



METRO

Agenda

MEETING: METRO COUNCIL WORK SESSION
DATE: May 27, 2008
DAY: Tuesday
TIME: 2:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- 2:00 PM** **1. DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, MAY 29, 2008/ADMINISTRATIVE/CHIEF OPERATING OFFICER COMMUNICATIONS**
- 2:15 PM** **2. COLUMBIA RIVER CROSSING DISCUSSION** Brandman
- 3:15 PM** **3. BREAK**
- 3:20 PM** **4. EXECUTIVE SESSION HELD PURSUANT TO ORS 192.660(1)(i) AUTHORIZED TO REVIEW AND EVALUATE THE EMPLOYMENT RELATED PERFORMANCE OF THE CHIEF OPERATING OFFICER AND THE METRO ATTORNEY**
- 4:20 PM** **5. COUNCIL BRIEFINGS/COMMUNICATION**

ADJOURN

**COLUMBIA RIVER CROSSING
DISCUSSION**

Metro Council Work Session
Tuesday, May 27, 2008
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: May 27, 2008 Time: 2:15 Length: 1 hr. total - 15 min. presentation

Presentation Title: Columbia River Crossing- Guidance for June Task Force Meeting

Department: Planning

Presenters: Richard Brandman

ISSUE & BACKGROUND

The Columbia River Crossing (CRC) is a 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.

The 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 FTA New Starts funding for the transit component, FHWA funding for highway, freight, bicycle and pedestrian improvements, with local match being provided by Oregon and Washington states through toll credits and other funding. Tolls are proposed on the new I-5 bridge to pay for a portion of the highway components and manage demand.

Guiding the project is a 39 member CRC Task Force, of which Councilor Burkholder serves as the Metro representative. The Task Force is meeting on June 24th to discuss and recommend a locally preferred alternative (LPA). Metro Council has expressed its need to review the project and give policy guidance to its CRC Task Force member in the formulation of the draft LPA. In a separate action, scheduled for late July, the Metro Council will consider adoption of the Task Force's LPA recommendation.

Resolution 08-3938 outlining proposed Metro Council guidance for Councilor Burkholder has been prepared under his direction. This resolution is attached along with Exhibit A listing issues and possible solutions for consideration. Metro Council deliberations on the resolution are scheduled for the June 5th Metro Council meeting. A public hearing will be held at that time for comments on the project, the alternatives under consideration, Resolution 08-3938 and Exhibit A outlining project issues and suggested solutions.

OPTIONS AVAILABLE

Exhibit A to draft Resolution No. 08-3938, attached, identifies 15 issues and suggested solutions. Metro Council could consider these and add, revise or delete suggestions.

IMPLICATIONS AND SUGGESTIONS

Transportation investments in this corridor have substantial implications for travel modes, patterns and options for residents of the Metro area as well as southwest Washington. In addition, truck freight movement relies heavily on this corridor and potential transportation investments are of great interest to the freight community.

QUESTION(S) PRESENTED FOR CONSIDERATION

Does the Metro Council have questions or require additional information concerning the draft Resolution No. 08-3938 or Exhibit A?

Does the Council wish to forward Resolution No. 08-3938 and Exhibit A to the public for comment at the Council's June 5th meeting and public hearing (pending any Council modifications made at the work session)?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes **x**No
DRAFT IS ATTACHED **x**Yes ___No

**METRO**

TO: Rex Burkholder, Metro Councilor
FROM: Richard Brandman, Deputy Planning Director
DATE: May 20, 2008
SUBJECT: Columbia River Crossing – Process, Schedule, Metro Actions and Next Steps

You have asked for a brief memo for the Metro Council that summarizes the Columbia River Crossing (CRC) with regard to decision points, the schedule/timeline, Metro actions, what adoption of the Locally Preferred Alternative signifies as well as next steps. This memo is intended to address these questions.

CRC Process

On May 2, 2008, the CRC released the Draft Environmental Impact Statement. This statement documents the potential impacts and range of possible mitigation measures for five alternatives – the No Build, Replacement Bridge with light rail transit (LRT), Replacement Bridge with bus rapid transit (BRT), Supplemental Bridge with LRT and Supplemental Bridge with BRT.

With the release of the DEIS, a 60 day comment period commenced. The comment period ends on July 1, 2008. There will be open houses and public hearings on May 28 at the Red Lion at the Quay, 100 Columbia Street, Vancouver and May 29 at the Expo Center, Portland. The open house and public hearing overlap in time with the open houses beginning each evening at 5 pm and going until 8 pm and the public hearing starting at 6 pm and continuing until 8 pm.

Also, during May and early June, the affected local jurisdictions will be publicly reviewing the DEIS and discussing issues, concerns and solutions. This period will include a May 27 Metro Council work session and a June 5 Metro Council consideration of a resolution providing Metro Council policy direction about key decisions that would lead to a Locally Preferred Alternative (LPA). This resolution would provide you with a Metro Council approved policy basis upon which to participate at the June 24 CRC Task Force meeting.

At the June 24 CRC Task Force meeting, a draft LPA will be crafted for consideration. In late July, the LPA would be approved (Metro Council is tentatively scheduled to consider a second resolution approving an LPA and amendment to the RTP on July 17). These dates and other related actions and dates are included in the attached draft CRC LPA schedule.

A draft resolution prepared under your direction is also attached that can serve as a starting point for Metro Council discussion and action to provide you, as a CRC Task Force representative, with Metro Council policy guidance on the key issues that will be discussed at the June 24 Task Force meeting.

Metro Actions and LPA

As you know, for transportation projects that include federal funding, a locally preferred alternative (LPA) is taken to Metro Council for consideration. Approval of an LPA is a means of defining the local project with regard to need, mode, location/alignment and related transportation project factors. An LPA for the CRC project is more complex than most as it involves two states, two metropolitan planning organizations (Metro and the Regional Transportation Council of Southwest Washington), two state transportation departments, two transit agencies and two cities - the City of Portland and the City of Vancouver, Washington. Coordination among all of these entities will take substantial work and this coordination will need to continue after the LPA decision to ensure issues the Metro Council have identified are addressed satisfactorily. As we understand, Metro will need to participate in the resolution of the following issues that may not be addressed at the time the LPA is proposed to be adopted in July 2008:

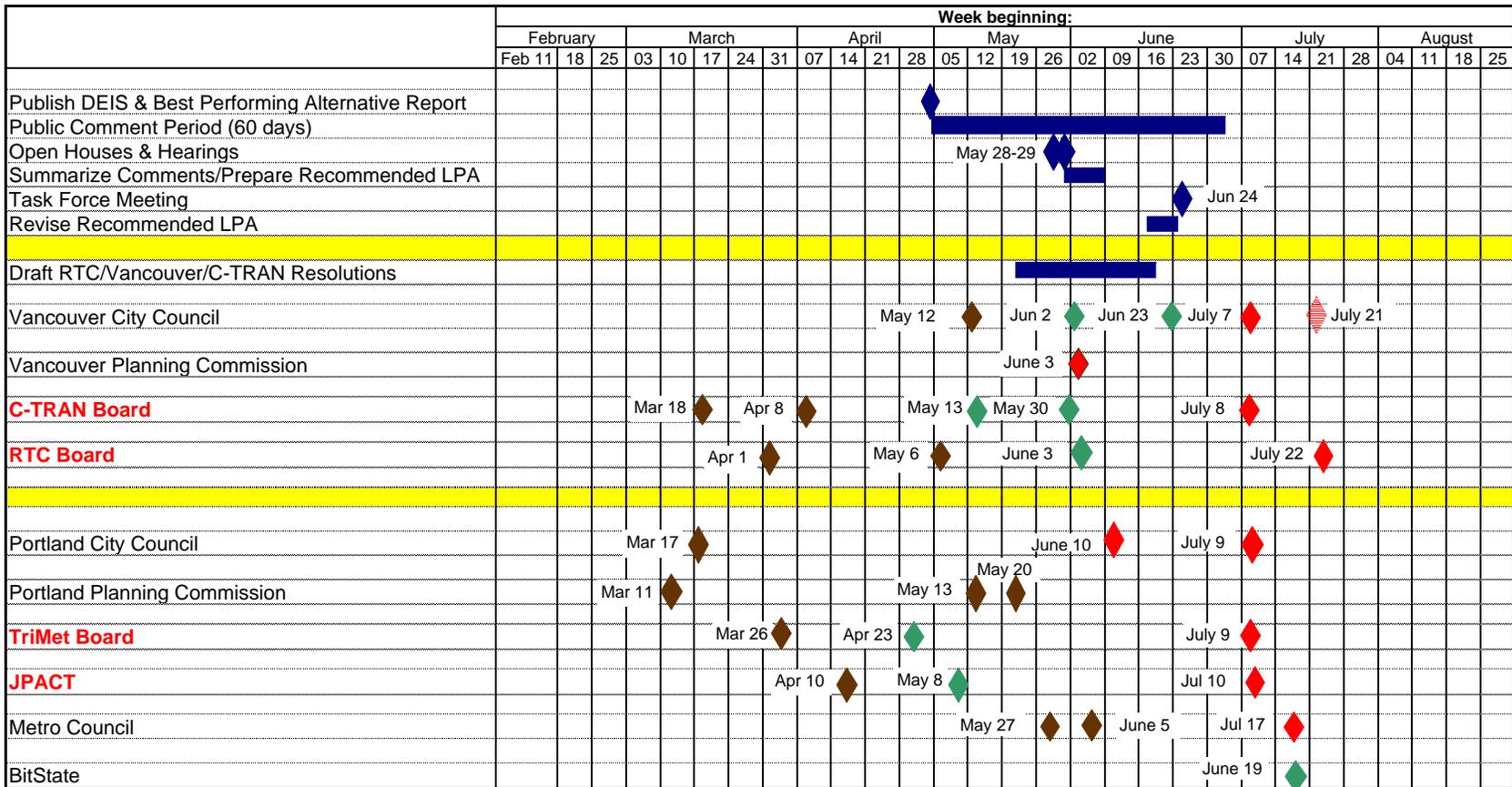
- The number of through and auxiliary lanes on the Replacement Bridge;
- The type and rates for tolls, as well as the finance plan for other non federal funding sources;
- The bicycle and pedestrian facility design details and location on the bridge;
- The travel demand management approach and plan specifics;
- The interchange designs and how they will be integrated into the existing development and future plans for Hayden Island and Expo Center area;

Next Steps

In addition to the LPA decision, the specific elements of the CRC project are not now included in Metro's 2035 Regional Transportation Plan (RTP). The CRC project elements will need to be amended in the RTP. Accordingly, Metro Council responsibility for the RTP will allow Metro to ensure that issues of concern to the Council are addressed. Staff recommends that the RTP is amended concurrent with the LPA, and that subsequent amendments to the RTP be made for other project elements not yet determined.

LPA Adoption Schedule - Draft

Revision date: April 24, 2008



Meeting schedules (red means monthly meeting):

RTC Board - 1st Tuesday of every month

Vancouver City Council - every Monday

C-TRAN Board - 2nd Tuesday of every month

TriMet Board - 4th Wednesday of every month

Portland City Council - every Wednesday

JPACT - 2nd Thursday of each month

Metro Council - every Thursday

 Present findings / provide guidance to Task Force members (as applicable)

 Discuss findings (if needed)

 Council/Board Action

 Backup date

Vancouver City Council

May 12 - Report on public comments on POA & DEIS; review I-5 Partnership Resolution; introduce key issues for Vancouver.

June 2 - Refine list of must haves for Vancouver; update on public comment; introduce draft LPA resolution.

June 23 - Council director to Mayor for 6/24 TF meeting

July 7 - Council workshop for loose ends; public hearing on LPA resolution

Vancouver Planning Commission

Determination of plan consistency prior to Council Action

Metro: May 20 - Council work session

May 29 - Resolution providing direction for Councilor Burkholder re: Task Force vote

City of Portland:

March 11 - Planning Commission 2-hr work session, including public testimony

March 17 - City Council 1-hr work session

April 8 - Planning Commission briefing, continued

May 13 - Planning Commission work session to review staff report.

May 20 - Planning Commission will make recommendation to City Council on staff report

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING)	RESOLUTION NO. 08-3938
METRO COUNCIL RECOMMENDATIONS)	
CONCERNING KEY PRELIMINARY)	Introduced by Councilor Rex Burkholder
DECISIONS LEADING TO A FUTURE)	
LOCALLY PREFERRED ALTERNATIVE)	
DECISION FOR THE COLUMBIA RIVER)	
CROSSING PROJECT)	

WHEREAS, the Metro area and southwest Washington are linked by critical transportation infrastructure including highway, bus transit and heavy rail connections that have created strong regional, national and international economic ties vital to each community along the Columbia River; and,

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

WHEREAS, travel by transit between Portland and Vancouver currently must share a right-of-way with autos and trucks that is so congested that current transit service is not reliable; and,

WHEREAS, Interstate 5 is the only continuous north/south interstate freeway on the West Coast and that this freeway provides a critical local, national and international transportation link for motor vehicles and truck-hauled freight in the western-most United States; and,

WHEREAS, the governors of Oregon and Washington initiated the Portland/Vancouver I-5 Transportation and Trade Partnership in January 2001; 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 multi-modal solution including light rail transit (LRT) and 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, 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, the Metro Council, selected and approved the 5.8 mile Interstate MAX light rail line extension to the Expo Center as the region’s Locally Preferred Alternative to a terminus that is located adjacent to I-5 and within about one mile of Vancouver, Washington, and that the Interstate LRT has been in operation since May 2004; and,

WHEREAS, in 2003, the Metro Council approved an amendment to the Regional Transportation Plan to add the I-5 Delta Park-to-Lombard improvements to the I-5 freeway, with a design to add a southbound lane to I-5 so that there will be three lanes in both directions; and,

WHEREAS, on November 20 2003, the Metro Council approved Resolution No. 03-3388, For the Purpose of Endorsing a Bi-State Coordination Committee to Discuss and Make Recommendations about Land Use, Economic Development, Transportation and Environmental Justice Issues of Bi-State

RESOLUTION NO. 08- 3938

Significance, authorizing a committee charter for the Bi-State Coordination Committee and adding land use and economic development of bi-state significance to the committee charge, and;

WHEREAS, in February 2005, a Columbia River Crossing Task Force was formed by the Oregon Department of Transportation and the Washington State Department of Transportation for the purpose of performing a transportation investment alternatives analysis and an environmental analysis in order to select a Locally Preferred Alternative for the I-5 corridor in the bridge influence area in the vicinity of the Columbia River; and,

WHEREAS, on February 22, 2007, the Metro Council endorsed the analysis of a wide range of alternatives for the Columbia River Crossing Draft Environmental Impact Statement through approval of 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; and

WHEREAS, the CRC alternatives have been analyzed in a Draft Environmental Impact Statement (DEIS) which has been distributed for public review and comment; and,

WHEREAS, the CRC 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, the costs of truck delay is estimated to increase by 140 percent to nearly \$34 million annually by the year 2020 and the current bridge designs impede commercial river traffic, as well; and,

WHEREAS, the CRC analysis further found that the only other convenient alternative highway route, the Interstate 205 Bridge, is also reaching its peak-hour period carrying capacity; and,

WHEREAS, the CRC analysis confirmed that current bus transit service in the I-5 corridor between Portland and Vancouver is also constrained by the limited highway capacity and congestion in the bridge influence area, greatly limiting peak hour bus transit reliability and speed; and,

WHEREAS, the CRC analysis also found that bicycle and pedestrian facilities for crossing the Columbia River along I-5 do not meet current standards and that demand for such facilities will continue to increase; and,

WHEREAS, the CRC DEIS has found that a Replacement Bridge with high capacity transit and tolls would have less average daily traffic and fewer hours of congestion than alternatives without high capacity transit or tolls (or both) or the No Build alternative; and,

WHEREAS, a Replacement Bridge, unlike a Supplemental Bridge, would improve safety on all travel lanes 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 a major cause of rear end accidents on and near the bridge; and

WHEREAS, a Replacement Bridge, unlike a Supplemental Bridge, would reduce congestion and auto and truck delays as the result of eliminating bridge openings; and,

WHEREAS, a Replacement Bridge, unlike a Supplemental Bridge, would greatly 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, a Replacement Bridge, unlike a Supplemental Bridge, would improve river navigation allowing for a design that reduces ship and barge maneuvering in the river channel and eliminating the need for ships and barges to schedule or wait for bridge lifts; and,

WHEREAS, a Replacement Bridge would require less property acquisition on Hayden Island than a Supplemental Bridge; 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 potential for private investment and development in proximity to nearby transit stops or stations is greater with LRT than BRT; and,

WHEREAS, the Metro area has made substantial investment in LRT and extending LRT to Vancouver Washington would ensure better high capacity transit system compatibility; and,

WHEREAS, any of the bridge alternatives would result in greatly improved bicycle and pedestrian facilities for crossing the Columbia River; and,

WHEREAS, the CRC Project is guided, in part, by the recommendations of a 39 member Task Force, of which the Metro Council has a representative; and,

WHEREAS, the Metro Council desires to establish policy guidance for its representative on the Task Force concerning an upcoming vote on key issues which will lead to a future decision about which alternative should be selected as the locally preferred alternative; and; now therefore,

BE IT RESOLVED, that the Metro Council recommends the following policy guidance to its CRC Task Force representative:

1. As a general policy framework, the Metro Council continues to support a balanced multi-modal approach of highway, high capacity transit, transportation demand management, bicycle and pedestrian improvements in the Columbia River Crossing corridor.
2. The Metro Council supports a CRC solution that includes: a) Light rail transit (LRT) extended to Vancouver, Washington, b) a Replacement Bridge with three through lanes with the number of auxiliary lanes to be determined through a subsequent process and amendment to the Regional Transportation Plan

and, c) Tolls designed to manage travel demand as well as providing capital construction funding and ongoing bridge operations and maintenance funding.

3. The Metro Council recommends that the project considerations included in item 2, above and in Exhibit A, be taken into account as elements of a Locally Preferred Alternative (LPA) are prepared.

4. There are project elements that will not be determined at the time of LPA adoption. These elements may include: a) the number of through and auxiliary lanes on the Replacement Bridge, b) the type, rate amount and finance plan concerning tolls, c) bicycle and pedestrian facility design and location, d) the travel demand management approach and plan specifics and, e) the design of interchanges and how they would be integrated into the Hayden Island and Expo Center areas. If these elements are not addressed in the LPA, Metro Council would need to participate in these decisions either directly or through a Metro Council representative. This issue should be addressed in concert with the draft LPA.

5. The Metro Council will consider approval of the LPA after consideration of public comment, the CRC Task Force, local jurisdiction and Joint Policy Advisory Committee on Transportation (JPACT) recommendations, and comparison with items 1 through 4 of this resolution and Exhibit A. An amendment of the 2035 Regional Transportation Plan will be considered concurrent with the LPA decision.

ADOPTED by the Metro Council this day of , 2008.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Metro Council Issues and Suggested Solutions concerning the Columbia River Crossing Locally Preferred Alternative

Issue 1: Implications for the Transportation System within the Metro Area.

Overview: During the CRC project discussions there have been assertions by some parties that the CRC project is only part of the solution to the transportation challenges of the greater metropolitan region. As a transportation project in a single corridor, the CRC project was never meant to be the sole solution to regional needs. It is, however, part of Metro's coordinated regional system of highway, transit, bicycle, pedestrian and freight improvements as outlined in the RTP. There are other corridors with transportation problems now and in the future and these other corridors will require their own unique set of transportation improvements. We also recognize that improvements in the CRC project area do not commit the Oregon side of the region to make additional capacity improvements in the I-5 corridor south of the project area.

Suggested Solution: Approval of CRC project should not commit the Metro region to additional highway improvements in the I-5 corridor south of the project area, or in any other corridor in the region. Language to this effect could be placed in the CRC Locally Preferred Alternative recommendation and the Metro RTP. Issues with respect to other corridors will be addressed in Metro's update of the RTP, State Component.

Issue 2: Number of Travel Lanes in Bridge Influence Area.

Overview: The number of general purpose travel lanes on the I-5 bridge, as well as the size and number of lanes for approaches, associated collector/distributor roads, auxiliary lanes and turn lanes has been a concern raised by many different stakeholders. These concerns included the effect of removing the I-5 capacity bottleneck and "flooding" the region with more traffic than the regional road system can handle.

Suggested Solution: Concerns about traffic "flooding" the regional system with removal of the I-5 bottleneck are not supported by the CRC project's analysis to date. Designs that consider three through lanes and either one, two or three auxiliary lanes in each direction at the river should be advanced for further study, in keeping with adopted Metro Council policy. A comprehensive analysis of the benefits, costs and issues of various combinations of lane types should be provided by the CRC prior to selection of the LPA. The final results of that process should be reviewed with the Bi-State Coordination Committee and then forwarded to JPACT and then the Metro Council for approval and amendment of the RTP.

Issue 3: Air Quality

Overview: Concerns have been raised by the public about the affect of vehicle emissions on the health of residents who live in close proximity to I-5. The CRC project estimates that air pollutants will be substantially reduced in the future over present levels. For example, levels of benzene are expected to be over 60 percent less than existing levels. This kind of dramatic decrease is expected for the other air toxics measured as recommended by the Oregon Department of Environmental Quality including 1,3-Butadiene, Formaldehyde, Acetaldehyde, Acrolein and Diesel PM. Further, all air toxic emissions will be lower with Build alternatives than for the No Build alternative. These improvements arise from congestion reduction and improvements in vehicle emissions anticipated by 2030. (For Greenhouse Gases, see Carbon Footprint, Issue 11).

Suggested Solution: As a means of addressing neighborhood concerns and confirming forecasts of future air quality improvements, data should be provided to ensure that air quality meets (and likely is better than) applicable federal and state standards.

Issue 4: Carbon Footprint (Green House Gases)

Overview: The CRC alternatives analysis found that the build alternatives (with tolls), would result in fewer greenhouse gas emissions than any other Build alternative as well as the No Build. However, concerns have been raised by several CRC Task Force members that the future may be very different than today with regard to oil availability and price, climate change and greenhouse gas emissions.

Suggested Solutions: The LRT element of the CRC project creates the opportunity for an all-electric transit mode with capacity far surpassing the ridership forecasts for 2030. The combined highway and transit project has the potential to carry very high volumes of people through the corridor with less reliance on petroleum than today. The project's Transportation System Management, Transportation Demand Management, bicycle and pedestrian strategies will also contribute to reduction of greenhouse gases with the build alternatives. As a result of LRT and tolls, the DEIS forecasts are that with a Replacement Bridge, there would be fewer autos crossing the Columbia River in the year 2030 than with the No Build, which translates to reductions in greenhouse gas emissions.

Issue 5: Funding and Phasing Strategy

Overview: There is a scarcity of transportation funds in the Metro region. Any of the build alternatives represent a significant commitment of public resources. There is also a high level of interest from all geographic areas of the Metro region for transportation investments. There is concern that approval of the CRC project could require all of the available local, state and federal transportation funding for many years, even with a substantial contribution from project tolls.

Suggested Solution: This project is viewed as a high priority for highway and transit funding in the context of the overall implementation of the RTP. Given the national

significance of the project, the CRC project is pursuing USDOT Corridor of the Future funding as well as tolls and state discretionary funding. FTA New Starts funding, together with State of Washington toll credits are being sought to fund up to 100% of transit improvements. In the event that there are not sufficient funds to construct the proposed project, ODOT, WSDOT, C-Tran, TriMet, Metro and the RTC should examine the proposed project for ways to either reduce project costs or phase improvements. For example, some of the interchange work could be postponed or some lanes phased in over a 5 to 10 year period. A minimum operable segment for light rail could also be pursued if funding for a full project is not available. (For discussion of possibly tolling I-205 Bridge, see Issue 7)

Issue 6: Tolling and Demand Management

Overview: Tolling, when implemented, could potentially function as a demand management tool as well as a revenue source to fund capital improvements. Some have suggested that tolls should only be imposed for capital funding and have suggested that tolling be eliminated once the initial project construction capital costs and debt have been retired. Removing tolls at that time – or greatly reducing tolls - could reduce or eliminate the demand management effect and result in inefficient use of the I-5 bridge over the Columbia River, as well as lead to lack of revenue for renewal and replacement.

Suggested Solution: Tolling decisions must consider the effect of demand management on the efficient use of the freeway lane capacity of I-5, as well as the need to fund Renewal and Replacement. Metro policy, included in the recently adopted federal RTP, allows for selective application of value pricing as a demand management tool. ODOT and WSDOT, working with Metro, RTC and the community should manage the tolls (rates, time of day imposed, vehicle differentials, etc.) during peak hours of demand. Performance standards should be developed that; 1) promote efficient use of freeway lane capacity, 2) provide travel speeds in the corridor which support truck freight movement, 3) promote transit use for people traveling in the corridor and 4) significantly discourage single occupant vehicle travel (also, see related suggestion in the greenhouse gas section).

Issue 7: Tolling – One Bridge or Two?

Overview: The CRC project focus is on I-5 and tolling a replacement or supplemental bridge on I-5 across the Columbia Rive is being considered. However, concerns have been raised that tolling only the I-5 corridor could potentially increase trips across the I-205 bridge and increase out of direction travel on arterial and other roads in the Metro area.

Suggested Solution: CRC analysis has shown that I-5 tolling does not cause substantial diversion to an untolled I-205 bridge. Tolling the I-205 bridge is currently not an option given federal regulations that prohibit tolling of existing freeways unless approved as a pilot project (the I-205 Bridge is not currently included in the federal toll pilot program list), or if improvements were made in that bridge influence area. As the project progresses, ODOT and WSDOT should work with Metro and the Regional

Transportation Council to examine issues related to tolling both bridges and determine whether tolling of the I-205 bridge warrants further consideration.

Issue 8: Transit Funding Flow – Effect on Highway Project

Overview: The CRC project, as currently described, includes investments in transportation facilities serving a variety of modes including automobiles, trucks, transit, bicycles and pedestrians. This multi-modal approach is consistent with the Metro RTP, as it recognizes that there are a variety of transportation needs and a variety of modes that can serve these needs. However, funding sources and the timing of federal and state funding differ from mode to mode. There is a concern that the LRT investment not lag the freeway investments due to the FTA New Starts funding process and Congressional appropriation process.

Suggested Solution: In a recent joint highway and light rail project (Westside LRT and ODOT US 26 improvements), the opposite was true – highway funding and construction significantly lagged the FTA New Starts funding and construction of the LRT line. The LPA should include a recommendation that LRT and freeway investments advance simultaneously.

Issue 9: Bike and Pedestrian Lanes

Overview: Walking and bicycling will continue to be affordable and accessible travel options in the corridor – particularly with upgraded high quality facilities. If the CRC project includes a long, unimpeded stretch of bike lanes, it is likely that bike speeds could be high, causing potential conflicts between serious commuter cyclists and recreational riders and walkers on a shared facility. There is also a desire in the community to locate the bike facilities on the east side of the bridge to have an unobstructed view of Mount Hood and the Columbia Gorge.

Suggested Solution: It would be safer and more useable if bicycle and pedestrian paths were separated. In addition, bike lane widths would be safer if designed for at least 7 ½ feet per lane or greater (15 feet width if a two-way bike facility is pursued). Though the view from of the Columbia River and the Gorge is better from the east side of the northbound replacement bridge, it may not be feasible or cost-effective to locate the new bicycle and pedestrian in this location. Further, the establishment of a landmark or design feature at the boundary between Oregon and Washington along the scenic bike and pedestrian path in the manner of the famous “four corners” monument deserves consideration. CRC should further investigate this location and provide the results of their analysis.

Issue 10: Other Neighborhood Impacts

Overview: Historically, there have been some impacts along I-5 to residents in north and northeast Portland. The I-5 freeway severs east-west connection between neighborhoods. Investments made in neighborhoods could address the continuing impacts of the I-5

freeway. This principle was included in the recommendations of the *Strategic Plan of the I-5 Trade and Transportation Partnership*.

Suggested Solution: Create significant community enhancements adjacent to the I-5 freeway to be funded by the project. Funds should be expended on public improvements in the immediate area of I-5 in north and northeast Portland in consultation with the neighborhoods within the bridge influence area.

Issue 11: Hayden Island Accessibility.

Overview: Currently the Hayden Island area must rely upon one interchange on I-5 for accessibility. This is both a concern from a safety standpoint – emergency evacuation is limited, as well as an inconvenience at times when I-5 is congested due to either large amounts of traffic or an accident.

Suggested Solution: The DEIS documents how the Replacement Bridge provides better access to Hayden Island than the No-Build alternative. Further, project partners should explore the feasibility of using one or more of the existing I-5 bridge spans as an arterial connection between Hayden Island and the rest of Portland to the south.

Issue 12: Gateway

Overview: I-5 at the Columbia River is the gateway to Oregon, to the Metro area, and to the City of Portland. How the traveling public, whether for the first time or as a daily occurrence, sees this portal will reflect positively or negatively depending on the transportation facility design's sensitivity to the adjacent land uses and vistas.

Suggested Solution: ODOT and WSDOT should work with local jurisdictions to explore designs that will provide a distinctive and inspiring project, when designing the bridge and motor vehicle interchanges that will connect with the freeway. Given constraints on the bridge type imposed by navigation and aviation clearance issues, care should be taken to ensure that the total project design provides a recognizable gateway to Oregon and Washington.

Issue 13: Bi-State Coordination.

Overview: The CRC project includes portions of two states and will likely include light rail transit service between two states as well as tolling that would affect two states. Each of these items will require either navigating the laws of two states – or – could be addressed through a variety of coordinating entities.

Suggested Solution: ODOT and WSDOT are working with Metro, CTRAN, TriMet and the Regional Transportation Council to assess the pros and cons of the various coordination methods. These methods could include intergovernmental agreements, cooperative agreements or other mutually agreed upon coordination mechanisms such as a bi-state compact. Light rail transit operation and maintenance and collection and

distribution of fares and toll revenues are all aspects of the project that could benefit from formal agreements.

Issue 14: Ongoing Project Advisory Process.

Overview: While the locally preferred alternative (LPA) will be selected soon, there will remain other issues related to the implementation of the LPA. A final environmental impact statement, final design and construction plan will need to be prepared in ways that reflect the interests and concerns of the I-5 facility users as well as nearby residents and communities.

Suggested Solution: ODOT and WSDOT are identifying options that include continuing involvement of affected local jurisdictions and public participation opportunities as implementing elements of the CRC LPA are being considered.

Issue 15: Marine Drive Interchange Design and Expo Center

Overview: Rebuilding the Marine Drive interchange to improve freight mobility could have significant impacts on the operations of Metro's Expo Center through loss of parking and/or necessary access for customers and exhibitors.

Suggested Solution: The CRC project should work closely with Metro and the Metropolitan Exposition and Recreation Commission to ensure that the Expo remains viable and continues to serve the economy of the region.

DRAFT

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING) RESOLUTION NO. 08-3948
METRO COUNCIL RECOMMENDATIONS)
IN RESPONSE TO THE DRAFT) Introduced by Councilors Robert Liberty,
ENVIRONMENTAL IMPACT STATEMENT) Carl Hosticka & Carlotta Collette
FOR THE COLUMBIA RIVER CROSSING)
PROJECT)
)

WHEREAS, in February 2005, a Columbia River Crossing (“CRC”) Task Force was formed by the Washington State Department of Transportation and the Oregon Department of Transportation for the purpose of performing a transportation investment alternatives analysis and an environmental analysis in order to select a Locally Preferred Alternative for the I-5 corridor between SR 500 in Washington State and Columbia Boulevard in Oregon; and

WHEREAS the CRC Task Force and its staff have spent more than three years and \$25 million to study congestion, safety and related issues in the I-5 study area; and

WHEREAS, the Task Force research has identified a spectrum of opportunities to increase safety, reduce congestion and decrease freight delay; and

WHEREAS, the CRC Task Force has provided important cost estimates for different possible investments in the corridor it studied; and

WHEREAS, the CRC Task Force published its Draft Environmental Impact Statement and Draft Section 4(f) Evaluation for the Interstate 5 Columbia River Crossing Project on May 2, 2008; and

WHEREAS, the Metro Council has concluded (as part of the adopted Federal component of the Regional Transportation Plan) that even if the state gas tax was increased by 1 cent every year for the foreseeable future, there would still be 22% of the roads in the region in poor condition; and

WHEREAS, public opinion research presented to the Metro Council in November 2007 indicated that the public’s highest priorities for spending additional transportation taxes were “Repair or replace structurally deficient bridges, such as the Sellwood” and “Maintain and preserve existing roads and bridges where they are substandard”; and

WHEREAS there are three bridges across the Willamette River that are older than the I-5 bridge opened in 1917 (Hawthorne 1910, Steel 1912 and Broadway 1913) and four other bridges that are older than the second I-5 span opened in 1958 (Burnside, Sellwood, Ross Island and St. Johns); and

WHEREAS, according to the Oregon Department of Transportation's 2007 Bridge Condition Report, the two I-5 bridges both have a structural integrity rating of "fair", the same as many other bridges in the region; and

WHEREAS, the Metro Council has concluded (as part of the adopted Federal component of the Regional Transportation Plan) that the region faces a \$7 billion shortfall in funding for transportation investments in the Oregon part of the region between now and 2035, not counting an additional \$4 billion for the replacement bridge alternative developed by the CRC Task Force and various other proposals including funding for new streetcar lines; and

WHEREAS, the Federal Highway Trust Fund will be running a deficit starting next year, creating great uncertainty about available funding for transportation projects across the nation; and

WHEREAS, on October 19, 2006, all members of the Metro Council signed and transmitted a letter to the co-chairs of the CRC Task Force stating that "we believe that transportation solutions must take into consideration cost, feasibility, and the place any one project may have in the overall transportation improvement picture....we would be very concerned that if a very costly project (initial capital costs as well as ongoing maintenance and preservation costs) were financed with revenues other than toll revenues, this could displace all other projects or greatly reduce the number of other projects because of limited funding resources," and

WHEREAS, in January 2008, the Metro Council and the Joint Policy Advisory Committee on Transportation approved the Federal component of the 2035 Regional Transportation Plan and adopted as one of the goals for the regional transportation system, "Regional transportation planning and investment decision ensure the best return on public investments in infrastructure and programs"; and

WHEREAS, when the voters of the region approved the Metro Charter, they designated as "its most important service, planning and policy making to preserve and enhance the quality of life and the environment for themselves and for future generations;" and

WHEREAS, the 2007 report of the Intergovernmental Panel on Climate Change concluded that "warming of the climate system is unequivocal," that "most of the observed increase in globally averaged temperatures since the mid-20th century is very likely due to the observed increase in anthropogenic greenhouse gas concentrations," and that the impacts of climate change are likely to be more drastic and immediate than was previously expected; and

WHEREAS, Metro has the potential to reduce and/or sequester greenhouse gas emissions through its specific responsibilities for transportation planning, and planning for long-term growth; and

WHEREAS, the State of Oregon's 2007 greenhouse gas reductions targets call for arresting the growth of greenhouse gas emissions by 2010, reducing emissions to at least 10 percent below 1990 levels by 2020, and reducing emissions to at least 75 percent below 1990 levels by 2050; and

WHEREAS, Oregon Governor Ted Kulongoski stated on April 11, 2008 that "while it will be a challenge to improve and diversify our transportation infrastructure – while reducing our overall carbon footprint – this is a challenge we are capable of meeting" and

WHEREAS, Governor Kulongoski said on April 11, 2008 that "We ... need to research new ways to reduce vehicle miles traveled," and that "the most significant thing we can do" to improve transportation efficiency "is introduce performance-based pricing into our highway system;" and

WHEREAS, the Final Report of the Portland/Vancouver I-5 Trade Corridor Freight Feasibility and Needs Assessment (issued in 2001) recommended that the "region should maximize the capacity of the existing system" which "can be accomplished by encouraging demand and traffic management strategies, including transit, car-pooling, flex time, ramp metering, and incident response" as well as "managing additional demand through peak-hour pricing of new capacity"; and

WHEREAS, the Final Report of the Portland/Vancouver I-5 Trade Corridor study also recommended "instituting measures that would promote transportation-efficient development, including a better balance of housing and jobs on both sides of the river"; 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 Metro Council is mid-stream in updating the regional framework plan to shift the focus of transportation decision making as it updates the Regional Transportation Plan; and

WHEREAS, in its October 19, 2006 letter to the CRC Task Force, the Council stated 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, in January 2008, the Metro Council and the Joint Policy Advisory Committee on Transportation adopted the Federal component of the 2035 Regional Transportation Plan, and approved ten goals to guide transportation planning and investments; and

WHEREAS, both the Clark County Regional Transportation Commission and Metro have just initiated their own high capacity transit study,

WHEREAS, the region is fortunate to have a federally funded transportation research center, the Oregon Transportation Research and Education Center, at Portland State University; and

NOW THEREFORE, BE IT RESOLVED:

1. The Metro Council supports a cost-effective, multi-modal set of actions and investments to address congestion, safety, and mobility in the area of the Interstate 5 bridges over the Columbia River, and broader environmental and land use impacts, organized in three phases:

Phase I: (a) Redesign and rebuilding a few key entrance and exit ramps that contribute the most to merge-related congestion and accidents, especially the ramps at SR 14 and on Hayden Island; (b) Decrease rush-hour congestion by charging variable tolls; (c) Carry out a seismic upgrade for the existing bridges and approaches, paid for with toll revenues; (d) Increase investments in transportation systems and operations, including reduced response times for accidents and real time information to travelers; and (e) High priority improvements to ramps and arterials and freight rail facilities to facilitate freight movements to and from I-5 to the multi-modal facilities at the Ports of Portland and Vancouver.

Phase II: (a) Build alternate road, light rail, bicycle and pedestrian access to and from Hayden Island, so that persons making local trips within Portland do not need to use the freeway; and (b) If timing and funding allow, extend light rail from Hayden Island to Vancouver, with bike and pedestrian facilities; and (c) Develop and approve a coordinated bi-state regional agreement regarding land uses that will sustain the function of existing and future transportation investments, as was called for in the I-5 Trade Corridor Partnership Study.

Phase III: (a) Extend light rail to Clark County, assuming it is not built during the second phase and assuming that this extension is consistent with the County's high capacity transit plan; and (b) Build additional lanes for cars and trucks as needed after prior investments and as funding allows and consider possible improvements to the railroad bridge.

2. Before the Metro Council chooses a locally preferred alternative, it requires the following additional information:

(a) A detailed financing plan for the project, identifying amounts and sources of funds from federal program funds, bridge tolls on I-5 and I-205, state gas taxes from Oregon and Washington states, local gas taxes, general funds, toll credits, and all other sources. As part of this plan, the CRC Task Force is requested to identify the basis or principles for allocating costs between taxpayers in Oregon

and Washington. A part of this analysis should include identification of the project component costs by state location and the origins of trips by state.

(b) A comparison of the cost of congestion relief, by hour and value of the congestion relief, between the preferred alternative selected by the CRC Task Force, and other highway projects already included in the RTP or under study today. This list includes the proposal for widening Highway 217, for widening I-205 to six lanes, and the highway alternatives for the I-5 99W connector. Metro staff will carry out this comparison.

(c) The Metro Council respectfully requests the Oregon Global Warming Commission to advise it regarding whether or not any of the alternatives analyzed by the CRC Task Force, including those considered at an earlier phase of the project or aspects of the alternatives, would help achieve or frustrate the greenhouse gas reduction goals set for 2020 and 2050, and the lifetime carbon impacts of the alternatives.

(3) A proposed amendment of the 2035 Regional Transportation Plan related to the Columbia River Crossing shall be considered

- (a) After completion of, and in conjunction with, the completion of the scenarios analysis and financial forecast that are part of the state component of the Regional Transportation Plan; and
- (b) After Washington State voters provide the approval required by Revised Code of Washington 81.104.030 (which requires transit agencies to secure “voter approval within their own service boundaries of a high capacity transportation system plan and financing plan”); and
- (c) After the Metro Council has determined whether the proposed investments and programs are in compliance with; (i) Metro’s Regional Framework Plan; (ii) the Regional Transportation Plan goals and policies; and (iii) Applicable statewide planning goals.

ADOPTED by the Metro Council this ____ day of _____, 2008.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney