307	6,503	13,360	11,134
Communications received (emails, letters, voicemails, web comment forms)	322	803	3,362	2,811

1.5 How Will Oregon Toll Revenue Be Used?

Toll rates and net revenue allocation are top concerns for community members and regional jurisdictions.

Regional partners and community members frequently ask: How will toll revenue be used? For bridge tolls like those planned on the I-5 Interstate Bridge and the I-205 Abernethy Bridge, there is a direct connection between the construction improvements and the toll revenue that will help pay for them. For RMPP, which is not directly connected to a construction project, agency partners have requested that some net toll revenue be shared with or invested in local jurisdictions to help solve existing infrastructure deficiencies and future congestion problems caused by tolling. Given the rising costs of maintaining infrastructure and hours of congestion, the request is logical and expected.

To date, the lack of clarity around net toll revenue allocation with jurisdictions has increased frustration. The answer requires multiple analyses and decisions not yet completed.

Local agencies in the Portland metro area, including Southwest Washington, recently proposed more than 200 projects to address congestion and mobility challenges on local streets along I-5 and I-205. Toll revenue could generate millions of dollars annually to help address transportation funding shortfalls.² How much toll revenue will be available is currently unknown and we will not have an estimate until further traffic and revenue studies are complete for the individual toll projects. We do know that if toll rates are higher, there could be more revenue; however, higher toll rates would present a greater impact to families and communities and could cause more people to avoid the tolls by diverting to local roadways. We also know tolls are only one part of a funding solution and they will not fund all the needs in the region.

² ODOT is constitutionally prohibited from spending toll revenue out of state. According to the [Oregon Constitution Article IX Section 3a](#), all resources encumbered by the highway restriction, including "...any tax or excise levied on the ownership, operation or use of motor vehicles..." can only be used in Oregon.

Federal and State Laws Prescribe Eligible Uses of Toll Revenue

Federal law requires toll revenue to first pay for operations and maintenance of the tolled roadways and the toll program itself, as well as any debt service on bonds for the toll project. Oregon statute limits the uses of toll revenue to activities on tolled roads or roads adjacent to a toll project to address the impacts of the toll project, such as congestion, safety, or diversion. In January 2023, [Goal 6: Tolling and Congestion Pricing](#) of the Oregon Highway Plan was amended to establish criteria for and define “road pricing projects” inclusive of state and local needs (Policy 6.H)³ and define the use and hierarchy of toll revenue allocation (Policy 6.L).⁴

State Law Entrusts the Oregon Transportation Commission with Toll Decisions

As the tolling authority for the state, the Oregon Transportation Commission makes policy decisions for the use of toll revenue from state roads and highways. In this capacity, several recent decisions have been made after collaborating with advisors and the community (see box). In making toll rate and net revenue allocation decisions, the Oregon Transportation Commission will consider the primary purpose of the toll project, financial analysis, the requirement to pay debt service on any bonds issued for the toll project, and the need to fund mitigation from the project. Specific allocation decisions regarding the revenues from toll projects are made using an extensive public engagement process.

Gaining Clarity to Support Regional Conversations

In April 2022, the ODOT Director and the Metro Council President signed a memorandum of understanding to ensure “a strong local voice in decisions around the allocation of toll revenue and when and how local projects that address diversion impacts are funded.” This understanding was woven into the [charter for the Regional Toll Advisory Committee](#), which was finalized in early 2023. Since then, we have heard from senior staff at partner agencies that more specific information is needed early in the planning process on the amount of toll revenue that will be generated from regional tolling, how decisions will be made about its use, and whether ODOT will share a portion of the net toll revenue, either by funding local projects that complement tolling or some other method.

Toll Revenue Use: Decisions and Milestones

- Toll revenue will be invested in the corridor in which they were collected.*
- The Urban Mobility Strategy will guide Portland metro area toll investments.*
- Low-income toll program will be available on the first day of toll collection.*
- Oregon Highway Plan Tolling and Congestion Pricing Policy Amendment adopted.*
- Begin net toll revenue allocation discussions.*
- Final Level 2 Traffic and Revenue Analysis.*
- Determine eligibility of a project to receive net toll revenue.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.

We plan to begin the conversation with the Oregon Transportation Commission in early 2024. This will lead to a better understanding of financial tradeoffs and considerations associated with toll rate structures and further clarification on how net toll revenue will be spent. Before discussing with the Commission, we will continue to discuss net revenue allocation with the Regional Toll Advisory Committee to seek their input and feedback.

³ Policy 6.H provides an opportunity for the State and local agencies to define what is part of a tolling project. The policy describes that the project includes the physical infrastructure on the tolled facility, required mitigation elements from any NEPA process, and any other infrastructure elements that are directly related to implementation of tolling that are agreed to by the State and local agency. In defining the project, improvements must be located within the corridor being tolled and must fit within the financing plan for the project.

⁴ Policy 6.L clearly describes that revenue must be used first to operate a toll location and pay for the project, as well as long term maintenance of the project.

2 Equitable Toll Program Development Plan

The impact of tolls on low-income households is one of the primary concerns we have heard in our work with regional partners and through community outreach.

As we develop the Oregon Toll Program, it is our charge to center the voices of those typically less engaged, and oftentimes, more negatively impacted by transportation decisions. Understanding the tradeoffs for decisions that will affect historically and currently underrepresented and underserved communities will inform our recommendations as we narrow in on impactful policy decisions.

Equity Foundations

Equity is at the foundation of the Oregon Toll Program.

From the inception of the Oregon Toll Program, the Oregon Transportation Commission directed us to prioritize three equity and mobility strategies:

- Improve public transportation and other transportation options for equity and mobility.
- Develop and implement special provisions for historically and currently underrepresented and underserved communities, including low-income communities.
- Minimize and mitigate negative effects of traffic diversion to advance neighborhood health and safety.

Equity and Fairness

We recognize that agency partners and members of the public have expressed concerns about geographic fairness and the location and timing of toll project implementation. Guided by the [equity framework](#), we focus on populations and communities historically underrepresented and underserved by transportation projects who will be affected by toll system implementation, regardless of whether they drive on the tolled interstate. These populations include:

- *people experiencing low-income or economic disadvantages;*
- *Black, Indigenous, and people of color (BIPOC);*
- *Tribal governments (Federally Recognized Tribes);*
- *older adults and children;*
- *persons who speak non-English languages, especially those with limited English proficiency;*
- *persons living with a disability; and*
- *other populations and communities historically excluded and underserved by transportation projects.*

The Equity and Mobility Advisory Committee

In May 2020, we convened the [Equity and Mobility Advisory Committee](#) to ensure processes are established to deliver equitable outcomes for the toll program. This is a committee of individuals with professional or lived experience in equity and mobility. The Equity and Mobility Advisory Committee has provided clear and tactical guidance during its 28 committee and subcommittee meetings that have occurred to date.

To carry out its charge, the Equity and Mobility Advisory Committee developed an [equity framework](#) as well as [foundational statements](#). In July 2022, the Oregon Transportation Commission accepted the Equity and Mobility Advisory Committee's [Shaping an Equitable Toll Program: Recommendations to the Oregon Transportation Commission](#) and charged us with advancing the equity framework and recommendations through the delivery of the toll program and toll projects.



As we consider, shape, and adopt policy, and implement the toll program, we strive to avoid causing harm, with an aim to enhance benefits for historically excluded and underserved communities and individuals. The Equity and Mobility Advisory Committee holds us accountable to these commitments and will continue to provide strategic guidance at key milestones for the ongoing federal analysis and toll rulemaking processes.

2.1 Understanding Equity and the Needs of Our Communities

We are engaging our partners and the Portland metro area public as we develop the Oregon Toll Program, with the desire to reflect their input in the program.

We are committed to sharing information and engaging with historically and currently underrepresented and underserved communities early and often throughout the development of the Oregon Toll Program. We rely on several multilingual and community-specific **equitable engagement** strategies to ensure that robust and representative input is meaningfully incorporated into all phases of toll program development. For an example of these equitable engagement strategies, see the [I-205 Toll Project Environmental Assessment Public Engagement Activity and Comment Summary Report](#).



We're Listening: Shaping the Oregon Toll Program

We have received input from the Equity and Mobility Advisory Committee, Community Engagement Liaisons, and representatives from community-based organizations at key decision points. These inputs have directly [shaped toll project design and decision-making processes](#), including establishing a low-income toll program, convening regional partners to identify toll-free travel options and multimodal solutions, and conducting robust analyses to identify potential beneficial and adverse effects to [equity framework communities](#) in the federal environmental review processes. We engaged the Equity and Mobility Advisory Committee and local partners early in the design for the I-205 Toll Project and Regional Mobility Pricing Project, and their input was integrated into transportation analysis methodologies, including the approach to evaluating social impacts of the projects on local communities.

Ongoing equitable engagement efforts will directly inform the toll projects' federal environmental review processes, Adaptive Traffic Management Framework development, toll revenue usage, and mitigation for adverse effects from traffic diversion.

Equitable Engagement: Decisions and Milestones

- Creation of the Oregon Toll Program equity framework.*
- Low-income toll program will be available on the first day of toll collection.*
- EMAC Recommendations accepted by the Oregon Transportation Commission.*
- Identified potential toll-free multimodal travel options to complement toll projects.*
- Begin net toll revenue allocation discussions.*
- Share project-level analysis to understand beneficial and adverse effects.*
- Engage partner agencies on toll project mitigation development.*
- Publish environmental review document for public comment period.*
- Share draft Adaptive Traffic Management Framework for review.*
- Receive federal environmental review decision.*

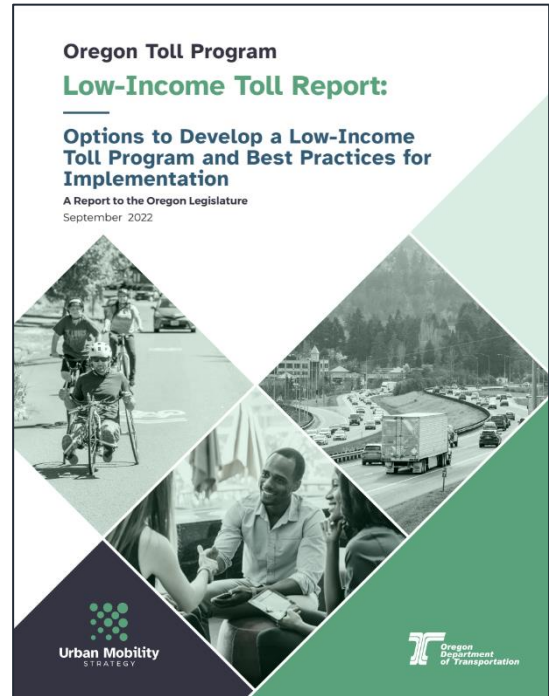
All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.

2.2 Establishing a Low-Income Toll Program

There are more than 300 toll programs in the United States, but Oregon will be the first in the country to have a low-income toll program on day one of operations.

In 2021, through [House Bill 3055](#), the Oregon Legislature directed us to develop a **low-income toll program** to address adverse impacts of the Oregon Toll Program on low-income populations. This program is intended to serve travelers who are unable to change their travel schedules or who travel frequently on the interstates. Importantly, the program will balance impacts to other system users while still achieving overall program goals to reduce traffic congestion, raise revenue, and limit traffic diversion to local roads.

In September 2022, we delivered a [Low-Income Toll Report](#) to the Oregon Transportation Commission and the Oregon Legislature. Development of this report included robust public engagement and best practices research to explore options for an income-based benefit. The outcomes of this effort guide our approach to creating an equity-informed low-income toll program that will be operational on day one of toll collection.



We're Listening: Shaping the Oregon Toll Program

In December 2023, the Oregon Transportation Commission gave the following direction for the low-income toll program in response to partner, public, and committee feedback gathered throughout 2022 and 2023:

- Provide at least a 50% discount on toll trips for customers with incomes at or below 200% of the Federal Poverty Level.** A discount of this size on all Oregon toll projects will provide substantial financial relief to low-income customers without significant impacts on toll revenue or congestion, according to traffic and revenue analyses. This is the common eligibility threshold for the handful of existing low-income toll programs across the country, but a more substantial discount than other programs provide.
- Further analyze an additional benefit for customers above 200% of the Federal Poverty Level.** ODOT will study additional benefit levels for 10% and 25% discounts for people making up to 400% of the Federal Poverty Level. This analysis will be completed in 2025, allowing the Oregon Transportation Commission to decide whether to offer this benefit level. Implementation would likely take two to three years. No other toll agency offers a discount that extends to this income level, but it would lower the financial barrier for more people to travel on the tolled facilities and avoid a “benefit cliff” for those who make more than 200% of the Federal Poverty Level but still struggle with meeting basic needs.

2023 Federal Poverty Level (FPL) by family size

Family size	100% FPL	200% FPL	400% FPL
1	\$14,580	\$29,160	\$58,320
2	\$19,720	\$39,440	\$78,880
3	\$24,860	\$49,720	\$99,440
4	\$30,000	\$60,000	\$120,000
5	\$35,140	\$70,280	\$140,560
6	\$40,280	\$80,560	\$161,120
7	\$45,420	\$90,840	\$181,680
8	\$50,560	\$101,120	\$202,240

U.S. Department of Health and Human Services, 2023

- **Allow all customers in Oregon and Washington to participate in the low-income toll program.** Through conversations with future low-income toll customers as well as the Equity and Mobility Advisory Committee, we heard that Southwest Washington residents should be afforded the same benefits as Oregonians, given the many daily commuters from Washington to Oregon. When we looked to define geographic limits for the program, we determined there is no easy geographic cutoff. The Oregon Transportation Commission has committed to implementing a program that benefits residents statewide in both Washington and Oregon. This would be a much larger area than is covered by existing low-income toll programs, which are limited to a region, a local county, or specific neighborhoods.
- **Conduct robust outreach and marketing to expand awareness** of the toll program and enrollment in the low-income option. This may include contracting with community-based organizations on marketing and engagement. We will continue to meet regularly with community-based organizations and will collaborate closely to pursue agreements in mid-2024.
- **Leverage existing income-verification programs wherever possible**, such as the Oregon Department of Human Services' ONE Eligibility System and TriMet's Honored Citizen Hop card program. We are also exploring connections with the Oregon Department of Revenue to aid income verification.

We will continue our engagement with community and agency partners to implement the low-income toll program, including efforts to ensure robust enrollment among eligible travelers.

In the next few months, the decisions listed above will be formalized in toll rules and published for public comment in April 2024. The toll rules will outline requirements for future toll projects in the state. In pursuing a system to meet the bi-state impact of Portland area tolling, providing a discount across state lines will need further legal review.

Low-Income Toll Program: Decisions and Milestones

- Low-income toll program will be available on the first day of toll collection.*
- Oregon Transportation Commission committed to discount level for customers at or below 200% Federal Poverty Level.*
- Adopt final toll rules.*
- Determine final benefit levels and discounts.*
- Contract with community-based organizations to support community education.*
- Finalize income verification process and operational procedures.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.



2.3 Toll Rules for an Accessible and Equitable Toll Program

We are prioritizing equity as we develop the broader, foundational statewide toll rules for the Oregon Toll Program, which will be applicable to all future toll projects in the state.

In January 2023, we convened the [Statewide Toll Rulemaking Advisory Committee](#) (STRAC) to help develop [Oregon Administrative Rules](#) that will determine how customers interact with the toll system and how toll rates are set, adjusted, and monitored. With both the low-income toll program and broader rulemaking, equity is central to all development processes, including decisions that are not specific to people experiencing low incomes.

To inform how equity is considered and represented throughout toll rulemaking development, we solicited input from community-based organizations, community members, and the Equity and Mobility Advisory Committee (EMAC) throughout 2023, including through a joint EMAC-STRAC committee meeting on [July 21, 2023](#). Through these efforts, we collected input and delivered summaries during each Statewide Toll Rulemaking Advisory Committee meeting to deepen the committee members' understanding of equity community needs, and to directly shape the final commitments recommended for adoption by the Oregon Transportation Commission.

Toll Rulemaking – Equity Representation

Two equity community representatives served on the Statewide Toll Rulemaking Advisory Committee, one of whom is a current member of the Equity and Mobility Advisory Committee. We also launched a parallel and intersecting effort to incorporate voices from historically and currently underrepresented and underserved communities. This effort included a series of discussion groups in spring and summer 2023 with Community Engagement Liaisons and representatives from community-based organizations that serve these communities.

We're Listening: Shaping the Oregon Toll Program

Throughout development of the draft statewide toll rules, we worked to integrate input from equity framework communities, the Equity and Mobility Advisory Committee, and the Statewide Toll Rulemaking Advisory Committee. This input directly shaped key commitments to prioritize equity community needs, including developing an accessible, easy-to-use system; addressing concerns about data privacy, equitable enforcement, and ease of enrollment and payment; and committing to exemptions for critical safety, congestion, and equity needs. A [summary report](#) (pages 27-46) of the engagement that occurred during rulemaking development is available online.

In December 2023, the Statewide Toll Rulemaking Advisory Committee gave its final recommendations on the draft toll rules. The draft rules will be published for a public comment period in April 2024, during which we will conduct robust and equitable public engagement and specifically solicit input from historically and currently underrepresented and underserved communities. Their input, combined with a formal comment from the Equity and Mobility Advisory Committee and comments from the broader public, will directly inform the Oregon Transportation Commission's final decision on toll rules in June 2024. This process will be used to make future decisions about specific toll rates for each toll project, which will

Toll Rulemaking: Decisions and Milestones

- Draft toll rules informed by equity-focused engagement, EMAC, and STRAC input.*
- STRAC final input on draft toll rules.*
- Hold public comment period for draft toll rules.*
- Adopt final toll rules.*
- Share Level 2 Traffic and Revenue Study results.*
- Prepare Investment Grade Traffic and Revenue Analysis, if required.*
- Set specific toll rates for each toll project.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.

occur approximately six months before toll collection begins.

2.4 Long-Term Equity Commitments and Accountability

We plan to sustain our equity commitments by establishing and committing to a long-term monitoring and accountability process.

The Equity and Mobility Advisory Committee advocated for the establishment of a long-term accountability structure or process to ensure equitable outcomes after tolling begins, and the Oregon Transportation Commission directed us to establish such a system.

We're Listening: Shaping the Oregon Toll Program

Throughout 2023, members of the Equity and Mobility Advisory Committee provided strategic guidance for sustaining equity commitments, leading up to the inaugural **EMAC-ODOT Accountability Workshop** held on [July 10, 2023](#). During this workshop, we [demonstrated progress](#) towards the committee's toll program equity goals, and discussed challenges and opportunities to achieving shared equity goals.



We are committed to implementing the Equity and Mobility Advisory Committee's recommendations and showing our progress at meetings with the committee. We will also explore options for long-term accountability at future annual workshops:

- At the **second EMAC-ODOT Accountability Workshop, anticipated in July 2024**, we will engage the Equity and Mobility Advisory Committee in determining possible options for a long-term accountability process or structure that will be ready on day one of toll collection.
- At the **third EMAC-ODOT Accountability Workshop, anticipated in July 2025**, we will present the Equity and Mobility Advisory Committee with a long-term toll program accountability plan to ensure equity commitments are sustained in perpetuity.



Once toll collection begins, ODOT will begin to implement the accountability and oversight plan to ensure the equity commitments identified throughout the development of the Oregon Toll Program are sustained into the future.

Equity Commitments: Decisions and Milestones

- Accountability Workshop #1 – workplan for challenges and opportunities.*
- Accountability Workshop #2 – long-term accountability options.*
- Accountability Workshop #3 – long-term accountability plan.*
- Finalize and accept long-term equity monitoring and accountability plan.*
- Toll collection begins.*
- Initiate implementation of the long-term equity accountability plan.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.

2.5 Equitable Toll Program Development Plan: Sequence of Decisions and Milestones

The timeline that follows shows the year that key Oregon Toll Program decisions and milestones occurred or began through 2023. Looking forward, it provides a best-informed estimate of the sequence of future decisions and milestones. These are all generally presented at the earliest point in time that they may occur. The flow of the future decisions and milestones may shift as the Oregon Toll Program develops and the I-205 Toll Project and the RMPP progress through their planning phases.

Equitable Toll Program Development Plan: Sequence of Decisions and Milestones































































Year	Role	Decision or Milestone
2017		Oregon Legislature passed House Bill 2017 , which directed the OTC to pursue value pricing (tolling) as a means of managing congestion on the interstates and providing funding for critical transportation investments
2018		ODOT's Value Pricing Feasibility Analysis determined tolls on I-5 and I-205 in the Portland Metropolitan area are feasible to manage congestion
2019		FHWA provided formal next steps and guidance to develop ODOT toll projects
		OTC directed formation of EMAC to ensure processes and projects are established to deliver equitable outcomes for the toll program
2020		ODOT committed to studying regional tolling on I-5 and I-205 (RMPP) in response to public comments received during I-205 Toll Project scoping
		EMAC created the Oregon Toll Program equity framework to guide the toll projects
2021		OTC adopted the Urban Mobility Strategy , which guides Portland Metro area toll investments
		OTC accepted EMAC's foundational statements to guide an equitable toll program and projects
		Oregon Legislature passed House Bill 3055 , which directed ODOT to establish a low-income toll program that is available on the first day of toll collection
2022		OTC accepted EMAC's Shaping an Equitable Toll Program: Recommendations
		ODOT delivered the Low-Income Toll Report to the OTC and to the Oregon Legislature
2023		OTC adopted the Oregon Highway Plan Tolling and Congestion Pricing Policy Amendment
		ODOT convened STRAC to advise on rules for customer accounts, rate setting, exceptions, and low-income toll program
		ODOT and FHWA published the federal environmental review document: I-205 Toll Project Governor Kotek delayed toll collection to after January 1, 2026
		EMAC and ODOT held Accountability Workshop #1 that confirmed a work plan for toll program challenges and opportunities
		ODOT developed draft toll rules informed by EMAC, STRAC, and equity-focused engagement
		ODOT initiated effort to prepare supplemental environmental review document: I-205 Toll Project
		OTC committed to delivering a benefit program for customers at or below 200% of the Federal Poverty Level
		STRAC finalized feedback on draft toll rules at its final meeting

KEY

	Decision-maker	FHWA	ODOT	Partner Agencies
	Informer	OTC	Public Input	Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

Equitable Toll Program Development Plan: Sequence of Decisions and Milestones, continued









Year	Role	Decision or Milestone
2024	 	ODOT publishes the draft toll rules for public comment on customer accounts, rate setting, exemptions, and low-income toll program
		EMAC provides formal comment on draft toll rules
	    	OTC begins net toll revenue allocation discussion
	     	ODOT begins to share environmental analysis to understand beneficial and adverse project effects: I-205 Toll Project
	  	ODOT shares findings on analysis of different rate structures and discusses trade-offs with OTC and RTAC: RMPP
	    	ODOT, with partner input, continues federal environmental review: RMPP
	   	ODOT and partner agencies identify potential traffic diversion mitigation: I-205 Toll Project
		ODOT shares findings from the Level 2 Traffic and Revenue Study: I-205 Toll Project
	  	Partner agencies work with ODOT to refine the complementary project lists with results from traffic analysis, effects on equity framework communities, and available funding
		OTC makes final decision on toll rules
	 	ODOT and FHWA publish the federal environmental review document: I-205 Toll Project
	  	Environmental review public comment period: I-205 Toll Project
	 	EMAC and ODOT hold Accountability Workshop #2 to discuss oversight options
	 	ODOT achieves federal environmental review decision: I-205 Toll Project
		Earliest gantry construction could begin: I-205 Toll Project
	     	ODOT begins to share environmental analysis to understand beneficial and adverse project effects: RMPP
   	ODOT, FHWA, and partner agencies identify potential traffic diversion mitigation: RMPP	
2025		OTC decides final benefit levels and discounts for the low-income toll program
	  	Partner agencies and ODOT continue to refine the complementary project lists in context of traffic analysis, toll project beneficial and adverse effects to equity framework communities, and available funding
		Begin baseline monitoring: I-205 Toll Project
	 	EMAC and ODOT hold Accountability Workshop #3 to discuss and recommend the long-term monitoring and accountability plan
		ODOT potentially contracts with community-based organizations to support community education about tolling and account creation for the low-income toll program
		ODOT finalizes income verification process and operational procedures
 	ODOT promotes toll account sign-ups and use of public transportation and other travel choices	

KEY









-  Decision-maker
-  Informer
-  FHWA
-  OTC
-  ODOT
-  Public Input
-  Partner Agencies
-  Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

Equitable Toll Program Development Plan: Sequence of Decisions and Milestones, continued

Year	Role	Decision or Milestone
2026		Initiate Oregon Toll Program low-income toll program and begin toll collection for I-205 Toll Project
	 	Begin baseline monitoring: RMPP
	 	ODOT initiates implementation of the long-term equity monitoring and accountability plan
	 	Earliest OTC could set specific toll rates: RMPP (6 months before toll collection)
		Earliest construction could begin (date at which toll collection begins is dependent on construction and implementation schedule)

KEY

 Decision-maker	 FHWA	 ODOT	 Partner Agencies
 Informer	 OTC	 Public Input	 Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

ACRONYMS

EMAC	Equity and Mobility Advisory Committee	PEL	Planning and Environment Linkages
FHWA	Federal Highway Administration	RMPP	Regional Mobility Pricing Project
ODOT	Oregon Department of Transportation	RTP	Regional Transportation Plan
OTC	Oregon Transportation Commission	RTAC	Regional toll Advisory Committee
OTP	Oregon Transportation Plan	STRAC	Statewide Toll Rulemaking Advisory Committee
PAC	Portland Region Value Pricing Policy Advisory Committee		

3 Diversion Management and Mitigation Plan

We have heard regional and local partner agencies, residents, and businesses express concern about traffic diversion from the tolled interstates to adjacent highways and local roads. As we plan, design, and ultimately implement the toll program, our top priority is to improve travel on the tolled interstates and raise revenue for transportation needs, and to do so in a way that minimizes impacts to local communities.

We are looking at a comprehensive suite of strategies to minimize traffic diversion from the interstates to local roads, while achieving our core program goals of managing regional traffic congestion and generating sustainable revenue for bottleneck-relief projects. These strategies include toll program and toll project design, mitigation under federal law, ongoing assessment and adjustment of toll system performance after tolling begins, and investments to complement the toll system.

Traffic diversion is not new.

Bottlenecks and traffic congestion on our interstates already result in traffic diversion from the interstates to our local streets, regional arterials, and other highways. This causes slow and unpredictable travel times, making it difficult to get to work and school, and to shop, access health and social resources, and deliver goods and services. On top of that, safety worsens on and off the interstates, as crash frequency tends to increase with congestion and stop-and-go traffic. Vital emergency services such as ambulances, fire trucks, and police vehicles are also stuck in this same traffic, increasing health and safety risks in communities.

Understanding the Problem

We understand that traffic diversion is a serious concern among communities close to I-5 and I-205. We also understand that in order to deliver on our safety and livability goals as an agency, we must recognize the present challenges and spend the time and resources to develop and deliver solutions. Traffic modeling and information from other toll programs show that as traffic flow improves on the tolled interstates, some drivers who currently divert to local roads to avoid congested interstates will choose to return to the interstate.

The Portland metro area population is still growing, even if growth has slowed in recent years. If nothing is done, current bottlenecks and aging infrastructure will continue to hurt the region's quality of life. Action is needed, but we must make careful decisions. With a comprehensive approach to managing traffic diversion, we can build a successful toll system and improve travel for the region overall without harming local communities.

What is Mitigation?

We will implement mitigation for adverse project effects that are identified in the environmental review documents as required by the Federal Highway Administration (FHWA):

- *Federal environmental law requires agencies to identify and include all relevant and reasonable mitigation measures for project impacts.*
- *Effective mitigation starts at the beginning of the NEPA process, and mitigation is an integral part of the project alternatives development and analysis process.*
- *ODOT and FHWA are jointly responsible to ensure that the identified mitigation is implemented or that the associated impacts are compensated for otherwise.*
- *Mitigation measures are incorporated into the project and are eligible for federal funding when FHWA determines that the impacts result directly from the project.*

3.1 Toll Program and Project Design

We aim to avoid and minimize traffic diversion from the interstates to the local roadway network by (1) setting appropriate toll rates to balance traffic at the lowest fee possible and (2) selecting gantry locations to discourage excessive toll avoidance. If the federal environmental analysis and review process identifies traffic diversion from the toll projects that causes community impacts, we will work with impacted communities to identify and implement mitigation.

A foundational goal of the Oregon Toll Program is to manage anticipated traffic diversion from the tolled interstates and minimize traffic diversion early in the project development and design process. To the greatest extent possible, we will avoid traffic diversion to local roads through continued development of program and project design elements, such as toll rates and toll gantry locations.

We are currently analyzing different toll rate options to find one that best meets the key objectives to minimize congestion and traffic diversion, to maximize travel benefits for toll payers and local street users, and to generate revenue for important infrastructure improvements. The Oregon Transportation Commission is the toll authority in Oregon, and will set toll rates based on public input, traffic diversion effects, cost of living changes, congestion relief goals, and net toll revenue generation potential.

Toll Types Being Evaluated:

- *Abernethy Bridge point toll*
- *Priced single express lane for a 7-mile stretch of I-205*
- *All-lane toll zones in the most congested areas of I-5 and I-205*
- *All-lane base toll with additional peak pricing on I-5 and I-205*

We're Listening: Shaping the Oregon Toll Program

To further engage partners and solicit input on toll program design, we convened technical workgroups composed of partner agency staff, as well as multiple advisory committees, to advise us and the Oregon Transportation Commission on toll system development. The environmental review process for both toll projects will identify roadway, transit, active transportation, and safety effects, as well as potential mitigation strategies to avoid, minimize, or mitigate adverse effects.

We will continue to review toll project effects and identify mitigation strategies in coordination with local jurisdictions and advisory committees, and with input from comments on the environmental documents. The revised environmental documents will include the final mitigation commitments and their potential environmental effects.

Managing Traffic Diversion: Decisions and Milestones

- Initiated federal environmental review process for toll project.*
- Determine toll zones, toll points, and/or gantry locations with partner input.*
- Identify adverse effects of traffic diversion and work with partners and the Federal Highway Administration to determine potential mitigation.*
- Evaluate mitigation proposal effects.*
- Publish environmental review document.*
- Hold public comment period for environmental review.*
- Refine and finalize traffic diversion mitigation, if needed.*
- Achieve federal environmental review approval.*
- Establish baseline conditions prior to toll system operation.*
- Set project toll rates.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.

3.2 Oregon Toll Program Adaptive Traffic Management Framework

After implementing toll projects, we will not “set it and forget it.” We will continue to collaborate with regional partners to assess travel and traffic diversion patterns after tolls begin and into the future. As the toll system begins operation, if we find that it causes excessive traffic diversion impacts to the local community and roadway network, we will work with partners to identify solutions.

We will coordinate with multiple workgroups and local agency staff to develop an Adaptive Traffic Management Framework for the Oregon Toll Program. This framework will establish a process to track and routinely assess changes in traffic and safety patterns due to tolling at various time scales (e.g., hourly, weekly, monthly) and by mode of transportation. While the federal environmental review process seeks to predict effects, monitoring allows for continued evaluation of, and response to, actual toll program performance.

We are required to avoid and minimize adverse effects from the project, and if we are not able to, we must determine if mitigation is needed. Monitoring is required to establish future mitigation needs, especially if they emerge in later years after implementation of tolls. We will mitigate the additional effects directly caused by tolling.

We’re Listening: Shaping the Oregon Toll Program

Developing an Adaptive Traffic Management Framework will require collaboration with partner agencies to achieve a comprehensive understanding of traffic changes and to ensure that additional impacts are not realized after project implementation. We propose to convene workgroups to ensure regional collaboration on the monitoring effort. These workgroups would include staff from ODOT, local agencies, and public transportation providers, and will focus on objectives related to communication, operations and performance, agency coordination, and issue identification and resolution. We will also coordinate with workgroups to identify locations (key routes) to monitor.

Many elements of this framework are still under development and will require further coordination within ODOT and with regional partners. Development of the Adaptive Traffic Management Framework is a core element of the Regional Toll Advisory Committee and Equity and Mobility Advisory Committee workplans for 2024. We aim to obtain regional concurrence on tracked metrics and frequency and thresholds for adjustments to planned mitigation, as well as the process to identify unanticipated locations requiring mitigation. Once partner feedback has been incorporated and the Adaptive Traffic Management Framework has been completed, we will begin monitoring for baseline conditions approximately 12 months before toll collection starts.

Adaptive Traffic Management Framework: Decisions and Milestones

- Initiated Adaptive Traffic Management Framework planning.*
- Convene regional partner workgroups to collaborate on the Framework.*
- Collaborate with partner agencies, RTAC, and EMAC on Framework development.*
- Finalize Framework with partner input.*
- Begin baseline conditions monitoring.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.

3.3 Projects that Complement the Oregon Toll Program

We will continue collaboration with regional partners to explore multimodal investments and funding opportunities to expand travel options for those who need to travel on or near the tolled interstates.

Over the last year, we actively engaged our local agency and public transportation partners in the Portland Metro area, including Southwest Washington, in two efforts: one specifically focused on public transportation, called the Public Transportation Strategy, and another focused on bicycle, pedestrian, roadway, and other mobility investments, called the Nexus project list. The purpose of these efforts was to compile lists of investments that our regional partners believe are needed to address anticipated impacts from toll implementation. In total, over 200 multimodal projects and supportive services were identified. Many of the proposed system improvements are already included in local and regional planning documents and address system gaps and deficiencies that exist today or in the future, with or without tolling. The congestion pricing system will be more effective with regional investment in the multimodal transportation system to address existing issues.

Mitigation or Complementary Projects

We agree that tolling cannot solve our region's congestion problems on its own. It is just one tool in the toolbox. Infrastructure investments in public transportation; bicycle and pedestrian paths, trails, sidewalks, and lanes; and other roadway improvements are needed to keep our region moving.

Some investments will be made to address adverse effects from the toll projects. These are called "mitigation" and are federally required to be implemented after achieving concurrence from the Federal Highway Administration that the project can advance. ODOT is required to pay for these improvements.

Other projects are necessary, but not solely because of toll projects. They are needed to make sure the entire transportation network operates as efficiently as possible and to provide options for people who do not or cannot drive a motor vehicle to certain destinations. These investments take partnerships and multiple funding sources to complete. We intend to collaborate with our jurisdictional partners to build a regional multimodal

We're Listening: Shaping the Oregon Toll Program

As we conduct environmental analyses to identify potential beneficial and adverse effects of the toll projects, early results will be shared with partners, including information about potential effects on traffic diversion, historically and currently underrepresented and underserved communities, safety, the economy, and traffic congestion. When the new information, data, and analysis are available, regional partners may decide to revise or refine the complementary project lists.

The effort to identify complementary projects is a new approach for us and will require further development of specific processes. Next steps include additional analyses informing refinement of the project lists by partners, determination of implementation timeframes, and identification of potential funding sources for some or all projects, including use of toll revenue as a funding source. These steps will be informed by findings from parallel efforts, including the environmental review analyses for the two toll projects, revenue and traffic studies for the two projects, low-income toll program development, and rulemaking and rate-setting recommendations from the Statewide Toll Rulemaking Advisory Committee.

Toll Projects Complementary Multimodal Investments: Decisions and Milestones

- Urban Mobility Strategy guides Portland Metro area toll investments.*
- Potential toll-free multimodal travel options to complement toll projects identified.*
- Begin toll revenue allocation discussion.*
- Share analysis to understand project beneficial and adverse effects.*
- Determine next steps for complementary project list refinement.*
- Refine complementary project lists in context of available new information.*
- Share Level 2 Traffic and Revenue Study results.*
- Determine eligibility for a project to use net toll revenue as a funding source.*

All decisions and milestones are shown in sequence on one or both timeline graphics in sections 2.5 and 3.4.




3.4 Diversion Management and Mitigation Plan: Sequence of Decisions and Milestones

The timeline that follows shows the year that key Oregon Toll Program decisions and milestones occurred or began through 2023. Looking forward, it provides a best-informed estimate of the sequence of future decisions and milestones. These are all generally presented at the earliest point in time that they may occur. The flow of the future decisions and milestones may shift as the Oregon Toll Program develops and the I-205 Toll Project and the RMPP progress through their planning phases.

Diversion Mitigation and Management Plan: Sequence of Decisions and Milestones

Year	Role	Decision or Milestone
2017		Oregon Legislature passed House Bill 2017 , which directed the OTC to pursue value pricing (tolling) as a means of managing congestion on the interstates and providing funding for critical transportation investments
2018	F OTC O P PA CW	ODOT's Value Pricing Feasibility Analysis determined tolls on I-5 and I-205 in the Portland Metropolitan area are feasible to manage congestion
	F O OTC	PAC recommended moving forward toll projects on I-5 and I-205 and advance three priorities for mitigation strategies
2019	F	FHWA provided formal next steps and guidance to develop ODOT toll projects
2020	F O P PA	ODOT initiated federal environmental review: I-205 Toll Project
	O P PA	ODOT committed to studying regional tolling on I-5 and I-205 (RMPP) in response to public comments received during I-205 Toll Project scoping
2021	OTC O	OTC adopted the Urban Mobility Strategy , which guides Portland Metro area toll investments
	F O	ODOT and FHWA initiated the federal Planning and Environment Linkages process: RMPP
2022	O PA CW	ODOT initiated Adaptive Traffic Management Framework planning
	F O PA CW	ODOT established the RTAC in response to partner comments received during I-205 Toll Project RTP amendment to advise the ODOT Director on regional toll projects
	F O P PA CW	ODOT completed the PEL process and initiated federal environmental review: RMPP
2023	OTC O P PA	OTC adopted the Oregon Highway Plan Tolling and Congestion Pricing Policy Amendment
	O	ODOT convened STRAC to advise on rules for customer accounts, rate setting, exceptions, and low-income toll program
	OTC O	ODOT and FHWA published the federal environmental review document: I-205 Toll Project Governor Kotek delayed toll collection to after January 1, 2026
	O	OTC and ODOT provided Governor Kotek and updated finance plan for the UMO projects assuming the delay to toll collection
	OTC O	ODOT and OTC determined the I-205 Toll Project and the I-205 Improvements Project would be reduced to a point toll at the Abernethy Bridge to fund reconstruction of the bridge
	O PA	Partner agencies identified potential toll-free multimodal travel options to complement toll projects
	O	ODOT initiated effort to prepare supplemental environmental review document: I-205 Toll Project
	O CW	STRAC finalized feedback on draft toll rules at its final meeting

KEY

-  Decision-maker
-  Informer
-  FHWA
-  OTC
-  ODOT
-  Public Input
-  Partner Agencies
-  Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

Diversion Mitigation and Management Plan: Sequence of Decisions and Milestones, continued







Year	Role	Decision or Milestone
2024	OTC, O, P, PA, CW	OTC begins net toll revenue allocation discussion
	O, PA, CW	ODOT convenes partner agency workgroups and committees to collaborate on Adaptive Traffic Management Framework
	F, O, PA	ODOT confirms gantry location(s): I-205 Toll Project
	F, OTC, O, P, PA, CW	ODOT begins to share environmental analysis to understand beneficial and adverse project effects: I-205 Toll Project
	OTC, O, CW	ODOT shares findings on analysis of different rate structures and discusses trade-offs with OTC and RTAC: RMPP
	F, O, P, PA, CW	ODOT, with partner input, continues federal environmental review: RMPP
	F, O, PA, CW	ODOT, FHWA and partner agencies identify potential traffic diversion mitigation: I-205 Toll Project
	O	ODOT shares findings from the Level 2 Traffic and Revenue Study: I-205 Toll Project
	O, PA	Partner agencies work with ODOT to define next steps to refine complementary project lists
	O, PA, CW	Partner agencies work with ODOT to refine the complementary project lists with results from traffic analysis, effects on equity framework communities, and available funding
	F, O, PA, CW	ODOT provides draft Adaptive Traffic Management Framework proposal for partner agency, RTAC, and EMAC review and input
	F, O	ODOT and FHWA publish the federal environmental review document: I-205 Toll Project
	P, PA, CW	Environmental review public comment period: I-205 Toll Project
	F, O, PA, CW	ODOT and partner agencies refine and finalize traffic diversion mitigation, if needed: I-205 Toll Project
	O, PA	ODOT determines toll zones, toll points, and/or gantry locations: RMPP
	F, O	ODOT achieves federal environmental review decision: I-205 Toll Project
	O	Earliest gantry construction could begin: I-205 Toll Project
	F, OTC, O, P, PA, CW	ODOT begins to share environmental analysis to understand beneficial and adverse project effects: RMPP
	F, O, PA, CW	ODOT, FHWA, and partner agencies identify potential traffic diversion mitigation: RMPP
	O, PA, CW	ODOT finalizes Adaptive Traffic Management Framework and begins implementation
2025	O, PA, CW	Partner agencies and ODOT continue to refine the complementary project lists in context of traffic analysis, toll project beneficial and adverse effects to equity framework communities, and available funding
	O, PA	Begin baseline monitoring: I-205 Toll Project
	O	ODOT completes I-205 Toll Project Investment Grade Traffic and Revenue Analysis
	OTC, P	OTC sets specific toll rates: I-205 Toll Project (6 months before toll collection)
	F, O	ODOT and FHWA publish the federal environmental review document: RMPP
	P, PA, CW	Environmental review public comment period: RMPP
	F, O, PA, CW	ODOT, FHWA, and partner agencies refine and finalize traffic diversion mitigation, if needed: RMPP
	O	ODOT shares findings from the Level 2 Traffic and Revenue Study: RMPP
	O, PA	ODOT can determine eligibility for a project to use toll revenue as a funding source: RMPP corridor
	F, O	ODOT achieves federal environmental review decision and confirms construction and implementation schedule: RMPP

KEY

- Decision-maker
- Informer
- FHWA
- OTC
- ODOT
- Public Input
- Partner Agencies
- Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

Diversion Mitigation and Management Plan: Sequence of Decisions and Milestones, continued

Year	Role	Decision or Milestone
2026		Initiate Oregon Toll Program low-income toll program and begin toll collection for I-205 Toll Project
	 	Begin baseline monitoring: RMPP
	 	Earliest OTC could set specific toll rates: RMPP (6 months before toll collection)
		Earliest construction could begin (date at which toll collection begins is dependent on construction and implementation schedule): RMPP

KEY

 Decision-maker	 FHWA	 ODOT	 Partner Agencies
 Informer	 OTC	 Public Input	 Committees/Workgroups

Partner agencies include government agencies from Portland metro area cities, counties, ports, transit agencies and districts, and metropolitan planning organizations.

ACRONYMS

EMAC	Equity and Mobility Advisory Committee	PEL	Planning and Environment Linkages
FHWA	Federal Highway Administration	RMPP	Regional Mobility Pricing Project
ODOT	Oregon Department of Transportation	RTP	Regional Transportation Plan
OTC	Oregon Transportation Commission	RTAC	Regional Toll Advisory Committee
OTP	Oregon Transportation Plan	STRAC	Statewide Toll Rulemaking Advisory Committee
PAC	Portland Region Value Pricing Policy Advisory Committee	UMO	Urban Mobility Office

Acronyms

Acronym	Definition
EMAC	Equity and Mobility Advisory Committee
FHWA	Federal Highway Administration
ODOT	Oregon Department of Transportation
OTC	Oregon Transportation Commission
PAC	Value Pricing Feasibility Analysis Policy Advisory Committee
PEL	Planning and Environment Linkages
RMPP	Regional Mobility Pricing Project
RTAC	Regional Toll Advisory Committee
RTP	Regional Transportation Plan
STRAC	Statewide Toll Rulemaking Advisory Committee
UMO	Urban Mobility Office
UMS	Urban Mobility Strategy

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- Call and leave us a voicemail: **503-837-3536**
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