

I-5 and I-205 Toll Projects

Gladstone City Council

I-205 Toll Project Update

August 11, 2020

Agenda

- 1 Welcome Introductions and Agenda Review
- 2 Project Updates
- 3 I-205 Purpose and Need, Goals and Objectives
- 4 I-205 Screening Results Discussion
- 5 What's Next?



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Project Updates

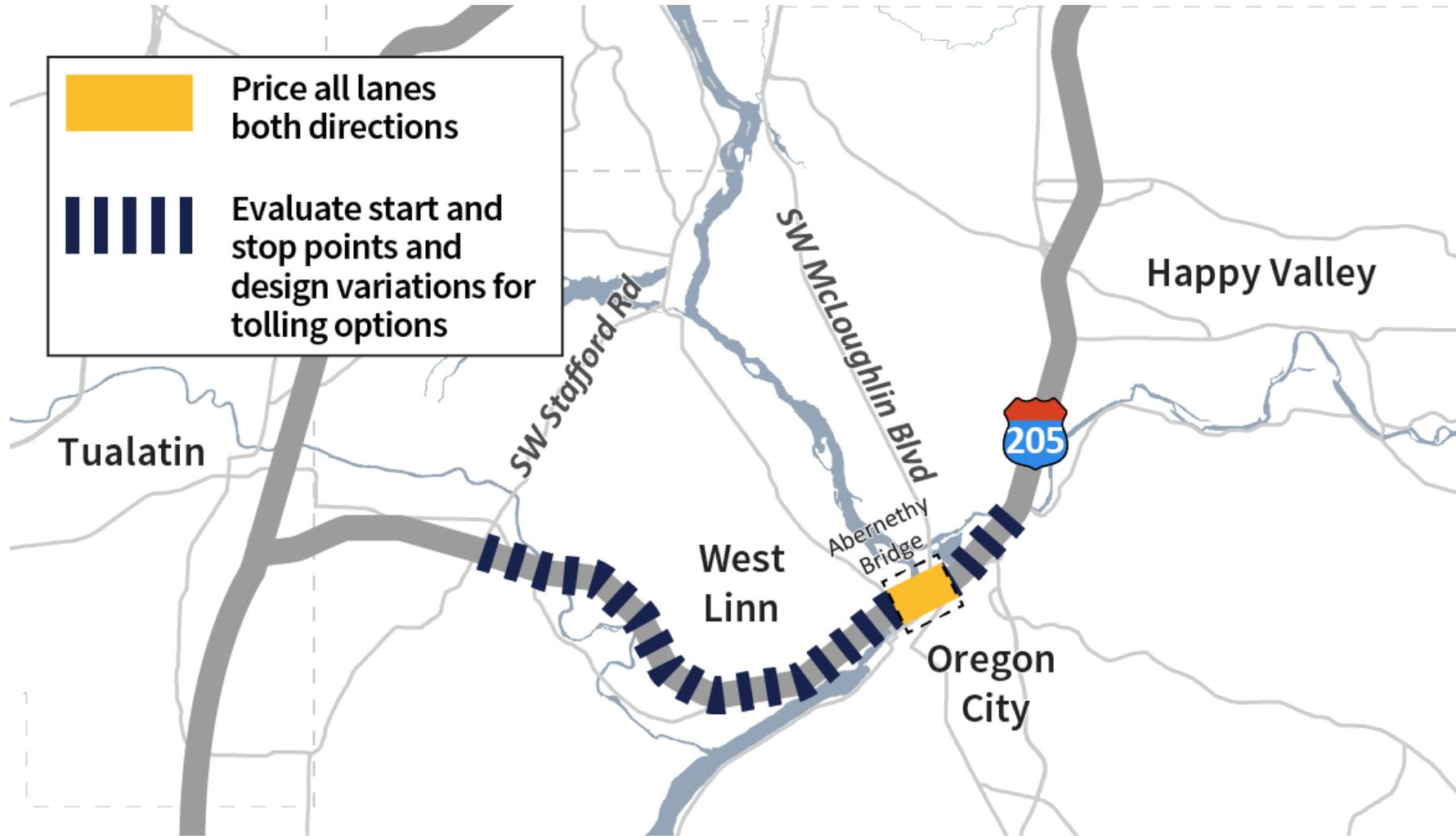
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Project Area



I-5 and I-205 Toll Projects



Value Pricing Feasibility Analysis

- Considered big concepts for implementing tolls on I-205 and I-5
 - Recommendation to further study tolls on I-205 around Abernethy Bridge between Stafford Road and OR 213
- Extensive input from regional stakeholders, agency partners and the public
- We heard the need to:
 - Avoid negatively affecting low-income communities
 - Improve transit and other transportation choices
 - Address the potential of tolls to divert traffic to local streets

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What We've Heard About Tolls Over the Last 3 Years

- Tolls must be implemented equitably, including where and how revenue is used
- Questions about operation and effectiveness of modern toll systems
- Opinions about the need for roadway and transportation system expansion
- Tolls are not equitable across all income levels
- Transit service along the I-205 corridor is not robust enough to afford residents of northwest Clackamas County another travel option as an alternative to driving
- Tolls will create additional diversion into communities along the I-205 Corridor
- Concerns about how local trips that use I-205 will be treated



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Upcoming: I-205 Toll Project Stakeholder and Community Engagement

45 day public comment period
August 3 – September 16, 2020

Purpose

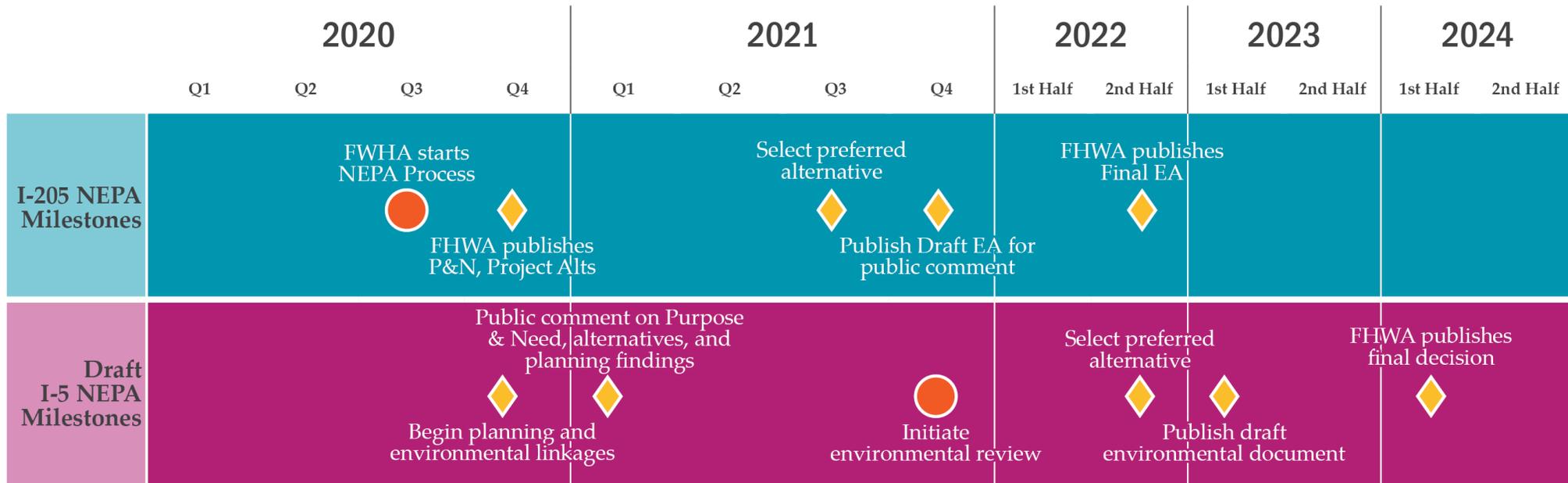
- Obtain feedback on the Range of Alternatives for environmental review
- Obtain feedback on the purpose and need
- Increase awareness of toll systems (purpose, operations and benefits)
- Share information about how results of Feasibility Analysis informed I-205 Toll Project and ODOT's approach to equity



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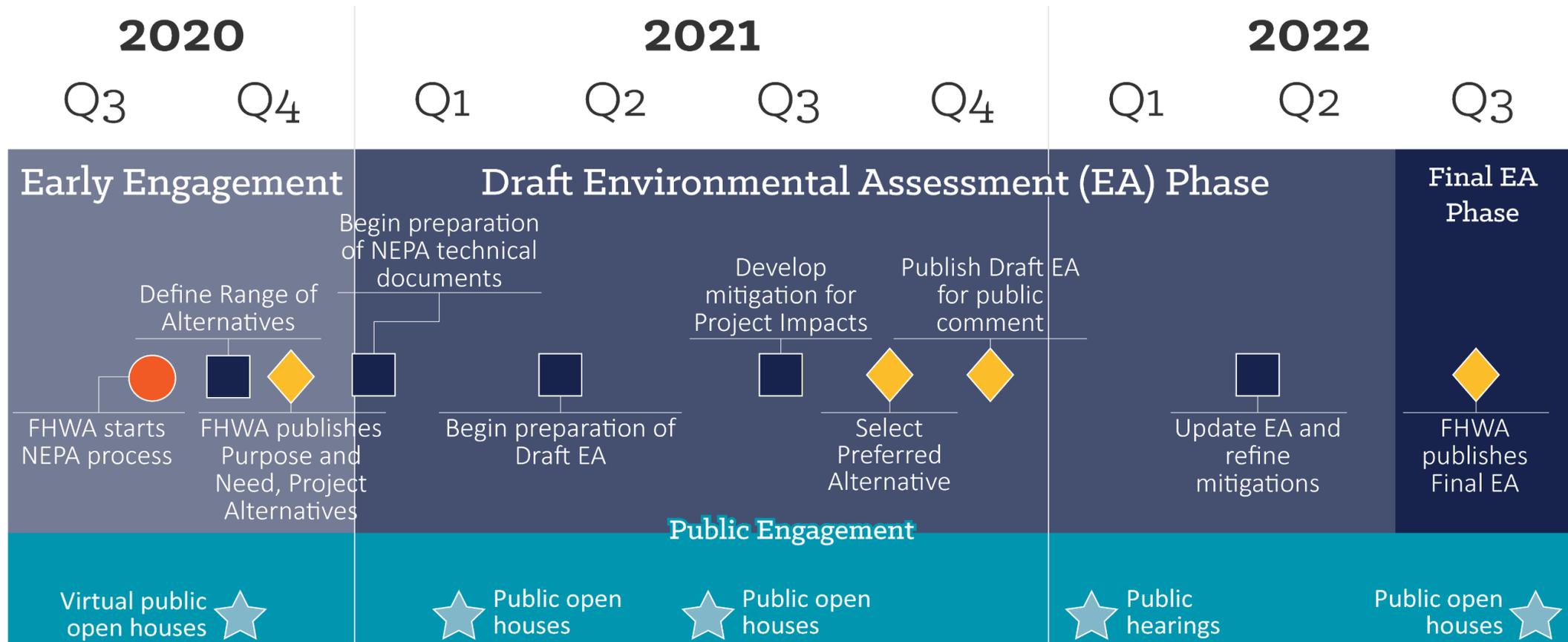
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I-5 and I-205 NEPA Milestones



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I-205 Toll Project: Project Milestones



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I-205 Purpose and Need, Goals and Objectives

HEATHER WILLS, WSP



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Purpose and Need Statement



What is it?

A concise statement of the transportation problem or challenge that needs to be addressed



How it's used

Foundation for determining the range of alternatives to be considered in the environmental review

Limits the range of alternatives - any alternative that fails to meet the project's purpose and need is dismissed from further consideration (pass/fail)



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Goals and Objectives



What are they?

Desirable outcomes of the project beyond the Purpose and Need Statement



How they are used

Comparison and evaluation of alternatives studied in the environmental analysis

Develop qualitative and quantitative measures



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Project Purpose

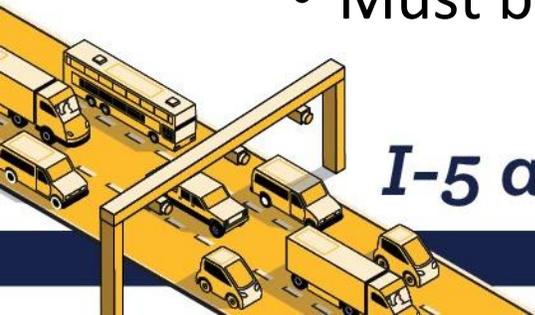
- Manage congestion on I-205 between Stafford Road and OR 213
- Raise revenue to fund congestion relief projects



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Equity and Purpose Statement

- ODOT is centering equity for the decision process and outcomes
 - Equity and Mobility Advisory Committee is guiding equity approach through recommendations
- **Goals and objectives: Equity focused goals and objectives**
 - Leads to evaluation criteria and performance measures
- **Purpose: Transportation focused used to narrow potential set alternatives to a reasonable range for thorough analysis**
 - Must be very specific, given legal precedents



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Project Need



Regional

- 20.1% vehicle hours of delay increase (2015 – 2017)
- 13.4% hours of congestion increase (2015 – 2017)
- Portland metro region is expected to grow – 2.5 million residents in 2018 to over 3 million in 2040 (23%)
- Freight tonnage movements projected to double by 2040
- *Greenhouse gas (GHG) emissions from vehicles represent 39% of statewide emissions (2016)*
- *Governor's Executive Order to reduce GHG emissions 45% below 1990 levels by 2035*



I-205 Stafford Road to OR 213

- More than 6 hours of congestion daily (2017)
- Northbound direction is top reoccurring bottleneck during p.m. commute



Funding needed for congestion relief projects

- Available funding not keeping pace with need
- I-205 Improvements Stafford Road to OR 213 Project, including Abernethy Bridge

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Goals and Objectives

- **Provide equitable benefits for all users**
 - Engage and benefit populations who have been historically or currently underserved and underrepresented
 - Engage harder to reach communities
 - *Maximize benefits, minimize burdens*
 - Provide equitable and reliable access to jobs, *important community places*
 - *Provide equitable and reliable access to health care facilities and health-promoting activities*
- **Limit additional traffic rerouting**
 - Toll system design to limit rerouting from tolling
 - Toll system design to limit additional noise
- **Support safe travel regardless of mode**
 - Reduce congestion
 - *Ensure multi-modal travel is not less safe on roadways affected by tolling*
- **Improve air quality and contributions to climate change**
 - Reduce vehicle air pollutants and GHG emissions
 - *Reduce localized air pollutants*
- **Support multi-modal transportation choices**
 - Transit, telework, ridesharing, and infrastructure
 - *Increase access to a variety of transit service providers*
- **Support regional economic growth**
 - Reliable movement of goods and people
- **Support travel demand management**
 - Efficient use of infrastructure
- **Maximize integration with future toll systems**
 - Toll system design
- **Maximize interoperability with other systems**
 - Toll system design



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Next Steps in the Environmental Review Process

Early Public and Agency Involvement

- 45-Day comment period: Draft Purpose and Need, range of alternatives, issues to be studied
- Invite participating agencies

Prepare Draft Environmental Assessment

- Includes a comprehensive analysis of potential impacts/benefits
- Develop methodologies to assess these impacts
- Report on performance measures

Public Comment Period on Draft Environmental Assessment



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I-205 Screening Alternatives Analysis Results

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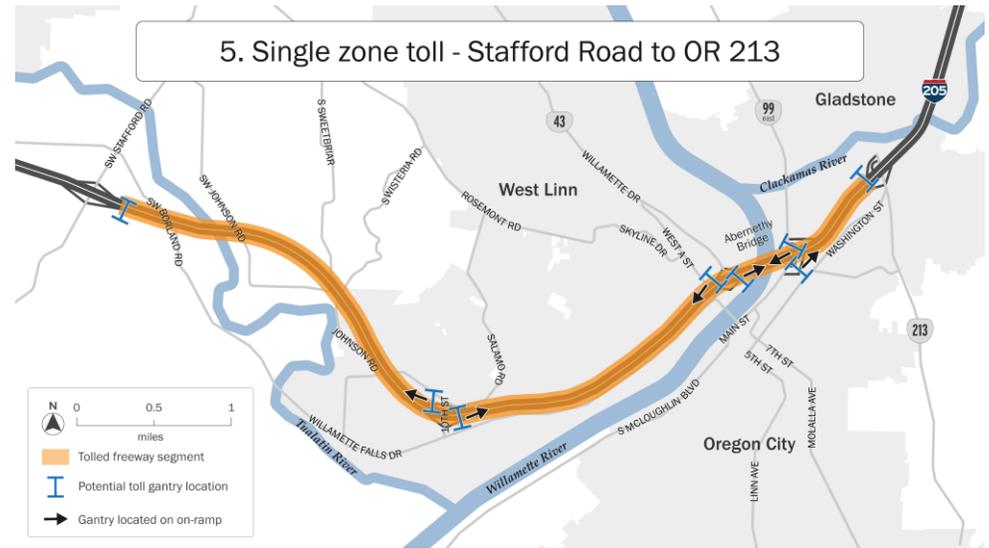
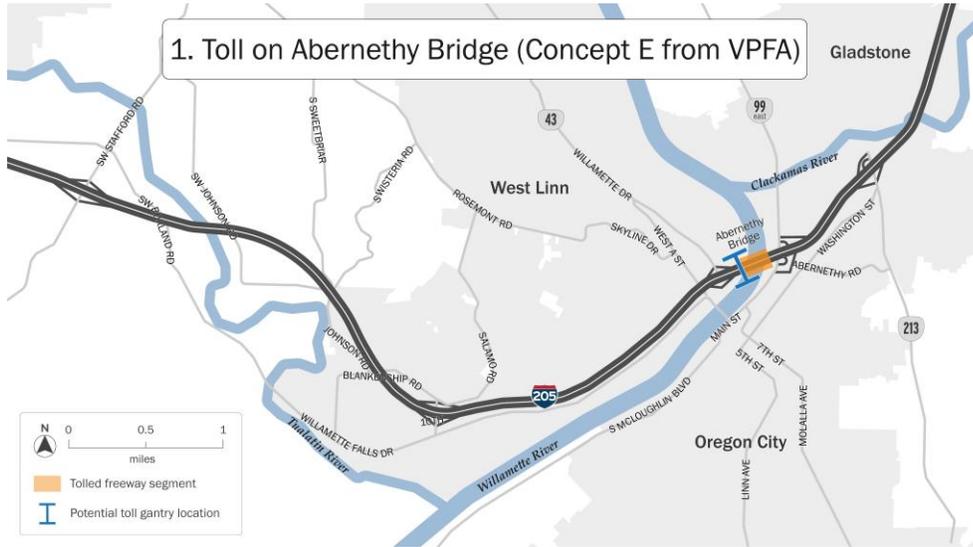
I-205 Screening Alternatives

Alternatives	Considerations
1. Toll on the Abernethy Bridge (Concept E from the Feasibility Analysis)	<ul style="list-style-type: none"> • Simple to understand and implement • Limited ability to manage traffic demand • Concentrated rerouting through Oregon City
2. Toll Abernethy Bridge, with tolling gantries off bridge	<ul style="list-style-type: none"> • Refinement of Alternative 1 • Designed to limit rerouting of through trips on I-205
3. Individually Toll Multiple Bridges to be Rebuilt	<ul style="list-style-type: none"> • Tolls on reconstructed bridges over Tualatin River and Willamette River • Split toll amount between two locations • Through trip pays more than local access trip
4. Segment-Based Tolls – Stafford Road to OR 213	<ul style="list-style-type: none"> • Toll split across four segments: amount paid depends on number of segments travelled • Most flexible for traffic operations management • More complex pricing structure to communicate to users
5. Single Zone Toll – Stafford Road to OR 213	<ul style="list-style-type: none"> • One toll rate for all trips entering toll zone • Through trips pay the same as local access trips • More complex implementation because of the multiple toll points

Note: All of the alternatives assume that toll rates would be set to generate net toll revenues sufficient to fund the tolling infrastructure and system, seismic upgrade, and reconstruction of the Abernethy Bridge, and the third lane construction on I-205 between Stafford Road and OR 213, including associated overpass/underpass and interchange improvements.



I-5 and I-205 Toll Projects



I-5 and I-205 Toll Projects

Changes in I-205 Traffic

- 2027 model results show daily volume reductions on I-205
- **Diversion (off I-205) is worse during the off-peak hours** on a percentage basis than during peak hours.
- Diversion is less significant immediately outside of toll area, generally:
 - -10 to -20% between I-5 and Stafford
 - -5 to -10% north of 82nd Drive

Daily	Alt 1	Alt 3	Alt 4	Alt 5
Stafford Road to 10th Street	-17%	-36%	-31%	-17%
10th Street to OR 43	-23%	-24%	-36%	-11%
OR 43 to OR 99E	-48%	-33%	-33%	-17%
OR 99E to OR 213	-28%	-19%	-40%	-30%

P.M. Peak	Alt 1	Alt 3	Alt 4	Alt 5
Stafford Road to 10th Street	-2%	-20%	-9%	-1%
10th Street to OR 43	-10%	-7%	-10%	+6%
OR 43 to OR 99E	-33%	-19%	-15%	-3%
OR 99E to OR 213	-18%	-9%	-24%	-21%

Screening analysis model scenario results for 2027



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Diversion off I-205

Where does traffic divert to?

Rerouting to other roadways

- Regional
- Local – near tolled area

Transportation demand management

- Change time of day
- Change destination
- Change mode

Would demand change?

- Model results show potential for single occupancy vehicle trip reductions
- Shift primarily from single occupancy vehicle to high-occupancy vehicle (shared ride) with 4,000 to 5,000 additional high-occupancy vehicle person trips per day
- Potential shift to transit is very small (<500 person trips) using current assumptions about future transit
- No significant difference in mode share between alternatives

Screening analysis model scenario results for 2027

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Transportation System Demand

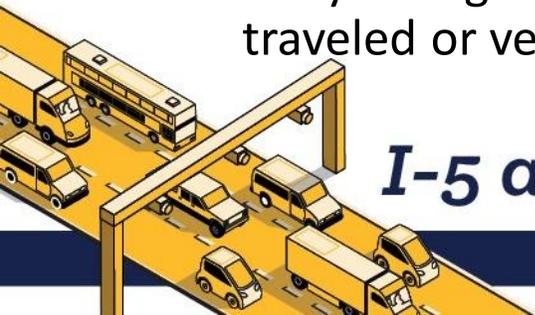
- All alternatives **reduce vehicle miles traveled**, with the greatest decline occurring in Alternatives 3 and 4
- All alts **reduce vehicle hours traveled**, with greatest decline in Alternatives 4 and 5
- All alts also result in a shift in vehicle demand away from **freeways to non-freeway routes**
- **Peak hours show greatest potential vehicle hours traveled** savings overall, with potential decrease on non-freeways as well as freeways
- Daily change is <1% of regional vehicle miles traveled or vehicle hours traveled

Daily VMT	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-338,000	-413,000	-463,000	-213,000
Non-Freeway	+117,000	+179,000	+185,000	+94,000
Total	-221,000	-234,000	-278,000	-119,000

Daily VHT	Alt 1	Alt 3	Alt 4	Alt 5
Freeway	-11,400	-13,300	-14,300	-10,200
Non-Freeway	+10,300	+8,900	+9,300	+5,000
Total	-1,100	-4,400	-5,000	-5,200

Screening analysis model scenario results for 2027

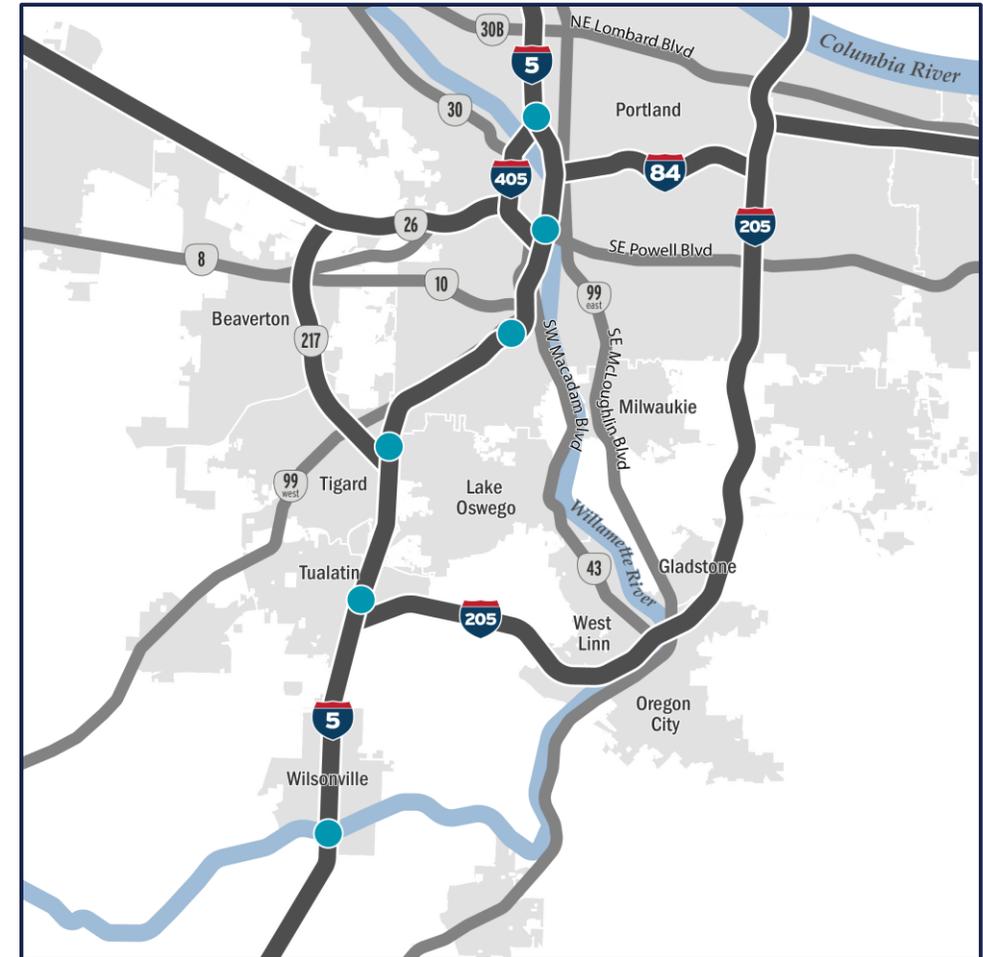
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Locations Assessed for Rerouting Effects on I-5

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
I-5 north of I-405	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 Marquam Bridge	0 to +2%	0 to +2%	0 to +2%	0 to +2%
I-5 east of Terwilliger Blvd	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of OR 217	+2 to +5%	+2 to +5%	+2 to +5%	0 to +2%
I-5 north of I-205	-0 to -2%	-2 to -5%	-2 to -5%	-2 to -5%
I-5 at Boone Bridge	-2 to -5%	-2 to -5%	-2 to -5%	0 to +2%

Screening analysis model scenario results for 2027



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Alternative Routes Assessed Beyond I-205

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 43 south of Terwilliger Blvd	+5 to +10%	+5 to +10%	+5 to +10%	+5 to +10%
Stafford Road south of Ek Rd	-10 to -20%	-10 to -20%	-10 to -20%	-5 to -10%
Stafford Road east of SW 65th Ave	-10 to -20%	-10 to -20%	-10 to -20%	-2 to -5%
OR 99E Downtown Canby	+30 to +40%	+30 to +40%	+20 to +30%	+2 to +5%

Screening analysis model scenario results for 2027

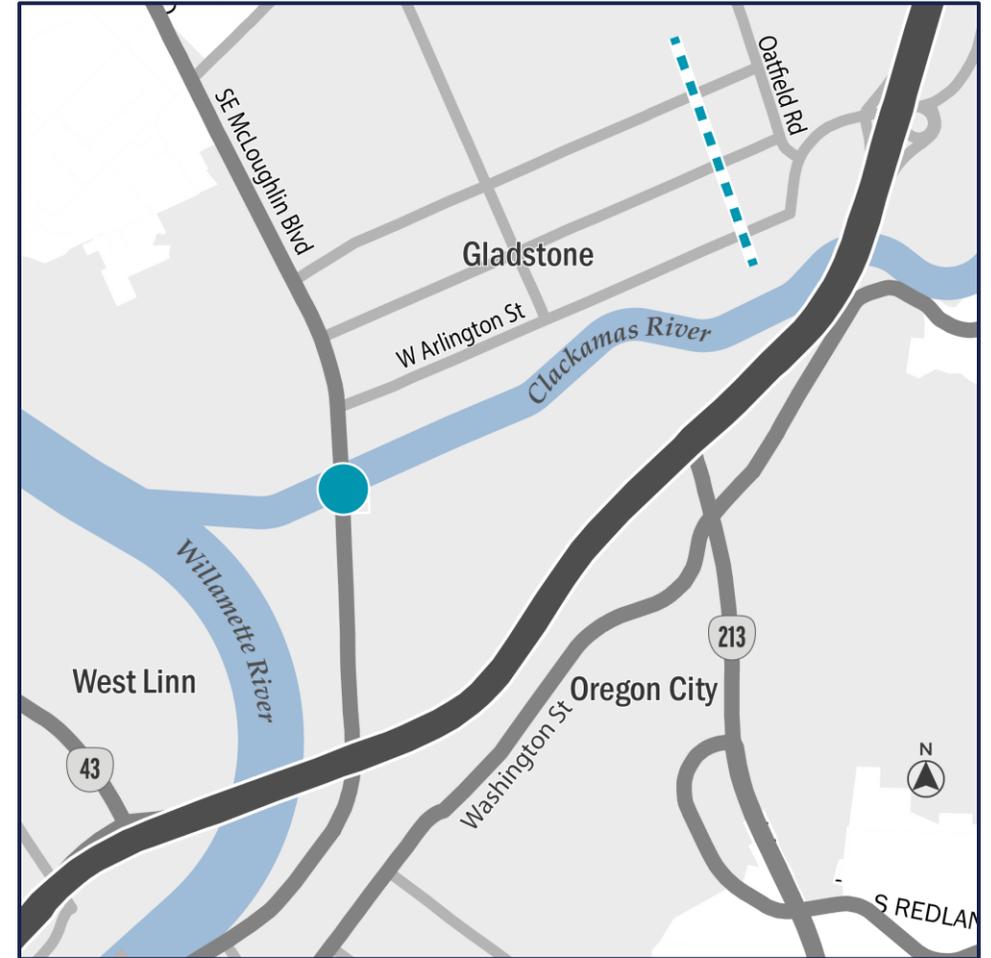


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Local Rerouting in Gladstone

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
OR 99E at Clackamas River	-5 to -10%	-5 to -10%	+10 to +20%	+20 to +30%
Gladstone Screenline	+5 to +10%	+2 to +5%	+70 to +80%	>+100%

Screening analysis model scenario results for 2027



Citywide vehicle miles traveled change on non-freeways varies. Potential decrease in Alternatives 1 and 2; Alternative 5 could increase by ~20%.



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Local Rerouting Near I-205

Change Relative to 2027 Baseline	Alt 1	Alt 3	Alt 4	Alt 5
Borland Rd east of Stafford Rd	-40 to -50%	+90 to +100%	+30 to +40%	+90 to +100%
Borland Rd east of SW 65th Ave	-10 to -20%	<+2%	-5 to -10%	+5 to +10%

Screening analysis model scenario results for 2027



Model results do not show potential for vehicle miles traveled increase in Tualatin or Wilsonville.



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Rerouting Analysis Approach (Additional Rerouting from Tolls)

Stages of Analysis	Level of Detail
Feasibility Analysis	Identify potentially impacted routes
Screening	Identify potential scale of impact at key locations during peak, off-peak, and daily
Environmental Assessment	Identify impacts to study intersections during peak hours and any needed mitigations to meet mobility standards

- Peak period congestion effects will be part of the environmental analysis
- Recognize and demonstrate that rerouting exists today



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Performance Comparison Summary

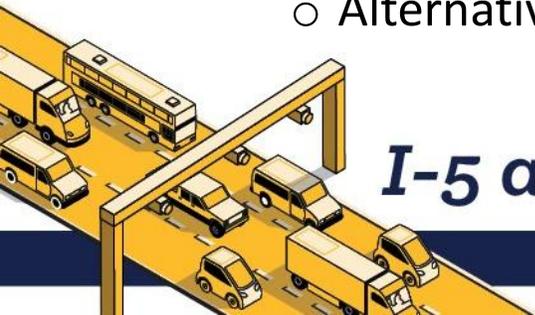
Category	Alt 1	Alt 3	Alt 4	Alt 5
Transportation System Demand	Worse outcomes than other alternatives	Average or typical outcomes among alternatives	Average or typical outcomes among alternatives	Better outcomes than other alternatives
I-205 Traffic	Average or typical outcomes among alternatives	Average or typical outcomes among alternatives	Worse outcomes than other alternatives	Better outcomes than other alternatives
Diversion Effects	Average or typical outcomes among alternatives	Average or typical outcomes among alternatives	Average or typical outcomes among alternatives	Average or typical outcomes among alternatives
Cost and Revenue	Worse outcomes than other alternatives	Better outcomes than other alternatives	Substantially Better outcomes than other alternatives	Average or typical outcomes among alternatives
Implementation and Operations	Average or typical outcomes among alternatives	Substantially Better outcomes than other alternatives	Better outcomes than other alternatives	Substantially Worse outcomes than other alternatives



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Initial Recommendations from Consultant Team

- Advance Alternative 3 (Bridge Tolls) and Alternative 4 (Segment Tolls) to NEPA
- Do not advance Alternatives 1 or 2 (Point Tolls) or 5 (Zone Toll)
- Refine toll schedule assumptions to improve regional outcomes
- Rationale:
 - Alternative 3 is likely eligible under Section 129 federal tolling authority and generally more effective than Alternative 1 while reducing potential for concentrated impact in Oregon City
 - Alternative 4 offers greatest flexibility and potential to expand to regional system
 - “Local trips” pay less in Alternative 4, while Alternative 5 is generally cheaper for through travel
 - Alternative 5 creates concentrated local impacts near toll zone outer extents (e.g., Gladstone)
 - Alternative 4 spreads out rerouting effects (wider geography but less concentrated)



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What's Next?

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Upcoming Activities

August



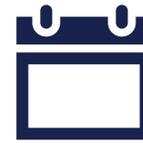
Begin formal Environmental Review and Comment Period for I-205

- Online survey, online open house, webinars, discussion groups



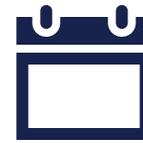
Oregon Transportation Commission

Summer 2020



Briefings with Boards, Councils and Committees

TBD



In-person Outreach Events



I-5 and I-205 Toll Projects

Have your say!

- **Online open house and online survey (English and Spanish):**
 - www.OregonTolling.org
- **Webinars:**
 - August 12: Noon-1pm
 - August 18: 4-5 pm
 - August 20: 6:30-7:30 pm
- **Submit comments:**
 - Email: oregontolling@odot.state.or.us
 - Voicemail: 503-837-3536



I-5 and I-205 Toll Projects

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