

Attachment D Comments Received

D.2 PROJECT WORKING GROUP SUMMARIES

I-5 and I-205 Toll Projects

Workshop Summary



Subject	Regional Partner Agency Staff Meeting
Date and Time	Thursday, July 23, 2020, 9:00 a.m. to 10:30 a.m.
Location	Online via Zoom

MEETING ATTENDEES

Attendees	Organization	Attendees	Organization
Emma Sagor Shephard	City of Portland	Pia Welch	Region 1 ACT/FedEx
Garet Prior	City of Tualatin	Mark Harrington	SW WA RTC
Rebecca Kennedy	City of Vancouver	Bob Hart	SW WA RTC
Aaron Lande	City of Vancouver	Tom Mills	TriMet
Jamie Stasny	Clackamas County	Jeff Owen	TriMet
Steve Williams	Clackamas County	Chris Deffebach	Washington County
Anne Buzzini	DHM Research/Metro	Steve Kelley	Washington County
Nathaniel Price	FHWA	Erin Wardell	Washington County
Elizabeth Mros-O'Hara	Metro	Casey Liles	WSDOT
Alex Oreschak	Metro		
Michelle Godfrey	ODOT		
Kayla Hootsmans	ODOT		
Mandy Putney	ODOT		
Jim Hagar	Port of Vancouver		
Shoshana Cohen	PBOT		

PROJECT TEAM

Name	Organization	Name	Organization
Lucinda Broussard	ODOT	Nick Fazio	WSP
Hannah Williams	ODOT	Brett Watson	EnviroIssues
Heather Wills	WSP	Page Phillips Strickler	Strategies 360
Anne Pressentin	WSP	Christine Moses	Buffalo Cloud Consulting
Mat Dolata	WSP		
Josh Channell	WSP		
Sine Madden	WSP		

WELCOME AND AGENDA REVIEW

Lucinda Broussard, ODOT, thanked participants for attending, reviewed the meeting agenda, and informed participants of the workshop's recording. Lucinda then recorded participant attendance by taking a grid photo of the Zoom gallery.

GENERAL PROJECT UPDATES

Project updates and activities

Lucinda Broussard, ODOT, reviewed project updates and activities, including review of the following:

- Equity and Mobility Advisory Committee (EMAC)
 - Recent listening session was very productive. One of the main questions the Equity and Mobility Advisory Committee raised was “Can tolls be equitable?” Next meeting is July 28.
- Briefings and presentations since May 2020
- I-205 Regional Modeling Group “Data Share”
 - A data share meeting was held on July 22, where the group received data from early screening of five potential alternatives and discussed findings.
- What we’ve heard over the last three years
 - Overview of key questions and themes that have emerged.
- Upcoming: I-205 Toll Project Stakeholder and Community Engagement
 - 45-day comment period starting the environmental review process runs Aug. 3 through Sept. 16.
- Stakeholder and Community Engagement for I-205 Toll Project: General Engagement and Equitable and Focused Engagement
 - Reaching people during the COVID-19 pandemic requires new and innovative approaches.
- What happens to the input received- Feedback Loops
- I-5 Toll Project: FHWA Planning and Environmental Linkages phase
 - Engagement for that project could occur in 2020 or 2021, depending on the timing of the alternatives development process.
- I-205 Toll Project: Project milestones

Discussion

- Comment/Request: One of earlier slides that mentioned transit service needs clarification. Can we tweak that language in the future? The county is really big geographically, so we need to be more specific about this area we’re looking at. The slide needs to speak to transit service in the I-205 corridor.
 - Project Team response: We can address this. Recommendation for language update on slide 8 to “Transit service along the I-205 corridor is not robust enough to afford residents of northwest Clackamas County another travel option as an alternative to driving.”
- Question: When the comment period goes out, will we ask for comments on all five alternatives or just the focused ones?
 - Project Team response: All five alternatives.

I-205 TOLL PROJECT – PURPOSE AND NEED, GOALS AND OBJECTIVES

Updates to Purpose and Need and Goals and Objectives

Heather Wills, WSP, reviewed the I-205 Toll Project purpose and need statement, including the project's goals and objectives. She noted that some of the topics they received feedback on include climate change, equity, acknowledgement that data is pre-COVID in nature, and more clarity on how toll revenue will be used. Heather further noted that these topics won't be addressed in the purpose and need statement, but rather in the goals and objectives. Heather then showed the revised goals and objectives, with additional or revised language highlighted.

Discussion

- Question: What does the bullet about “historically underserved” mean?
 - Project Team response: It means that we are prioritizing groups that have been historically underserved and underrepresented, ensuring they have a seat at the table and are giving input. This means we are highlighting and recognizing that there is historic harm that has happened and are making efforts to elevate the voices of underrepresented communities. There is no established equity measure, so we are asking the community what we can do so this project can be used by those communities and ensure it's not a burden for them. At this point, we do not know what that looks like.

- Question: How are we supporting travel demand management? At Metro we thought that was a basic purpose and need. What is the measure of efficient use of infrastructure?
 - Project Team response: The project team is looking at Vehicle Miles Traveled and Vehicle Hours Traveled as performance measures. Overall vehicle demand and assessing mode shift, using Metro's regional model, are core components.

- Comment/Question: Looking at the travel demand management performance measures, all I've seen is application of those overall. As you move into the process, are you going to apply them to the local road system, such as major arterials where we are seeing travel shift off I-205? We need some quantification of local road system impact.
 - Project Team response: Yes, we will apply them to the local road system.

- Comment/Question: Complete equity analysis is not just input from underrepresented communities, but also figuring out where impacted groups are located geographically. We need a quantification of how they will be impacted by tolls. How do you quantify impacts on those geographic communities?
 - Project Team response: There are always challenges when it comes to identifying which geographic communities will be impacted. To help with this, we are using the regional travel demand model from Metro, which is the best tool available to address that question. We will be working to identify where those populations are and assess if they are likely to be impacted.

- Comment/Question: On slide 21, “collaborate with transit providers” is a process not an outcome. Do you mean increase transit access? Also- with health objectives- how is that different than air pollutant and safe facilities?
 - Project Team response: The “health objectives” point comes from our equity specialist team. Part of the consideration is that we should evaluate whether there is a potential to “isolate” health facilities and services or essential recreation areas with a toll. More information about that is in the “performance measures” document. Recommended update to language on slide 21 - “Increase access to a variety of transit service providers.”

I-205 IMPACT ANALYSIS

Environmental review process, methodology and study disciplines, and performance measures
Heather Wills described the next steps in the environmental review process, which include letters soliciting formal comment from partner agencies during the 45-day comment period. Heather then reviewed the approach to methodology reports, including a summary of the disciplines to be studied. Methodology memos have been drafted and will go out to agencies for comments. Heather also reviewed examples of the performance measures under consideration.

I-205 TOLL SCREENING ALTERNATIVES ANALYSIS RESULTS

I-205 Alternatives Analysis Results

Mat Dolata, WSP, described the overall analysis framework for the alternatives screening process. Mat reviewed the five alternatives, screening level performance measures, and a number of findings from the screening, including: expected changes in I-205 traffic; where traffic could divert to; changes in system demand; and alternative routes beyond I-205. Cost and revenue considerations, as well as the ability to scale to a more comprehensive toll program, were also included in the screening analysis. Initial recommendations include advancing Alternatives 3 and 4, and not advancing Alternatives 1, 2, or 5 for further consideration.

Discussion

- Comment/Question: The data shows that Washington County roads are not directly affected, but they are still important regional connections. One consideration is the increase in high-occupancy vehicle (HOV) lane use and implications on other facilities as a result. If you wanted to incentivize HOVs on I-205 by designating a HOV-only lane or through discounted pricing, would you have to define that in alternatives now? Or later when you consider mitigation and tolling operations? We wouldn't want to miss the opportunity to define that now- even if you could do it later.
 - Project Team response: We are assuming the same pricing effect for HOV and single-occupancy vehicles. There are a lot of considerations, including enforcement, and impacts to transit network communities. We haven't applied that in the modeling yet, but we could in the future.

Meeting Summary: Regional Partner Agency Staff Meeting
July 23, 2020

- Comment/Question/Request: In the feasibility study, one approach/recommendation that the Clackamas County Board of Commissioners asked for was a “balance of tolling on I-205 and I-5, implemented at same time” to prevent dramatic shift in traffic. The percentage shift presented here is small, but it is a high-capacity network, so it is actually a lot of vehicle trips. We would like to see the alternatives re-modeled with tolling on both I-205 and I-5. It would provide a better picture of how the region will handle this. Asking for the alternatives to be remodeled with concurrent tolling on I-205 and I-5 is a comment we [Clackamas County] are going to submit.
 - Project Team response: We do not know what tolling alternatives on I-5 will look like yet. The project team is exploring the best way to assess how this could affect the I-205 analysis.
- Comment/Question: Oregon City and Canby really get slammed with bad traffic. These are pretty large traffic impacts presented here. Local road networks in these communities are already heavily used, so a large shift in roadway traffic will have a major impact in downtowns of both communities. Will you look at ways to deal that?
 - Project Team response: The first step is identifying the impacts through the environmental review process. After that, we are required to look at mitigation options.
- Comment/Question: The Arch Bridge in Oregon City is heavily congested. We think models including diversion onto the Arch Bridge go far beyond realistic capacity. We do not see any way to avoid that, and are wondering if there is room to bring in a couple more alternatives or considerations at this point? Other ODOT staff are doing a planning study for a bike/pedestrian bridge between West Linn and Oregon City; one option under consideration is closing the Arch Bridge and converting it to bike/pedestrian use. Can you model and communicate results for that action? Can you also model and communicate results for an alternative that considers converting the existing Arch Bridge into a bike/pedestrian bridge and building a new traffic bridge between Oregon City and West Linn?
 - Project Team response: The regional modeling assumptions are generally based on the Regional Transportation Plan’s financially constrained project list. The project team will get more information on these projects and assess how they could fit into the alternatives analysis for the I-205 toll project.
- Comment/Question: The bullet point on slide 33 (about limited amount of transit use) could be reworked. Transit use is currently limited by the transit network that exists. Some verbiage editing is needed to reflect the possibility of modal shift. It is not in the model, but once we get those inputs, we could see a larger modal shift. What would more frequent bus service and other transit improvements mean for modal shift, and therefore the models?
 - Project Team response: The model includes transit improvements anticipated to be operational by 2027. We are discussing strategies to address that issue. If there was a higher transit use assumption, there would be a larger modal shift reflected in the model. Recommended language update on slide 33 to reflect the relationship between the transit use assumption and the existing transit network.

- Comment: TriMet is happy to work with the Project Team on what a future transit network might look like in reality. We need to temper expectations on what transit can do - if you want people to use the freeway less its tough, because freeways serve all sorts of destinations that transit can't.

WHAT'S NEXT?

Lucinda Broussard reviewed upcoming activities and milestones including the following:

- 2nd Equity and Mobility Advisory Committee meeting July 28
- More briefings and meetings through summer of 2020
- Contact info for Lucinda

Discussion

- Question: Who do our comments go to?
 - Project Team response: You can address written comments (digital or hard-copy) to Lucinda Broussard.

ADJOURN

With no further comments, Lucinda Broussard adjourned the meeting at 10:26 a.m.

Note: This document is only a summary of issues and actions from this meeting. It is not intended to be a transcript of the meeting, but rather an overview of points raised and responses from the Project Team.

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

I-5 and I-205 Toll Projects

Workshop Summary



Subject	Regional Modeling Group Workshop 4
Date and Time	Thursday, October 8, 2020 1:30 PM to 3:30 PM
Location	Online via Zoom

WORKSHOP ATTENDEES

Attendees	Organization	Attendees	Organization
Joseph Auth	City of Hillsboro	Will Farley	City of Lake Oswego
Dayna Webb	City of Oregon City	Bob Kellet	City of Portland
Casey Liles	IBR Team	Khoi Le	City of Wilsonville
Jason Gibbens	WSDOT	Stephen Williams	Clackamas County
Nathaniel Price	Federal Highway Administration	Ning Zhou	PBOT
Steve Kelley	Washington County	Ryan LeProwse	IBR Team
Matthew Pettit	StreetLight	Shayne Nelson	StreetLight

PROJECT TEAM

Name	Organization	Name	Organization
Lucinda Broussard	ODOT	Mat Dolata	WSP
Chi Mai	ODOT	Anne Pressentin	WSP
Tony Lee	ODOT	Heather Wills	WSP
Mike Mason	ODOT	Emily Benoit	WSP
Alex Bettinardi	ODOT	Dora Wu	WSP
Hannah Williams	ODOT	Sine Madden	WSP
Peter Bosa	Metro	Josh Channell	WSP
Chris Johnson	Metro	Chris Wellander	WSP
		Jennifer Rabby	WSP
		Chris Swenson	WSP
		Qingyang Xie	WSP

WELCOME, INTRODUCTIONS AND AGENDA REVIEW

Mat Dolata, WSP, facilitated introductions and explained how to participate using the online meeting format. He reviewed Regional Modeling Group (RMG) Workshop 4 objectives and provided a brief overview of the workshop agenda.

GENERAL PROJECT UPDATES

Lucinda Broussard, ODOT Toll Program Director, shared the Project Team's recent activities, including:

- The OTC set the policy that net revenues collected from tolling on the I-205 corridor shall be invested in the corridor.
- The NEPA timeline was updated. The public comment period was extended due to the wildfires and will remain open until October 16. The NEPA analysis of project

alternatives will begin in winter 2021. There will be public engagement opportunities throughout the NEPA process.

- For engagement, many different outreach strategies are used to reach people and get participation in the project. The team employs equitable engagement strategies to reach people who do not normally participate. For example, the online open house was hosted in English and Spanish, surveys were translated into five languages, and radio advertising was used to support engagement with the Latin American community.
- Over 4,000 comments are expected by the end of the public comment period. Oregon City and West Linn are two areas where a higher concentration of comments came from based on self-reported zip code. However, there are also comments from areas further away from the corridor, including Sandy and Vancouver, indicating wide reach of the public engagement and response.
- The Equity and Mobility Advisory Committee (EMAC) will provide recommendations regarding equitable engagement to the project team. The EMAC will work in their next meetings on outcome equity and performance measures.
- High-level schedules for the I-5 and I-205 Toll Projects were presented to the group. The NEPA process for the I-205 Toll Project is expected to last through late 2022 to early 2023.
- The four-year construction period for the I-205 Improvements: Stafford Road to OR 213 project is uncertain, as it is not yet funded.

COVID TRAFFIC VOLUMES UPDATES

Chi Mai, ODOT, spoke about the changes in traffic volumes on Portland Metro area freeways due to COVID-19 and associated policies, where traffic volumes are gradually increasing, and congestion is returning.

- ODOT has been tracking changes in traffic data since March. Most freeway data are from automatic count sensors and ramp meters. The data collected after the issue of “stay-home” order and after Phase 1 opening are compared to the same time last year and/or late February to early March (pre-COVID).
- On I-205 at Stafford Road: Both the northbound and southbound traffic flows are within 10% for the same time period as last year, except for the weeks in September impacted by wildfires. The traffic volumes started to decrease in mid-March, after major employers allowed their employees to work from home and schools were closed. The traffic was most affected in late March and early April, after the governor issued a “stay-home” order. Traffic started to increase in mid-April. Traffic increased further after multiple counties went into Phase 1 opening in late May. Compared to pre-COVID traffic volumes, the traffic on I-205 at Stafford Road is almost back to what it was, except for showing a depressed AM peak.
- On I-205 at Glenn Jackson Bridge: The Average Daily Traffic (ADT) at this location is within 10% to 16% of last year’s traffic volumes. There has been steady traffic for the last few months. For the hourly traffic profile compared to pre-COVID conditions, the northbound and southbound direction show a depressed morning peak and all other times of day are consistent.

- Travel time on the I-205 Corridor: northbound travel time is close to free-flow for the AM peak but congestion is returning in PM peak, though it is not as congested as it was in 2019. Crash incidences are down this year as compared to last year. Southbound is showing less congestion than the northbound direction but there is some congestion in the PM peak.
- Other locations generally showed similar patterns with daily volumes reduced by 10-20% but beginning to return to 2019 levels outside of the morning peak hour, where volumes remain depressed. Other locations examined include: I-5 at the Interstate Bridge and through Wilsonville, US 26 at the Vista Ridge Tunnel and near Beaverton, I-84 in East Portland and Fairview.
- Traffic data for I-84 in Fairview show more volume during midday and PM peak, compared to February, which might be from recreational travel to the Gorge and is unique compared to other areas in the region.
- Question (Will Farley, Lake Oswego): Has there been any review of impacts of COVID on crash severity? *Response:* The data analyzed is based on logs from response centers, and does not indicate severity. More detailed data from reports submitted to DMV and police is logged into a system in Salem but will not be available for about two years.
- Question (Stephen Williams, Clackamas County): What does this data tell us in terms of the modeling work for the I-205 project? *Response:* The data shown reflects travel behavior when a lot of people are working from home, business not completely open, and schools are not in session. Until activities return to normal, we cannot adequately evaluate the long-term trends in travel behavior, if any. For this project, we are looking to model to 2040/2045. The data we have now is informative but does not tell us anything concrete about changes in the long-term. Therefore, there is no actionable items in terms of modeling now.
- Question (Stephen Williams, Clackamas County): What is the base year for the I-205 NEPA Analysis? *Response:* The current Metro regional travel demand model (RTDM) base year is 2015, which is what the most recent Regional Transportation Plan is based on. The model base year won't change until the next base year model is developed. The next base year was supposed to be 2020. However, due to COVID-19 and its associated anomaly in traffic patterns and travel behaviors, Metro has not decided on the next model base year. For the I-205 Toll Project, 2015 is the base year to which both the RTDM and the subarea dynamic traffic assignment (DTA) model are validated. Traffic operations analysis for existing conditions will likely also be based on available data pre-COVID.
- Question (Will Farley, Lake Oswego): Would you think the COVID data reflects more of the fact local traffic is not using the Interstate at the moment? I'd expect traffic occurring after the "stay-home" order being more freight and trips originating from or being destined to areas outside the region. *Response:* ODOT does not have sensors on local roads to track traffic volumes the same way we can on freeways. Prior to COVID-19, there were vehicles using local roads to bypass bottlenecks on the interstates. It is logical to think with the interstates being less congested now, the traffic diverted to local roads would be back on the interstates. (Question clarification): How much

diversion is happening after the “stay-home” order and how much diversion is occurring compared to how much would come back onto the interstate? *Response:* Signal data that is collected can work as a proxy to compare similarly on local roads what was done on the interstate, but this work has not been done yet.

RECAP MAJOR TOPICS FROM RMG WORKSHOP 3

Mat Dolata, WSP, provided a recap of the topics from RMG Workshop 3 including:

- I-205 Toll Project screening alternatives analysis overview which discussed the analysis framework, five categories of evaluation criteria, and recommendations for the advancement of Alternatives 3 (splitting tolls between two bridges) and Alternative 4 (tolling by segments).
- An overview of the Metro’s regional travel demand model’s modeling process, model applications and limitations for assessing traffic rerouting impacts.
- Preliminary modeling results showing raw model volume differences between the Alternatives and the No-Build were shared with the RMG after the workshop.

NATIONAL ENVIRONMENTAL POLICY ACT PUBLIC AND STAKEHOLDER COMMENTS

Mike Mason, ODOT Toll Contract Manager, reminded attendees that the comment period is still open, until October 16, and provided a high-level recap of comments received so far.

- Comments related to performance measures included requests for health and equity impacts when evaluating alternatives. Performance measures will be developed in conjunction with EMAC to include these factors.
- Comments related to alternatives modeling included wanting ODOT to: clarify the relationship of the I-205 Toll Project to other ODOT projects; use certain network assumptions and projects in the baseline and the alternatives analysis; use a 2040 or 2045 forecast year for the NEPA analysis; and continue to evaluate Alternative 5 (a single zone toll on the whole corridor); among other requests.
- The comments are expected to be packaged and shared with the agencies near the end of the year. The regional travel demand modeling is expected to begin during the first quarter of 2021, followed by traffic analysis through mid-summer of 2021. Based on the information gathered through the modeling and analysis, the Draft Environmental Assessment is expected to be completed by spring of 2022.
- Question (Stephen Williams, Clackamas County): The initial modeling for 2027 shows high volume on the Arch Bridge, which results in diversion to OR-99E and downtown Oregon City. What is the future plan for modeling the Arch Bridge so we can get more realistic results for its surrounding area? *Response:* One of the primary motivations for developing the DTA subarea model is to address this issue during congested peak hours. The DTA model is capacity-constrained and will limit over assignment to show a more realistic view. The DTA model does not allow volume to exceed capacity. In addition, modifications were made to the regional travel demand model to reduce the

level of over-assignment on the Arch Bridge, including adjusting its Volume-Delay Function (VDF) and restricting heavy trucks.

- Question (Stephen Williams, Clackamas County): Does the DTA model include intersections and streets in downtown Oregon City? *Response:* The DTA model uses the same network as the regional travel demand model, but it has more details in terms of numbers of lanes and signals. Traffic operational analysis is also planned to look at intersectional details. The project team is working on the overall modeling process. The DTA model will provide details in terms of study area traffic conditions and help inform the modeling process, but it does not replace the need for more detailed location-specific traffic operations analysis at intersections.
- Question (Chris Johnson, Metro): If we use 2045 land use for the NEPA analysis, will that lock us in to the 2045 land use on other projects? Do we need a 2045 forecast year? *Response:* We do not have a clear answer at the moment and will need to further discuss this topic. One reason to use 2045 forecast year is to maintain consistency with other analyses that have been done on the corridor.

PREVIEW OF I-205 CORRIDOR USER ANALYSIS

Qingyang Xie, WSP, presented preliminary findings for the I-205 corridor user analysis from the StreetLight platform. The current license is exploratory, but the analysis will be rerun using a full license soon, with results shared when available. It is anticipated that the patterns described in the preliminary analysis will be consistent with the full license. StreetLight data platform representatives are in attendance and available to answer technical questions about the tool.

- General findings show a high share of local access trips on I-205, evidence of existing rerouting from I-205 during peak hours, and similar patterns to the regional travel demand model.
- The analysis is performed using location-based service data from personal cellphones. Limitations of the data include: the data from the StreetLight platform are post-processed based on data collected from a sample of corridor users and does not portray reality 100%; users who have smart phones with location services enabled maybe over-presented; literature shows data accuracy increases when sample size gets bigger.
- The origin-destination analysis for the I-205 Abernethy Bridge users from StreetLight show similar patterns as the regional travel demand model. Both show a high share of trips originating along the I-205 corridor.
- The travel shed analysis shows a high share of local access trips. Only 30% of northbound trips across the Abernethy Bridge travel beyond SE Johnson Creek Blvd, and about 5% of the trips go across the Columbia River via the Glenn Jackson Memorial Bridge. More than half of the northbound trips on the Abernethy Bridge come from I-5. Southbound trips display similar patterns.
- Corridor travel patterns indicate about a quarter of trips using the corridor are through trips and three quarters are local access trips (trips that enter or exit I-205 between Stafford Road and OR 213 interchanges). About a quarter of trips travel entirely within the corridor, entering and exiting between these interchanges.

- Some nearby roadways show notable evidence of rerouting during peak periods when congestion is present. The rerouting patterns are identified by comparing peak and off peak routing patterns on origin and destinations that could use I-205. The roadways with notable rerouting include OR-99E, SW Borland Road, SW Stafford Road, Willamette Falls Drive, and Washington Street. While congestion might not be the only reason causing people to make different route choices, it is likely to be a significant contributor particularly in light of modern routing applications for connected vehicles and location-enabled smart phones.
- Question (Ning Zhou, PBOT): In terms of rerouting, what is the travel time difference between the two different routes? *Response:* Travel time difference wasn't analyzed in StreetLight, only the shift in routing between the I-205 and local streets, as the primary purpose of the analysis is to demonstrate that the rerouting patterns exist.
- Question (Chris Johnson, Metro): Can you explain the device counts? Are they unique devices? *Response:* The device IDs are unique on any given day and each device represents one unique trip.
- Question (Chris Johnson, Metro): Can you control for specific devices in each car? *Response:* No, the data collected can only account for the origin/destination and does not account for multiple devices in same vehicle.
- Question (Stephen Williams, Clackamas County): Have you looked at rerouting in the AM peak? For the location shown (I-205 ramp-to-ramp at Stafford Rd) in the last slide, there can be more rerouting in the AM peak than in the PM peak. *Response:* Yes, for the trips on I-205 N, rerouting patterns were compared during AM peak, Mid-day, and PM-peak. Count data from ODOT also suggests some people are using the ramps to bypass I-205 mainline during peak hours at this location, which provides additional evidence that this is occurring.

METROSCOPE RESULTS FOR LAND USE EFFECTS ON TOLLING

Chris Johnson, Metro, presented results of a sensitivity test performed using MetroScope, Metro's land use model, to evaluate potential land use impacts from tolling scenarios.

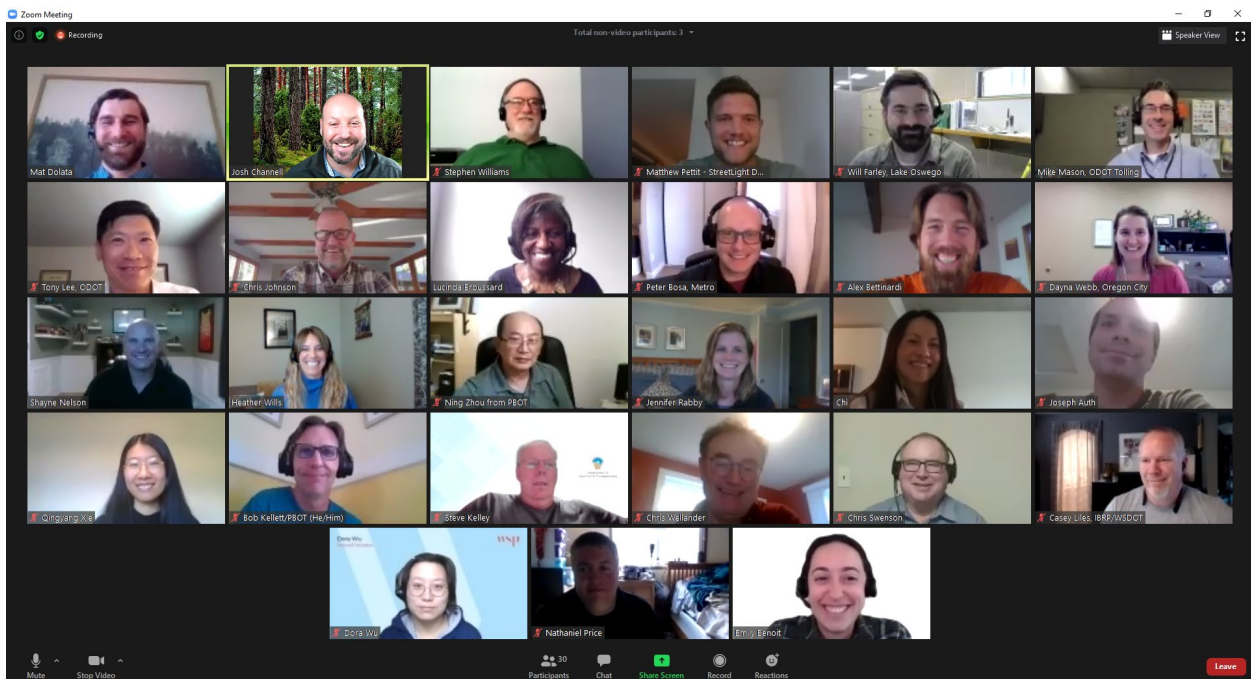
- MetroScope is a land use allocation model that locates household and jobs across the region. It relies heavily on the supply inputs. It takes high-level demographic and employment forecasts, uses accessibility information (travel time and toll converted to generalized cost) from travel models, and assigns the households and employments to census tracts, and employment zones (e-zones). The outputs are further sub-allocated to transportation analysis zones (TAZs), which ultimately get input into the RTDM.
- Regional forecasts come at MSA level for seven counties, while the regional travel demand model covers four counties (Clark, Washington, Multnomah, and Clackamas). Metro uses outputs from MetroScope to help inform decisions on adjustments of Urban Growth Boundaries every six to seven years.
- The sensitivity test holds everything constant except for tolling. Concept C network and tolling assumptions from the Value Pricing Feasibility Analysis (VPFA) were used for iterative runs between 2025 to 2040, because this was the scenario with the most

extensive tolling, along all of I-5 and I-205 between their junction in the south and the Columbia River bridges. Outputs are aggregated to eight districts to assess potential for changes in households and jobs.

- The preliminary findings showed there was no significant household or job shift patterns evident due to tolls. The results are consistent with prior sensitivity tests (e.g., I-5 bridge replacement). This is likely due to balance of toll cost and travel time benefit along toll routes.
- For the next steps, Metro is looking to embark on regional congestion pricing work and study the impact on land use from pricing in a systematic way and can come back to share findings from future sensitivity tests.
- Question (Dayna Webb, Oregon City): Will you look at a scenario where only I-205 is tolled, and will that show different results? *Response:* Concept C was chosen because it's the most extensive tolling scenario from the VPFA. The hypothesis is this scenario would produce the biggest land use impacts. With other scenarios, the land use impacts would be expected to be smaller, but we won't know for sure until a sensitivity test is done, and we can certainly do that.
- Question (Dayna Webb, Oregon City): The concern of Oregon City is, will business still come to Oregon City when the access to Oregon City is tolled? *Response:* The inputs provided by the travel demand model into MetroScope include both cost and travel time saving benefits from tolling, so part of the toll costs might get cancelled off by the time saved. In addition, MetroScope is an allocation model that depends on supply and demand, and the land use capacity can be quite constrained 20, 30 years into the future. If the capacity assumptions could be relaxed, we might be able to see other outcomes.
- Question (Stephen Williams, Clackamas County): North Marion County is not far out of the UGB. By leaving that out, there are risks of skewing land use allocation and impacting travel demand model. Has any thought been given by including at least part of the north Marion County? *Response:* It's not part of MetroScope. More discussion will need to happen within Metro to see how the impacts from Marion County can be evaluated for this project. Based on the analysis that had been done by ODOT using the Statewide Integrated Model (SWIM) for the VPFA, the impacts of tolling in the surrounding counties are minimal. The team will continue to consider the available modeling tools to assess potential impacts of tolling across different geographies.
- Question (Stephen Williams, Clackamas County): The modeling outputs are based on a set of toll assumptions, on the other hand OTC will set tolls at end of process. If the OTC-set toll rates are different with the toll assumptions used in the models, there will be concerns that the modeling outputs are incorrect. Are you doing sensitivity tests with different toll rates, in addition to different toll alternatives? *Response:* Usually when the analysis is complete, the toll assumptions will be close to the toll rates set in reality, for example the SR-520 project in Seattle. If there are major differences in the toll rates, we will have to look at them and decide what they mean for the analysis outputs.

NEXT STEPS

- Mike and Lucinda talked about the addressing public comments, as there are a lot of requests for more analysis and interpretation for the project team to consider.
- The team will define NEPA Alternatives and update key assumptions.
- There will be continued refinement of the technical tools and plans to keep the RMG updated on the modeling team's work.
- The team started to develop NEPA Discipline Methodology Reports. There is a lot of interest on traffic diversion, which will be part of Transportation Technical Report.
- DTA model development moving along well.
- There are initial plans to come back to the RMG in early 2021 and potential topics could include NEPA Alternatives, performance measures, and the Transportation Technical Report Methodology.



Screenshot of RMG #4 Workshop attendees.

ADJOURN

Note: This document is only a summary of issues and actions from this workshop. It is not intended to be a transcript of the workshop, but rather an overview of points raised and responses from the Project Team.

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

Please note that all comments during meetings are part of the public record and open to public records requests through the Oregon Public Records and Meetings Law.

I-5 and I-205 Toll Projects

MEETING SUMMARY



Subject	Transit/Multimodal Working Group (TMWG) Workshop #3
Date and Time	Monday, August 24, 2020 1:00 p.m. to 3:00 p.m.
Location	Zoom Meeting

WORKSHOP ATTENDEES

Attendees	Organization	Attendees	Organization
Todd Wood	Canby Area Transit	Gregg Snyder	City of Hillsboro
Dayna Webb	City of Oregon City	Bob Kellett	City of Portland
Jennifer Campos	City of Vancouver	Rebecca Kennedy	City of Vancouver
Ray Atkinson	Clackamas Community College	Karen Buehrig	Clackamas County
Scott Patterson	C-TRAN	Elizabeth Mros-O'Hara	Metro
Alex Oreschak	Metro	Jessica Berry	Multnomah County
Tom Strader	South Clackamas Transportation District	Dwight Brashear	South Metro Area Regional Transit (SMART)
Bob Hart	Southwest Washington Regional Transportation Council (RTC)	Tom Mills	TriMet
Dyami Valentine	Washington County	Laure Lebowsky	Washington State Department of Transportation

PROJECT TEAM

Name	Organization	Name	Organization
Lucinda Broussard	ODOT	Jason Kelly	ODOT
Tony Lee	ODOT	Stephanie Millar	ODOT
Rory Renfro	ODOT	Hannah Williams	ODOT
Josh Channell	WSP	Mat Dolata	WSP
Geoff Gibson	WSP	Sine Madden	WSP
Jennifer Rabby	WSP	Chris Swenson	WSP
Emily Wolff	WSP	Ken Zatarain	WSP

WELCOME AND AGENDA REVIEW

Ken Zatarain, WSP, thanked participants for attending and reviewed the workshop agenda and meeting objectives. Geoff Gibson, WSP, reviewed digital workshop practices and informed participants that the workshop would be recorded.

PROJECT UPDATES

Lucinda Broussard, ODOT, provided a project status update and requested comments from the working group members. She explained the Equity and Mobility Advisory Committee's (EMAC) responsibilities and how the EMAC will be utilized through the development of the tolling projects. She also described how the project team is engaging stakeholders and the community. Tolling for I-5 is entering the planning and environmental linkages process. Determining options for the termini of the proposed toll segments on I-5 will be an early step.

WORKSHOP 2 RECAP

Ken Zatarain provided a recap of TMWG Workshop 2. He summarized comments from TMWG members regarding proposed evaluation criteria and performance measures to be used in subsequent phases of the project.

Discussion

- **Bob Hart, Southwest Washington RTC:** Do we have the flexibility to recommend transit service structural changes because it is challenging to serve that area? Is there an opportunity to discuss more than what is in the Regional Transportation Plan (RTP)?
 - **Project Team Response:** We are open to suggestions about how transit service could better serve the corridor and how tolling may influence that dynamic. It is important to not rule anything out and to talk about how transit providers might capitalize on the opportunities that tolling could bring to the region.

I-205 PURPOSE AND NEED, GOALS, AND OBJECTIVES

Jennifer Rabby, WSP, explained the Purpose and Need Statement and how it will guide the development and analysis of tolling alternatives through the National Environmental Policy Act (NEPA) process. She noted that the purpose and need and goals and objectives have been developed with input from stakeholders, including the TMWG. Topics that ODOT has incorporated into the Purpose and Need Statement because of this input include equity, climate change, air quality, and reducing localized air pollutants.

The results of the NEPA evaluation will inform decisions to be made about preferred alternative. Toll rates will be set by the Oregon Transportation Commission (OTC) after the NEPA process. Equity will be at the forefront of project development and decision-making.

Discussion

- **Elizabeth Mros-O'Hara, Metro:** When does the comment period end?

- **Project Team Response:** The 45-day comment period started August 3, 2020 and goes through September 16, 2020. The project website has a survey that can be used to submit comments electronically.

I-205 SCREENING RESULTS AND DISCUSSION

Chris Swenson, WSP, described each I-205 tolling alternative for the initial screening analysis, the modeling work associated with the analysis, and trade-offs among the alternatives. The alternatives were assessed to recommend which ones would move into the more detailed evaluation in the environmental phase.

Initial results from the regional travel demand forecasting model indicate that tolling would not be likely to result in significant modal shifts to transit, but would result in more shared rides (higher occupancy vehicles). Alternatives also vary regarding the potential scale and locations of rerouting from the freeway to other streets, particularly near the sections of I-205 that could be tolled.

Chris summarized why Alternatives 3 and 4 are recommended to advance to environmental review based on consideration of transportation system demand, traffic volume on I-205, diversion effects, cost and revenue, and implementation and operations.

Discussion

- **Bob Hart, Southwest Washington RTC:** The explanation of why the team is recommending to not advance Alternative 5 is good. Context is important to understand which alternatives to drop and which to keep.
 - **Project Team Response:** We analyzed and discussed Alternative 5 to better understand it before making this recommendation.
- **Ray Atkinson, Clackamas Community College:** Regarding bicycle and pedestrian mode shift, could survey work help assess the degree that people could switch to bicycling or walking across the Arch Bridge, if it is made safer, instead of driving drive across the Abernethy Bridge?
 - **Project Team Response:** We will consider how to assess this potential, including possibility of including it in future survey work.
- **Gregg Snyder, City of Hillsboro:** In the environmental assessment (EA), do you plan to use a mesoscopic model or a microscopic simulation, or do you plan to stick with a macroscopic model in determining outcomes?
 - **Project Team Response:** We will use the macroscopic model and the mesoscopic (dynamic traffic assignment) model. We will continue to use each of the models and drill into more detail at certain locations.

- **Gregg Snyder, City of Hillsboro:** Did any transit trips increase under any of the alternatives?
 - **Project Team Response:** Transit rides increased to some extent but there was no significant difference among the alternatives in terms of transit.
- **Gregg Snyder, City of Hillsboro:** What is the wisdom of going with these small segments compared to longer corridors?
 - **Project Team Response:** We are looking at the possibility of tolling segments of I-205 between interchanges. Multiple toll gantries between interchanges does not necessarily mean that separate tolls will be collected for each segment rather than the whole stretch, but it does provide the flexibility to vary the toll amount to manage congestion.
- **Karen Buehrig, Clackamas County:** You noted that there is existing diversion. As we go into the EA, will we be able to understand the current diversion, the impacts of just adding an additional lane to I-205, and then the diversion created by tolling?
 - **Project Team Response:** This group could discuss and suggest to the project team issues that could be informed by modeling.
- **Karen Buehrig, Clackamas County:** SMART has considered service between Wilsonville, Oregon City/ Clackamas Town Center. Is that service considered in the modeling of transit and as an option for what people could potentially choose to use?
 - **Project Team Response:** The SMART route was not part of the transit network modeled in the RTP Constrained network, but is listed in the RTP Constrained project list. The RTP Strategic network modeling included a route on I-205 between Bridgeport and Clackamas Town Center.
- **Dwight Brashear, SMART:** SMART is looking at bus service on I-205 to Clackamas Town Center with possible stops off the freeway, including Oregon City. SMART is working with ODOT regarding testing and evaluation of bus-on-shoulder along I-205 and I-5 between Wilsonville and Bridgeport. This service only works if the shoulder is available to buses or if tolling reduces congestion enough to make the bus service reliable.
- **Tom Mills, TriMet:** Information about origins and destinations would be helpful to the TMWG to tell us about trips using the freeway. It is not obvious where people are going or where they are coming from in this region.
- **Bob Kellet, City of Portland:** Did (or will) the analysis look at the potential impacts auto rerouting will have on transit travel times/reliability?
 - **Project Team Response:** We have not yet looked at it. We will look at travel-time impacts along the corridor in the NEPA analysis in more detail.

- **Karen Buehrig, Clackamas County:** McLoughlin Boulevard in Gladstone (OR 99E) was identified as an Enhanced Transit Corridor. We have not heard much about impacts on OR 99E north of I-205 to understand travel time reliability. There also might be an intersection with I-5 south given the volumes of rerouting through Canby. Is there an impact where people are getting off and on I-5?
 - **Project Team Response:** The modeling to-date was not designed to look at transit time reliability, but to compare the alternatives. In terms of OR 99E to the north of the corridor, we do see some potential differences. Some alternatives could reduce traffic volume and some increased traffic on OR 99E north of I-205.
- **Bob Hart, Southwest Washington RTC:** Is StreetLight something you would use in the EA?
 - **Project Team Response:** We are evaluating what existing conditions data can be produced using StreetLight.
- **Gregg Snyder, City of Hillsboro:** In each of the alternatives to be advanced, there is at least a 30 to 40 percent increase in traffic volume on the Arch Bridge. How would you address queuing at the surrounding intersections in the EA? Will we be able to see the queue lengths at the bridge and average delay? Additionally, how do you intend to look at local air quality?
 - **Project Team Response:** We plan to use a dynamic traffic assignment model and location-specific traffic analysis to get more detail on this type of impact. The Arch Bridge will be one area to focus on. Air quality impacts are expected to be evaluated for the study area and based on the changes in daily travel identified in the regional model.
- **Ray Atkinson, Clackamas Community College:** Is traffic generated by the Willamette Falls Legacy Project assumed in the model?
 - **Project Team Response:** We are using the regional model and its land use growth assumptions for future scenarios. We will check if that project is included.

TRANSIT/MULTIMODAL PROJECTS FOR SUCCESSFUL TOLLING

Ken Zatarain discussed the future projects in the study area and requested insights from TMWG members about this aspect of the evaluation. He asked the group to highlight projects from the RTP Constrained and Strategic Scenario project lists that are most associated with tolling.

Discussion

- **Karen Buehrig, Clackamas County:** ODOT is working with Oregon City and West Linn to look at a potential bike/pedestrian bridge over the Willamette River. How does that affect this evaluation, and how it would fit into the categories of project feature, mitigation, or complementary partnership? Things that are important on the RTP Constrained list are the Willamette Falls Drive path and paved shoulders on Borland Road because modeling shows

significant rerouting. It would be good to have extra bike/pedestrian facilities in these increasingly congested areas.

- **Dayna Webb, City of Oregon City:** The work on a bike/pedestrian bridge is just in the early stages and it is not in an adopted plan. How would we deal with what that might look like? One of the options for that work is converting the arch bridge to bike/pedestrian only.
 - **Project Team Response:** Converting the Oregon City Arch Bridge to bicycle and pedestrian-only travel would have motor vehicle traffic effects but it also could be a good bike/pedestrian opportunity.
- **Stephanie Millar, ODOT:** Regarding how we evaluate transit service improvements and engage with transit providers. There are a lot of transportation considerations including carpooling, telework, mode shift, and trips not taken that need to be considered. These are not necessarily capital projects and they are difficult to model. What do you mean by how do we engage with transit providers?
 - **Project Team Response:** It is looking at what is the best approach for coordinating with the different transit providers and trying to understand their perspectives about transit in the corridor. What considerations would go into their decision-making?
- **Gregg Snyder, City of Hillsboro:** Most of the projects on the RTP Constrained list are active transportation. There are a few traffic capacity improvements. How will traffic queuing at intersections right off the freeway change? Will any projects on the constrained list change based on the addition to tolling to the mainline? On intersection capacity, what is the change in queuing in the alternatives compared with no tolling?
- **Elizabeth Mros-O'Hara, Metro:** Potential spot improvements to speed up bus transit so that transit is more convenient should be a priority.

CLOSING

Hannah Williams thanked participants for attending and requested feedback. The workshop was adjourned at 2:50 p.m.

Note: This document is only a summary of issues and actions from this workshop. It is not intended to be a transcript of the workshop, but rather an overview of points raised and responses from the Project Team.

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