



APPENDIX S

2018 Regional Transportation Plan

I-5/Columbia River Bridge replacement locally preferred alternative

December 6, 2018

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Regional Transportation Plan website: **oregonmetro.gov/rtp**

The preparation of this strategy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.



I-5 Columbia River Bridge Replacement Locally Preferred Alternative

BEFORE THE METRO COUNCIL

| | | |
|-------------------------------------|---|------------------------------------|
| FOR THE PURPOSE OF ENDORSING THE |) | RESOLUTION NO. 08- 3960B |
| LOCALLY PREFERRED ALTERNATIVE FOR |) | |
| THE COLUMBIA RIVER CROSSING PROJECT |) | Introduced by Councilor Burkholder |
| AND AMENDING THE METRO 2035 |) | |
| REGIONAL TRANSPORTATION PLAN WITH |) | |
| CONDITIONS |) | |

WHEREAS, the Oregon and Washington sides of the metropolitan region are linked by critical transportation infrastructure vital to each community along the Columbia River; and,

WHEREAS, the I-5 Interstate bridge is a key transportation link that has national and international importance for freight and auto movement; and,

WHEREAS, the I-5 Interstate bridge carries approximately 130,000 people daily by car, truck, bus, bicycle and on foot; and,

WHEREAS, the CRC Draft Environmental Impact Statement (DEIS) analysis found that the segment of I-5 in the vicinity of the Columbia River has extended peak-hour travel demand that exceeds capacity, includes bridge spans that are over 50 and 90 years old and that do not meet current traffic safety or seismic standards, and,

WHEREAS, techniques to improve peak truck freight movement times along with bridge and highway improvements would help support and improve the economy of the region and beyond; and,

WHEREAS, the greatest inhibition to the predictable flow of truck freight is single-occupancy automobile commuting, and according to the CRC analysis, in the absence of tolling, other demand management, and good public transit service the growth of such automobile commuting will contribute to the costs of truck delay; and,

WHEREAS, travel by transit between Portland and Vancouver currently must share a right-of-way with autos and trucks; and,

WHEREAS, the bicycle and pedestrian facilities for crossing the Columbia River along I-5 do not meet current standards, that demand for such facilities is expected to increase, and that experience on Portland bridges has proven that when safe bicycle facilities are provided, ridership grows dramatically; and,

WHEREAS, the CRC DEIS states that in the absence of tolls, absence of effective high-capacity transit service, and absence of safe bicycle and pedestrian facilities, automobile traffic and its resulting emissions and impact on climate change would continue to grow faster with the "no build" option than such automobile traffic and emissions would grow with the replacement bridge option that does include tolls, effective transit, and safe bicycle and pedestrian facilities; and,

WHEREAS, because of high demand and because only two road crossings of the Columbia River exist in the metropolitan region, the I-5 and I-205 corridor is very well situated for tolling, a revenue source and management tool currently not feasible for many other projects vying for public funds; and,



WHEREAS, consideration should be given to potential diversion of traffic from tolling I-5 alone to I-205 and should consider tolling I-5 and I-205 with use of the revenue for both I-5 and I-205 in the Portland-Vancouver metropolitan area; and,

WHEREAS, the states of Oregon and Washington have both established aggressive climate change strategies that include significant reductions in vehicle miles traveled and/or greenhouse gas emissions during the expected life of a CRC project; and,

WHEREAS, in Washington State the goal is to reduce vehicle miles traveled by 50 percent by 2050 and in Oregon the goal is to reduce greenhouse gas emissions by 75 percent below 1990 levels by 2050; and,

WHEREAS, the Oregon Governor's Climate Change Integration Group in its final report dated January 2008 state that "reducing vehicle miles traveled is the single most effective way to reduce greenhouse gas emissions", and,

WHEREAS, the reduction of greenhouse gas emissions is a regional goal that the Metro Council has directed that methods of decreasing such emissions be identified and pursued; and,

WHEREAS the Metro Council has concurred with the Governor's Climate Change Integration Group that reducing vehicle miles traveled is the single most effective means of reducing greenhouse gas emissions; and,

WHEREAS, high capacity transit, as well as walking and biking reduce vehicle miles travelled and reduce greenhouse gas emissions; and,

WHEREAS, the Metro region and the Federal Transit Administration have made extensive investments in high capacity transit, especially light rail transit, as the preferred high capacity transit mode in most corridors in the region, including the Interstate MAX LRT line to the Expo Center, about 1 mile from Vancouver, Washington and adjacent to Interstate 5; and,

WHEREAS, on November 14, 2002 the Metro Council approved Resolution 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations, that supported a multimodal project including light rail transit (LRT) and either a new supplemental or replacement I-5 bridge; and,

WHEREAS, the I-5 Transportation and Trade Study also included recommendations to widen I-5 to three lanes between Delta Park and Lombard, address finance issues, use travel demand tools including pricing (tolls), address environmental justice through use of a community enhancement fund, coordinate land use to avoid adverse impacts to transportation investments and improve heavy rail; and,

WHEREAS, in its October 19, 2006 letter to the CRC Task Force, the Council stated that "all transportation alternatives be evaluated for their land use implications...[because] added lanes of traffic ...will have an influence on settlement patterns and development"; and,

WHEREAS, the CRC Task Force's endorsement of a locally preferred alternative is one "narrowing" step in a multi-step process and is an important opportunity for the Metro Council to articulate its concerns which will be weighed at this and subsequent steps; and,



ANALYSIS/INFORMATION

1. **Known Opposition** The CRC is a very large and complex transportation project. There are strong feelings – pro and con – associated with the project. Opposition to the project includes concerns raised regarding the need for the project, greenhouse gas emissions that could be generated by the project, costs, tolls and light rail extension to Vancouver, Washington.

2. Legal Antecedents

Federal

- National Environmental Policy Act
- Clean Air Act
- SAFETEA-LU
- FTA New Starts Process

State

- Statewide Planning Goals
- State Transportation Planning Rule
- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Public Transportation Plan
- Oregon Bicycle and Pedestrian Plan

Metro

- Resolution No. 02-3237A, "For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations," adopted on November 14, 2002.
- Resolution No. 07-3782B, "For the Purpose of Establishing Metro Council Recommendations Concerning the Range of Alternatives to Be Advanced to a Draft Environmental Impact Statement For the Columbia River Crossing Project," adopted on February 22, 2007.
- Ordinance No. 07-3831B, "For the Purpose of Approving the Federal Component of the 2035 Regional Transportation Plan (RTP) Update, Pending Air Quality Conformity Analysis," adopted on December 13, 2007.
- Resolution No. 08-3911, "For the Purpose of Approving the Air Quality Conformity Determination for the Federal Component of the 2035 Regional Transportation Plan and Reconfirming the 2008-2011 Metropolitan Transportation Improvement Program," adopted on February 28, 2008.
- Resolution No. 08-3938B, "For the Purpose of Providing Metro Council Direction to its Delegate Concerning Key Preliminary Decisions Leading to a Future Locally Preferred Alternative Decision for the Proposed Columbia River Crossing Project," adopted on June 5, 2008.

3. **Anticipated Effects** The approval of this resolution would allow the submission of a New Starts application for light rail transit to Vancouver Washington as well as include proceeding with the next steps towards a replacement bridge with tolls and light rail transit. It would not resolve the number of auxiliary lanes or other issues and considerations listed in the resolution but which will need to be addressed in the future once additional information and analysis is completed.

4. **Budget Impacts** If there is a role for Metro to play in the completion of the CRC Final Environmental Impact Statement (this could be additional updated travel forecasting, for example), the CRC project would reimburse Metro for any costs incurred for such work.



RECOMMENDED ACTION

Adopt Resolution No. 08-3960B, For the Purpose of Endorsing the Locally Preferred Alternative for the Columbia River Crossing Project and Amending the Metro 2035 Regional Transportation Plan with Conditions.



Resolution No. 08-3960B Attachment 1

FINAL RESOLUTION: 6/24/08

**A RESOLUTION OF THE COLUMBIA RIVER CROSSING TASK FORCE TO
PROVIDE DIRECTION TO THE COLUMBIA RIVER CROSSING PROJECT
ON KEY DECISIONS FOR A LOCALLY PREFERRED ALTERNATIVE**

WHEREAS, the I-5 Interstate Bridge is one of only two Columbia River crossings between Vancouver, Washington and Portland, Oregon and approximately 150,000 people rely on crossing the I-5 Bridge daily by car, transit, bicycle and on foot; and

WHEREAS, the existing structures are aging and in need of seismic upgrade, and the closely-spaced interchanges are in need of safety improvements; and

WHEREAS, the movement of land and water-based freight is hindered by the current crossing, and

WHEREAS, high capacity transit does not currently connect Vancouver and Portland, and the bicycle and pedestrian paths do not meet current standards; and

WHEREAS, the I-5 Transportation and Trade Partnership Final Strategic Plan recommended congestion and mobility improvements within the I-5 Bridge Influence Area in 2002; and

WHEREAS, the Columbia River Crossing Task Force was established in February 2005, to advise the Oregon Department of Transportation and the Washington State Department of Transportation on project-related issues and concerns; and

WHEREAS, the Columbia River Crossing Task Force advised development of the project's Vision and Values Statement, alternatives development, and narrowing of the alternatives to five that would be studied in a Draft Environmental Impact Statement; and

WHEREAS, the Columbia River Crossing project is committed to implementing the principles of sustainability into project planning, design and construction in order to improve the natural and social environment and the regional economy whenever possible; and to minimize effects related to climate change; and

WHEREAS, the Oregon State Department of Transportation, Washington State Department of Transportation, Metro Council, Southwest Washington Regional Transportation Council, TriMet, C-TRAN, City of Portland and City of Vancouver have worked collaboratively on the development of the Draft Environmental Impact Statement; and



Resolution No. 08-3960B Attachment 1

FINAL RESOLUTION: 6/24/08

WHEREAS, the Columbia River Crossing project published a Draft Environmental Impact Statement on May 2, 2008, disclosing the potential environmental and community impacts and potential mitigation of the five alternatives; and

WHEREAS, the Columbia River Crossing project is seeking public comments on the Draft Environmental Impact Statement from the Columbia River Crossing Task Force as well as the public through outreach events, working sessions and hearings with sponsor agencies, and through two open houses and two public hearings during the comment period; and

WHEREAS, the Columbia River Crossing Task Force has opted to confirm Key Decisions that will lead to selection of a Locally Preferred Alternative.

NOW, THEREFORE, BE IT RESOLVED THAT THE COLUMBIA RIVER CROSSING TASK FORCE MAKES THESE RECOMMENDATIONS TO THE COLUMBIA RIVER CROSSING PROJECT:

1. In regards to the river crossing selection, the CRC Task Force supports the construction of a replacement bridge with three through lanes northbound and southbound as the preferred option.
2. In regards to the high capacity transit selection, the CRC Task Force supports light rail as the preferred mode.
3. In regards to the alignment and terminus of the high capacity transit line, and based on the information provided to date, the CRC Task Force
 - Recognizes that the selection of the alignment and terminus options should be determined through a combination of:
 - i. Federal New Starts funding eligibility,
 - ii. Public and local stakeholder involvement,
 - iii. CRC project evaluation and technical determination of the terminus that allows for the greatest flexibility for future high capacity transit extensions and connections in Clark County, and
 - iv. Outcome of the Vancouver City Council and C-TRAN votes on July 7 and July 8, respectively.
4. Creation of a formal oversight committee that strives for consensus and provides for a public process of review, deliberation and decision-making for outstanding major project issues and decisions.
5. The Freight Working Group, the Pedestrian and Bicycle Advisory Committee, the Urban Design Advisory Group, the Community and Environmental Justice Group, and the newly formed Sustainability Working Group, shall continue their advisory roles for refinement of the LPA. These advisory groups shall report findings and recommendations to the local oversight committee.



Resolution No. 08-3960B Attachment 1

FINAL RESOLUTION: 6/24/08

6. The CRC Task Force understands that several project elements have not been finalized at the time of this resolution. These elements will need to be satisfactorily resolved through a process that includes public involvement, recommendations from governing bodies of the sponsor agencies, and recommendations by a local advisory committee. The CRC Task Force supports the consideration of the attached list of Supplemental Positions for Future Project and Regional Consideration.



Resolution No. 08-3960B Attachment 1

FINAL RESOLUTION: 6/24/08

Columbia River Crossing Project
Supplemental Positions for Future Project and Regional Consideration

For Project Consideration:

The Columbia River Crossing Task Force presents these supplemental positions for consideration during the post-Locally Preferred Alternative (LPA) phase of the project development process. The Columbia River Crossing Task Force supports the following in association with the CRC project:

- The continued development of a mitigation plan, including avoidance of adverse impacts
- The continued development of a sustainability plan, including the formation of a sustainability working group
- Further study and analysis to determine the appropriate number of auxiliary lanes, necessary for safety and functionality in the project area, and consistent with minimizing impacts. The project should recognize that auxiliary lanes are for interchange operations, not for enhanced mainline throughput, and design the bridge width accordingly.
- The continued commitment to provide enhancements within potentially impacted communities
- As articulated in the final strategic plan of the I-5 Trade and Transportation Partnership, establish a community enhancement fund for use in the impacted areas of the project; such a fund would be in addition to any impact mitigation costs identified through the Draft EIS and would be modeled on the successfully implemented community enhancement fund of the I-5 Delta Park Project and subsequent Oregon Solutions North Portland Diesel Emissions Reduction Project.
- Continued work to design interchanges in the project area that meet the safety and engineering standards and requirements of the Federal Highway Administration, the departments of transportation for Oregon and Washington and the cities of Portland and Vancouver, in a way that is consistent with minimizing impacts.
- Continued work to ensure that interchanges are freight sensitive and provide enhanced mobility, in a way that is consistent with minimizing impacts.
- Imposing tolls on the existing I-5 bridge as soon as legally and practically permissible to reduce congestion by managing travel demand as well as to provide an ongoing funding source for the project
- A public vote where applicable, regarding the funds required to implement the light rail line
- The development of an aesthetically pleasing, sustainable and cost-efficient river crossing that provides a gateway to Vancouver, Portland and the Northwest



Resolution No. 08-3960B Attachment 1

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- Designing the project – river crossing, transit, and pedestrian and bicycle facilities – to be a model of sustainable design and construction that serves both the built and natural environment
- The development of light rail stations that meet the highest standards for operations and design. These stations would be designed to be safe and accessible to pedestrians, bicyclists, and people with disabilities.
- Continued development of a “world class” bicycle, pedestrian facility, as well as the consideration for provisions for low-powered vehicles such as scooters, mopeds and neighborhood electric vehicles, as part of the construction of a replacement river crossing
- Ensure that the preferred alternative solves the significant safety, congestion and mobility problems in the project area while meeting regional and statewide goals to reinforce density in the urban core and compact development that is both pedestrian friendly and enhances mobility throughout the project area and the region
- Development of an innovative transportation demand management (TDM) program to encourage more efficient use of limited transportation capacity
- Independent validation of the greenhouse gas and climate change analysis conducted in the Draft Environmental Impact Statement to determine the project’s effects on air quality, carbon emissions and vehicle miles traveled per capita
- The inclusion of strategies aimed at reducing greenhouse gases and reducing vehicle miles traveled per capita. The Oregon Global Warming Commission or the Washington Climate Action Team should advise the CRC project on project related aspects that will help achieve both states greenhouse gas reduction goals set for 2020 and 2050.
- The development of a more detailed draft finance plan after the LPA is selected to define the funding and financing sources for this project from federal, state and local resources, while ensuring financial equity locally, within the region, and between the states of Oregon and Washington
- Independent review of the project’s feasibility and risks, including the project’s relationship to funding other transportation projects in the region
- Continued study of project health impacts such as those identified in the report submitted to the Task Force by the Multnomah County Health Department

For Regional Consideration:

There are system-wide transportation concerns that can only be resolved on a regional level and not by the Columbia River Crossing project. The Columbia River Crossing Task Force supports:

- Revisiting the remaining recommendations outlined in the *Strategic Final Plan* of the I-5 Transportation and Trade Partnership Study, dated September 2002
- Evaluating other bottlenecks within the system (e.g., I-405 / I-5 loop, Rose Quarter, etc.)
- Developing a regional plan for traffic demand management in the bi-state Portland-Vancouver region that promotes a reduction in vehicle miles traveled per capita



Resolution No. 08-3960B Attachment 1

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- Evaluating the effectiveness of a regional high occupancy vehicle (HOV) system
- Developing a regional plan for freight that considers the work of the I-5 Transportation and Trade Partnership and the CRC project's work with the CRC Freight Working Group
- Developing a web-based transit trip planning resource to plan transit trips in the Portland-Vancouver region



WHEREAS, in its October 19, 2006 letter to the CRC Task Force, the Council stated that Metro “will need to work closely with you as your project proceeds and as the RTP policies are developed to ensure that your proposals are consistent with our new policies.”; and,

WHEREAS, the CRC Task Force, a 39 member advisory committee, has met regularly for over two years creating a project purpose and need, evaluation criteria and alternatives; and,

WHEREAS, a draft environmental impact statement has been completed that assesses the potential impacts of the project alternatives including a No Build, replacement and supplemental bridge options and bus rapid transit and light rail transit as well as bicycle and pedestrian facilities; and,

WHEREAS, a Replacement Bridge, unlike a Supplemental Bridge and/or rehabilitating and keeping the existing bridges, could improve safety by providing travel lane designs that meet safety standards including improved sight distance, greater lane widths, improved road shoulders and would eliminate bridge lifts which are indirectly a major cause of rear end accidents on and near the bridge; and,

WHEREAS, a Replacement Bridge, unlike a Supplemental Bridge, would reduce auto and truck delays that result from bridge openings; and,

WHEREAS, a Replacement Bridge, unlike a Supplemental Bridge, could improve the seismic safety of those crossing the river by auto and truck, reducing the potential for economic disruption as a result of restricted truck freight movement from seismic damage as well as reduce the potential for river navigation hazards created by seismic events; and,

WHEREAS, high capacity transit in an exclusive right-of-way would provide greatly improved transit service with much better schedule reliability and service than mixed-use traffic operation; and,

WHEREAS, LRT would produce higher total transit ridership in the corridor than BRT; and,

WHEREAS, LRT is more cost effective than Bus Rapid Transit (BRT), and is about one-half as expensive to operate per transit rider crossing the river; and,

WHEREAS, the Metro Council held a public hearing about the CRC project alternatives on June 5, 2008 and,

WHEREAS, on June 5, 2008, the Metro Council approved Resolution No. 08-3938B For the Purpose of Providing Metro Council Direction to its Delegate Concerning Key Preliminary Decisions Leading to a Future Locally Preferred Alternative Decision for the Proposed Columbia River Crossing Project and that the Metro Council concluded in this resolution its support for a Columbia River Crossing (CRC) Project with light rail, a replacement bridge with three through lanes and tolls for travel demand management and ongoing funding but also included substantial conditions; and,

WHEREAS, the CRC Task Force has recommended a locally preferred alternative that includes light rail transit and a replacement bridge; and,

WHEREAS, on December 13, 2007, the Metro Council approved Resolution No. 07-3831B, For the Purpose of Approving the Federal Component of the 2035 Regional Transportation Plan (RTP) Update, Pending Air Quality Conformity Analysis, and the adopted 2035 Regional Transportation Plan (RTP), Financially Constrained System Project list includes Metro project number 10866, “Improve I-5/Columbia River bridge (Oregon share)” with \$74 million year of expenditure reserved for preliminary engineering and right-of-way acquisition, but does not include funds for project construction; and,



WHEREAS, on February 28, 2008, the Metro Council adopted Resolution No. 08-3911, For the Purpose of Approving the Air Quality Conformity Determination for the Federal Component of the 2035 Regional Transportation Plan and Reconfirming the 2008-2011 Metropolitan Transportation Improvement Program, and this air quality conformity included the CRC project, highway and light rail transit; and,

WHEREAS, the CRC Project is projected to cost between \$3.5 and 3.7 billion dollars; and,

WHEREAS, a revenue forecast has been completed using best available information that shows revenue sources that could fund the project; and,

WHEREAS, the Metro 2035 RTP does not currently include a description of the proposed locally preferred alternative for the CRC Project as supported by the Metro Council; and,

WHEREAS, state law provides for land use final order to address meeting the potential land use impacts of light rail and related highway improvements in the South/North corridor of which the I-5 bridge is a part; and,

WHEREAS, at its meeting on July 10, 2008, the Joint Policy Advisory Committee on Transportation recommended approval of the following; now therefore,

BE IT RESOLVED that the Metro Council:

1. Continues to support a balanced multi-modal approach of highway, high capacity transit, freight movement, transportation demand management and bicycle and pedestrian improvements in the Columbia River Crossing corridor, as well as compact land use development patterns with a mixture of uses and types of housing which minimize long commutes and reduce our citizen's automobile dependence.
2. Supports a Columbia River Crossing locally preferred alternative:
 - a. a replacement bridge with three northbound and three southbound through lanes, with tolls used both for finance and for demand management, as the preferred river crossing option,
 - b. light rail as the preferred high capacity transit option, extending light rail from the Expo Center in Portland, Oregon across Hayden Island adjacent to I-5 to Vancouver, Washington,
 - c. a light rail terminus in Vancouver, Washington.
3. Finds that the following concerns and considerations will need to be addressed as described in Exhibit A, attached. Metro will invite public review and discussion on the issues raised in Exhibit A.
4. Amends the Metro 2035 Regional Transportation Plan, Appendix 1.1, Financially Constrained System, Project Number 10866 to read: "Improve I-5/Columbia River bridge in cooperation with




ODOT and WSDOT with light rail transit, reconstructed interchanges and a replacement bridge with three through lanes in each direction and tolls designed to manage travel demand as well as provide an ongoing funding source for project construction, operations and maintenance.”

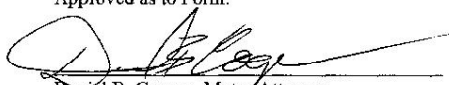
Further, amends the Project amount to read: “A range of between \$3.5 and \$3.7 billion.”

5. Amends the Metro Appendix 1.2, “2035 RTP Other Projects Not Included in the Financially Constrained System”, deleting Project number 10893, “Improve I-5/Columbia River bridge (Oregon Share)” and deleting Project number 10902, “CRC – Expo to Vancouver, north on Main to Lincoln”, as these projects are now included in the Financially Constrained System.
6. Amends the Metro 2035 RTP, Chapter 5, Financial Plan, by adding Section 5.3.4, CRC Funding Assumptions, attached as Exhibit B.
7. Amends the Metro 2035 RTP, Chapter 7, Implementation, amending Section 7.7.5, Type I- Major Corridor Refinements, Interstate-5 North (I-84 to Clark County) as described in Exhibit C, attached.
8. Defers the determination of the number of auxiliary lanes to a subsequent amendment of the 2035 RTP, based on additional analysis.
9. Acknowledges that a land use final order for addressing land use consistency for the Oregon side of the Project is being prepared and will be submitted to the Council for approval in Fall 2008.

ADOPTED by the Metro Council this 17th day of July, 2008.


David Bragdon, Council President

Approved as to Form:


Daniel B. Cooper, Metro Attorney

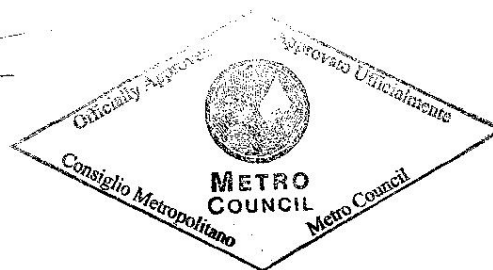




Exhibit A to Resolution No. 08-3960B

**RESOLUTION 08-3960B
Exhibit A**

**Metro Council Concerns and Considerations
Columbia River Crossing "Locally Preferred Alternative"**

The Metro Council recognizes that endorsement of a "Locally Preferred Alternative" is one important narrowing step that enables the project management team to proceed with further analysis of a reduced range of alternatives. The Council is cognizant that many important issues are generally still unresolved at the time of endorsement of an LPA, but that clear articulation of concerns is required to make sure that such unresolved issues are appropriately resolved during the next phase of design, engineering, and financial planning, with proper participation by the local community and its elected representatives. If those sorts of outstanding issues are not satisfactorily resolved during that post-LPA selection phase, then the project risks failing to win the approval of necessary governing bodies at subsequent steps of the process.

While the Metro Council endorses the LPA, Replacement Bridge with Light Rail and Tolls, as described in Resolution 08-3960A, the Metro Council simultaneously finds that the following issues will need to be satisfactorily addressed in the upcoming refinement of design, engineering and financial planning:

FORMATION OF A LOCAL OVERSIGHT COMMITTEE TO SUCCEED THE TASK FORCE

The Metro Council concluded on June 5, 2008 through Resolution 08-3938B that further oversight of the project is needed once the Task Force's work is concluded. The Council suggested that the Governors of Oregon and Washington convene such a local oversight group. On June 19, 2008, the Governors issued a joint letter that concluded there is a need to reconvene the CRC Project Sponsor's Council as the oversight committee to succeed the Task Force, including representatives from Washington State Department of Transportation, the Oregon Department of Transportation, cities of Portland and Vancouver, Metro, the Southwest Washington RTC, TriMet and CTRAN. The Governors charged the committee with advising the two departments of transportation and two transit agencies on a consensus basis to the greatest extent possible regarding the major issues requiring further oversight and resolution.

PROJECT ISSUES REQUIRING LOCAL OVERSIGHT DURING PLANNING, DESIGN, ENGINEERING, FINANCE AND CONSTRUCTION

The Governors have charged the Project Sponsors Council with project oversight on the following issues, milestones and decision points:

- 1) Completion of the Environmental Impact Statement (EIS),
- 2) Project design, including, but not limited to: examining ways to provide an efficient solution that meets safety, transportation and environmental goals,
- 3) Timelines associated with project development,
- 4) Development and use of sustainable construction methods,
- 5) Ensuring the project is consistent with Oregon and Washington's statutory reduction goals for green house gas emissions, and
- 6) A finance plan that balances revenue generation and demand management, including the project capital and operating costs, the sources of revenue, impact to the funds required for other potential expenditures in the region.



Exhibit A to Resolution No. 08-3960B

The Metro Council has identified additional areas of concern that need to be addressed by the Project Sponsors Council as the project moves forward:

A. TOLLING

Implementation of tolls on the existing I-5 Bridge should be undertaken as soon as legally and practically permissible. Consideration should be given to potential diversion of traffic to I-205 and potential tolling I-5 and I-205 with those revenues potentially used for projects on these two facilities in the Portland-Vancouver metropolitan area.

B. NUMBER OF AUXILIARY LANES

Determine the number of auxiliary lanes in addition to the three through lanes in each direction on the replacement bridge across the Columbia River and throughout the bridge influence area.

C. IMPACT MITIGATION AND COMMUNITY ENHANCEMENT

Identify proposed mitigation for any potential adverse human health impacts related to the project and existing human health impacts in the project area, including community enhancement projects that address environmental justice.

D. DEMAND MANAGEMENT

Develop of state-of-the-art demand management techniques in addition to tolls that would influence travel behavior and reduce greenhouse gas emissions.

E. FINANCING PLAN

A detailed financing plan showing costs and sources of revenue must be proposed and presented to the partner agencies and to the public. The proposed financing plan should indicate how the federal, state and local (if any) sources of revenue proposed to be dedicated to this project would impact, or could be compared to, the funds required for other potential expenditures in the region.

F. CAPACITY CONSIDERATIONS, INDUCED DEMAND AND GREENHOUSE GASES

Further analysis is required of the greenhouse gas and induced automobile demand forecasts for this project. The results of the analysis must be prominently displayed in the Final Environmental Impact Statement. The analysis should include comparisons related to the purpose and function of the so-called "auxiliary" lanes. A reduction in vehicle miles traveled should be pursued to support stated greenhouse gas reduction targets as expressed by legislation in Oregon and Washington and by the Governors.

G. PRESERVATION OF FREIGHT ACCESS

The design and finance phase of the CRC project will need to describe specifically what physical and fiscal (tolling) methods will be employed to ensure that trucks are granted a priority which is commensurate with their contributions to the project and their important role in the economy relative to single-occupancy automobile commuting. Ensure that freight capacity at interchanges is not diminished by industrial land use conversion.

H. LIGHT RAIL

As indicated in the Item 2 "resolved" in the body of the resolution, the Metro Council's endorsement of the LPA categorically stipulates that light rail must be included in any phasing package that may move forward for construction.



Exhibit A to Resolution No. 08-3960B

I. DESIGN OF BICYCLE AND PEDESTRIAN FACILITIES

More detailed design of bicycle and pedestrian facilities is required to inform the decisions of the local oversight panel described above. The project should design “world class” bicycle and pedestrian facilities on the replacement bridge, bridge approaches and throughout the bridge influence area that meet or exceed standards and are adequate to meet the demand generated by tolls or other demand management techniques.

J. URBAN DEVELOPMENT IMPACTS AT RE-DESIGNED INTERCHANGES

More design of the interchanges related to the CRC is required to fully evaluate their community impact. The design of interchanges within the bridge influence area must take into account their impact on urban development potential. The Metro Council is also concerned that the Marine Drive access points preserve and improve the functionality of the Expo Center.

K. BRIDGE DESIGN

The bridge type and aesthetics of the final design should be an important consideration in the phase of study that follows approval of the LPA and precedes consideration of the final decision.



Exhibit B to Resolution No. 08-3960B

Chapter 5, Financial Plan of the Metro 2035 RTP, Federal Component is amended by adding the following new section:

5.3.4 Columbia River Crossing Funding Assumptions

The Columbia River Crossing (CRC) Project is a collaboration of Oregon Department of Transportation, Washington State Department of Transportation, Metro, the Southwest Washington Regional Transportation Council, TriMet and CTRAN as well as the cities of Portland and Vancouver.

The CRC Project is a national transportation priority as it has been designated a "Corridor of the Future" by the Federal Highway Administration (FHWA). The Project will seek FHWA funding from this program category and other appropriate sources. Accordingly, the FHWA has indicated that it is a high priority to address the safety and congestion issues related to the segment of Interstate 5 between Columbia Boulevard north to State Route 500 in Vancouver, Washington.

The Federal Transit Administration (FTA) awards transit capital construction grants on a competitive basis. The CRC project will be submitting an application to the FTA for entry into Preliminary Engineering and eventually for a full funding grant agreement. The Metro region has been highly successful in securing FTA funds and it is considered reasonable, based on early cost-effectiveness rating analyses, that the high capacity transit component of the CRC Project will secure the \$750 million in federal transit funding shown in the table below.

In addition, the Governors of Oregon and Washington have stated their commitment to work with their respective state legislatures to provide state funds to add to federal funding.

Also, tolling is another unique source of funding for the project. It would be a substantial transportation demand management tool as well as providing a significant revenue source. The DEIS states that tolls may supply 36 – 49% of the capital revenues for the highway elements of the project.

Finally, the state of Washington has accumulated credits from tolls imposed on other projects in the state that can be used as local match for federal funds. The state has indicated support for using a portion of these credits for the transit component of this project.

These funding sources for the total project may be summarized as follows (all figures in millions of dollars):



Columbia River Crossing – Total Project Costs
(both Oregon and Washington sides)

| <u>Costs</u> | Low | High |
|-------------------------------|-----------------|-----------------|
| Highway | \$2,773 | \$2,920 |
| Transit | <u>750</u> | <u>750</u> |
| Total | \$3,523 | \$3,670 |
| | | |
| <u>Revenues</u> | Low | High |
| Toll Bond Proceeds | \$1,070-\$1,350 | \$1,070 - 1,350 |
| Federal Discretionary Highway | 400- 600 | 400 - 600 |
| State Funds | 823-1,303 | 970 - 1,450 |
| New Starts | 750 | 750 |
| Toll Credits | <u>188</u> | <u>188</u> |
| Total | \$3,523 | \$3,670 |



Exhibit C to Resolution No. 08-3960B

Chapter 7, Implementation of the Metro 2035 Regional Transportation Plan, (Federal Component), Implementation (page 7-34) is amended as follows:

Interstate-5 North (I-84 to Clark County)

This heavily traveled route is the main connection between Portland and Vancouver. The Metro Council has approved a Locally Preferred Alternative for the Columbia River Crossing (CRC) project that creates a multi-modal solution for the Interstate 5 corridor between Oregon to Washington to address the movement of people and freight across the Columbia River. A replacement bridge with three through lanes in each direction, reconstructed interchanges, tolls priced to manage travel demand as well as provide financing of the project construction, operation and maintenance, light rail transit to Vancouver, and bicycle and pedestrian investments have been identified for this corridor. As project details are evaluated and implemented in this corridor, the following shall be brought back to JPACT and the Metro Council for a subsequent RTP amendment for this Project:

- the number and design of auxiliary lanes on the I-5 Columbia River bridge and approaches to the bridge, including analysis of highway capacity and induced demand.

More generally in the I-5 corridor, the region should:

- consider the potential adverse human health impacts related to the project and existing human health impacts in the project area, including community enhancement projects to address environmental justice.
- consider managed lanes
- maintain an acceptable level of access to the central city from Portland neighborhoods and Clark County
- maintain off-peak freight mobility, especially to numerous marine, rail and truck terminals in the area
- consider new arterial connections for freight access between Highway 30, port terminals in Portland and port facilities in Vancouver, Wa.
- maintain an acceptable level of access to freight intermodal facilities and to the Northeast Portland Highway
- construct interchange improvements at Columbia Boulevard to provide freight access to Northeast Portland Highway
- address freight rail network needs
- develop actions to reduce through-traffic on MLK and Interstate to allow main street redevelopment
- provide recommendations to the Bi-State Coordination Committee prior to JPACT and Metro Council consideration of projects that have bi-state significance.



STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 08-3960B, FOR THE PURPOSE OF
ENDORISING THE LOCALLY PREFERRED ALTERNATIVE FOR THE COLUMBIA RIVER
CROSSING PROJECT AND AMENDING THE METRO 2035 REGIONAL
TRANSPORTATION PLAN WITH CONDITIONS

Date: June 26, 2008

Prepared by: Richard Brandman
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BACKGROUND

Overview

The Columbia River Crossing (CRC) is a proposed multimodal bridge, transit, highway, bicycle and pedestrian improvement project sponsored by the Oregon and Washington transportation departments in coordination with Metro, TriMet and the City of Portland as well as the Regional Transportation Council of Southwest Washington, CTRAN and the City of Vancouver, Washington. (More detailed project information may be found at: <http://www.columbiarivercrossing.org/>)

The CRC project is designed to improve mobility and address safety problems along a five-mile corridor between State Route 500 in Vancouver, Washington, to approximately Columbia Boulevard in Portland, Oregon, including the Interstate Bridge across the Columbia River.

The project would be funded by a combination of Federal Transit Administration (FTA) New Starts funding for the transit component, Federal Highway Administration (FHWA) funding for highway, freight, bicycle and pedestrian improvements, with local match being provided by the states of Oregon and Washington through toll credits and other funding. Tolls are also proposed for a new I-5 bridge to pay for a portion of the capital project and manage transportation demand.

Guiding the project is a 39 member CRC Task Force, of which Councilor Burkholder serves as the Metro representative. On June 5, 2008, the Metro Council approved policy guidance for Councilor Burkholder as its CRC Task Force member in the formulation of the draft locally preferred alternative (LPA) (after consideration of public testimony and review of options for a LPA). On June 24, the CRC Task Force approved recommendations for a LPA for the project sponsor agencies (including Metro) consideration.

Accordingly, the attached Resolution No. 08-3960B will provide for Metro Council consideration of:

- 1) Adoption of a CRC LPA.
- 2) Amendment of the federal component of the Metro 2035 Regional Transportation Plan (RTP).
- 3) Statement of additional Metro Council concerns and considerations regarding the Project.

Project History

The CRC Project history began in 1999, with the Bi-State Transportation Committee recommendation that the Portland/Vancouver region initiate a public process to develop a plan for the I-5 Corridor based on four principles:

- Doing nothing in the I-5 Corridor is unacceptable;
- There must be a multi-modal solution in the I-5 Corridor - there is no silver bullet;



- Transportation funds are limited. Paying for improvements in the I-5 Corridor will require new funds; and,
- The region must consider measures that promote transportation-efficient development.

Accordingly, the twenty-six member I-5 Transportation and Trade Partnership was constituted by Governors Locke and Kitzhaber, including a Metro Council representative.

In June 2002, the Partnership completed a *Strategic Plan* and on November 14, 2002, the Metro Council, through Resolution No. 02-3237A, For the Purpose of Endorsing the I-5 Transportation and Trade Study Recommendations, endorsed the *Strategic Plan* recommendations including:

- Three through lanes in each direction on I-5, one of which was to be studied as an High Occupancy Vehicle (HOV) lane, as feasible;
- Phased light rail loop in Clark County in the vicinity of the I-5, SR500/4th Plan and I-205 corridors;
- An additional or replacement bridge for the I-5 crossing of the Columbia River, with up to two additional lanes for merging plus two light rail tracks;
- Interchange improvements and additional auxiliary and/or arterial lanes where needed between SR 500 in Vancouver and Columbia Boulevard in Portland, including a full interchange at Columbia Boulevard;
- Capacity improvements for freight rail;
- Bi-state coordination of land use and management of the transportation system to reduce demand on the freeway and protect corridor improvement;
- Involving communities along the corridor to ensure final project outcomes are equitable and committing to establish a fund for community enhancement;
- Developing additional transportation demand and system strategies to encourage more efficient use of the transportation system.

Several of the recommendations from the Strategic Plan have been completed. For example, construction of the I-5 Delta Park Project has begun.

The I-5 bridge element began in February 2005 with the formation of a 39 member Columbia River Crossing (CRC) Task Force. This Task Force, which includes a Metro Council representative, developed a vision statement, purpose and need statement and screening criteria.

The adopted project purpose is to: 1) improve travel safety and traffic operation on the I-5 crossing of the Columbia River; 2) improve the connectivity, reliability, travel times and operations of public transit in the corridor; 3) improve highway freight mobility and interstate commerce, and 4) improve the river crossing's structural integrity.

More specifically, the following issues concerning the existing conditions were cited as need:

- Safety - the bridge crossing area and approach sections have crash rates more than two times higher than statewide averages for comparable urban highways. Contributing factors are interchanges too closely spaced, weave and merge sections too short contributing to sideswiping accidents, vertical grade changes that restrict sight distance and very narrow shoulders that prevent avoidance maneuvers or safe temporary storage of disabled vehicles.
- Seismic - neither I-5 bridges meet seismic standards, leaving the I-5 corridor vulnerable in the event of a large earthquake;
- Bridge Alignment - the alignment of the I-5 bridges with the downstream railroad bridge contributes to hazardous barge movements;



- Cost - rehabilitation of the existing bridges, bringing them to current standards would be more costly, both in money and some environmental impacts, such as water habitat conditions, than a replacement bridge;
- Traffic Impact - an arterial bridge would bring unacceptable traffic congestion to downtown Vancouver, Washington.

The CRC Project analyzed 37 distinct bridge, transit, highway and transportation demand management modes/designs, which the CRC Task Force narrowed to twelve. These twelve options then received even more analysis.

In November 2007, CRC staff, after further consideration of technical analyses and using the approved screening criteria and project purpose and need, recommended three alternatives be advanced to a draft environmental impact statement (DEIS). These included:

- Alternative 1) No Action;
- Alternative 2) A Replacement Bridge and Bus Rapid Transit with Complementary Express Bus Service; and
- Alternative 3) A Replacement Bridge and Light Rail Transit with Complementary Express Bus Service.

Open houses were held to take public comment about whether these three alternatives should be advanced to analysis in the DEIS. The Metro Council, other project sponsors and some members of the public expressed interest in a less expensive, smaller project alternative. Accordingly, two supplemental bridge alternatives (one with bus rapid transit, the other with light rail transit) were proposed to be added to the alternatives studied in the DEIS.

The Metro Council concurred with these five alternatives in adopting Resolution No. 07-3782B, "For the Purpose of Establishing Metro Council Recommendations Concerning the Range of Alternatives to Be Advanced to a Draft Environmental Impact Statement For the Columbia River Crossing Project," on February 22, 2007.

On December 13, 2007, the Metro Council adopted the federal component of the 2035RTP. The RTP included funds for preliminary engineering and right-of-way purchase in the financially constrained system project list for a new bridge across the Columbia River. This item was reconfirmed with the adoption of the air quality conformity determination in February 2008 that assumed a new bridge with light rail transit to Vancouver.

In a meeting of the CRC Task Force in January 2008, an informal poll was taken that initiated discussion of the LPA. Strong support was found for:

- A replacement bridge with tolls;
- Light rail transit extended to Vancouver, Washington;
- Bicycle and pedestrian path improvements.

(Councilor Burkholder, the Metro Council representative, deferred comment in this survey citing the need to confer with the full Metro Council).

On May 2, 2008, a DEIS addressing the five CRC alternatives was released for a 60-day public comment period. During that time, the CRC project received 1,120 comments on the DEIS. The CRC also held two open houses attended by 425 people and held four question and answer sessions.



Later in May 2008, review and discussion of the CRC alternatives and the potential benefits and adverse impacts as disclosed in the CRC Draft Environmental Impact Statement were discussed by the Metro Council. After consideration of the CRC documents, Metro Council work session discussions and public testimony received at a Metro Council public hearing June 5, the Metro Council approved policy guidance by adopting Resolution No. 08-3938B, "For the Purpose of Providing Metro Council Direction to its Delegate Concerning Key Preliminary Decisions Leading to a Future Locally Preferred Alternative Decision for the Proposed Columbia River Crossing Project," on June 5, 2008.

Resolution 08-3938B included the following major points:

- A multimodal approach that includes:
 - light rail transit extended to Vancouver;
 - A replacement bridge with three through lanes in each direction and the number of auxiliary lanes to be determined;
 - Tolls to manage travel demand as well as provide an ongoing funding source for bridge construction, operations and maintenance;
 - Improved bicycle and pedestrian facilities;
 - Compact land use development patterns with a mixture of housing types to minimize long commutes and reduce automobile dependence.
- Recognition that the above elements and others identified in an exhibit to the resolution will need to be satisfactorily addressed as part of the LPA or at later decision points, prior to a final decision.
- Need to address potential and existing health impacts and using a community enhancement fund to address environmental justice.
- Independent analysis of greenhouse gas emissions and whether the project alternatives would help achieve or frustrate greenhouse gas emission reduction goals for 2020 and 2050.
- Charging tolls as soon as legally and practicably possible and use of state-of-the-art demand management tool to influence travel behavior and reduce greenhouse gas emissions and reduce vehicle miles traveled.
- Recognition of the need for the Metro Council to consider an LPA adoption and an RTP amendment and that the two decisions could be made concurrently.

On June 24, 2008, the CRC Task Force, by a vote of 37-2, recommended the following:

- A replacement bridge with three through lanes northbound and southbound.
- Light rail as the preferred high capacity transit mode with an alignment and terminus based on FTA funding, technical considerations and Vancouver City Council and CTRAN votes in early July 2008.
- Formation of a formal oversight committee.
- Continuation of existing advisory committees dealing with freight, pedestrians and bicycles, urban design, community and environmental justice and creation of a new sustainability working group.
- A list of project and regional elements that have not been made final at this time, but which the CRC Project recognizes the need for consideration. (see Attachment 1 to this staff report)

In addition to the Metro Council public hearing on the project on June 5, 2008 and the CRC Task Force hearing on June 24, 2008, there were numerous public meetings, open houses, and mailings regarding the project. Additionally, the LPA and the need for an RTP amendment were discussed at the Transportation Policy Advisory Committee's (TPAC) May 30, 2008 meeting and both the RTP amendment and the LPA resolution were recommended at its June 27, 2008 meeting. The proposed RTP amendments and LPA were also discussed at the Joint Policy Advisory Committee on Transportation's (JPACT) June 12, 2008 meeting and approved at its July 10, 2008 meeting.



This proposed Resolution No. 08-3960B, For the Purpose of Endorsing the Locally Preferred Alternative for the Columbia River Crossing Project and Amending the Metro 2035 Regional Transportation Plan with Conditions, is generally consistent with the June 24 CRC Task Force recommendations. In addition, proposed Resolution No 08-3960B addresses the following:

- 1) A list of project concerns to be addressed and resolved (attached as Exhibit A to Resolution No. 08-3960B).
- 2) Amendment of the 2035 RTP to:
 - revise the Financially Constrained Project List (appendix 1.1);
 - revise the “Other RTP Projects not included in the Financially Constrained list” (appendix 1.2);
 - amend Chapter 5, Financial Plan of the RTP, to include a section on the funding of the CRC project (and included as Exhibit B to Resolution No. 08-3960B);
 - amend Chapter 7, Implementation of the RTP, to revise the description of the I-5 North corridor (and included as Exhibit C to Resolution No. 08-3960B).

(A separate RTP amendment that would revise the state component of the RTP and include land use findings is not proposed at this time and would be addressed once more information and analysis is available concerning auxiliary lanes and other issues identified in Resolution No 08-3960B.)

In addition to these immediate decisions, the following actions will take place in Fall 2008 and beyond include:

- Number of auxiliary travel lanes
- Bridge design details (such as bridge type, whether Stacked Highway/Transit design would work, be cost-effective and whether this aspect of the bridge should be pursued)
- Transportation Demand Management (TDM) specifics
- Interchange design specifics
- Bicycle and pedestrian design details
- More specificity on finance plan

The CRC Task Force’s June 24 recommendations to consider a Locally Preferred Alternative (LPA) will also be brought to the cities of Portland and Vancouver, TriMet and CTRAN, and Metro and the Regional Transportation Council of Southwest Washington for adoption and corresponding transportation plan amendments. These actions will allow ODOT and WSDOT to submit to the FTA an application to enter preliminary engineering to prepare a final environmental impact statement (FEIS).

¹ By July 8, the City of Vancouver and CTRAN are scheduled to conclude the alignment and terminus of the LRT line in Vancouver, Washington. In order to facilitate the bi-state transportation aspects of this draft resolution, these southwest Washington project partner decisions will be provided to the Joint Policy Advisory Committee (JPACT), which meets on July 10 to consider this resolution and to the Metro Council that meets on July 17 also to consider this resolution. Accordingly, draft Metro Resolution No. 08-3960B may be proposed for revision in July as a result.

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