

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING) RESOLUTION NO. 81-237
THE CONCLUSIONS OF THE BI-STATE)
TASK FORCE) Introduced by the Joint
) Policy Advisory Committee on
) Transportation

WHEREAS, The Bi-State Task Force on Transportation was established by the Governors of Oregon and Washington in order to identify the interstate travel needs of the metropolitan area and to prepare the projects, activities and funding needed to meet those needs; and

WHEREAS, the Metropolitan Service District was a member of the Bi-State Task Force; and

WHEREAS, The Bi-State Task Force has reviewed and/or directed a number of studies in order to respond to the charge of the two Governors, including recent studies by the Washington Department of Transportation, and the U. S. Department of Transportation on the feasibility of a third highway bridge and earlier studies identifying alternative improvements prepared by WDOT, ODOT and CRAG; and

WHEREAS, The Bi-State Task Force, using a grant from USDOT, has conducted a review of the adequacy of the currently programmed transportation projects and the need for additional projects, as well as funding sources and implementation procedures for those projects; and

WHEREAS, The WDOT study has concluded that congestion will exist in the I-5 Corridor during peak travel periods, as in other major corridors of the region; and

WHEREAS, Each of the WDOT, USDOT and Bi-State studies have concluded that a third highway bridge is not a cost-effective solution at this time; and

WHEREAS, The WDOT and Bi-State studies concluded that Transportation Systems Management (TSM) projects, increased transit and ridesharing and the already committed projects will meet the travel needs of interstate travel; and

WHEREAS, The current transportation funding limitations will make it difficult to complete the currently committed transportation projects; and

WHEREAS, Consideration of the appropriateness of transitways as effective means of providing transit services should be considered as part of the Regional Transportation Plan (RTP); and

WHEREAS, The Bi-State Task Force has concluded that a permanent Bi-State organization is necessary to carry out interstate cooperation; now, therefore,

BE IT RESOLVED,

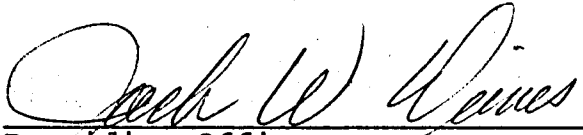
1. That the Metro Council adopts the Bi-State Task Force's Recommended Conclusions on Portland/Vancouver Interstate Transportation (Attachment A).

2. That the Metro Council accepts the Work Program (Attachment B) as a revision of the previous Bi-State Work Program.

3. That the Metro Council concurs with the establishment of a Bi-State Coordinating Committee, agrees to serve on such a Committee, and agrees to work out the organization and scope of such

a Committee with Clark County Regional Planning Council.

ADOPTED by the Council of the Metropolitan Service District
this 23rd day of April, 1981.



Presiding Officer

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2543B/214

ATTACHMENT A

Recommended Conclusions on Portland/Vancouver Interstate Transportation:

1. A third highway bridge across the Columbia River is not a cost-effective solution to the interstate travel problems of the metropolitan area at this time. Transportation Systems Management (TSM) is the appropriate highway strategy in the foreseeable future. A third highway bridge by itself does not provide significant traffic capacity increases for interstate travel unless it is accompanied by major new highway corridors on each side of the river.
2. As with all major travel corridors in the metropolitan area, congestion will continue to be characteristic of travel in the I-5 Corridor, particularly in the peak travel periods. In the short term, the level of congestion experienced will be reduced by the opening of the I-205 and by TSM actions (such as ramp metering).
3. In the long term, the level of congestion will also be affected by the type and amount of land development. While Clark County development will have the greatest impact on interstate corridor congestion, decisions concerning the development of Hayden Island and similar areas will also affect congestion levels on I-5.

4. To improve interstate travel conditions, the most important priority is to ensure that the already "committed" projects are actually constructed. Of particular importance are the I-205, ODOT's Slough Bridge and I-5 North projects and the S.R. 14 interchange in Washington. The region should make every effort to achieve federal and state funding for these projects.
5. The arterial circulation patterns on each side of the Columbia River should be designed around access to two bridges (I-5 and I-205). Arterial circulation needs should be studied by the appropriate local jurisdictions on each side of the river.
6. Major transit and rideshare service expansions will be needed to accommodate the expected growth in interstate travel. As part of the development of the Regional Transportation Plan (RTP), the potential of a transitway to produce greater ridership and operating cost savings should be examined.
7. Continued cooperation and consultation between the states and regional agencies are necessary so that transit and ridesharing services are offered to the interstate travelers and to ensure that capital improvement programs are coordinated.

ATTACHMENT B

BI-STATE TRANSIT ASSESSMENT

OBJECTIVES:

1. To determine the long-range feasibility for fixed-guideway investment in the I-5 and/or I-205 corridors between Clark County, Washington, and Oregon.
2. To establish the transit improvement strategy for the Bi-State corridor including designation of regional trunk routes to be implemented in the short term.
3. To identify potential rights-of-way to protect for future consideration for construction of a fixed-guideway facility.

TASKS:

1. Develop transit networks for at least four alternative systems: bus trunk routes in the I-5 and I-205 corridors, LRT in the I-5 corridor, LRT in the I-205 corridor, and LRT in the I-5 and I-205 corridors.
2. Determine the capital cost, operating cost, ridership and other socio-economic costs and benefits for each alternative.
3. Determine the interdependence of service expansion in the I-5 and I-205 corridors and the travel impact on other segments of the transit and highway system (i.e., I-205 south of the Banfield Freeway, the Banfield Freeway and LRT, and McLoughlin Blvd.).
4. Evaluate the interdependence of service to interstate transit riders and local transit riders.

A decision will occur on LRT feasibility at the conclusion of Task 4 before proceeding.

5. Identify alternative routes for fixed-guideway construction in the I-5 and I-205 corridors and evaluate for compatibility with surrounding existing and planned land uses and ability to protect right-of-way for future construction.
6. Recommend routes for construction of fixed guideway in the long-range and short-term implementation of regional trunk routes.
7. Obtain consensus from affected jurisdictions.

PRODUCTS:

1. Technical Memorandum evaluating the long-range feasibility of fixed-guideway construction.

2. Technical Memorandum evaluating alternative routes in the I-5 and I-205 corridors for fixed-guideway construction.
3. Recommended improvement strategy identifying the fixed-guideway corridor(s) to include in the Regional Transportation Plan (RTP), specifying short-term regional trunk routes and identifying rights-of-way to be protected.

RELATIONSHIP TO OTHER ELEMENTS:

This work element has been recommended by the Bi-State Task Force to address the primary outstanding issue affecting interstate travel in the I-5 and I-205 corridors. The results of this Work Element will be incorporated into the RTP.

SOURCE OF FUNDS:

Federal

Interstate Transfer	\$72,250
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Local Match

Metro	\$ 1,275
Tri-Met	1,275
ODOT	1,275
Portland	1,275
Multnomah County	1,275
Clark County	2,125
Vancouver	2,125
WSDOT	<u>2,125</u>

\$85,000

DISTRIBUTION OF FUNDS:

Metro	\$75,000
Tri-Met	<u>10,000</u>

\$85,000

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THIS 23rd DAY OF April 1981.

Cynthia M. Wickham
CLERK OF THE COUNCIL

Agenda Item 4.3

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
FROM: Bi-State Task Force
SUBJECT: Endorsing the Conclusions of the Bi-State Task Force

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution endorsing the conclusions of the Bi-State Task Force.
- B. POLICY IMPACT: This Resolution would establish the following policy direction for interstate travel between Portland and Vancouver:
 - A third highway bridge is not a cost-effective solution to the problems; rather, Transportation Systems Management (TSM) actions are more appropriate.
 - As with all major travel corridors, congestion will continue during peak periods.
 - In the long-term, congestion will be affected by the type and amount of land development; in the short-term, by the opening of I-205 and TSM improvements.
 - The most important priority to improve travel conditions is to ensure already "committed" projects are actually implemented; particularly the I-205, I-5/Slough bridge and I-5/S.R. 14 interchange.
 - Arterial circulation patterns should be designed around access to two bridges (I-5 and I-205).
 - Major transit and rideshare expansions are needed; the feasibility of light rail transit (LRT) to provide the needed transit expansion in a cost-effective manner should be examined further.
 - Continued cooperation between jurisdictions in Oregon and Washington is necessary (Note: the Bi-State Task Force will ask Metro and Clark County RPC to establish an Interstate Coordination Committee at a later date).

In summary, the Transportation Improvement Strategy to be included in the RTP for this corridor should consist of two freeways (I-5 and I-205), each connecting to a Columbia River bridge with significant improvements to the I-5 freeway, plus significant increases in transit and

rideshare services. The feasibility of LRT to provide the increased transit service will be addressed during FY 82. TPAC and JPACT have reviewed and endorsed the conclusions.

- C. BUDGET IMPACT: These conclusions are, in part, the result of a \$50,000 grant received by Metro from the U. S. Department of Transportation (USDOT) and, in part, the result of a study by the Washington Department of Transportation (WDOT). The Bi-State Task Force had anticipated initiating a \$200,000 study (\$170,000 federal share) funded from Interstate Transfer funding. However, since most of the needed information was generated by the WDOT study, this amount is being reduced to \$70,000 (\$59,500 federal share). The balance of \$110,500 of Interstate Transfer funding will be returned to the Portland Reserve from which it was allocated. The remaining study will be conducted by Metro during FY 82. Local match contribution will be divided 50 percent from Washington and Oregon jurisdictions. In addition, a minor cost for staff support to a newly created Bi-State Coordination Committee would be incurred.

II. ANALYSIS:

- A. BACKGROUND: The question of the need for a third Columbia River crossing has long been an unresolved issue in the Portland/Vancouver metropolitan area. The issue has been studied by several jurisdictions including recent studies by the USDOT and the WDOT.

In late 1979, the Governors of Oregon and Washington established a Bi-State Task Force with an overall charge to develop policy recommendations for the following:

- An acceptable multi-modal program for project implementation which will adequately correct outstanding corridor transportation problems.
- Institutional mechanisms necessary for elected and appointed officials of the two states to appropriately address corridor transportation problems.
- Financing to implement the recommended improvement program.

During the course of its deliberations, the Task Force relied on two studies:

1. The WDOT assessment of transportation alternatives to correct interstate travel problems in the Portland/Vancouver corridor. The alternatives evaluated included:

- a. the existing system plus committed improvements;
- b. the addition of low-cost TSM improvements to improve traffic flow and transit service;
- c. the addition of a third highway bridge; and
- d. the addition of an LRT facility connecting Vancouver to the Banfield/Coliseum LRT station.

WDOT concluded that a third bridge would not relieve I-5 congestion and is too high in cost to serve the level of traffic that would be carried and that LRT would also not relieve traffic congestion. The Task Force concurred with their conclusion that a third bridge should not be pursued.

In regard to LRT, they recognized that it could not solve the congestion problem, but they recommended that LRT not be fully eliminated from consideration. Rather, they suggested that it be examined as a potential cost-effective method to increase transit service.

2. The Task Force contracted with a consultant to examine the following issues:
 - a. to evaluate the "technical" transportation problems, the adequacy of past studies and the shortcomings of existing committed improvements;
 - b. to clarify policy issues associated with interstate travel; and
 - c. to evaluate alternative institutional and funding arrangements.

The Task Force concurred with the conclusions of the consultant that transportation problems had been adequately addressed and that, despite what transportation improvements are implemented, congestion will continue to be a peak-hour problem in this corridor. The Task Force also concluded that existing institutional and funding arrangements for implementation of highway, transit and rideshare actions are adequate but that minor adjustments are needed to better coordinate planning. At the conclusion of the Task Force's work, Metro and Clark County RPC will be asked to adopt a resolution creating a Bi-State Coordination Committee. This Committee would be advisory to the Metro Council and Clark County RPC, consist of the same representation as now exists on the Bi-State Task Force and meet every six months. The agenda would be drawn up by Metro and Clark County RPC staffs to deal with issues of interstate significance.

The Committee is recommended to report to the Metro Council rather than the Joint Policy Advisory Committee on Transportation (JPACT) to allow it to consider issues other than transportation. The Task Force is also recommending that TPAC membership be expanded to include staff from the newly formed Clark County Public Transit Benefit Area.

B. ALTERNATIVES CONSIDERED:

- Regarding transportation alternatives, the following alternatives were considered: committed improvements, the addition of TSM actions, a third bridge, LRT (see "Background" for evaluation of alternatives).
- Regarding institutional arrangements for planning, the following alternatives were considered: a Bi-State Compact, a single MPO, a new committee reporting to JPACT and the Clark County RPC, a new committee reporting to the Metro Council and Clark County RPC, expand TPAC to include the new Clark County Public Transit Benefit Area and status quo. The single MPO and Bi-State Compact were discarded as being administratively and politically infeasible. Establishment of the Bi-State Coordination Committee under the auspices of JPACT was discarded because it would limit the subject matter to strictly transportation issues.

- C. CONCLUSION: Adoption of the conclusions of the Bi-State Task Force represents a realistic view of the interstate corridor. It reaffirms the priority for committed projects, recognizes the fact that some level of congestion will persist and recognizes that a major investment in a third bridge that does not solve the problem is unwise. It also capitalizes on the success of the Task Force to accomplish policy coordination by establishing a similar committee on an on-going basis.

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