



# Portland Metro Area Value Pricing Feasibility Analysis Spring 2018 Community Engagement Summary Report – Final







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# Portland Metro Area Value Pricing Feasibility Analysis

## Spring 2018 Community Engagement Summary Report - Final

May 13, 2018

*Prepared for*



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# 1 INTRODUCTION

## 1.1 Purpose of this report

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In 2017, the Oregon Legislature authorized substantial funding to improve highways, transit, biking and walking facilities, and use technology to make the state's transportation system work better. As part of this comprehensive transportation package, the Legislature also directed the Oregon Transportation Commission (OTC) to seek federal approval to implement value pricing on I-5 and I-205 in the Portland metro area to address congestion.

Value pricing, also called congestion pricing or variable rate tolling, uses fees or tolls to manage congestion. It has been successfully implemented in about 40 locations in 11 states in the U.S. and around the world, resulting in faster, more reliable and predictable trips.

The Oregon Department of Transportation (ODOT) initiated the Portland Metro Area Value Pricing Feasibility Analysis to explore the options available, determine how and where congestion pricing could help improve traffic congestion on I-5 or I-205 during peak travel times and begin to understand potential benefits and impacts to travelers and adjacent communities.

This report summarizes public input received as part of the feasibility analysis between February 6, 2018, and April 30, 2018, to help inform the PAC recommendation to the OTC. The PAC is expected to provide its recommendations to the OTC in summer 2018. The OTC will submit a report to the Federal Highway Administration (FHWA) by the end of December 2018. Ongoing opportunities for public input will continue during future phases of congestion pricing analysis and technical review.

## 1.2 Public input opportunities

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Public review and input are essential components of the Value Pricing Feasibility Analysis. Members of the public have the opportunity to submit comments or questions to the project team and PAC at any time during the project.

Throughout the spring 2018 public outreach period, the project team sought to:

- **Educate** the public about the congestion problem, congestion pricing and why ODOT is considering the tool as one of several strategies to address the problem.
- **Gain feedback** on five concepts to inform decision-making. These five "round 2" concepts were developed based on technical evaluation results, input from the PAC and the public on the initial concepts and project team experience with congestion pricing systems throughout the U.S.
- **Listen to community input** on potential policy considerations and mitigations to make congestion pricing work in the Portland metro area.
- **Promote awareness** about the project process and schedule.

ODOT provided several opportunities for members of the public to learn about the project and submit input:



***In-person events:*** ODOT hosted five, drop-in open house style events at the following locations:

Thursday, April 12, 5:30 - 7:30 p.m.

[Museum of Oregon Territory](#)

211 Tumwater Drive, Oregon City

Saturday, April 14, 10:00 a.m. – 12:00 p.m.

[Ron Russell Middle School](#) - Commons

3955 SE 112th Avenue, Portland

Wednesday, April 18, 5:30 - 7:30 p.m.

[Tigard Public Works](#) - Auditorium

8777 SW Burnham Street, Tigard

Saturday, April 21, 9:30 a.m. - 12:30 p.m.

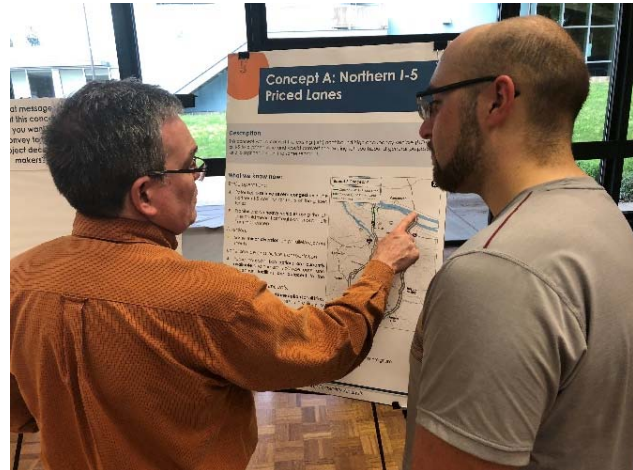
[Embassy Suites Airport](#) - Pine Room

7900 NE 82nd Avenue, Portland

Monday, April 30, 5:30 - 7:30 p.m.

[Marshall Community Center/Leupke Center](#)

1009 E McLoughlin Blvd., Vancouver



*Attendees discuss elements of the concepts presented at an open house.*

*Source: EnviroIssues*

Participants had the opportunity to view informational displays, have conversations with staff and share feedback via written worksheets, flip charts, and a questionnaire.

***Online open houses:*** Between April 5 and April 30, 2018, ODOT hosted an updated online open house. This temporary, interactive website included four virtual “stations” that presented the same information available at the in-person open houses. Online visitors could provide feedback via the online outreach questionnaire (same as the in-person questionnaire) or through email links. ODOT publicized the online open house via social media, email updates, news releases, digital ads and at in-person events.

***Title VI/environmental justice discussion groups and survey:*** During March 2018, six facilitated discussion groups were held with representatives from the African-American, Chinese, Hispanic, Native American, Slavic and Vietnamese communities. In addition, online and paper surveys were distributed by community liaisons to their networks. In all, more than 400 people participated in this equity-focused engagement from throughout the Portland metro area. The results of this engagement can be found in a separate report, dated April 4, 2018.

***Policy Advisory Committee meetings and email address:*** The OTC established a Policy Advisory Committee (PAC) to guide ODOT throughout the feasibility analysis. The committee includes representatives of local governments in Oregon and Washington, the business community, highway users, equity and environmental justice interests and public transportation and environmental advocates. Members of the public were invited to attend and provide public comment at PAC meetings and also to email the PAC at [ValuePricingPAC@odot.state.or.us](mailto:ValuePricingPAC@odot.state.or.us). Emails received were provided to PAC members as part of their meeting packets. Meetings were also streamed live, and videos were archived on the project website.

***Project website:*** The project website, [www.ODOTValuePricing.org](http://www.ODOTValuePricing.org), provided information about the project and ways to get involved. Visitors could access key project documents,



including materials presented to the PAC, fact sheets (in multiple languages) and answers to frequently asked questions. The website also provided links to the project email and voicemail line (see below).

**Project email and voicemail line:** Members of the public were able submit questions or comments to the project team at any time by emailing [ValuePricingInfo@odot.state.or.us](mailto:ValuePricingInfo@odot.state.or.us) or by leaving a voicemail at 503-610-8595.

**Community group presentations:** During the spring outreach period, project staff presented information and answered questions at approximately 25 meetings with community and business organizations, county coordinating committees and regional transportation committees, neighborhood associations and public agency staff. Some of the organizations included:

- Westside Transportation Alliance
- Metropolitan Mayors' Consortium
- Portland Planning & Sustainability Commission
- Oregon Freight Advisory Committee
- Lake Oswego Chamber of Commerce
- Columbia River Economic Development Council

### 1.3 Notification

In addition to the project website, public notification of spring 2018 outreach opportunities occurred through the following traditional and unpaid digital channels:

#### **Email notification**

- News releases distributed statewide and to project email list
- Outreach toolkit with background materials, information on upcoming events and how to provide feedback emailed to community groups and neighborhood organizations
- Reminder emails to project email list

#### **Social media posts**

- One (1) ODOT Facebook post
- Two (2) ODOT Tweets
- Social media posts from partner agencies and PAC members

#### **Media and blog coverage**

- News stories from several sources, including KOIN, KATU, *The Columbian* (Vancouver, WA), *The Portland Mercury*, *The Oregonian*, *Clark County Today* (Clark County, WA), *Portland Tribune*, *Portland Business Journal*, *The Reflector* (Clark County, WA) and *West Linn Tidings*



*An ODOT Facebook post*



- Stories on local blogs, including Bike Portland, No More Freeways PDX, The Street Trust, Overlook Neighborhood Association, Council of State Governments, Southeast Examiner and East PDX News

***Paid digital advertising***

Digital advertising was used to promote the spring online open house and its questionnaire throughout their duration, April 9 - 30, 2018.

Advertisements were placed on the following social media platforms:

- Facebook
- Instagram
- Twitter
- YouTube

Digital advertising on all platforms was designed to drive viewers to the online open house for all platforms, with the exception of YouTube, where digital advertising was implemented primarily to raise project awareness.



*Example Twitter ad*

## 1.4 By the numbers

**Table 1-1. Number of people reached during spring outreach period**

<b>186</b>	Open house attendees
<b>6,538</b>	Online open house unique users
<b>67</b>	People attended PAC meetings 3 and 4
<b>25</b>	Presentations to community groups
<b>127,029</b>	People reached through digital ads
<b>7,000+</b>	People reached through unpaid social media posts
<b>2,043</b>	Project email list

**Table 1-2. Number of comments received during spring outreach period**

<b>490</b>	Completed questionnaires
<b>235</b>	Open-ended responses coded from the questionnaire
<b>433</b>	Emailed comments
<b>21</b>	Voicemails



## 1.5 Analysis methodology

Thousands of public comments have been analyzed for presentation in this feedback summary. The following paragraphs describe the approach taken to collect and then synthesize the comments.

### ***Outreach questionnaire design***

Members of the public were invited to complete an electronic outreach questionnaire via the online open houses and at the in-person open houses. Paper copies were also available upon request at the in-person events. The questionnaire included 20 project-related closed-ended questions, four demographic questions, and one open-ended question. The project-related questions were focused on understanding participant reactions to the five Round 2 pricing concepts (each of which would be applied to different segments of the I-5 and I-205 study corridors; refer to Technical Memoranda 3 and 4 for more detailed information). After an image of each concept area was displayed, questionnaire takers were asked the same four questions about each concept. Closed-ended questions included multiple choice and ranking types. The questionnaire collected feedback on frequency of travel on each segment of the study corridor, current congestion impacts for each segment of the study corridor, how congestion pricing might impact driver behavior and the participant's concerns they want to be addressed should tolling be adopted on that particular segment of the study corridor].

### ***Questionnaire reach and data integrity***

Between April 5 and April 30, 2018, 920 people started the questionnaire, and 490 (53 percent) completed the questionnaire to the end. The goal of the questionnaire was to engage and learn from as many members of the broader public as possible. To encourage feedback from a large and diverse universe of residents, the questionnaire was accessible on mobile, desktop and tablet devices as well as in hard copy form upon request at in-person events. Responses were not limited by Internet Protocol (IP) address so that multiple members of the same household or workplace could submit feedback. The project team reviewed data by IP address and found no evidence of intentional multiple submissions.

### ***Open-ended comment analysis***

Open-ended comments received through the questionnaire and via email, voicemail and at in-person events are analyzed in this summary.

The questionnaire results are not statistically representative, meaning the respondent sample is not predictive of the opinions of the Portland metro area<sup>1</sup> population as a whole. Clackamas County and Clark County residents are overrepresented in the questionnaire sample, while Washington County residents are underrepresented.

Questionnaire respondents are more likely to be male, white and older than the metro area average. Specifically, metro residents under the age of 30, Hispanic/Latino(a) residents and Asian/Pacific Islander residents are underrepresented. This is a similar outcome to the winter outreach period.

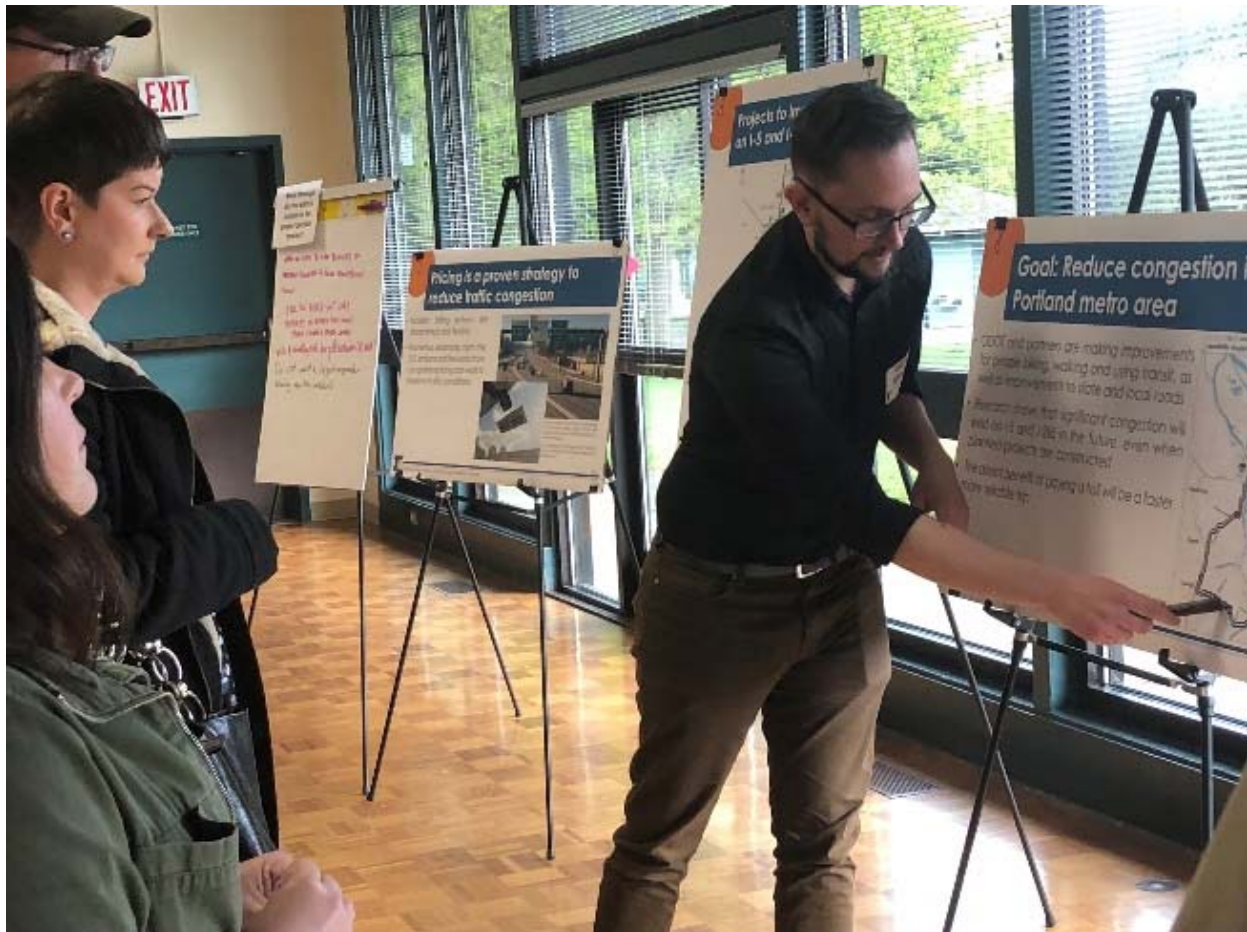
Results for the closed-ended questions have been compared for different demographic groups (see Appendix B). However, some of these groups have low response numbers, and therefore these cross-tab results should be treated with caution.

The questionnaire asked one open-ended question which was viewed by more than 250 people and answered substantively by 235 individuals:

*Question: What strategies, policies or decisions should be considered to make congestion pricing work for the Portland metro area?*

For reporting purposes, a summary from all open-ended comments collected is presented in Chapter 6.

For the analysis, open-ended comments were categorized based on thematic topic. While many comments received via email and voicemail referred to multiple topics, this summary is a synthesis of the main theme from each comment. The comment summary portion of this report describes the main themes and messages associated with the most common topics.



*Open house attendees review information about the goals of congestion pricing  
Source: EnviroIssues*



## 2 KEY TAKEAWAYS AND THEMES

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Commenters shared feedback on a variety of topics throughout the spring 2018 outreach period. Almost 500 people completed the questionnaire, and more than 180 people attended an in-person event. The spring engagement was used specifically to present five concepts to the public. The public was presented with the same questions for each concept, with the goal of gathering information for the project team and PAC to:

- Consider travel patterns across the five concepts
- Consider the degree to which respondents are making travel adjustments to avoid congestion
- Consider the public's reaction to the proposed implementation of congestion pricing in each concept area to assess willingness to pay a toll versus other behaviors
- Understand if specific proposals produce unique, concept-specific concerns or mitigation strategies

Participants in the spring outreach emphasized the following **overarching themes**:

- There is consensus that congestion is getting worse but there is disagreement about how to solve the problem.
- Most participants do not accept that congestion pricing can reduce congestion.
- As the public conversation has quickly become more focused on various concepts for consideration, many people are reflecting on their frustration that infrastructure and highway capacity have not kept up with population growth.

Participants described what they thought they would do if congestion pricing was implemented:

- Most respondents say they will try to find alternate routes or will drive in an unpriced lane before considering a priced lane.
- Respondents do not appear highly motivated to envision how using toll revenues to build out a better transit network would benefit them and alleviate congestion.
- Many respondents see congestion pricing as a restriction on their choices and pricing as the preferred choice of ODOT; they are resisting pricing because it feels unfair to pay for something they believe was already paid for and/or because so many everyday Oregonians and Washingtonians see driving alone as their only reasonable option.

Other information gaps, challenges:

- Many people participating in events and outreach during the spring outreach period strongly believe in adding capacity to existing freeways and addressing congestion over the Columbia River at the I-5 bridge.
- Concepts that do not maintain any unpriced lanes and/or covered a larger geographic area caused an uptick in open-ended negative sentiment to



congestion pricing. At the same time, tolling all lanes over larger areas was observed by some to be the fairest and also most appealing for the potential to raise more revenue that could be spent on community benefits.

- Participants who are Washington residents working in Oregon and paying Oregon income taxes believe it is not fair to toll their routes to work if no unpriced lanes are available. Fairness of tolling also was among the top issues discussed by many Oregon-based participants.
- Truck traffic during peak congestion periods and in certain lanes is a hot button issue that many respondents would like addressed by congestion pricing.

At a high level, the questionnaire data indicate:

- Regardless of concept or demographic subgroup, two concerns regarding congestion pricing were consistently identified as very important to respondents:
  - 1) to have assurances that congestion pricing will reduce congestion
  - 2) to minimize the impacts on low-income or other disadvantaged residents.
- Travel patterns among respondents vary widely throughout the area and by geography.
- Roughly half or more respondents are currently re-routing or changing their travel patterns to avoid congestion.
- When presented with the five “round 2” pricing concepts, most respondents believe they would search for alternative routes over paying to drive in a priced lane.
- Most respondents say driving in an unpriced lane is preferable to paying to drive in a priced lane, even with assurances of a faster trip.
- Very few respondents—usually less than 15 percent per concept—believe they would join a carpool or ride transit, bike or walk instead of driving.

In addition to the closed-ended questions relating to each concept, questionnaire takers were invited to answer the following: “**What strategies, policies or decisions should be considered to make congestion pricing work for the Portland metro area?**” There were 235 unique responses collected. Nearly 700 additional open-ended comments from the five open houses also identified strategies and policies that people want considered to make congestion pricing work. After all comments were categorized, six of the top seven comment categories were identical when comparing the results from the questionnaire to the results from the open house comments. The six identical categories included:

- **Fairness:** Comments about the fairness or ethics of congestion pricing and project design. Many respondents see congestion pricing as a restriction on choice; they are resisting pricing because it feels unfair to pay for something they believe was already paid for and/or because they view driving alone as their only reasonable option. (This is distinct from “equity,” which refers to whether certain groups will experience disproportionate outcomes and impacts as a result of congestion pricing.)
- **Expanding existing roadways:** Comments about adding capacity to existing roadways



- **Trust:** Comments about trust in ODOT or government more broadly
- **Revenue/Taxes:** Comments about how revenue generated through congestion pricing will be spent or how transportation is funded and/or comments on taxes in general
- **Transit:** Comments about transit options or funding for transit
- **Mitigation strategies:** Comments mentioning specific policies intended to support those disproportionately affected by congestion pricing, incentives to reduce vehicle trips, or incentives to reduce neighborhood diversion, etc.



*Open house attendee provides feedback to staff  
Source: ODOT*



## 3 WHO WE HEARD FROM: DEMOGRAPHICS

This section summarizes the demographic characteristics of those who engaged with the project between April 5 and April 30, 2018, via the online questionnaire.

### 3.1 Questionnaire respondents

Demographics of questionnaire responses were compared to U.S. Census Bureau American Community Survey data (2012-2016) for the Portland-Vancouver-Hillsboro Metropolitan Statistical Area. Overall, certain demographic groups are overrepresented in this sample. This is called out where applicable in the sections below.

#### *Geography*

Questionnaire respondents were asked to provide their ZIP code. About 96 percent of respondents live in the Portland metro area.

Within the metro area, responses from Clackamas County and Clark County were overrepresented. While Clackamas County's population comprises 17 percent of the metro area population, just over one quarter (26 percent) of all questionnaires were submitted by Clackamas County residents. A similar outcome occurred among responses from Clark County. In turn, Washington County residents were slightly underrepresented.

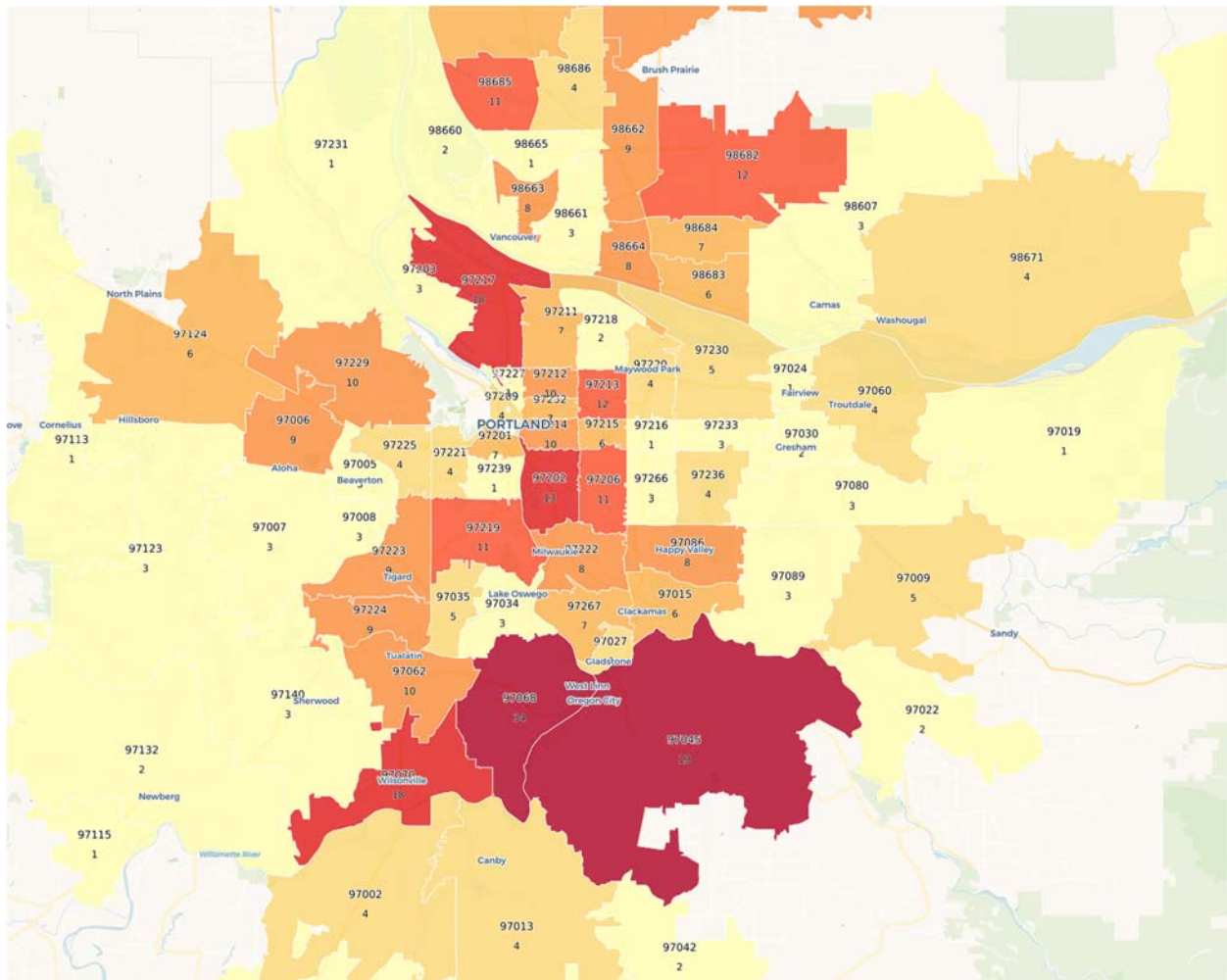
**Table 3-1. Geographic distribution of metro area residents and questionnaire respondents**

Geography	Total Population <sup>1</sup>	Spring Questionnaire Responses
<b>Metro Area</b>	<b>2,351,319</b>	<b>490 (96% of all respondents)</b>
Clark County	450,893 (19% of metro area pop.)	93 (26%)
Multnomah County	778,193 (33%)	159 (32%)
Washington County	564,088 (24%)	82 (17%)
Clackamas County	394,967 (17%)	129 (26%)
Skamania, Yamhill and Columbia Counties	163,178 (7%)	6 (1%)
<i>Outside the metro area</i>	--	21 (4%)

<sup>1</sup> U.S. Census Bureau, American Community Survey 2012-2016 5-Year Estimates  
Oregon Department of Transportation



Figure 3-1. Number of questionnaire respondents by ZIP code



Heatmap shows distribution of questionnaire responses by ZIP code. Darker areas had more questionnaire respondents

**Gender**

Exactly half (50 percent) of questionnaire respondents identify as male, while 36 percent identify as female and approximately three percent identified as non-binary, gender non-conforming, transgender or other. Just over 13 percent said they preferred not to say.

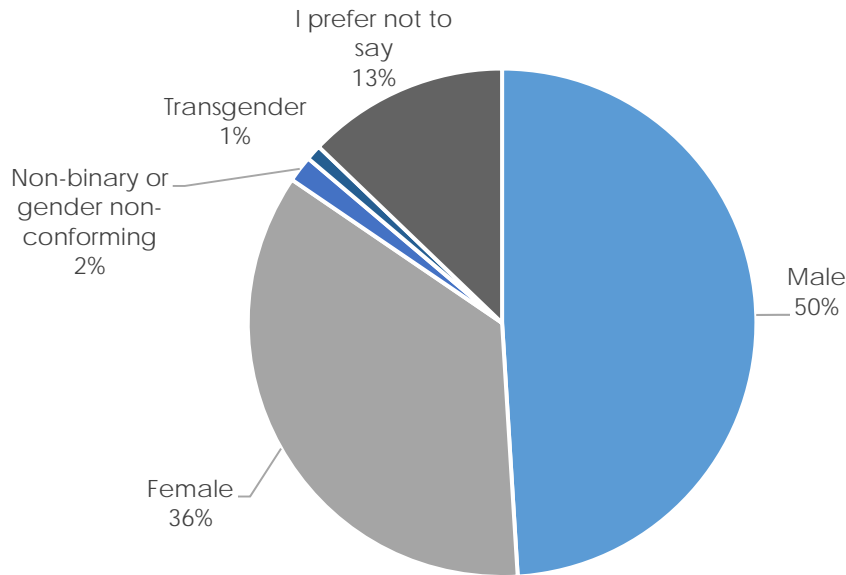
In the metro area, the gender ratio is 49/51 male to female.<sup>2</sup>

<sup>2</sup> Ibid.  
May 13, 2018





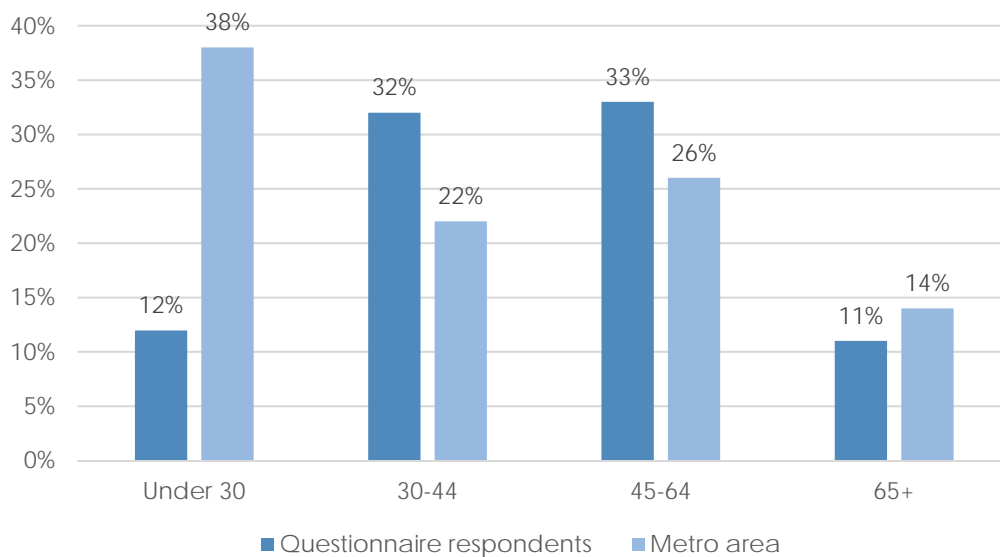
Figure 3-2. Gender of questionnaire respondents (N=481)



**Age**

The median age of questionnaire respondents was 45. By comparison, the median age of Portland metro area residents is 38. People under age 30 were underrepresented by the questionnaire respondents, while those between 30-64 were overrepresented.

Figure 3-3. Age of questionnaire respondents (N=490) compared to metro area residents

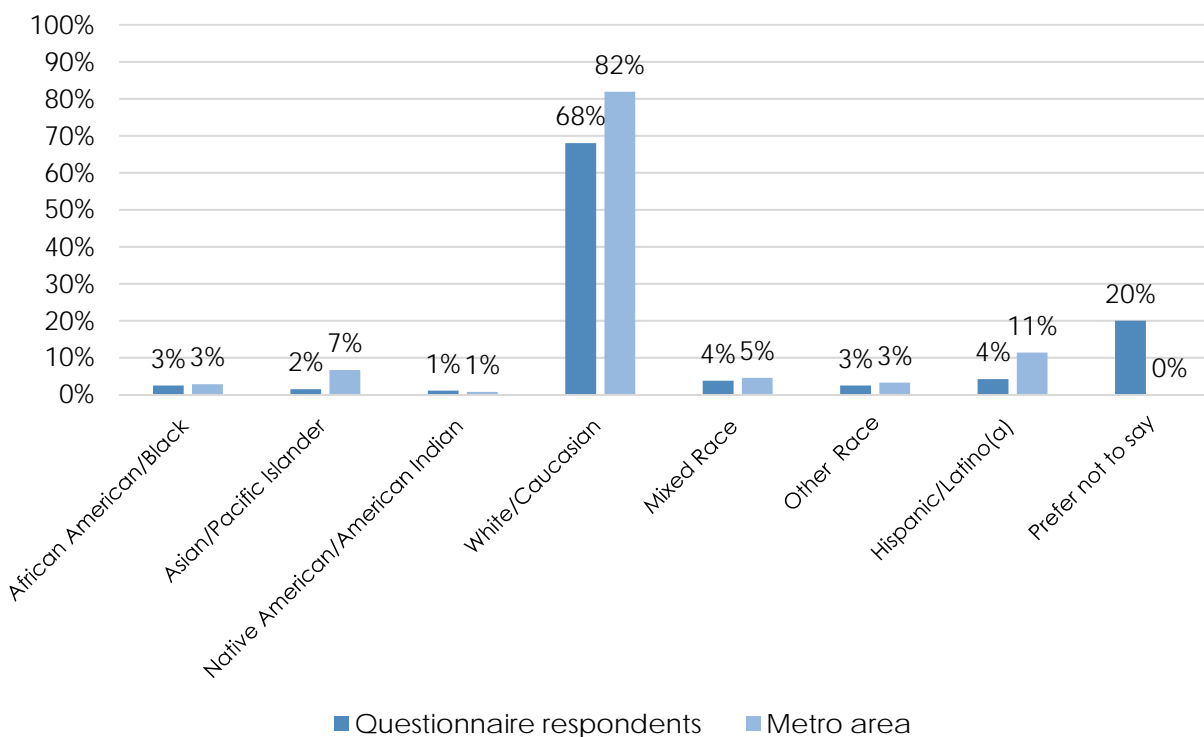




### Race/ethnicity

Most questionnaire respondents identify as white. Overall, people who identify as Asian/Pacific Islander and Hispanic/Latino(a) are underrepresented in this sample. In the spring questionnaire, the option “Prefer not to say” was offered, and 20 percent of participants opted into this category.

**Figure 3-4. Race/ethnicity of questionnaire respondents (N=472) compared to metro area residents**



## 3.2 In-person open house attendees

Approximately 186 people attended five in-person open houses.

**Table 3-2. In-person community conversation attendees**

EVENT	ATTENDEES
Oregon City Open House April 12, 2018, 5:30 – 7:30 p.m.	44 attendees
East Portland Open House April 14, 2018, 10:00 a.m. – 12:00 p.m.	20 attendees
Tigard Open House April 18, 2018, 5:30 – 7:30 p.m.	23 attendees
Portland Airport Open House April 21, 2018, 9:30 a.m. – 12:30 p.m.	14 attendees
Vancouver Open House April 30, 2018, 5:30 – 7:30 p.m.	85 attendees



Open house attendees came from many communities across the metro area. At the events, attendees were invited to indicate their home ZIP code. Table 3-3 summarizes the number of attendees by county.

**Table 3-3. Community conversation attendees by home county**

COUNTY	NUMBER OF ATTENDEES	PERCENT
Clark County	76	50%
Clackamas County	36	24%
Multnomah County	22	14%
Washington County	18	12%



*Attendees walk through the stations at an open house.  
Source: ODOI*



## 4 CONCEPT RESULTS AND COMMENTS

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In spring 2018, the five concepts were presented for public review. These five “round 2” concepts were developed based on technical evaluation results, input from the PAC and the public on the initial concepts, and project team experience with congestion pricing systems throughout the U.S.

### 4.1 Key Takeaways

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At a high-level, the key takeaways that emerged from the closed-ended responses to the questionnaire are:

#### ***Concept A – Northern I-5 Priced Lanes***

- Compared to the other corridor concepts, this area is driven more frequently by respondents than the areas that overlap with Concepts D and E, but less frequently than the longer corridors that overlap with Concepts B and C. About half of all respondents drive this corridor at least several times a month, and about half drive it less frequently or never.
- Just over half (54 percent) of respondents currently change their travel plans in this area because of congestion. This number increases to just over 60 percent among those who drive this segment at least several times a week.
- If Concept A were to be implemented, most people (59 percent) believe they would drive in an unpriced lane or drive a different route to avoid the freeway.
- Respondents’ two top concerns regarding Concept A are:
  - Ensure congestion is reduced (55 percent)
  - Minimize the impacts on low-income or other disadvantaged people (50 percent)

#### ***Concept B – I-5 Priced Lanes: Toll all lanes between Going Street/Alberta Street and Multnomah Boulevard***

- Over 40 percent of participants drive this corridor at least several times a week, and another 33 percent using this corridor at least several times a month. Only 25 percent of respondents rarely or never use this portion of the highway.
- Over 60 percent of respondents currently change their travel plans in this area because of congestion.
- If Concept B were to be implemented, most people (67 percent) believe they would choose a different route to avoid the freeway. This reaction to Concept B (where all lanes would be tolled) produces the highest percentage of respondents who say they would be “very likely” to avoid paying the toll (35 percent) on all priced lanes.
- The two top concerns of respondents regarding Concept B are:
  - Ensure congestion is reduced (52 percent)
  - Minimize the impacts on low-income or other disadvantaged people (50 percent)

**Concept C – I-5 and I-205 Priced Roadway: Toll all lanes**

- Over 70 percent of questionnaire takers report driving this segment of the highway at least several times a week. Forty percent drive in these corridors daily. Less than 10 percent of participants rarely or never drive here.
- Almost 70 percent of all respondents currently change their travel plans in this area because of congestion.
- If Concept C were to be implemented, most respondents (59 percent) believe they would try to avoid certain parts of the priced freeway lanes. However, 40 percent indicated a willingness to pay the toll for a faster trip. The willingness to pay to drive in a priced lane was higher for Concept C than for any other Concept tested.
- The two top concerns of respondents regarding Concept C are:
  - Ensure congestion is reduced (50 percent)
  - Minimize the impacts on low-income or other disadvantaged people (50 percent)

**Concept D – I-205 Priced Lane: OR99E to Stafford Road**

- About 20 percent of all respondents drive this section at least several times a week, and 60 percent reported rarely or never driving between 99E and Stafford Road.
- Of those who drive the segment regularly, almost 60 percent of respondents currently change their travel plans in this area because of congestion.
- If Concept D were to be implemented, most respondents (58 percent) believe they would choose to drive in an unpriced lane or find an alternative route between 99E and Stafford Road (45 percent).
- The two top concerns of respondents regarding Concept D are:
  - Ensure congestion is reduced (57 percent)
  - Minimize the impacts on low-income or other disadvantaged people (50 percent)

**Concept E – Abernethy Bridge Priced Roadway**

- Just over 20 percent of respondents use this segment of the highway on a regular basis up to several times a week. Almost 60 percent rarely or never drive in this area.
- Among those who drive this segment several times a week or more, about half currently change their travel plans in this area because of congestion.
- If Concept E were to be implemented, most respondents (50 percent) and those who drive this section regularly believe they would avoid the tolled section by looking for an alternative route.
- The two top concerns of respondents regarding Concept E are:
  - Ensure congestion is reduced (52 percent)
  - Minimize the impacts on low-income or other disadvantaged people (50 percent)



The following sections present the detailed results for the closed-ended questions of the questionnaire and open-ended comments received at the open houses. Results are summarized around three key categories within each concept:

- Travel patterns and behaviors
- Congestion impacts
- Desired mitigation strategies and “other” comments

Areas of significant difference among demographic groups are noted.

## 4.2 Concept A

*This concept would convert the existing (left) northbound high-occupancy vehicle (HOV) lane on I-5 to a priced lane and would convert the existing left southbound general purpose (GP) lane to a priced lane in the same segment.*

### **Technical details of Concept A:**

- Northbound lanes: Existing left HOV lane is priced, other lanes are unpriced
- Southbound lanes: Existing left lane is priced, other lanes are unpriced

### **Travel patterns and behaviors**

In the first question of this series, all respondents were asked how frequently they travel through this north/south corridor. Overall, 26 percent of all respondents are frequent users in this section (11 percent “every day” plus 15 percent “several times a week”).

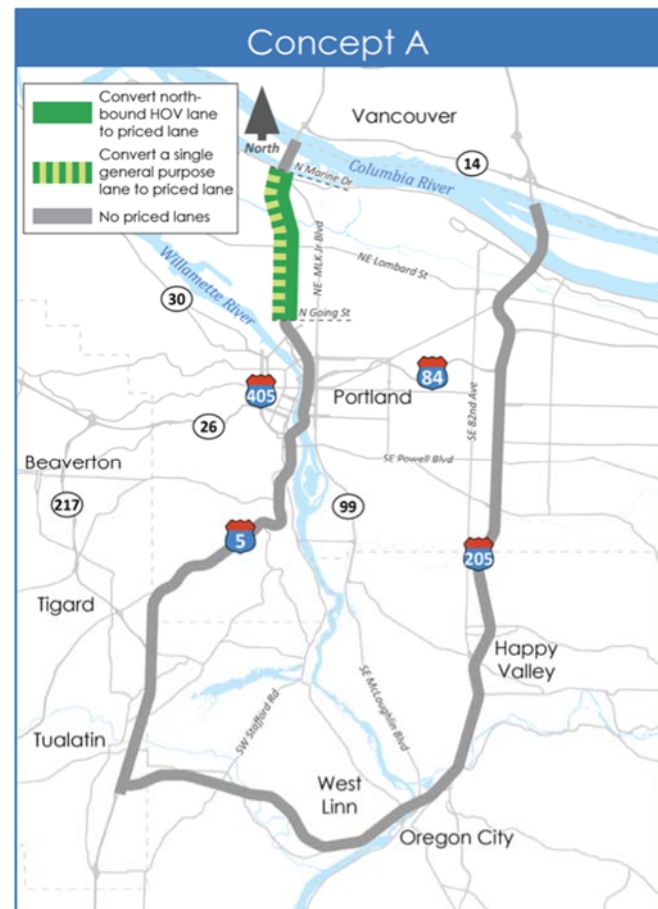
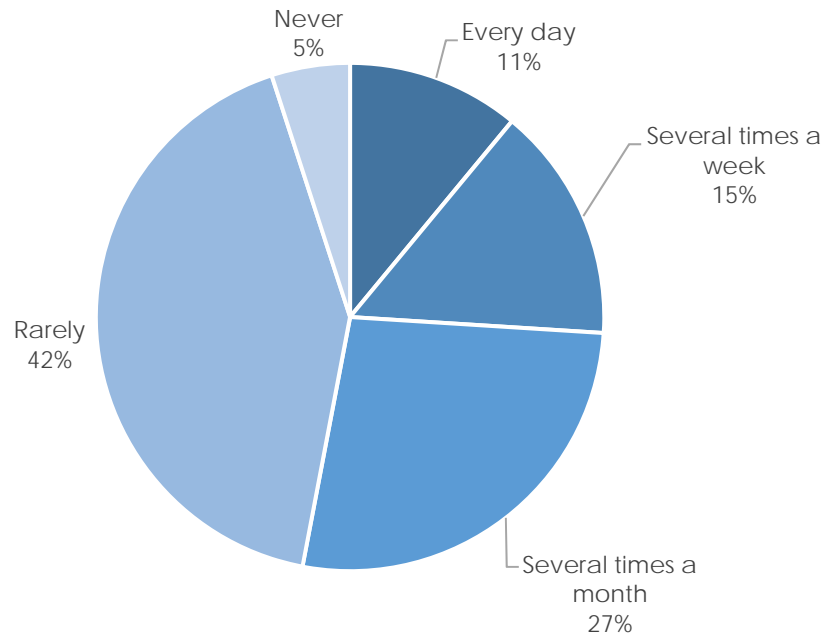


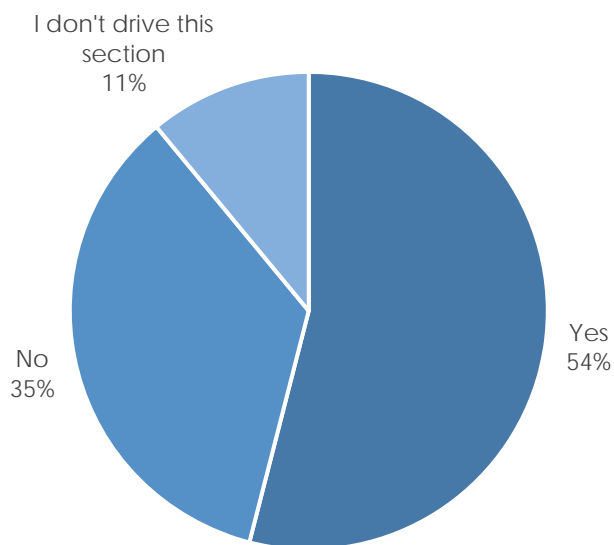


Figure 4-1. Q2: How frequently do you travel on any portion of the highway in this area? (N=475)



In the next question of the series, participants were asked about the impacts of congestion in the area affected by Concept A. Just over half of all respondents said yes (54 percent) and 35 percent said no.

Figure 4-2. Q3: Does traffic on this section of highway ever make you change your travel plans (i.e. taking a different route)? (N=466)



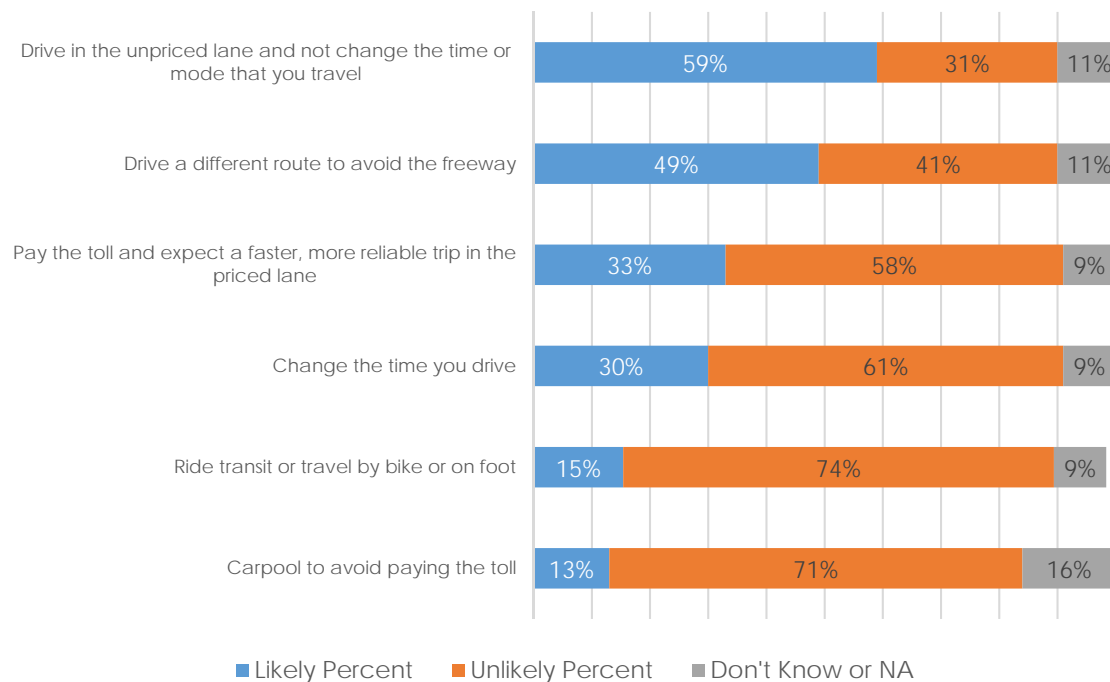


### Congestion impacts

The third question of the series related to Concept A presented participants with different behaviors they might adopt if Concept A was implemented.

In the next chart, the top two responses from all participants indicate that respondents would opt to drive in the unpriced lane as a first instinct (59 percent “Likely”) and then drive a different route to avoid the tolled area (49 percent “Likely”). A smaller group (33 percent of all respondents) said they would pay to drive in the priced lane in exchange for a faster trip, but 58 percent said they were unlikely to do this. The other options presented, including carpooling, taking transit or traveling by foot or bicycle, or changing the time of travel, were all unpopular and likely options for 30 percent of respondents or less.

Figure 4-3. Q4: If this concept was introduced, how likely would you be to: (N=461)



### Desired mitigation strategies and “other” comments

The final question of each series asks about the community concerns related to congestion pricing that emerged during the winter outreach period. The intent of this question is to continue testing these concerns with participants and categorize the results by geography, race/ethnicity and other groupings where trends or outlier opinions might be important to consider.

The questionnaire presented seven concerns, and respondents were asked to select their top three. They could also write in an “other” concern. The concerns have all been categorized by concept.



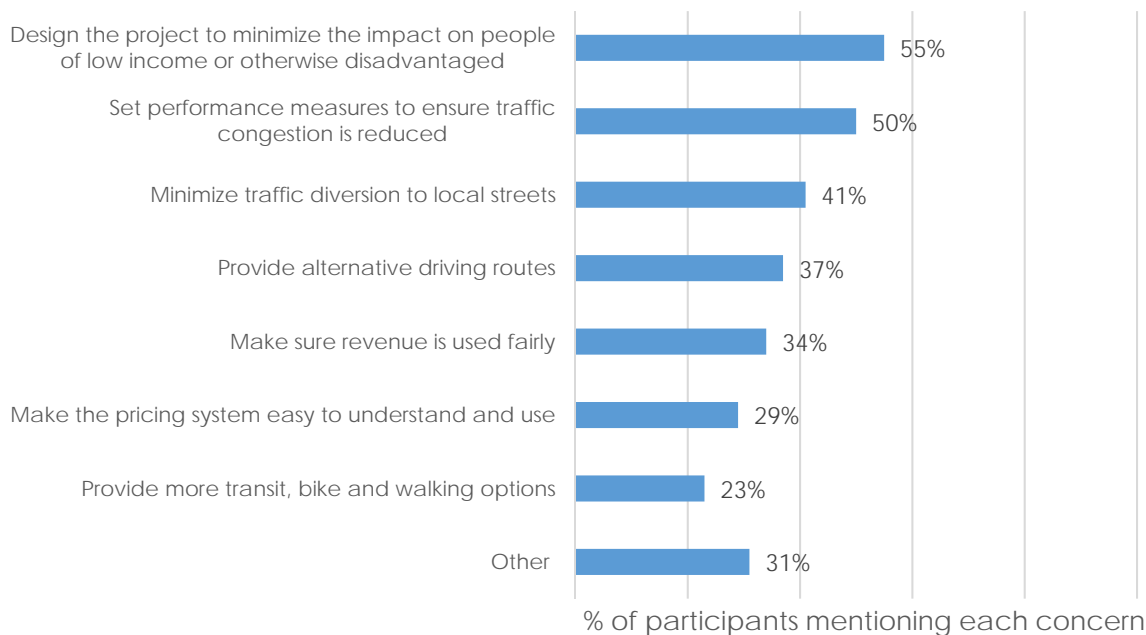


A key finding from the spring outreach period is that the top two concerns identified by respondents as the most important are the same for all five concepts:

- Assuring the public that congestion will be reduced through congestion pricing
- Reducing the impact on low-income respondents

In addition, these two concerns are consensus items for respondents from all age categories, gender categories, race/ethnic groupings, by county and regardless of whether someone drives in the area every day or never. The next three concerns (e.g. diversion to local streets, alternative routes and using revenue fairly) are also very consistent in the overall range of importance but are also noteworthy for the variation in importance by race/ethnicity and geography.

**Figure 4-4. Q5: The community identified several concerns with congestion pricing. Which do you feel is most important to address if this concept was implemented? Please check your top three. (N=45)**



The last bar in Figure 4-4 shows that 31 percent of respondents to Concept A included another response as one of their three top concerns.

The top three category themes that emerged from these comments were “fairness,”<sup>3</sup> “expanding existing roadways” and a general “oppose” category which included very short and unambiguous statements of opinion such as “No tolls!” or “I oppose this project” or “Don’t do this.” See Appendix D for more information.

<sup>3</sup> The concepts of “fairness” and “equity” are related, but distinct. For this analysis, comments were categorized as relating to “fairness” when they discussed the ethics of congestion pricing systems and the project design. Comments about “equity” focused on whether certain groups will experience disproportionate outcomes and impacts as a result of congestion pricing. Many respondents see congestion pricing as a restriction on choice; they are resisting pricing because it feels unfair to pay for something they believe was already paid for and/or because they view driving alone as their only reasonable option.



### *Differences among demographic groups*

**Geography:** Clark County respondents, and City of Vancouver respondents specifically, are much more frequent users of the highways affected by Concept A. Respondents from Clark County drive the corridor more regularly (52 percent drive this section at least several times a week) than all respondents. Along with respondents from Multnomah County, almost 60 percent of Clark County respondents say they divert to alternative routes or change their travel plans to avoid congestion in this area.

However, respondents from Clark County said by a ratio of more than 2:1 (65 percent to 28 percent), that they were less willing to pay for a faster trip. Respondents from Multnomah County were more willing to pay for a faster trip than respondents from Clark County (46 percent compared to 28 percent). A clear majority of respondents from all areas indicate they would drive in the unpriced lane and not change the time or mode they travel. Multnomah County respondents are the only subgroup willing to ride transit or travel by bike or foot (34 percent) compared to less than 10 percent willingness among all other groups.

Mitigation strategies, cross-tabbed by county, are very insightful examples of regional priorities and concerns. For example, Clark County respondents are much more concerned with how revenue is used (48 percent), while less concerned with diversion. Making the pricing system understandable ranks high for Clackamas and Washington County respondents. In Multnomah County, transit alternatives are preferable to alternative driving routes (40 percent to 24 percent), but this area is an exception, as respondents from all other areas prefer alternative driving routes, not transit.

**Table 4-1. Mitigation strategies for Concept A**

Mitigation strategy	Multnomah County	Clark County	Clackamas County	Washington County
Set performance measures to ensure traffic congestion is reduced	46%	55%	62%	60%
Design the project to minimize the impact on people of low income	58%	56%	41%	45%
Minimize traffic diversion to local streets	50%	21%	45%	43%
Provide alternative driving routes	24%	45%	45%	40%
Make sure revenue is used fairly	29%	48%	34%	25%
Make the pricing system easy to understand and use	31%	21%	27%	36%
Provide more transit, bike and walking options	40%	13%	13%	20%



**Race/ethnicity:** Whites (N=318) and all non-white respondents (N=58) are compared for each of the questions in each series.<sup>4</sup> Due to small sample sizes within specific racial and ethnic subgroups, more granular analysis is not reliable. Within the questions related to Concept A, the data show that people of color drive along the corridors related to Concept A more regularly (34 percent at least several times a week, compared to 22 percent among white respondents). Interestingly, white respondents are much more likely to change their travel plans in this area as a result of congestion compared to people of color (59 percent compared to 36 percent). On the question related to behaviors, if Concept A were implemented, white respondents expressed a greater likelihood of paying to drive in a priced lane (38 percent to 28 percent) and a greater willingness to change the time they drive (33 percent to 27 percent).

The suggested mitigation strategies are of varying importance to whites and people of color, except for the consensus that the most important strategy should be performance measures to ensure a reduction in traffic congestion (over 50 percent for both subgroups). Among people of color, alternative routes was the most important strategy, followed by measures to ensure a reduction in traffic congestion. Among white respondents, strategies to support low-income respondents was a top concern (53 percent), followed by concerns regarding traffic diversion.

**Frequency of use:** One of the most interesting findings from reviewing data related to Concept A is that driving the corridor more regularly versus rarely or never makes no difference in someone’s willingness to drive in a priced lane among respondents. This is not intuitive, but the data suggest that daily commuters are not thinking about practical time savings or trusting that a priced lane will reduce congestion at this stage in their understanding of congestion pricing.

**Age:** Older respondents over 65 drive this section of the corridor a little less frequently but are more likely to adjust their travel plans due to traffic compared to younger respondents.

Respondents between 30 and 64 were the most likely to drive in a priced lane (roughly 35 percent) when compared to younger respondents (28 percent) and respondents over 65 (22 percent). The youngest and oldest subgroups indicated a higher willingness to change the time they travel. Younger respondents under 45 also expressed slightly higher willingness to carpool or try transit, biking or walking.



Attendees learn more about congestion pricing with members of the technical team  
*Source: ODOT*

<sup>4</sup> These number exclude respondents who chose “prefer not to say.”



### ***Other open-ended comments received on Concept A***

Major takeaways of public perceptions at the five open house events for Concept A include the following:

- **Expanding existing roadways:** Participants express concern that Concept A would not work unless the road is widened and the I-5 bridge is replaced. Choke points and bottlenecks include the Rose Quarter and on/off ramps along the corridor. Many participants said they would support tolling if these issues were addressed first.
- **Fairness:** Most of the comments surrounding the fairness of Concept A brought up the lack of alternatives, such as other roadways or reliable transit from Vancouver into Portland. Some commenters also highlighted their frustration in feeling double taxed by congestion pricing since they pay Oregon income taxes as Washington state residents if they work in Oregon.
- **Transit:** Many participants feel that transit is not a viable option due to infrequency or unreliability of service. Some participants feel unsafe using public transit, and a few want less money allocated toward public transit.
- **Revenue and taxes:** Participants want toll revenue to go toward road improvement projects including highway expansion, a new I-5 bridge and adding an additional bridge across the Columbia River. Some participants request that one toll be applied to the whole road as opposed to multiple tolls along the same stretch of highway. A few participants are against tolling of any form.

#### ***Comments on Concept A:***

*"Need to address I-5 bottleneck to make Concept A perform properly."*

*"I don't mind paying to improve the roads, it just needs to be fair."*

*"This option seems to disproportionately impact WA respondents. Might be okay if it works better than the HOV lane."*

*"Mass transit does not run to the right areas – if all city and county employees had to take mass transit, it would improve."*

### 4.3 Concept B

*This concept would toll all existing lanes on I-5 in the northbound and southbound direction between Going Street/Alberta Street and Multnomah Boulevard.*

**Technical details of Concept B:**

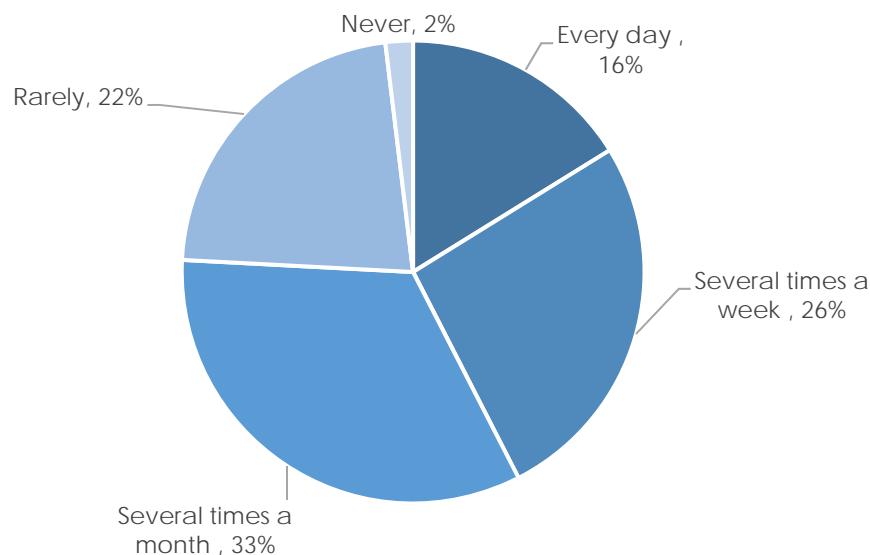
- Northbound lanes: all lanes become priced lanes
- Southbound lanes: all lanes become priced lanes
- Tolls might vary during off-peak hours or be free during certain periods

**Travel patterns and behaviors**

Overall, 42 percent of all respondents travel frequently in this section (16 percent “every day” plus 26 percent “several times a week”). Compared to the highway section in Concept A, there were more questionnaire takers who said they drive this longer section related to proposed Concept B.



**Figure 4-5. Q6: How frequently do you drive on any portion of the highway in this area? (N=475)**

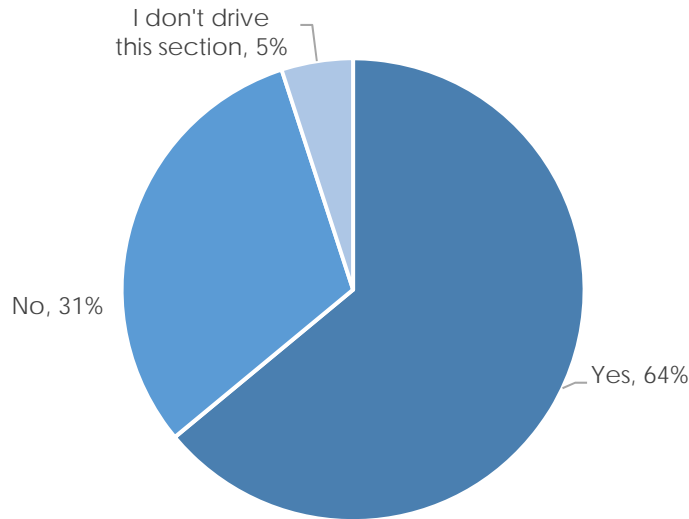


More respondents using this highway section regularly also correlates with a high percentage of respondents saying they change their travel plans due to congestion in the area (64 percent). Interestingly, infrequent respondents along this section were the



most likely to change their travel plans (67 percent of those who say they rarely or never drive in this area admit to altering their plans when they do drive here).

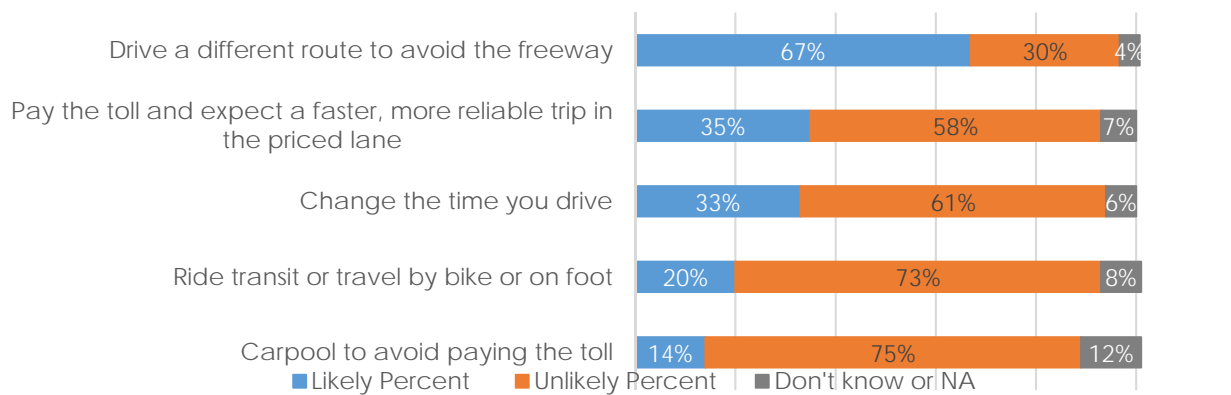
**Figure 4-6. Q7: Does traffic on this section of highway ever make you change your travel plans (i.e. taking a different route)? (N=474)**



**Congestion impacts**

Concept B's proposal that all lanes be priced is different from some other concepts where some unpriced lanes would be maintained. In the third question of the series related to Concept B, and by a margin of almost 2:1, respondents say they would be more likely to drive a different route (67 percent) than pay the toll (35 percent). Changing the time of travel was a likely scenario for about a third of respondents, while 61 percent said this was unlikely.

**Figure 4-7. Q8: If this concept was introduced, how likely would you be to: (N=463)**

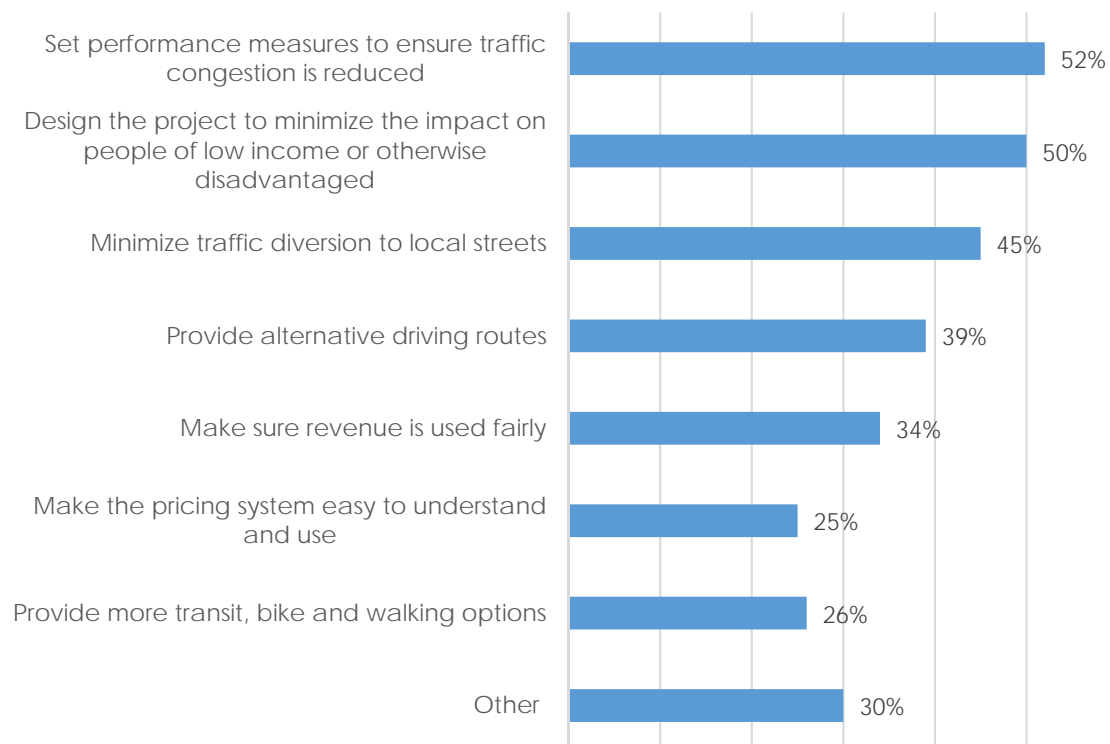




### *Desired mitigation strategies and “other” comments*

Respondents said measures to ensure congestion is reduced (52 percent) and strategies to minimize the impacts on low-income households (50 percent) were the most important strategies when all lanes are priced. Traffic diversion to local streets is the third most important priority at 45 percent. The concerns over diversion between Concepts A and B are relatively similar despite proposal differences (e.g. all lanes priced in Concept B, versus a mix of priced and unpriced lanes in Concept A) and locations.

**Figure 4-8. Q9: The community identified several concerns with congestion pricing. Which do you feel is most important to address if this concept was implemented? Please check your top three. (N=467)**



The last bar in Figure 4.10 shows that 30 percent of respondents to Concept B included another response as one of their three top concerns (N=137).

The top themes that emerged from these comments were a general “oppose” category which included very short and unambiguous statements of opinion such as “No tolls!” or “I oppose this project” or “Don’t do this.” Other themes included “fairness,” “trust,” and “expanding existing roadways.” See Appendix D for more information.

### *Differences among demographic groups*

**Geography:** Multnomah County respondents are the most frequent users of the I-5 corridor through central Portland (61 percent travel on this part of the highway at least several times a week). Clackamas County respondents drive the least frequently (37 percent rarely or never). Among Multnomah County respondents, 74 percent said they



change their travel plans to deal with congestion. At least 50 percent of all respondents throughout the metro area make these accommodations, but it was highest among Multnomah County respondents.

Over 60 percent of respondents in all four major counties predict their first behavior related to Concept B would be to drive a different route to avoid the priced lanes. A willingness to pay the toll north or southbound on I-5 was highest among Multnomah County respondents (48 percent) and much lower for respondents everywhere else—ranging from 24 percent in Clackamas County to 35 percent in Washington County. Transit options are highly desired among Multnomah County respondents (44 percent) but no more than 12 percent of respondents from any other county say they would be likely try traveling by bus, foot or bicycle.

The table below displays regional preferences and priorities related to mitigation strategies. Once again, it is notable that using revenue fairly is a high priority for respondents from Clark County (48 percent) while diversion to local streets (22 percent) is much lower. Multnomah County respondents are disproportionately interested in transit alternatives, as well as walking and biking options (46 percent) while their counterparts look to alternative driving routes (42 percent to 50 percent).

**Table 4-2. Mitigation strategies for Concept B**

Mitigation strategy	Multnomah County	Clark County	Clackamas County	Washington County
Set performance measures to ensure traffic congestion is reduced	46%	50%	58%	58%
Design the project to minimize the impact on people of low income	58%	55%	43%	43%
Minimize traffic diversion to local streets	56%	22%	53%	38%
Provide alternative driving routes	26%	50%	42%	42%
Make sure revenue is used fairly	25%	48%	34%	30%
Provide more transit, bike and walking options	46%	15%	13%	23%
Make the pricing system easy to understand and use	22%	25%	27%	30%

**Race/ethnicity:** Compared to whites, people of color drive more regularly on I-5 and would be impacted by implementation of Concept B (57 percent compared to 39 percent drive this section at least several times a week). A gap between whites and people of color in how they respond to congestion persists, with 69 percent of whites





reporting to change their travel plans due to congestion compared to 48 percent of people of color.

Willingness to pay to drive in a priced roadway north and southbound on I-5 is much higher for whites (42 percent) compared to people of color (22 percent). Whites are also more likely to be able to change their travel times (38 percent to 17 percent), take transit (24 percent to 17 percent) and carpool (17 percent to 5 percent). Strong majorities of both subgroups believe they will first try to drive a different route to avoid the toll when possible (66 percent for whites and 71 percent for people of color).

Mitigation measures that would provide more alternative routes for respondents was the number one priority for non-whites (52 percent) but a lower priority for white respondents. This finding is consistent with data showing that whites indicate a higher ability to pay, carpool, change their travel times or try transit. As a result, adding alternative routes—while important—is not white respondents' top priority.

**Frequency of use:** It is common for upwards of 60 percent of respondents to change their travel plans due to congestion on I-5. However, frequent travelers on I-5 were no more likely to change their travel modes than infrequent travelers. There were no significant differences between regular respondents and infrequent respondents on I-5 in terms of how their travel patterns might change if Concept B is implemented. The mitigation priorities were also the same for all types of respondents on this stretch of the highway.

**Age:** Seniors over 65 do not drive this section of the highway nearly as often as younger respondents. Seniors are also notable for a lower likelihood of paying the toll (26 percent compared to about 35 percent of younger respondents who would pay it) and less willingness to use transit (77 percent of seniors said they would be "very unlikely" to use transit here). Carpooling and transit alternatives were quite a bit more common for respondents under 45.

### ***Open-ended comments on Concept B***

Major takeaways from public perceptions at the five open house events for Concept B include the following:

- **Revenue and taxes:** Open house participants had many comments on this topic, given the strong revenue potential. Many participants want toll revenue to be applied toward road improvements, mass transit systems and highway capacity expansion projects, such as a third bridge across the Columbia River. Some participants want to know what the price of the toll would be and if the toll would be one charge for the whole corridor or multiple charges within the same corridor. A few participants suggest tolls be reduced to \$0 during off-peak hours. A few participants want out of state income taxes applied to tolls instead of the "double taxation" of tolls for non-residents who work in Oregon.
- **Diversion:** Many participants are concerned with the amount of traffic Concept B would divert onto Martin Luther King Jr. Boulevard, I-205, and I-405. Participants note that current congestion has made highway alternatives crowded and has made surface streets dangerous for pedestrians. There is concern that tolling will exacerbate the issue.



- Fairness:** Many participants stress the idea of choice, some feeling that Concept B unfairly targets Washington respondents by removing their free commuting choice. Some participants feel that tolling the whole road is the fairest option, while some participants say that tolling the whole road eliminates choice and is unfair.
- Project scope and public engagement:** Participants want to see the project expand to the adjacent highways with congestion issues, such as US-26, US-217, I-84 and OR99E. Some participants think Concepts A and B should be combined. A few want more engagement from the project team with the cyclist community. Participants also want tolled roads to be very clearly demarcated.

**Comments on Concept B:**

*"If you toll, use the money for roadway capacity improvements in the area they were collected in for bridges and freeways."*

*"Money should go to build mass transit – light rail."*

*"Concept B has me worried about diversion on MLK due to high walkability."*

*"People need to know there is a toll."*

*"I want choice – toll only 1 lane so people can decide to pay or not."*

## 4.4 Concept C

*This concept would price all lanes of I-5 and I-205 from the Oregon side of the Columbia River to the junction of the two highways near Tualatin.*

### Technical details of Concept C:

- The entire roadway would be priced
- Tolls might vary during off-peak hours or be free during certain periods

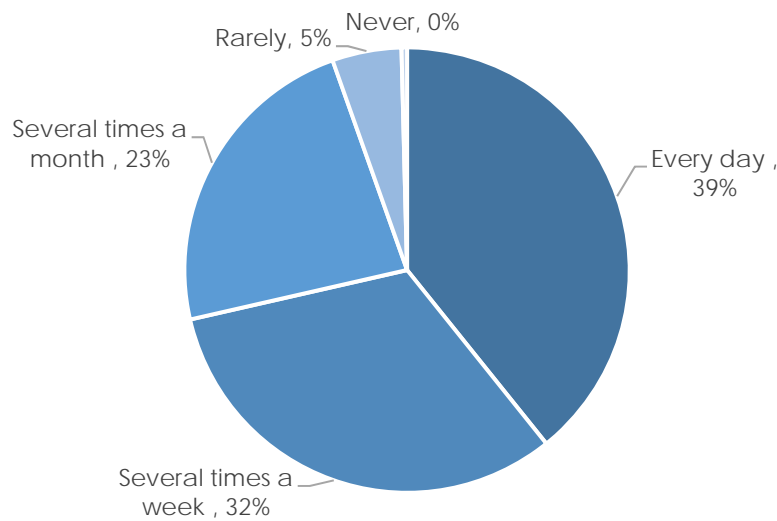
### Travel patterns and behaviors

This section of the metro area covering both I-5 and I-205 is by far the most traveled section of all the areas tested. Overall, 71 percent of all respondents travel frequently in this section (39 percent "every day" plus 32 percent "several times a week").



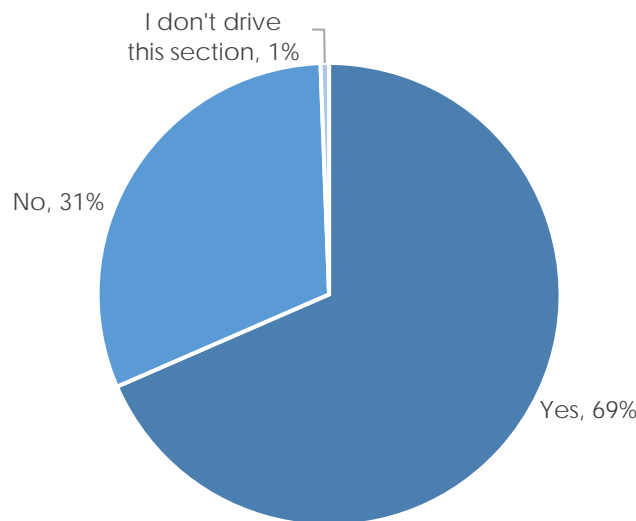


Figure 4-9. Q10: How frequently do you drive on any portion of the highway in this area? (N=474)



Almost 70 percent of all questionnaire takers said they change their travel plans due to traffic volumes on I-5 and I-205. All subgroups reported similar behavior, except for respondents of Clark County/Vancouver who drive this section a little less often.

Figure 4-10. Q11: Does traffic on this section of highway ever make you change your travel plans (i.e. taking a different route)? (N=472)

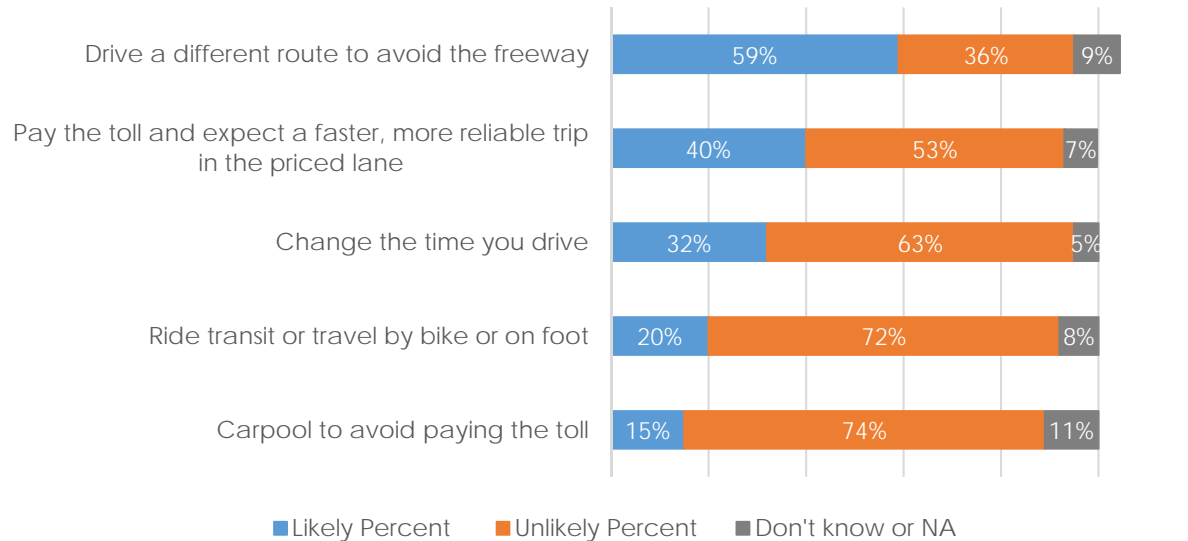


### Congestion impacts

With the entire roadway priced in all directions on both I-5 and I-205 in Concept C, 40 percent of respondents are likely to pay the toll and expect a faster and more reliable trip. This is not the most popular option, however, and 59 percent of respondents still say they would like to drive a different route rather than pay to drive on the priced roadways.



Figure 4-11. Q12: If this concept was introduced, how likely would you be to: (N=470)



**Desired mitigation strategies and “other” comments**

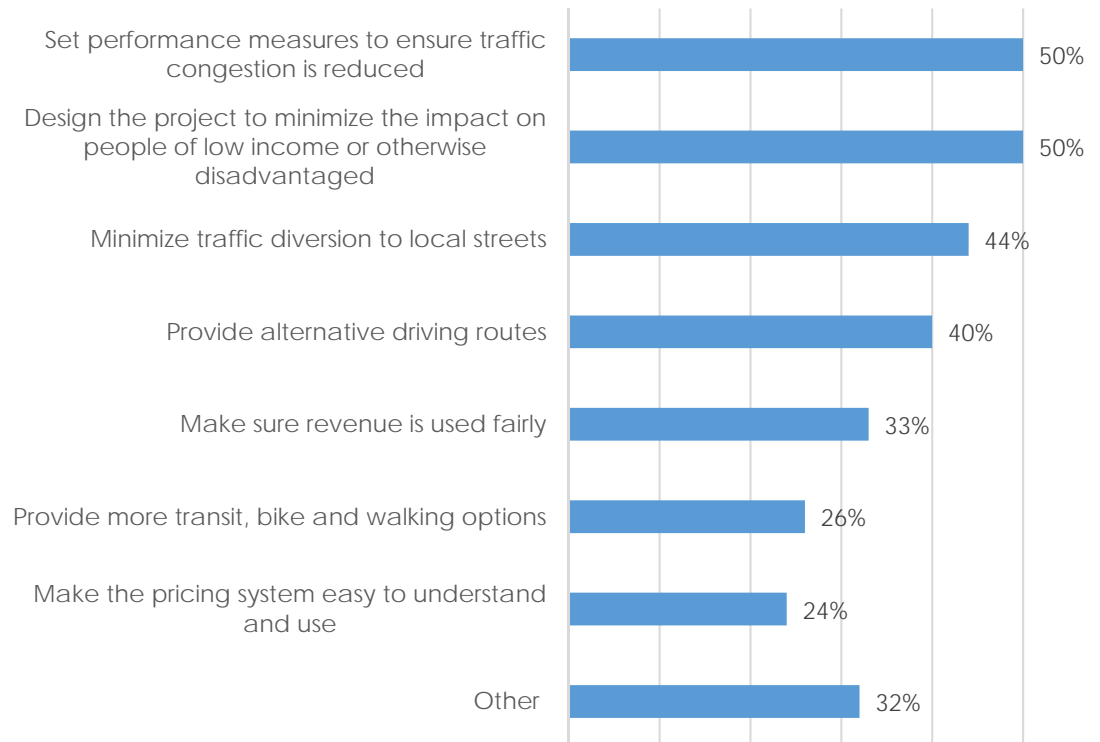
The same ranking of concerns and priorities for mitigation are presented in the table referencing Concept C. Tied for the top spot are concerns about whether congestion will be reduced (50 percent) and strategies to support low-income households (also 50 percent). Again, for all concepts, these two concerns show up as the top two priorities for the overall sample. Differences by geography and age are discussed in the next section.



Open house attendees provide feedback on Concept C  
Source: ODOT



**Figure 4-12. Q13: The community identified several concerns with congestion pricing. Which do you feel is most important to address if this concept was implemented? Please check your top three. (N=472)**



The last bar in Figure 4.16 shows that 32 percent of respondents to Concept C included another response as one of their three top concerns (N=151).

The top three category themes that emerged from these comments were “fairness,” a general “oppose” category which included very short and unambiguous statements of opinion such as “No tolls!” or “I oppose this project” or “Don’t do this,” and “trust.” See Appendix D for more information.

### *Differences among demographic groups*

**Geography:** Respondents from Clackamas County report the highest percentage of residents driving this section of highway daily (54 percent—about 20 points higher than any other area). Respondents from Multnomah, Clackamas and Washington Counties all reported changes in their travel plans upwards of 70 percent, while Clark County respondents were less likely to report this behavior (53 percent).

There were significant differences by county in the likelihood of driving in priced lanes on I-5 and I-205 by county. This could be explained by the wide range of trips taken throughout such a huge area, e.g. daily commutes, medical appointments and other kinds of errands. Here is a summary of the percentage of respondents in each county likely to pay a toll if Concept C was implemented:



- Multnomah County = 56 percent likely
- Washington County = 42 percent likely
- Clark County = 34 percent likely
- Clackamas County = 26 percent likely

A majority of respondents from Multnomah, Clackamas and Washington Counties were also highly motivated to find different routes, while Clark County respondents were less likely due to do so, given the limited options to cross the river with this concept. Multnomah County respondents once again expressed the highest likelihood of attempting transit, bicycling or foot travel (45 percent).

On proposed mitigations, all respondents support strategies to assist low-income populations and measures that ensure congestion is reduced. Beyond these consistent priorities, Multnomah County respondents highlight their preference for transit alternatives over alternative driving routes—a preference which is reversed among respondents in all other counties. Diversion impacts are top of mind in Multnomah, Washington and Clackamas Counties, while Clark County respondents want it known that using revenue fairly is a priority for them.

**Table 4-3. Mitigation strategies for Concept C**

Mitigation strategy	Multnomah County	Clark County	Clackamas County	Washington County
Set performance measures to ensure traffic congestion is reduced	44%	50%	56%	58%
Design the project to minimize the impact on people of low income	62%	54%	41%	43%
Minimize traffic diversion to local streets	56%	21%	48%	41%
Provide alternative driving routes	22%	52%	49%	44%
Make sure revenue is used fairly	27%	48%	31%	28%
Make the pricing system easy to understand and use	25%	19%	21%	31%
Provide more transit, bike and walking options	46%	17%	13%	25%

**Race/ethnicity:** This section of the highway, covering both I-5 and I-205, is used at the roughly the same frequency for both whites and people of color. White respondents describe more effort (74 percent) to take different routes to avoid traffic, with 48 percent of people of color doing the same. With Concept C, whites continue



expressing a much higher likelihood of paying to drive in priced lanes (48 percent compared to 22 percent) and they are more likely to change the time they drive, carpool or take transit than people of color.

On mitigation concerns, there were four strategies of roughly equal importance to people of color (all mentioned by about 45 to 50 percent of the subgroup). Of these, one was less important to white respondents—alternative driving routes (cited by 37 percent of whites and 50 percent of people of color). The frequency with which people of color are prioritizing alternative routes correlates with their present travel behavior (i.e. most are not making travel adjustments now) across all concepts and may relate to a lower willingness to pay for priced lanes in the future.

Frequency of use: Daily commuters and those who drive on I-5 and I-205 several times a week responded they were slightly less likely to say they would pay a toll to drive in this large section of both highways. Likelihood of paying the toll increases with more infrequent driving patterns. Infrequent travelers are likely to benefit from shorter trips and not be paying tolls daily or several times a week. There were no differences in the mitigation strategies that were top of mind for respondents based on their usage of these highways; the assurance of congestion relief and strategies to help low-income respondents were the top two.

**Age:** Over 50 percent of all age groups responding are regular users of this section of the highway and travel through it at least several times a week. As a result, almost two-thirds of all age groups also reported trying to avoid traffic and attempt alternative routes when possible. Age groups reported different behaviors in a few interesting scenarios. For example, the youngest and oldest respondents say they might have the greatest likelihood to change their travel times. Young respondents were the most likely to be interested in carpooling and transit compared to all others.

Mitigation strategies to reduce impacts on low-income households are most important to respondents under 45 compared to respondents over 45. The difference on this one particular item is at least 10 percentage points. The other mitigations tested did not produce gaps as significant between age groups.

### ***Open-ended comments on Concept C***

Major takeaways from public perceptions at the five open house events for Concept C include the following:

- **Revenue and taxes:** Many participants want the price of the toll to be accessible to low-income residents and free for emergency vehicles. Many believe that tolling revenue should be allocated to freeway expansion and the construction of additional roadways. Participants are concerned about multiple tolls along the corridor, preferring to pay one toll. Some participants do not want funds allocated to infrastructure dedicated to alternative modes of transportation such as transit, bicycle and pedestrian modes because these modes do not pay for themselves. A few participants request discounts for pre-paid tolls.



- Fairness:** Participants echo the sentiment of choice for Concept C, many noting that landlocked residents of Hayden Island and those who are required to commute long distances lack choice in alternative routes. Many think that Concept C is the fairest alignment of the five. A few note that Concept C removes their choice to either pay or not and is therefore unfair. A few want only out-of-state travelers to pay the toll, stating it unfair for Oregon residents to pay twice for roads. A few participants feel that Washington residents should pay a reduced toll because they already pay Oregon income tax by working in Oregon.
- Diversion:** Participants are concerned that Concept C will have the greatest diversion impact on surface streets. A few participants note that diversion would be dangerous for neighborhoods because traffic calming measures on local streets are too expensive.

**Flip Chart comments related to Concept C:**

*"Must be affordable to low-income residents and must be free for emergency vehicles."*

*"Note whether people would need to pay multiple tolls throughout the day."*

*"Tolls should apply equally to people from both states."*

*"This will create more congestion on local streets. Too expensive to add traffic-calming on every street and will also create more congestion, emissions and fuel consumption. Don't put tolls on all lanes all the time. Start toll after first off ramp so Clark County residents have an option to avoid the toll."*

### 4.5 Concept D

*This concept would apply a variable toll on a single newly constructed (and planned) (left) lane between OR99E and Stafford Road, including the Abernethy Bridge.*

**Technical details of Concept D:**

- New priced lane added for both eastbound and westbound travel; leftmost lane would be tolled
- Maintains an unpriced lane option in both directions

**Travel patterns and behaviors**

Overall, 20 percent of all respondents travel frequently in this section (nine percent "every day" plus 11 percent "several times a week"). Compared to the core sections of highway throughout the Portland metro area, this section is much smaller and traveled almost exclusively by respondents from Clackamas County.

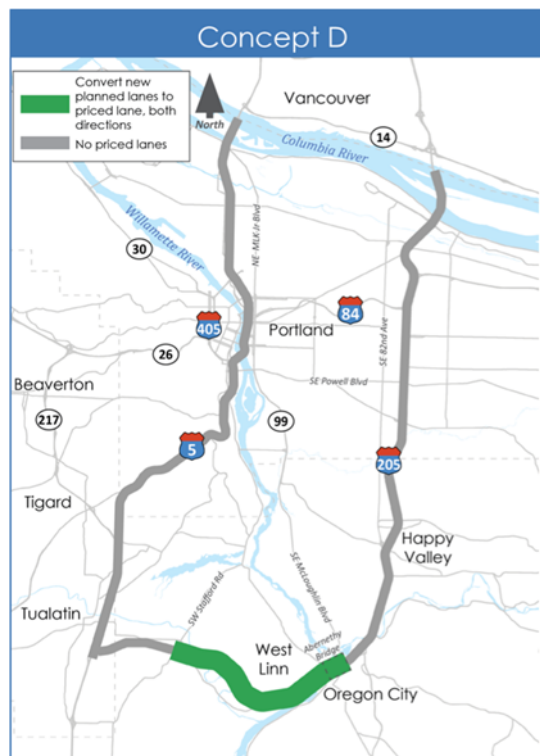
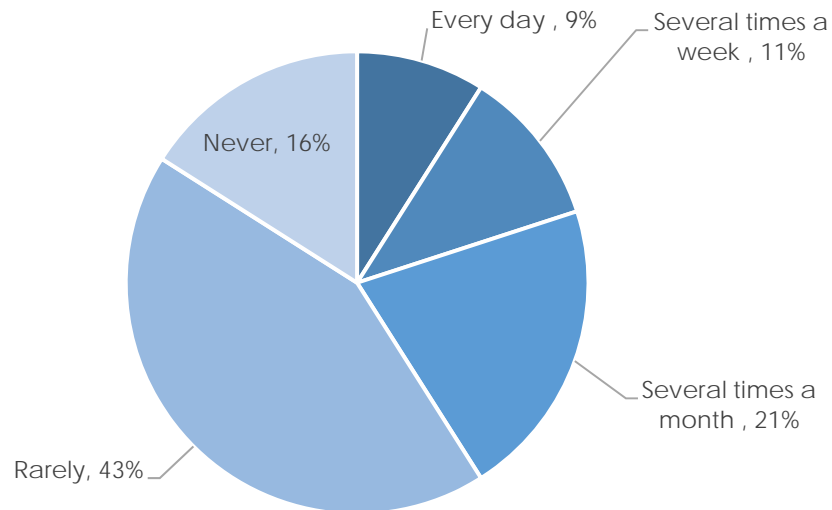




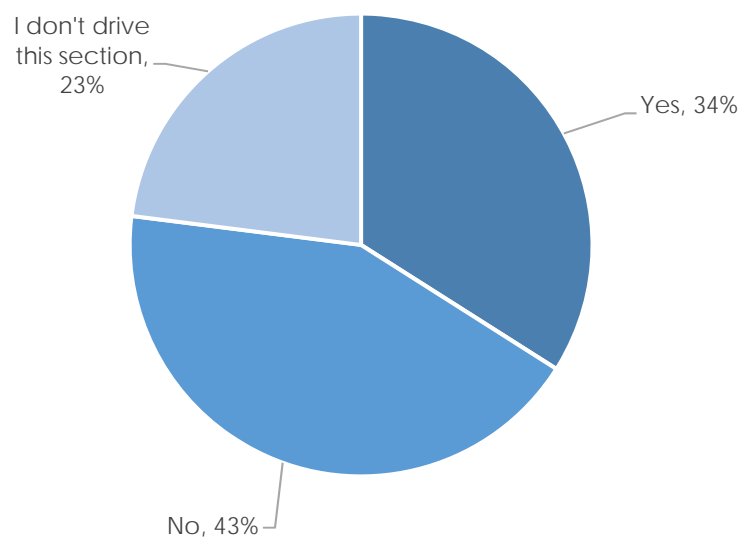


Figure 4-13. Q14: How frequently do you drive on any portion of the highway in this area? (N=472)



The results from all respondents are displayed in Figure 4-20 and look very different for Clackamas County participants, 52 percent of whom say they change their travel plans regularly to account for congestion in this area. More detail from Clackamas County participants begins on page 4-43.

Figure 4-14. Q15: Does traffic on this section of highway ever make you change your travel plans (i.e. taking a different route)? (N=466)



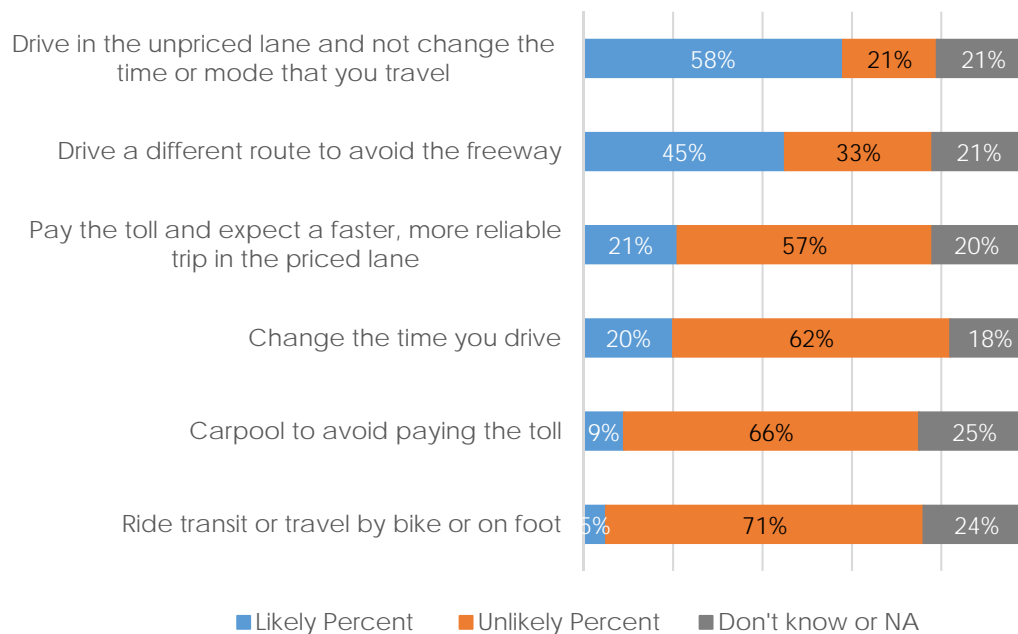


A participant clarifies her comments about one of the Concepts  
 Source: ODOT

**Congestion impacts**

Concept D, unlike Concepts B and C, maintains some unpriced lanes as part of the proposal. With that option available, 58 percent of all respondents say driving in an unpriced lane would be their first choice. Just under half (45 percent) say they would look for an alternative route to get around the tolled section of the freeway. When unpriced lanes are available, respondents are less likely to choose a priced lane. In this case, 21 percent of respondents would pay to drive in the priced lane, but 57 percent would not. Carpooling and transit are unlikely options for the vast majority of respondents.

**Figure 4-15. Q16: If this concept was introduced, how likely would you be to: (N=459)**

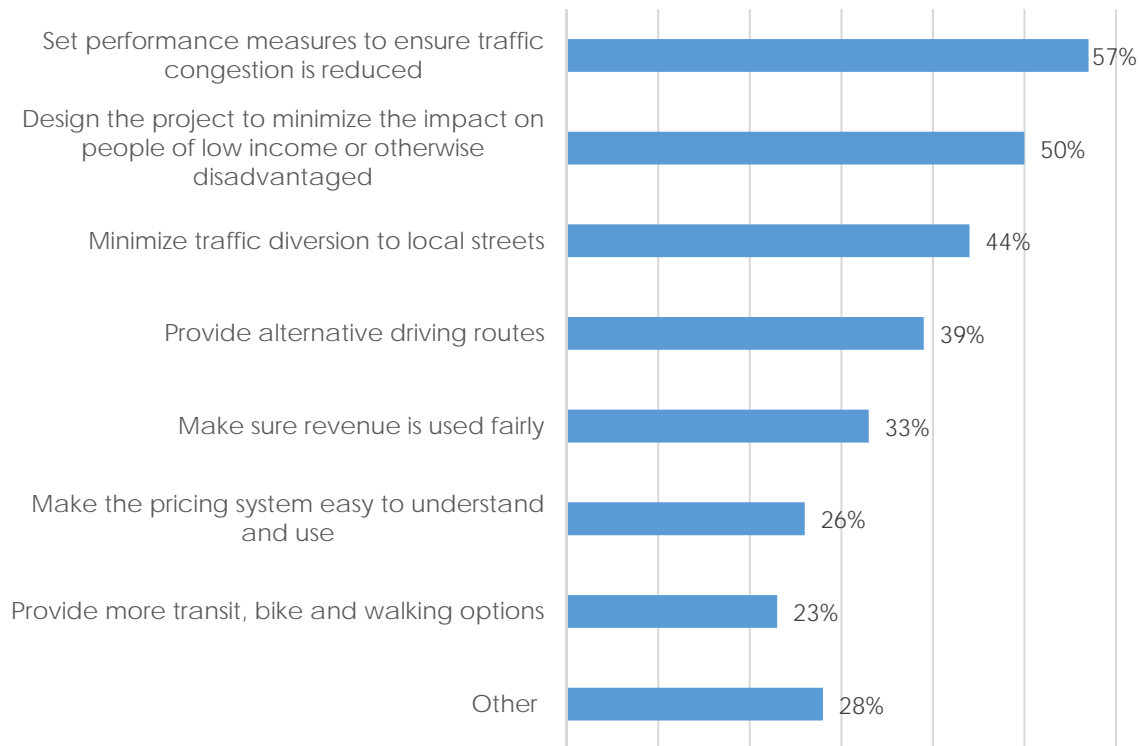




### Desired mitigation strategies and “other” comments

When mitigations are tested in the last question of this series, respondents focus on assurances that congestion would be reduced (57 percent) and measures to help protect low-income respondents from tolls (50 percent). Diversion is the third most important concern and elevates to the second most important concern for respondents in Clackamas County. Transit options and making the system easy to understand are the least important concerns from the list presented and are only cited by about one out of four respondents.

**Figure 4-16. Q17: The community identified several concerns with congestion pricing. Which do you feel is most important to address if this concept was implemented? Please check your top three. (N=446)**



The last bar in Figure 4-22 shows that 32 percent of respondents to Concept D included another response as one of their three top concerns (N=124).

The top three category themes that emerged from these comments were “fairness,” a general “oppose” category which included very short and unambiguous statements of opinion such as “No tolls!” or “I oppose this project” or “Don’t do this,” and “expanding existing roadways.” See Appendix D for more information.



### *Differences among demographic groups*

**Geography:** This section of the highway is driven disproportionately by local residents of Clackamas County. At least 80 percent of respondents from Multnomah and Clark Counties rarely or never drive in this area. In Washington County, 63 percent of respondents rarely or never travel here. Among Clackamas County respondents, 52 percent change their travel plans to avoid traffic in this section, where as alternatives are needed much less often by other respondents because they simply don't drive through this area.

Clackamas County respondents strongly prefer to use unpriced lanes (64 percent) and look for alternatives (61 percent) rather than pay for a priced lane that would ensure a faster trip (20 percent).

Respondents from Clackamas County and nearby Washington County are both very interested in how tolls in their communities would reduce congestion (61 percent and 65 percent, respectively). In contrast, Clark and Multnomah County respondents are focused on strategies to lessen the impact of tolls on low-income households.

**Table 4-4. Mitigation strategies for Concept D**

Mitigation strategy	Multnomah County	Clark County	Clackamas County	Washington County
Set performance measures to ensure traffic congestion is reduced	51%	52%	61%	65%
Design the project to minimize the impact on people of low income	61%	56%	40%	45%
Minimize traffic diversion to local streets	51%	23%	54%	38%
Provide alternative driving routes	26%	49%	42%	41%
Make sure revenue is used fairly	25%	47%	30%	32%
Make the pricing system easy to understand and use	29%	24%	22%	32%
Provide more transit, bike and walking options	40%	16%	14%	21%

**Race/ethnicity:** A majority of whites (50 percent) and a strong majority (64 percent) of people of color say they would be unlikely to pay a toll and drive in a priced lane associated with Concept D. Whites are slightly more likely to express some willingness to be tolled, but the inclination for both white and people of color is to drive in an



unpriced lane as a first choice (55 percent and 62 percent, respectively) and then look for alternative routes where possible (44 percent and 45 percent, respectively).

Mitigation priorities were fairly consistent for whites and people of color, with the one exception being the continued higher importance of providing alternative driving routes for people of color (46 percent importance, compared to 36 percent importance among whites).

**Age:** Respondents between 45 and 64 were the most willing to pay to drive in a priced lane in this area. This age group tends to be the highest-earning age bracket across all adult populations, and higher incomes typically provide more resources to help offset the cost of the toll.<sup>5</sup> To correspond with this finding, 45 to 64 year-olds are also the age group most interested in seeing measures put into place to guarantee congestion pricing will reduce congestion.

### *Open-ended comments on Concept D*

Major takeaways from public perceptions at the five open house events for Concept D include the following:

- **Expanding existing roadways:** The most common concern among participants who engaged with Concept D is the expansion of I-205 to keep up with regional growth, noting that more lanes would make congestion feel more manageable.
- **Trust:** Many participants mention the idea of trust. Some participants need transparency and accountability regarding where the revenue from tolls in this corridor would be spent to trust that their money is going toward congestion management projects. Some participants do not trust that tolls in this corridor will do much to relieve congestion. Some participants want to ensure that these tolls are not handled by a private company.
- **Diversions:** Participants state that I-205 traffic is currently congested and actively creates a lot of diversion. Some suggest that a diversion study be done to assess potential impacts of increased diversion before project implementation.

#### *Comments related to Concept D:*

*"Population is growing. Developers should plan more."*

*"Add capacity on I-205 (non-tolled) so that people will use it instead of I-5 when it's congested."*

*"Need transparency on how revenue will be used."*

*"Transparency! Accountability!"*

*"Value pricing will congest side streets unless more capacity is built."*

<sup>5</sup> Bureau of Labor Statistics (2017): quarterly median earnings by age report  
Oregon Department of Transportation



## 4.6 Concept E

*This concept would apply a toll on all lanes of the Abernethy Bridge, including a new planned lane. This concept is being evaluated as a potential funding strategy to widen I-205 from Stafford Road to OR99E and upgrade the bridge.*

### Technical details of Concept E:

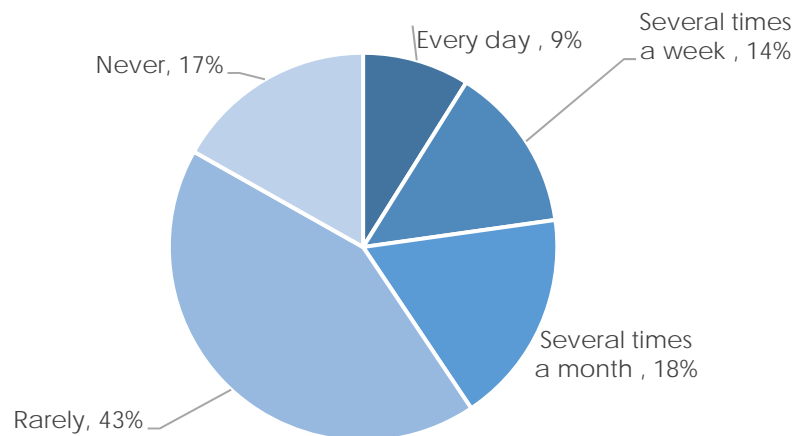
- All lanes are priced
- Few options currently available for transit riders, cyclists and pedestrian users
- Generates revenue for a bridge upgrade and widening of I-205 in a congested area

### Travel patterns and behaviors

Overall, 23 percent of all respondents travel frequently in this section over the Abernethy Bridge (9 percent “every day” plus 14 percent “several times a week”). Similar to the section of highway referenced in Concept D, this stretch is dominated by travelers from Clackamas County (58 percent of respondents drive it at least several times a week). In contrast, less than 10 percent of respondents from both Clark or Multnomah Counties drive here, and only 13 percent of Washington County respondents are regular travelers in this area.

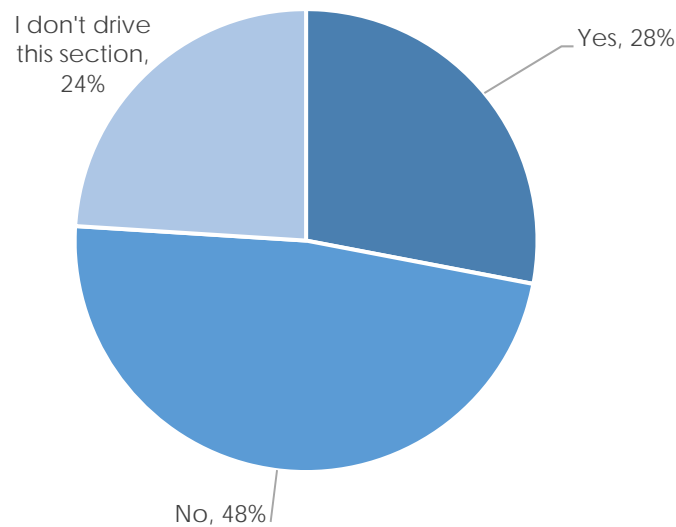


**Figure 4-17. Q18: How frequently do you drive on any portion of the highway in this area? (N=473)**



The smallest number of respondents to this question in the series say they are affected by congestion enough to change their travel plans (27 percent overall). Among Clackamas County respondents, 39 percent currently change their plans, but 58 percent do not.

**Figure 4-18. Q19: Does traffic on this section of highway ever make you change your travel plans (i.e. taking a different route)? (N=462)**



### ***Congestion impacts***

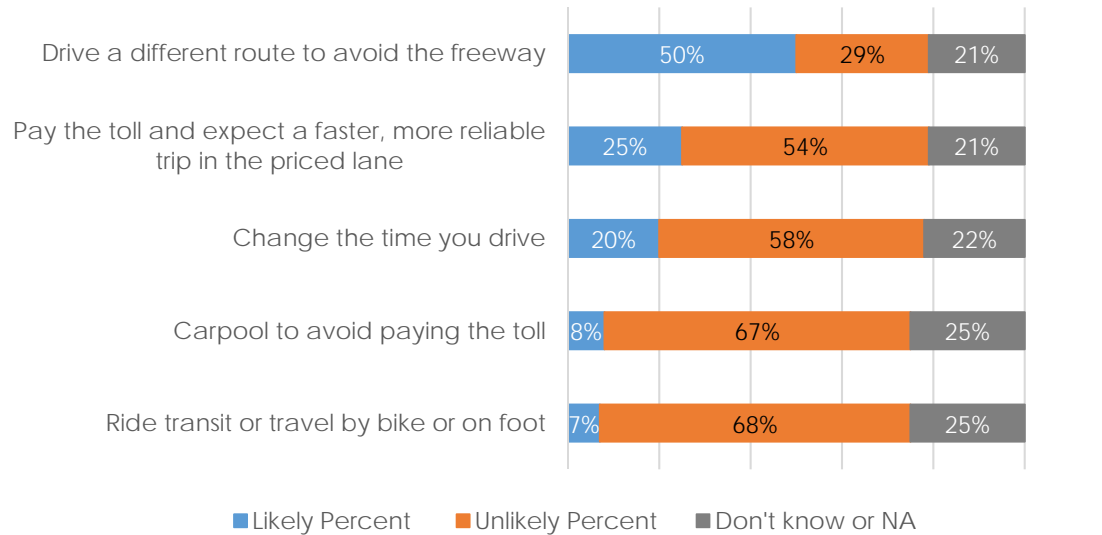
By a margin of 2:1, 54 percent of all respondents say they would be unlikely to pay a toll as part of Concept E, and only 25 percent would opt for driving on the priced roadway. Instead, 50 percent of all respondents believe they would try to avoid the freeway by looking into alternative routes. Carpooling and transit options were cited by less than 10 percent of respondents.



*Attendees share ideas and talk through the Concepts presented  
Source: ODOT*



**Figure 4-19. Q20: If this concept was introduced, how likely would you be to: (N=458)**



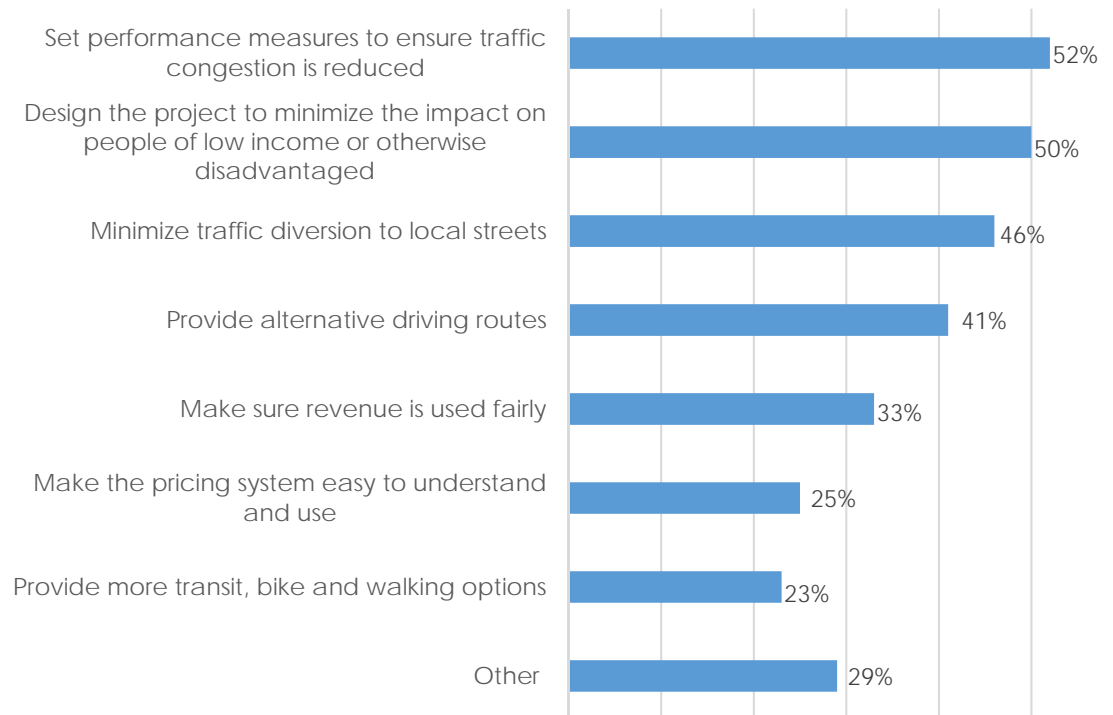
***Desired mitigation strategies and “other” comments***

Consistent with Concepts A through D, the priorities of respondents in evaluating Concept E remain focused on assurances of congestion relief through tolling (52 percent) and strategies to alleviate the impact of tolling on low-income households (50 percent). Diversion (46 percent) and alternative routes (41 percent) are middle tier priorities for this concept as well as all the others. The bottom tier priorities overall include transit, biking and walking options, making the pricing system easy to understand and using revenue raised by congestion pricing in a fair and equitable manner.





**Figure 4-20. Q21: The community identified several concerns with congestion pricing. Which do you feel is most important to address if this concept was implemented? Please check your top three. (N=440)**



The last bar in Figure 4-20 shows that 29 percent of respondents provide another response as one of their three top concerns (N=128).

The top three category themes that emerged from these comments were “fairness,” a general “oppose” category which included very short and unambiguous statements of opinion such as “No tolls!” or “I oppose this project” or “Don’t do this,” and “revenue and taxes.” See Appendix D for more information.

### ***Differences among demographic groups***

**Geography:** The Abernethy Bridge referenced in Concept E is located in Clackamas County and south of downtown Portland or Vancouver. As a result, most bridge traffic east and westbound involves Clackamas County respondents.

If Concept E were to be implemented, 74 percent of Clackamas County respondents say they would be unlikely to drive over the bridge, and 19 percent are likely. Participants from Multnomah and Washington Counties express a greater likelihood of using the bridge once it is tolled as compared to Clackamas County participants. While this concept raises money for bridge upgrades, the fact that no unpriced lanes would be maintained could be the reason so many Clackamas County respondents say they would look for an alternative route.

Clackamas County respondents prioritized congestion relief by tolling the Abernethy Bridge and to minimize diversion on local streets. Clark and Multnomah County



respondents expressed a priority for reducing the impact on low-income households, but this concern for disadvantaged households did not show up as a high priority among Clackamas County participants.

**Table 4-5. Mitigation strategies related to Concept E**

Mitigation strategy	Multnomah County	Clark County	Clackamas County	Washington County
Set performance measures to ensure traffic congestion is reduced	47%	50%	56%	61%
Design the project to minimize the impact on people of low income	62%	60%	37%	43%
Minimize traffic diversion to local streets	52%	29%	54%	42%
Provide alternative driving routes	26%	50%	48%	43%
Make sure revenue is used fairly	28%	45%	30%	32%
Make the pricing system easy to understand and use	27%	20%	22%	33%
Provide more transit, bike and walking options	42%	14%	12%	20%

**Race/ethnicity:** White respondents were about twice as likely as people of color to be willing to pay to drive on the bridge if all lanes are tolled (30 percent to 14 percent). Almost a majority of both people of color and whites say their preference would be to find an alternative to driving over the bridge if it is tolled (53 percent and 46 percent, respectively).

**People of color prioritize identifying alternative driving routes** (49 percent) over what white respondents report (38 percent). Efforts to reduce the impacts on low-income travelers is the number one priority for all white respondents (54 percent) and third most important for people of color (44 percent).

**Age:** Respondents over 65 were the most likely to report that they take measures to change their travel patterns when congestion on the bridge is a factor in their trip planning (40 percent make adjustments, 46 percent do not). Between 43 and 49 percent of all age groups prefer to find an alternative route first over paying a new toll. Respondents between 30 and 64 are the most willing to drive over the bridge if it is tolled (about 28 percent), with both younger and older respondents expressing a low likelihood of paying for a faster trip. Younger and older respondents seem to have more flexibility in their travel times, which could explain why they are less likely to pay a bridge toll.



Diversion is a particular interest to respondents between 30 and 64, which could correlate with high rates of homeownership in the communities near the bridge.<sup>6</sup> Strategies to reduce the impacts to low-income households are the highest priorities for respondents under 30 (57 percent) and mentioned by only 43 percent between 45 and 64 years old.

### *Open-ended comments on Concept E*

Major takeaways from public perceptions at the five open house events for Concept E include the following:

- **Revenue and taxes:** The biggest concern for participants who engage with Concept E is how revenue from tolling would be spent. Most participants want to see the money be spent where it is raised, expanding capacity, and there are some who want the toll to be eliminated once the bridge upgrades are been paid for. A few want the gas tax to be raised instead of tolling along I-5 or I-205.
- **Fairness:** Many participants share the anxiety of feeling a loss of choice in alternative routes when traveling in the Concept E corridor. Many perceived that there is no other viable option between Oregon City and West Linn other than the Abernethy Bridge; others state that many people are not able to change their commuting hours and would have to pay larger tolls as punishment.
- **Trust:** Participants do not trust that tolls are the sole solution to the growing congestion problem in the Portland metro region. Many feel that the issue should be addressed through a multitude of approaches, such as transit, road expansion, tolling, adding additional bridges and alternative transportation infrastructure. Many participants do not believe Concept E is an effective way to reduce traffic. Some believe Concept E would increase traffic on I-5. A few believe Concept E has no accountability for where revenue would be spent.

#### *Flip Chart comments related to Concept E:*

*"Lift tolls after the bridge is paid for."*

*"Use revenue for a 3<sup>rd</sup> bridge with light rail."*

*"To get to Oregon City from West Linn, the only option is Abernethy Bridge."*

*"Concept E would make I-5 traffic worse."*

<sup>6</sup> U.S. Census Bureau, Current Population Survey/Housing Vacancy Survey, February 27, 2018  
Oregon Department of Transportation



## 5 MITIGATION STRATEGIES

Mitigation strategies were captured in several ways throughout the spring outreach period:

- In the online questionnaire (“other, specify” responses. N=31, related to Concepts A-E and in the open-ended question, N=17)
- During the open houses on flip charts, in worksheets and in staff conversations (N=46 “general” comments and N=23 related to Concepts A-E)

Across the many sources the strategies were collected, the most common suggestions centered on the following:

**Quotes about mitigations:**

*“Needs to be an Authority on who decides how the revenue is spent, bi-state Authority.”*

*“Discounts for getting to work – 2 free trips a day, not for discretionary trips.”*

*“Have an easy-pay system so our employers can pay for those of us who drive for work.”*

*“Any household with an individual who receives OHP, SSI, Medicare, VA benefits, etc. should get a free pass in the tolling system as long as they are low income.”*

*“Real carpool lane enforcement.”*

**Table 5-1: Roll up of mitigation strategies offered, all sources**

Mitigation strategy	Overall, of 123 strategies categorized
Neighborhood traffic calming: <b>Strategies that reduce diversion, improve transportation management and ramp metering</b>	23% or N=28
Strategies or restrictions on truck traffic in priced lanes: <b>During peak congestion periods, in certain lanes</b>	22% or N=27
Subsidies for vulnerable populations: <b>Low-income households, disabled respondents, veterans, college students and Washington residents who work in Oregon and pay income tax</b>	15% or N=18
Incentives to reduce vehicle trips: <b>Staggered work or school schedules</b>	7% or N=9
Transit incentives: <b>Park and rides, toll credits</b>	7% or N=8
Free or discounted toll periods: <b>On nights and weekends or if congestion is light</b>	6% or N=7
Other: <b>Lane conversion, governance of toll authority, technology, raise the driving age, etc.</b>	21% or N=26

The project inbox also captured 20 emails during the outreach period that included at least one mitigation suggestion, along with other ideas, questions or concerns. These emails are included in Appendix F. A complete list of the strategies is included in Appendix F and organized by source.



## 6 OTHER OPEN-ENDED COMMENTS

This section summarizes the key topics and themes mentioned in open-ended comments received by the project team between February 6, 2018 and April 30, 2018. Open-ended comments provide detailed insight into public opinion, feedback and user experience. Comments were submitted via online questionnaire, email, voicemail, email inbox and at Policy Advisory Committee meetings, the Ask ODOT phone line and in-person open houses. Themes did not differ significantly depending on how the comment was transmitted, and the following sections summarize feedback submitted from all sources.

This section has been subdivided into three sections:

- Open-ended responses to question from questionnaire (April 5-30, 2018)
- Results of staff conversations with attendees at five open houses
- Project inbox communications (Feb. 6 – April 30, 2018)



*Open house attendee provides comments to staff*  
Source: ODOT

### 6.1 Open-ended responses from online questionnaire

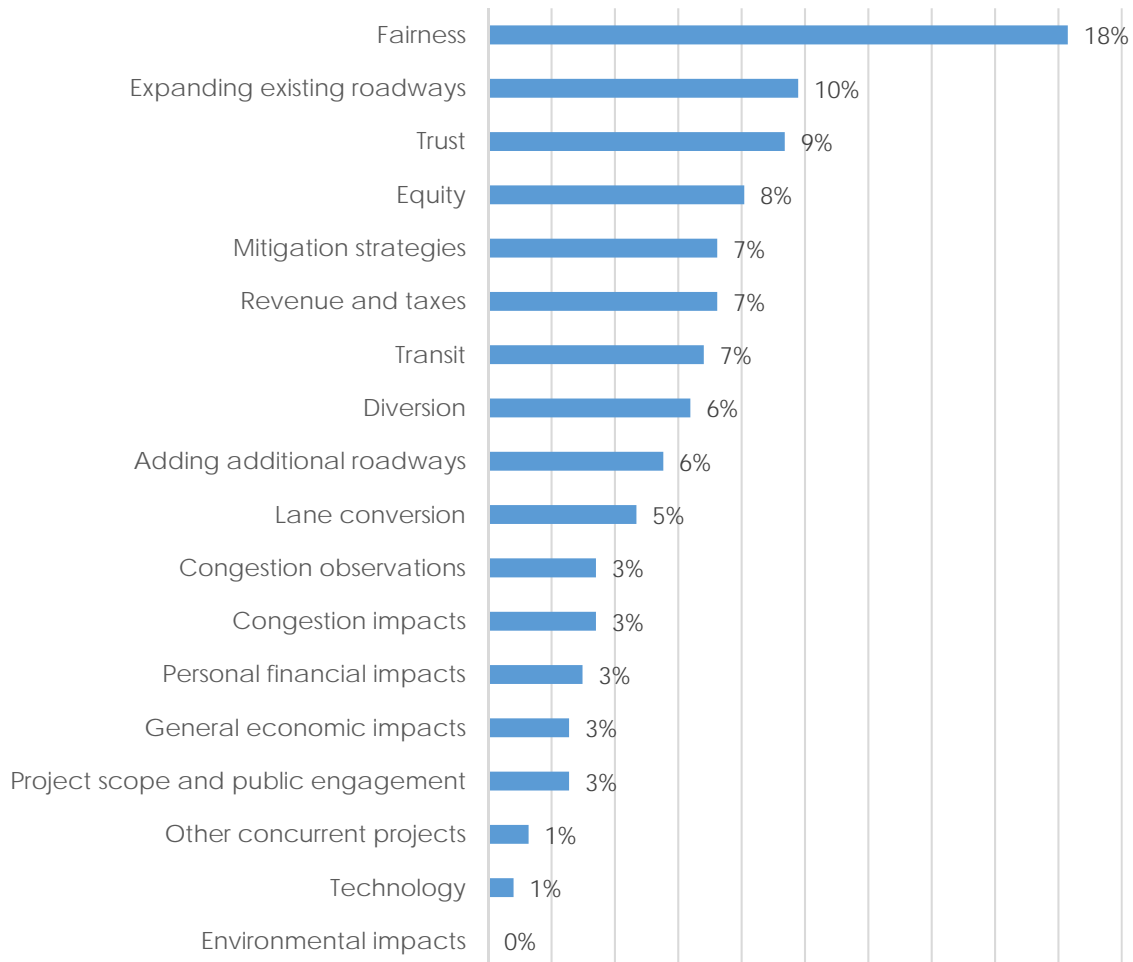
The open-ended question from the online open house site was viewed by just over 250 people, and substantive written responses were categorized from N=235. The distribution of all 235 comments is shown in Figure 5-1. The question posed was: "What strategies, policies or decisions should be considered to make congestion pricing work for the Portland metro area?"



*Attendees answer questions at one of the main laptop stations*  
Source: ODOT



**Figure 6-1. Open-Ended: *What strategies, policies or decisions should be considered to make congestion pricing work for the Portland metro area? (N=235)***



The “fairness” category captured the essence of the highest number of comments overall (N=43). Most commenters focused on the limited route alternatives that would give respondents no fair choice but to use a tolled highway. Others said that other taxes had been set up to pay for infrastructure and that roads had “already been paid for” or that “freeways should be free.” Another frequent comment was that respondents thought the toll penalized certain groups of people, such as those living in Clark County who work in Oregon and those who have set working hours with little flexibility.

Included in this category were comments about the fairness of congestion pricing, including the following subtopics:



- Existence (or lack) of viable alternative routes
- Geographic impacts
- The fairness (or unfairness) of user-pay systems
- The fairness (or unfairness) of paying for established roadways
- Flexibility of personal schedule and ability (or inability) to change travel patterns

After “fairness,” individuals made comments about “expanding existing roadways” and “trust.”

Reviewing the raw comments reveals a great deal of intersection between “trust” and “expanding existing roadways.” For example, one person wrote, “I am against ANY tolling plan on I-5 and I-205. For decades the growth in the area has been ignored by multiple jurisdictions, and now they want to toll their way out of this mess? It is unfair and it will not work.” Another said, “Adding tolls will do NOTHING to ease congestion because there are no other options for travel. Work with Washington to add lanes and/or a new bridge!”

Specific mitigation strategies were offered by 7 percent, or 17 people, in the open-ended question. Many of the suggestions parallel the questions and concerns first raised in the winter outreach period, such as toll discounts, no toll time periods, toll credits, restrictions on heavy trucks in certain lanes and increased transit service. The strategies were also similar to what participants offered in connection to the five concepts. See Chapter 4, Chapter 5 and Appendix F for more information on specific strategies.

## 6.2 Open house staff conversations

Open house participants provided nearly 700 individual general comments that staff summarized on worksheets. Some comments were written by staff during conversations, and some were written by the participants. These were collated and categorized by staff after each session. Some comments were specific to a concept, while others were more general to congestion pricing. Project-specific comments can be found in chapter 4. A summary of general comments follows.

### Quotes about fairness:

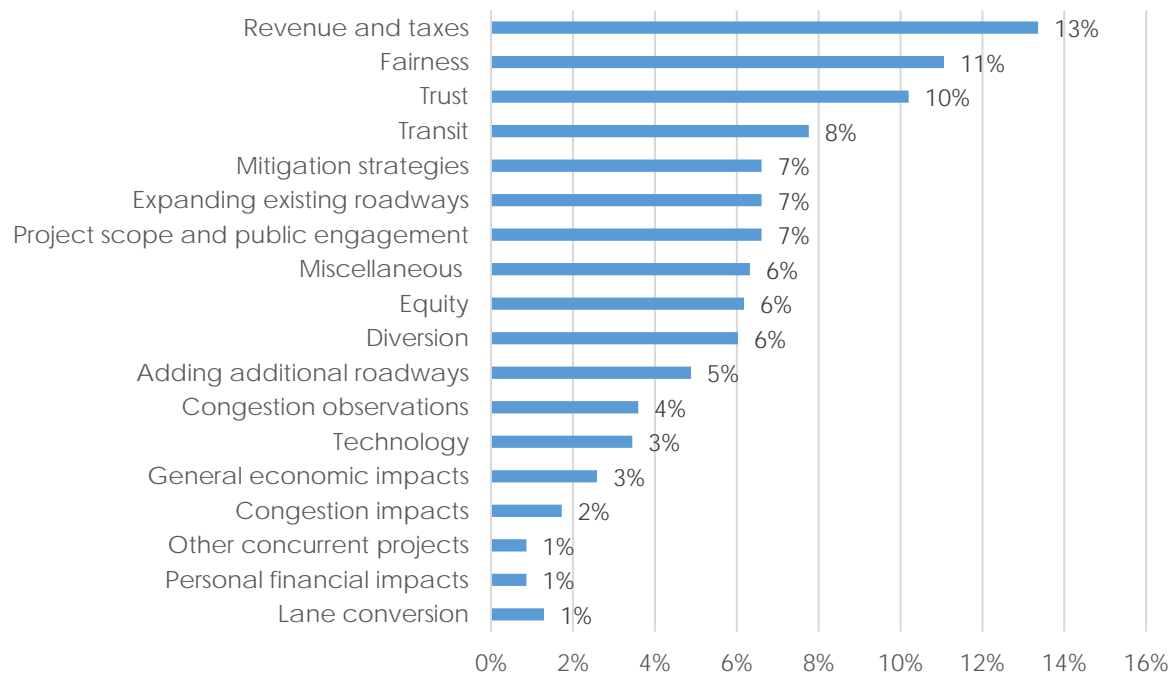
*“I am concerned about people who have limited route options and cannot choose which times of day we want to be on the road (set work schedules, etc.). This seems like it will disadvantage anyone not privileged enough to have other options.”*

*“Consider impact on commuters from Washington who won't have the ability to vote on these measures. There are NO alternate routes if you toll both highways and NO Max across the river. Need to advocate for commuter friendly policies with employers.”*

*“Commuters who are using these routes every day should incur the expense. Putting the burden on anyone else is unfair.”*



**Figure 6-2. Distribution of comments documented at all five open houses**



Major takeaways of public perceptions from staff conversations were similar to the themes specific to the individual concepts and include the following:

- Fairness:** Participants do not feel that tolling is a fair way to address congestion. Many believe tolling to be unfair because an inability to change commuting hours leave them with the biggest toll burden. Some think tolling to be unfair because the rising cost of living has priced people out of Portland. Washington respondents said that tolling is a “double taxation without representation.” Some participants want to see tolls eliminated for carpooling, reduced tolls for low-income residents and no tolls during low traffic periods.



*Project staff provide information at one of the open house tables  
Source: ODOT*





Many participants do not believe congestion pricing to be fair to Washington residents, calling for tolls to only be applied to cars with Oregon license plates, since Washington residents working in Oregon pay income tax to Oregon but do not benefit from the social services offered by the state. Some think that only Oregon residents should be tolled because traffic stops heading north once you get to the Columbia River. Some feel that as commuters who are unable to change their work schedule, they are being unfairly targeted with the highest tolls. A few participants think that Concept C is the fairest. A few believe that subsidizing tolls for certain groups of people is an unfair practice.

- **Revenue and taxes:** Most participants want the revenue to be used along the corridors where the tolls are collected to improve existing infrastructure, create more capacity through freeway expansions, and for the funds to be spent on a third bridge across the Columbia River. Some are concerned with variable tolling being unpredictable. A few participants do not want to see tolling subsidies because it defeats the purpose of tolling. A few want off-peak tolls to cost less than peak-tolls.

Participants in the April open house events are most concerned with where revenues raised will be spent, wanting transparency and a say in how and where that money goes. Most participants would support congestion pricing tolls if revenue is spent on capacity expansion, road improvements, congestion relief projects along the concept corridors and building a new bridge across the Columbia River. Many Washington respondents working in Oregon want tolls to be tax deductible or to be paid for by their income tax. Some participants are opposed to revenue being spent on transit, bike or pedestrian infrastructure. Some are holding off supporting or opposing until a tolling price is named. A few want revenues to be raised through an increase in the gas tax or through an Oregon sales tax instead of congestion pricing. A few do not trust the legality of putting tolls on a federal highway.

**Worksheet quotes from participants:**

*"Suggest people get a credit for driving."*

*"Too expensive in City – people moving further out."*

*"If tolling is to be implemented, it would be okay to use for new roadways. That would be fair."*

*"Can revenue be used to fund a new bridge?"*

*"Concerned with people who are already poor."*



- Equity:** There is frustration among participants about the equity of tolling, noting that residents of the Portland metro who are at the margins are the most negatively impacted by congestion pricing. Many say that tolls are a privilege that only few have the means to access. Many want to see tolling discounts for low-income and working poor families. Some participants want anyone with a disabled parking permit to get free or reduced toll fares. A few want the project team to consider medical respondents who shuttle patients to appointments when deciding the price of tolls.
- Trust:** The two biggest themes within trust are 1) trusting the government to manage the congestion pricing revenue responsibly and 2) not trusting the project to deliver the intended results of significantly reducing congestion.
- Transit:** The guiding theme of transit comments is that current infrastructure takes too long and is not a viable option for commuters, and because commuting by bus or MAX is inconvenient, there is little trust that implementing tolls will change commuting behavior. Some want to see more dedicated revenue put toward bus rapid transit lanes along the freeway so that buses are not caught in the same traffic as single occupancy vehicles. A few people want money redirected from transit toward congestion relief.

**Other staff comments recorded from participants:**

*“Be clear about how the revenue will be spent to improve transportation facilities.”*

*“I want revenue to be used in the areas where people are paying the tolls.”*

*“WA residents shouldn’t pay your taxes twice.”*

*“Just toll Oregon plate people because all traffic is on the Oregon side.”*

- Mitigations:** Mitigation strategies were offered by 7 percent of all comments from flip charts, worksheets and in staff conversations at the open house events. Strategies were both general (e.g. “Travel time signage is useful”) and sometimes specific to a concept. Almost half of all mitigation strategies were focused on how to prevent or reduce impacts on neighborhoods or surrounding streets through effective traffic management or incentives to limit truck traffic, especially during certain times of day or in certain lanes. All of the strategies are available in Appendix F and organized by source.



*Open house attendees read more about the goals of congestion pricing  
Source: ODOT*



### 6.3 Project inbox communications

Between February 6 and April 30, 2018, the project inbox received 433 comments. A distribution table of those comments is shown in Figure 5-2. To contrast with inbox comments from the winter period, Figure 5-3 is shown for comparison. Between winter and spring, “fairness” and “trust” comments increased, and general “congestion” comments, “transit” comments and “revenue and taxes” comments decreased.

Figure 6-3. Distribution of comments from the spring project inbox

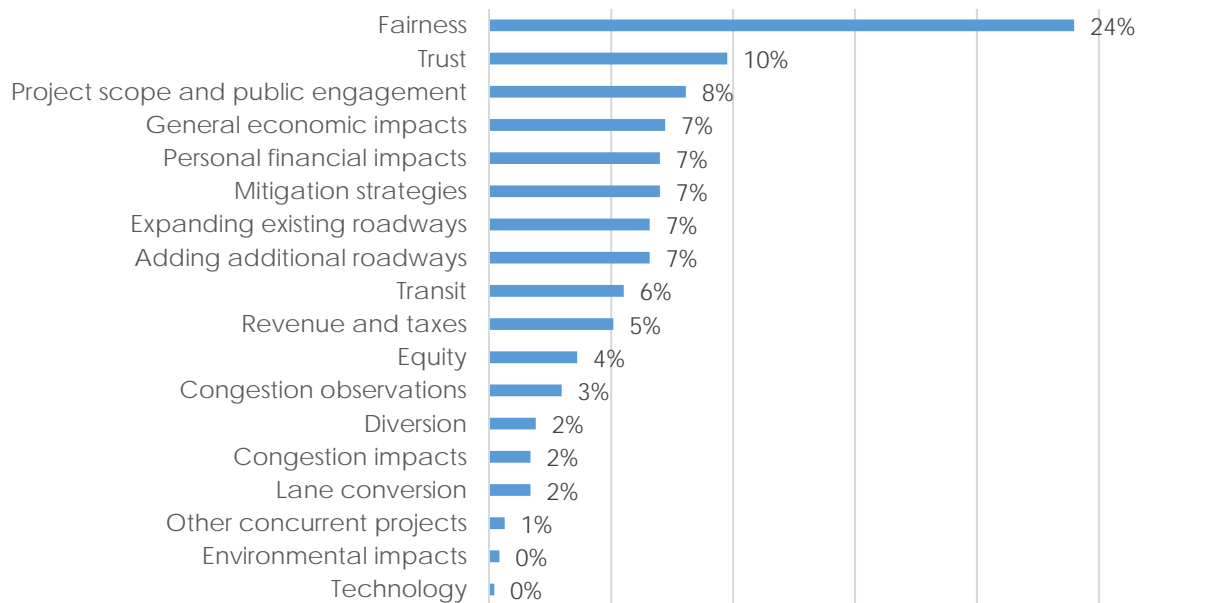
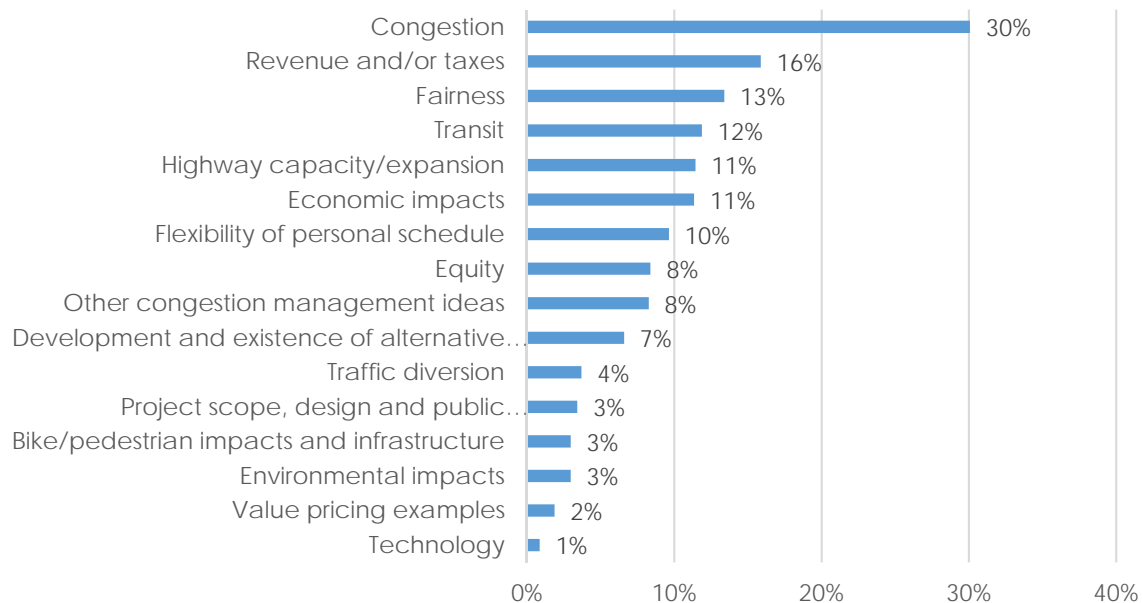


Figure 6-4. Distribution of comments from the project inbox listed in the winter outreach report





In general, it is important to note that people providing inbox comments are providing many of the same questions, concerns and needs as people who attended open houses and people who completed the online questionnaire, including themes around fairness, trust and the scope of the project.

Most comments received through the project inbox were from Southwest Washington residents opposing congestion pricing along the I-5 and I-205 corridors. Clackamas, Washington and Multnomah Counties also engaged using this platform but made up a much smaller percentage of emails received. Some commenters stated support of tolling on a conditional basis, and a few stated full support. No specific project alignment concepts were mentioned in emails to the project inbox; the comments were more general in nature.

- Fairness:** Many Southwest Washington respondents expressed frustration over the idea of “taxation without representation,” stating that it is unfair to pay a toll to commute to work when they already pay income tax in a state where they cannot vote. Many mentioned the potential negative economic impacts of tolling Southwest Washington residents, explaining that tolls would dissuade Washingtonians from shopping and recreating in Oregon. Many commenters felt that tolling hurt the middle and lower classes and was unfair to those whose jobs would not allow them flexible schedules. Some commenters felt that tolls would be fair if tax credits were paid to Washington residents who commute to Oregon for work, the revenue went toward a third bridge over the Columbia River or tolls were placed on I-84, US 26 and OR99E to lower the toll costs for all the roads. A few believe that tolling federal highways is illegal.
- Trust:** Most participants do not trust that tolling will reduce congestion. Many participants believe that tolls are a revenue stream for other projects and do not trust that toll implementation is a tool for congestion alleviation. Some do not believe that tolls will ever go away once they are established.
- Project scope and public engagement:** Many Washington respondents called for a louder voice in the congestion pricing decision making process, requesting the

**Quotes from comments about fairness:**

*“I don't see how taxing me to go to and from work is going to help the road congestion. I must go to work, but I don't have to drive into Oregon for shopping and entertainment. Your tolls certainly would keep me off your roads for that. I already have shifted my start time, but apparently so have many others which just makes rush hour last longer. It's bad enough that I must pay the same amount in Oregon state tax as a resident even though I'm without most of the benefits. And now you say that's still not enough! Just what are you doing with my tax money?”*

*“We travel back and forth to Portland for work and doctor appointments. Fees or tolls on either of the bridges would have a terrible impact on our budget. We're against the plan to unfairly force Washington residents who must travel to Oregon to pay for traffic improvements. What we need is a new bridge between the new states.”*



project be put up for a vote in both states before implementation. Many commenters wondered why only I-5 and I-205 were identified for congestion relief and not highways such as I-84, US 26 and OR99E. Many believed that these highways should also be tolled for measurable congestion relief. Some commenters did not feel like what they had to say would impact the project in any meaningful way.

- **Mitigations:** Approximately 7 percent, or 30 people, emailed comments that were categorized as mitigation ideas. Ten of these comments were emailed in March 2018 and were included in the Title VI/Environmental Justice Engagement Summary Report, dated April 4, 2018.analysis. The 20 others are presented in Appendix F.

## 7 NEXT STEPS

The findings from this second phase of public engagement will inform the ongoing work of the PAC in May and June 2018. During this time, ODOT invites continued public comment via the project website, email or phone.

The PAC will submit its recommendation(s) to the OTC in July-2018. After considering the PAC’s recommendation(s) along with technical findings and public input, the OTC will submit a final report to the federal government by the end of 2018 for review. The timeline for next steps after 2018 depends on direction from the FHWA. Additional work from 2019 onward is likely to include additional public outreach; environmental, traffic and revenue analysis; and the development of an implementation plan.

Figures 7-1. Timeline for the Portland Metro Area Value Pricing Feasibility Analysis

