Outreach and Meeting Materials ~ June – December 2009

Tolling Study Committee

Columbia River CROSSING

Local Project Partners

Washington State Department of Transportation

Oregon Department of Transportation

US Department of Transportation: Federal Transit Administration • Federal Highway Administration

City of Vancouver • City of Portland • SW Washington Regional Transportation Council • Metro • C-TRAN • TriMet

Columbia River CROSSING

Tolling Study Committee
June – December 2009

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Introduction

The CRC project is a multimodal project focused on improving safety, reducing congestion, and increasing mobility of motorists, freight, transit riders, bicyclists, and pedestrians along a five-mile section of the Interstate 5 corridor connecting Vancouver, Washington and Portland, Oregon. CRC will replace the Interstate Bridge, extend light rail from Portland to Clark College in Vancouver, improve seven interchanges and widen the existing pedestrian and bicycle path. Funding for the project is expected to come from the federal government, Oregon and Washington states, and tolling of the facility.

This notebook provides background information on the project and specific information about tolling analysis, effects and public outreach. Additional materials will be added each time the Tolling Study Committee members meet. As materials are added, they will also be available online: http://tolling.columbiarivercrossing.org

Where is the Columbia River Crossing project located?

The project area stretches from State Route 500 (SR 500) in northern Vancouver, south through downtown Vancouver and over Columbia River on the I-5 bridges to just north of Columbia Boulevard in north Portland. (See Exhibit 1.)

I-5 is the only continuous north-south interstate highway on the West Coast, linking the United States, Canada, and Mexico. In the Portland-Vancouver region, I-5 is one of two major north-south highways that provide interstate connectivity and mobility. I-5 directly connects the central cities of Vancouver and Portland. Traffic conditions on the I-5 crossing over the Columbia River are influenced by the five-mile section of I-5 between SR 500 in Vancouver and Columbia Boulevard in Portland. This section includes seven interchanges that connect three state highways and several major arterial roadways. These interchanges serve a variety of land uses and provide access to downtown Vancouver, two international marine ports, industrial centers, residential neighborhoods, retail centers, and recreational areas.

What is the purpose and need of the project?

One of the first and most important steps of any major project is to define why the project has been initiated, and what problem(s) it seeks to address. The Purpose and Need statement provides this definition for all projects complying with the National Environmental Policy Act (NEPA), and serves as the basis for defining how alternatives will be developed and measured. A reasonable alternative must

address the needs specified in the Purpose and Need statement for the alternative to be considered in a draft environmental impact statement (EIS). Thus, the Purpose and Need statement guides all future development of the project.

More than a decade of planning and prior studies have evaluated transportation deficiencies in the I-5 CRC project area. These studies identified a variety of transportation mobility and safety problems, many of which have been passed on to the I-5 CRC project to correct. The Purpose and Need statement for the Columbia River Crossing project, developed with the CRC Task Force, project co-lead agencies, and public input, is provided verbatim below.

Project Purpose

The purpose of the proposed action is to improve Interstate 5 corridor mobility by addressing present and future travel demand and mobility needs in the Columbia River Crossing Bridge Influence Area (BIA). The BIA extends from approximately Columbia Boulevard in the south to SR 500 in the north. Relative to the No-Build Alternative, the proposed action is intended to achieve the following objectives: a) improve travel safety and traffic operations on the Interstate 5 crossing's bridges and associated interchanges; b) improve connectivity, reliability, travel times and operations of public transportation modal alternatives in the BIA; c) improve highway freight mobility and address interstate river crossing's structural integrity.

Project Need

The specific needs to be addressed by the proposed action include:

- **Growing Travel Demand and Congestion:** Existing travel demand exceeds capacity in the I-5 Columbia River crossing and associated interchanges. This corridor experiences heavy congestion and delays lasting 2 to 5 hours during both the morning and afternoon peak travel periods and when traffic accidents, vehicle breakdowns, or bridge lifts occur. Due to excess travel demand and congestion in the I-5 bridge corridor, many trips take the longer, alternative I-205 route across the river. Spillover traffic from I-5 onto parallel arterials such as Martin Luther King Boulevard and Interstate Avenue increases local congestion. The two crossings currently carry over 260,000 trips across the Columbia River daily. Daily traffic demand over the I-5 crossing is projected to increase by 40 percent during the next 20 years, with stop-and-go conditions increasing to at least 10 to 12 hours each day if no improvements are made.

- **Impaired freight movement:** I-5 is part of the National Truck Network, and the most important freight freeway on the West Coast, linking international, national and regional markets in Canada, Mexico and the Pacific Rim with destinations throughout the western United States. In the center of the project

area, I-5 intersects with the Columbia River's deep water shipping and barging as well as two river-level, transcontinental rail lines. The I-5 crossing provides direct and important highway connections to the Port of Vancouver and Port of Portland facilities located on the Columbia River as well as the majority of the area's freight consolidation facilities and distribution terminals. Freight volumes moved by truck to and from the area are projected to more than double over the next 25 years.

- **Vehicle-hours of delay on truck routes** in the Portland-Vancouver area are projected to increase by more than 90 percent over the next 20 years. Growing demand and congestion will result in increasing delay, costs and uncertainty for all businesses that rely on this corridor for freight movement.

- **Limited public transportation operation, connectivity, and reliability:** Due to limited public transportation options, a number of transportation markets are not well served. The key transit markets include trips between the Portland Central City and the City of Vancouver and Clark County, trips between North/Northeast Portland and the City of Vancouver and Clark County, and trips connecting the City of Vancouver and Clark County with the regional transit system in Oregon. Current congestion in the corridor adversely impacts public transportation service reliability and travel speed. Southbound bus travel times across the bridge are currently up to three times longer during parts of the am peak compared to off peak. Travel times for public transit using general purpose lanes on I-5 in the bridge influence area are expected to increase substantially by 2030.

- **Safety and Vulnerability to Incidents:** The I-5 river crossing and its approach sections experience crash rates nearly 2.5 times higher than statewide averages for comparable facilities. Incident evaluations generally attribute these crashes to traffic congestion and weaving movements associated with closely spaced interchanges. Without breakdown lanes or shoulders, even minor traffic accidents or stalls cause severe delay or more serious accidents.

- **Substandard bicycle and pedestrian facilities:** The bike/pedestrian lanes on the I-5 Columbia River bridges are 4 to 8 feet wide, narrower than the 10-foot standard, and are located extremely close to traffic lanes, thus impacting safety for pedestrians and bicyclists. Direct pedestrian and bicycle connectivity are poor in the BIA.

- **Seismic vulnerability:** The existing I-5 bridges are located in a seismically active zone. They do not meet current seismic standards and are vulnerable to failure in an earthquake.

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What is the Tolling Study Committee's purpose?

Engrossed `Substitute Senate Bill 5352 was signed into Washington law by Governor Gregoire May 13, 2009. According to the law, the Washington Department of Transportation must prepare a tolling study for the Columbia River crossing project. While conducting the study, the department must coordinate with the Oregon Department of Transportation to perform the following activities:

a) Evaluate the potential diversion of traffic from Interstate 5 to other parts of the transportation system when tolls are implemented on Interstate 5 in the vicinity of the Columbia River;

b) Evaluate the most advanced tolling technology to maintain travel time speed and reliability for users of the Interstate 5 bridge;

c) Evaluate available active traffic management technology to determine the most effective options for technology that could maintain travel time speed and reliability on the Interstate 5 bridge;

d) Confer with the project sponsor's council, as well as local and regional governing bodies adjacent to the Interstate 5 Columbia river crossing corridor and the Interstate 205 corridor regarding the implementation of tolls, the impacts that the implementation of tolls might have on the operation of the corridors, the diversion of traffic to local streets, and potential mitigation measures;

e) Regularly report to the Washington transportation commission regarding the progress of the study for the purpose of guiding the commission's potential toll setting on the facility;

f) Research and evaluate options for a potential toll-setting framework between the Oregon and Washington transportation commissions;

g) Conduct public work sessions and open houses to provide information to citizens, including users of the bridge and business and freight interests, regarding implementation of tolls on the Interstate 5 and to solicit citizen views on the following items:

(i) Funding a portion of the Columbia River Crossing Project with tolls;
(ii) Implementing variable tolling as a way to reduce congestion on the facility;
(iii) Tolling Interstate 205 separately as a management tool for the broader state and regional transportation system; and

h) Provide a report to the governor and the legislature by January 2010.

The Columbia River Crossing project will meet and exceed the expectation of ESSB 5352 as it engages in a tolling study and outreach program during the summer and fall of 2009.

What does the Tolling Study Committee hope to accomplish?

The committee's job is to study and gather public feedback on tolling ideas for the Columbia River Crossing project. The committee will work with the Oregon and Washington transportation departments to examine the following issues with input from the public:

- **Diversion:** To what extent will a toll across the Columbia River cause some motorists to choose other routes, such as I-205, or other travel modes or destinations?

- **Technology:** What are the most advanced technologies for collecting tolls electronically while keeping traffic flowing safely and reliably?

- **Managing traffic:** How can "variable tolling" – a higher toll price during rush hour – be used to reduce traffic congestion on I-5? Should I-205 be tolled separately as a way to manage the larger state and regional transportation system?

- **Funding:** What portion of the construction cost can be financed by tolling? What toll rates should be considered?

The committee will host public listening sessions to residents, users of the bridge, business and freight interests, and others to gather their opinions on different scenarios and their impacts. During each session and throughout the summer and fall, the committee also will provide results of updated technical analysis to promote discussion.

Committee members will review materials, listen to and compile public, agency and jurisdictional comments, and submit a report to the Oregon and Washington legislatures and transportation commission in January 2010.

Who are the committee members?

Gail Achterman, Chair, Oregon Transportation Commission

Ms. Achterman has served on the Oregon Transportation Commission since 2000 and became chair in December 2007. She is director of the Institute for Natural

Resources at Oregon State University. Before joining the Institute for Natural Resources, Ms. Achterman served as Executive Director of the Deschutes Resources Conservancy, a non-profit organization dedicated to watershed restoration. She practiced law for 18 years with Stoel Rives, LLP, and served as Governor Neil Goldschmidt's Assistant for Natural Resources. She serves on the board of the Oregon Wave Energy Trust and on the advisory board of the Klamath Basin Rangeland Trust. Ms. Achterman holds a master's degree in Natural Resources Policy and Management, along with a JD from the University of Michigan, and a bachelor of arts in Economics from Stanford University.

Matthew Garrett, Director, Oregon Department of Transportation

Mr. Garrett directs the Oregon Department of Transportation, an agency of about 4,600 people and a biennial budget of $3.46 billion. He assumed the directorship in December 2005. He started with ODOT in 1997 and has worked as liaison to local government, agency's chief of staff and Region 1 manager. He has directed staff in the design, development and implementation of complex multi-modal transportation systems for the most densely populated geographic region in the state and represented the agency to elected and appointed officials at the local, regional, state and federal level, including tribal representatives. Mr. Garrett graduated from George Washington University with a degree in political science.

Paula Hammond, Secretary, Washington State Department of Transportation

Ms. Hammond manages the Washington State Department of Transportation, an agency of 7,200 employees that operates, maintains and builds the state highways and also runs the Washington State Ferry system, the nation's largest. The leadership focus at WSDOT is on public accountability, project delivery, open communications with the public, and the quest for efficiency in the use of transportation facilities and in the agency's own business practices. She reports to Governor Christine Gregoire. Ms. Hammond graduated from Oregon State University with a BS in Civil Engineering and is a Professional Engineer. In her 29 years with WSDOT, she has worked in all areas of the department's capital delivery, operations and policy programs.

Carol Moser, Chair, Washington Transportation Commission

Ms. Moser's background as a City Councilwoman brings a local government perspective to the Washington Transportation Commission. In addition to serving ten years on the Richland City Council, Ms. Moser was appointed to the Association of Washington Cities Board of Directors in 2002, and was a Board Member on the Municipal Research Services Center until accepting the appointment on the Commission. She served on the Regional Transportation Planning Organization for the Benton-Franklin-Walla Walla Policy Advisory Council, the Ben-Franklin Transit board, and served four years on the State's Freight Mobility Strategic Investment Board. Ms. Moser was appointed to the Commission in 2006.

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Exhibit 1

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Toll Rate Schedules for the Preliminary Toll Scenarios

		No Tolls	Tolling I-5				
			Scenario 1	Scenario 2		Scenario 3	Scenario 4
		Studied for comparison purposes **Raises ~$0**	DEIS Variable Toll: Toll structure from the Draft EIS **Raises ~$1.3 billion**	Directional Variable Toll: Toll rates differ by travel direction **Raises ~$1.5 billion**		2x DEIS Variable Toll: All tolls are twice the Draft EIS rates **Raises ~$2 billion**	3x DEIS Variable Toll: All tolls are triple the Draft EIS rates **Raises ~$1.9 billion**
			One-Way Tolls	**One-Way Tolls**		**One-Way Tolls**	**One-Way Tolls**
	Time Period		**Both Directions**	**Northbound**	**Southbound**	**Both Directions**	**Both Directions**
2006 Dollars	Midnight to 5 AM		$1.00	$1.00	$1.00	$2.00	$3.00
	5 AM to 6 AM		$1.50	$1.50	$1.75	$3.00	$4.50
	6 AM to 10 AM		$2.00	$1.75	$3.00	$4.00	$6.00
	10 AM to 3 PM		$1.50	$1.50	$1.50	$3.00	$4.50
	3 PM to 7 PM		$2.00	$3.00	$1.75	$4.00	$6.00
	7 PM to 8 PM		$1.50	$1.75	$1.50	$3.00	$4.50
	8 PM to midnight		$1.00	$1.00	$1.00	$2.00	$3.00
2017 Dollars	Midnight to 5 AM		$1.31	$1.31	$1.31	$2.62	$3.94
	5 AM to 6 AM		$1.97	$1.97	$2.30	$3.94	$5.90
	6 AM to 10 AM		$2.62	$2.30	$3.94	$5.25	$7.87
	10 AM to 3 PM		$1.97	$1.97	$1.97	$3.94	$5.90
	3 PM to 7 PM		$2.62	$3.94	$2.30	$5.25	$7.87
	7 PM to 8 PM		$1.97	$2.30	$1.97	$3.94	$5.90
	8 PM to midnight		$1.31	$1.31	$1.31	$2.62	$3.94

Notes

1. These are example tolling rates for planning and testing purposes. Actual toll rates will depend on a final finance plan and determined by the Oregon and Washington state transportation commissions with approval by the state legislatures.

2. Funding contribution assumes a 30-year bond.

3. No Toll scenario included for comparison purposes. Tolling is needed to fund the project.

4. Assumes medium trucks pay 2x and large trucks pay 4x the auto toll rate using a transponder; administrative fee would be added to process payments not involving a transponder.

5. Tolls escalated at 2.5% per year to match expected inflation.

6. Tolling during construction could be added to any scenario. Rates assumed to match Scenario 1, except there would be no toll from midnight to 5am. Tolling early could provide about $350 million in additional funds for construction.

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Toll Rate Schedules for the Preliminary Toll Scenarios

		No Tolls	Tolling I-5 and I-205			
			Scenario 5 DEIS Variable Toll on Both Bridges: Draft EIS tolls on both bridges **Raises ~$2.9 billion**		Scenario 6 2x DEIS Variable Toll on Both Bridges: Double the Draft EIS tolls on both bridges **Raises ~$6.1 billion**	
		Studied for comparison purposes **Raises ~$0**	Roundtrip Tolls		Roundtrip Tolls	
	Time Period		**Northbound**	**Southbound**	**Northbound**	**Southbound**
2006 Dollars	Midnight to 5 AM		No Toll Collected	$2.00	No Toll Collected	$4.00
	5 AM to 6 AM			$3.00		$6.00
	6 AM to 10 AM			$4.00		$8.00
	10 AM to 3 PM			$3.00		$6.00
	3 PM to 7 PM			$4.00		$8.00
	7 PM to 8 PM			$3.00		$6.00
	8 PM to midnight			$2.00		$4.00
2017 Dollars	Midnight to 5 AM		No Toll Collected	$2.62	No Toll Collected	$5.25
	5 AM to 6 AM			$3.94		$7.87
	6 AM to 10 AM			$5.25		$10.50
	10 AM to 3 PM			$3.94		$7.87
	3 PM to 7 PM			$5.25		$10.50
	7 PM to 8 PM			$3.94		$7.87
	8 PM to midnight			$2.62		$5.25

Notes

1. These are example tolling rates for planning and testing purposes. Actual toll rates will depend on a final finance plan and determined by the Oregon and Washington state transportation commissions with approval by the state legislatures.

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Traffic Effects of Preliminary Toll Scenarios

Preliminary Scenarios	Average Daily Traffic Volumes			Diversion to I-205 compared to No Toll scenario	Average SB I-5 Duration of Congestion	Average NB I-5 Duration of Congestion	Total Average I-5 Duration of Congestion
	I-5 Bridge Total	I-205 Bridge Total	Total River Crossings				
No Toll Scenario	220,000	203,000	423,000	-	5.5 hrs	1.5 hrs	7.0 hrs
Scenario 1 - Base	182,000	216,000	398,000	13,000	3.5 hrs	1.0 hrs	4.5 hrs
Scenario 2 - Directional							
Scenario 3 - 2 x Base	137,000	229,000	366,000	26,000	2.0 hrs	0.5 hrs	2.5 hrs
Scenario 4 - 3 x Base	94,000	241,000	335,000	38,000	1.0 hrs	0.0 hrs	1.0 hrs
Scenario 5 - Base (both bridges)	198,000	176,000	374,000	-27,000	4.25 hrs	1.25 hrs	5.5 hrs
Scenario 6 - 2 x Base (both bridges)	181,000	156,000	337,000	-47,000	3.5 hrs	1.0 hrs	4.5 hrs

SB = southbound | NB = northbound

Notes

1. Year 2030 results shown

2. Average duration of daily congestion levels shown

3. All results are approximate.

4. The no toll scenario is included for comparison purposes. Tolling is needed to fund the project.

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Tolling Study Listening Session

June 30 and July 1, 2009

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Tolling Study Committee

Tolling Study Committee Members

- Gail Achterman
  - Chair, Oregon Transportation Commission

- Matthew Garrett
  - Director, Oregon Department of Transportation

- Paula Hammond
  - Secretary, Washington State Department of Transportation

- Carol Moser
  - Chair, Washington Transportation Commission

Members of the CRC Project Sponsors Council will also participate in tolling listening sessions.

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Washington and Oregon Seek Public Input

- Purpose: Develop and provide detailed tolling information for public review and comment including:
  - Technology to maintain travel speed and trip reliability
  - Effects to I-5, I-205 and local streets
  - Funding levels raised with different scenarios

Report public comments and findings January 2010

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CRC: A comprehensive, long-term solution

Regional input identifies I-5 problems

- I-5 Trade and Transportation Partnership in 2002 identified CRC as one of three critical projects for I-5
- 39-member Task Force met for three years to identify problems, develop evaluation criteria and select a preferred alternative:
  - I-5 between Portland and Vancouver has a high crash rate and 4-6 hours of congestion most days
  - Pedestrian, bicycle and transit connections are limited
  - Freight mobility is impaired
  - Design is outdated and vulnerable to earthquakes
    - Bridges built in 1917 and 1958
- Seven stakeholder advisory groups continue to advise CRC on project development

CRC addresses I-5 problems:

- Replacement I-5 bridge
- Light rail to Clark College
- Improvements to 7 closely spaced interchanges
- Wider pedestrian/bicycle path
- Electronic tolling

Preliminary cost estimate:

$3.1 - $4.2 billion

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What We've Learned

Our work to date has been framed by two key assumptions:

1. Tolling will be an important source of funding, along with federal and state dollars, to pay for construction and maintenance.

2. Tolling will be implemented in a manner to help manage congestion, and improve speed and reliability for bridge users.

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All-Electronic Tolling: Fast and convenient

- No toll booths – to keep traffic moving
  - No additional right-of-way needed to collect tolls.
- Electronic tolling costs less than cash collection.
- Regular users use a transponder linked to a pre-paid *Good to Go!* account.
- Transponders would work in Washington and Oregon.
- Those without transponders identified for payment by license plate.

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Variable Tolling

- Tolls that vary by time of day according to a set schedule
- Toll rates would be lower during non-peak hours – some drivers to change travel patterns
- Electronic toll collection makes variable tolling practical

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What We Studied...

How do tolling rates...

- Affect travel choices and traffic patterns?
  - People make different choices about their trip time, purpose, and mode
- Help pay for the project?
  - Toll revenue generation is related to traffic levels, toll rate, location and start date

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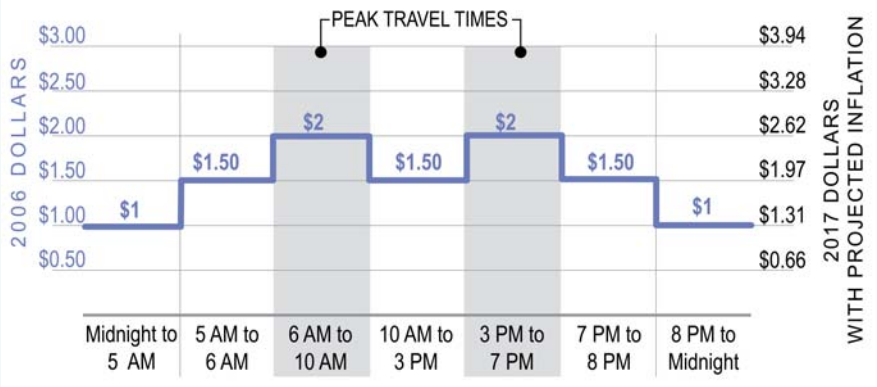
Rates for I-5 weekday, one-way tolls



Rate schedule above is for Scenario 1

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I-5 Toll Scenarios

	2006$ Min/Max	2017$ ** Min/Max
• Base toll	$1 / $2	$1.31 / $2.62
• Directional toll	$1 / $3	$1.31 / $3.94
• 2x base toll	$2 / $4	$2.62 / $5.25
• 3x base toll	$3 / $6	$3.94 / $7.87

All preliminary scenarios include variable tolls.
Tolls collected both northbound and southbound.

** Tolls escalated at 2.5% per year to keep pace with expected inflation.

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I-5 and I-205 toll scenarios

	2006$ Min/Max	2017$ Min/Max
5. Base toll on both bridges	$2 / $4	$2.62/$5.25
6. 2x base toll both bridges	$4 / $8	$5.25/$10.50

All preliminary scenarios include variable tolls.
Tolls collected southbound only.

** Tolls escalated at 2.5% per year to keep pace with expected inflation.

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Additional considerations

No toll scenario: Studied for comparison purposes

- Assumes new bridge; tolls not charged
- Cannot fund project without tolls

- Tolling during construction (beginning 2012):
  - Option could be added to any scenario to raise additional funds and manage congestion

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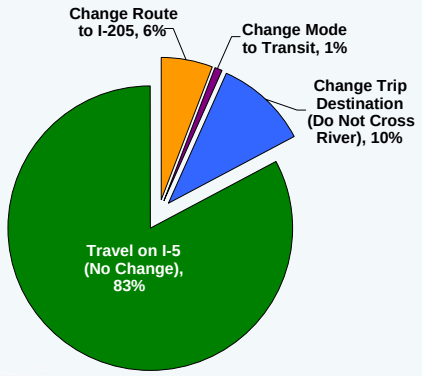
What We've Learned...
Traffic Patterns

What happens to travel patterns if I-5 is tolled?

- The majority of I-5 bridge trips stay on I-5
- Some people will choose to change their trip destination to avoid crossing the river
- Some people will choose to change their route to the I-205 bridge
- Some people will choose to use transit instead
- Some people may choose to carpool to share the toll cost
- Some may choose to change the time of their trip to pay a lower toll



Travel patterns for tolls on I-5 (Scenario 1)

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What happens to travel patterns if both I-5 and I-205 are tolled?

- Most trips remain on I-5 and I-205 bridges
- Some trips from I-205 will return to I-5
- Some will choose a different trip destination to avoid crossing the river
- Some people will choose to use transit instead
- Some people may choose to change the time of their trip to pay a lower toll
- Some people may choose to carpool to share the toll cost

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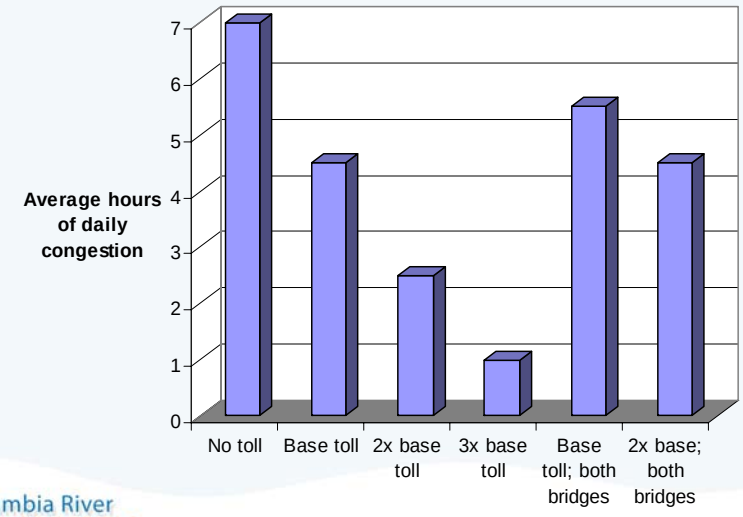
What happens to I-5 congestion with variable tolls?



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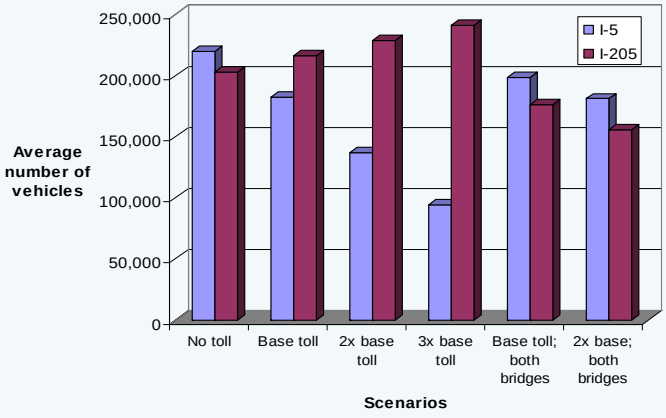
What happens to traffic volumes with tolls?



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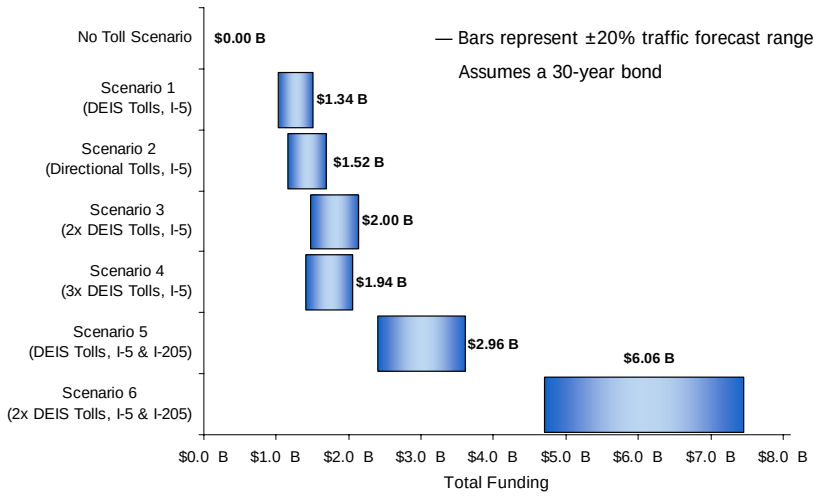
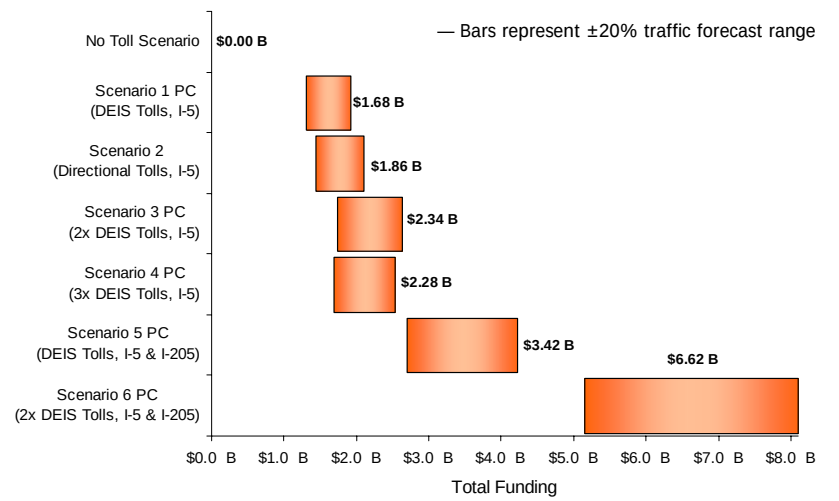
What We've Learned...
Funding Contribution

Toll Funding Contribution Ranges — Tolling starts mid 2017



Toll Funding Contribution Ranges with Tolling During Construction — If I-5 Tolling starts mid 2012



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What we've learned so far....

- Electronic tolling is faster, less expensive, more convenient
- Variable tolling helps manage congestion, increasing reliability and speed for users
  - Higher tolls during peak times will help reduce congestion
  - Lower tolls during off-peak times will encourage some people to change travel
- Tolls needed to build the project
  - Tolling both bridges doubles the funding contribution of tolls
  - There is a tipping point beyond which higher tolls reduce revenue

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Your input will help us…

- Understand different views of costs, benefits, and choices different tolling options present
- Learn about additional areas of interest or concern that need further study
- Consider how to best meet the needs of residents of Oregon and Washington, users of the bridge and adjacent communities

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Next Steps

Tolling Study Schedule

- Today: Listening sessions
- Summer:
  - Revise scenarios
  - Web survey
  - Community conversations
- Fall:
  - Listening sessions and open houses with updated scenarios
- Winter:
  - Report due January 2010 to governors and legislatures

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How to be heard or learn more

- Attend listening sessions, open houses
- Email comments
  - feedback@columbiarivercrossing.org
- Mail comments
  - 700 Washington Street, Suite 300, Vancouver WA 98660
- Sign up for project eUpdates and learn more
  - http://tolling.columbiarivercrossing.org
- Web survey
  - Begins summer 2009

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Listening Session

Questions and Comments

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