A G E N D A

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736
TEL 503-797-1916 | FAX 503-797-1930

METRO

REVISED

MEETING: **JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

DATE: **July 10, 2008**

TIME: **7:30 A.M.**

PLACE: **Council Chambers, Metro Regional Center**

7:30 AM	1.		**CALL TO ORDER AND DECLARATION OF A QUORUM**	**Rex Burkholder, Chair**
7:32 AM	2.		**INTRODUCTIONS**	**Rex Burkholder, Chair**
7:35 AM	3.		**CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS**	
7:40 AM	4.		**COMMENTS FROM THE CHAIR & COMMITTEE MEMBERS**	**Rex Burkholder, Chair**
7:50 AM	5.		**CONSENT AGENDA**	**Rex Burkholder, Chair**
	5.1	*	Consideration of the JPACT minutes for June 12, 2008	
	5.2	*	Resolution No. 08-3913, For the Purpose of Amending the 2008-11 Metropolitan Transportation Improvement Program (MTIP) to Reduce the ODOT Region 1 Modernization Program	**Jason Tell**
	5.3	*	Resolution No. 08-3962, For the Purpose of Amending the 2008-11 Metropolitan Transportation Improvement Program (MTIP) to Add the Sundial Road and Swigert Way Project	**Ted Leybold**
	6.		**ACTION ITEMS**	
7:55 AM	6.1	*	Resolution No. 08-3960, For the Purpose of Endorsing the Locally Preferred Alternative for the Columbia River Bridge Project and Amending the Regional Transportation Plan with Conditions – ACTION REQUESTED: Recommendation for Approval	**Richard Brandman**
8:30 AM	6.2	*	Resolution No. 08-3959 For the Purpose of Approving the Portland to Milwaukie Locally Preferred Alternative and Finding Consistency with the Metro 2035 Regional Transportation Plan – ACTION REQUESTED: Recommendation for Approval	**Richard Brandman** **Bridget Wieghart**
	7.		**INFORMATION ITEMS**	
8:45 AM	7.1	*	Input on Reauthorization of the Federal Transportation Bill – INTRODUCTION and Discussion in August.	**Andy Cotugno**
9:00 AM	8.		**ADJOURN**	**Rex Burkholder, Chair**

* Material available electronically.
** Material to be emailed at a later date.
# Material provided at meeting.
All material will be available at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916. e-mail: kelsey.newell@oregonmetro.gov
To check on closure or cancellations during inclement weather please call 503-797-1700.

2008 JPACT Work Program
7/3/2008

January 2009	July 10, 2008 • Milwaukie LRT Preferred Alternative – Approval • Columbia River Crossing Preferred Alternative – Approval • 2008-11 STIP Modernization "cut" package – Approval • Draft federal authorization priorities
February 2009	August 14, 2008 • RTP Funding Framework – Discussion • Oregon Transportation Research Center – Program Overview • Air Quality update • ODOT federal earmark draft
March 2009	September 11, 2008 • Regional Flexible Fund Allocation, Step 2 – Briefing • Intro ODOT TIP Projects • I-5/99W Preferred Alternative RTP Amendment • Lake Oswego to Portland DEIS Funding Plan • ODOT federal earmark final
April 2009	October 9, 2008 • Release MTIP for public comment • Adopt regional position on state funding strategy • RTP Scenarios Analysis Report – Joint JPACT/MPAC Discussion (Oct. 22nd)
May 2009	November 13, 2008 • Wash., DC Trip – Debrief last year; prepare for next year • RTP Scenarios Analysis Recommended and Policy Refinements – Joint JPACT/MPAC Discussion (Nov. 12th) MTIP Hearings
June 2009	December 11, 2008 • Sellwood Bridge Preferred Alternative RTP Amendment • Sunrise Project Preferred Alternative RTP Amendment • Adopt regional position on federal funding strategy • Confirm RTP system develop-principles and criteria

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1916 | FAX 503 797 1930

METRO

Joint Policy Advisory Committee on Transportation
M I N U T E S
June 12, 2008
7:30 a.m. – 9:00 a.m.
Council Chambers

MEMBERS PRESENT	AFFILIATION
Rex Burkholder, Chair	Metro Council
Robert Liberty, Vice Chair	Metro Council
Sam Adams	City of Portland
James Bernard	City of Milwaukie, representing Cities of Clackamas Co.
Rob Drake	City of Beaverton, representing Cities of Washington Co.
Fred Hansen	TriMet
Jason Tell	Oregon Department of Transportation (ODOT-Region 1)
Paul Thalhofer	City of Troutdale, representing Cities of Multnomah Co.
Ted Wheeler	Multnomah County

MEMBERS EXCUSED	AFFILIATION
Kathryn Harrington	Metro Council
Dick Pedersen	DEQ
Lynn Peterson	Clackamas County
Royce Pollard	City of Vancouver
Roy Rogers	Washington County
Steve Stuart	Clark County
Don Wagner	Washington DOT
Bill Wyatt	Port of Portland

ALTERNATES PRESENT	AFFILIATION
Nina DeConcini	DEQ
Susie Lahsene	Port of Portland
Dean Lookingbill	SW RTC

STAFF
Andy Cotugno, Mark Turpel, Andy Shaw, Kim Ellis, Deena Platman, Ted leybold, Ted Reid, Chris Deffebach, Carl Hostica, Kelsey Newell

1. CALL TO ORDER

Chair Rex Burkholder declared a quorum and called the meeting to order at 7:35 a.m.

2. INTRODUCTIONS

There were none.

3. CITIZEN COMMUNICATIONS

Doug Allen: Mr. Allen submitted a handout drafted by local economist Joe Cortright regarding the financial risks of the Columbia River Crossing (CRC) project.

Ron Schwartz: Mr. Schwartz was concerned with the estimated costs for the CRC project. He felt that the project would be the first of many. He cited other comparable metropolitan areas that have significant bridge freeway infrastructure.

Sharon Nassett: Ms. Nassett commended the Metro Council for having the CRC public hearing. She reiterated the recommendation to have an oversight committee to help provide direction and leadership for the project. She emphasized coordination between the Metro Council, Bi-State Committee, Regional Transportation Council and C-TRAN, and discussed the federal appropriation and New Start deadlines. She encouraged members not to move forward with the locally preferred alternative decision process until more work and jurisdictional coordination has been completed.

4. COMMENTS FROM THE CHAIR & COMMITTEE MEMBERS

Chair Burkholder reminded attendees of the joint Urban Land Institute/Metro Regional Transportation Finance Expert Panel events scheduled for June 25th - 26th .

5. ANNOUNCEMENTS

Mr. Jason Tell, with assistance from Mr. Travis Brouwer, provided information on the Oregon Transportation Commission's (OTC) federal reauthorization highway program earmark requests. In order to ensure input from local stakeholders on the ODOT reauthorization earmark requests, the OTC has requested local jurisdictions and JPACT to submit an earmark recommendation list of state highway projects. In addition, due to limited funding, the OTC is soliciting projects with at least partial funding, where supplemental STIP or local funding would complete a highway project or large project milestone/phase. Individual jurisdiction project recommendations must be submitted by July 7th.

TPAC and JPACT are scheduled to discuss the draft recommendation list in early August, followed by an official JPACT recommendation in September.

6. CONSENT AGENDA

Consideration of the JPACT meeting minutes for April 25, 2008 and May 2, 2008.

Resolution No. 08-3952, For the Purpose of Amending the 2008-09 Unified Planning Work Program and the 2008-11 Metropolitan Transportation Improvement Program to Allocate Intelligent Transportation System program Funds to the PORTAL Archive Data User Services Project

MOTION: Mayor Rob Drake moved, Mayor Jim Bernard seconded, to approve the consent agenda/

ACTION TAKEN: With all in favor, the motion passed.

7. ACTION ITEMS

7.1 Resolution No. 08-3956, For the Purpose of Endorsing Regional Priorities for State Transportation Funding Legislation

Mr. Andy Cotugno, with assistance from Mr. Andy Shaw, overviewed Resolution No. 08-3956 which would endorse a set of regional priorities for the 2009 state transportation funding legislature and provide policy direction to JPACT's legislative/lobby staff. Mr. Cotugno highlighted the Portland metropolitan area's transportation priorities policy and potential revenue sources; including potential increases in gas taxes and vehicle registration fees.

Councilor Robert Liberty thanked the drafters for their work in preparing the resolution, which had many good elements. However, he added that a $0.14 gas tax increase would be a very big tax increase and the taxpayers needed to know what the vision was for the use of their money. He believed the top priority should be fixing the roads, highways and bridges we already have and to make specific commitments to transit and rail freight, and the resolution did not clearly reflect those priorities.

Additional committee discussion included ConnectOregon's distribution methodology, incentives for freight-oriented development, the public's response to an increase in gas tax, and the importance of taking a bold legislative approach.

MOTION: Commissioner Sam Adams moved, Council President David Bragdon seconded, to approve Resolution No. 08-3956.

ACTION TAKEN: With all in favor, one opposed (Liberty) and one abstained (Tell), the motion passed.

8. INFORMATION ITEMS

8.1A Performance-based Growth Management

Councilor Carl Hosticka briefed the committee on Metro's new outcome-based approach entitled Performance-based Growth Management (PBGM). PBGM's will allow for more robust conversation about how different growth management strategies compare to the region's aspirations as well as provide a framework for greater coordination between land use and transportation investment decisions. Councilor Hosticka highlighted PBGM's definitions of a successful region, a comparison of growth management systems and PBGM's guiding principles.

Committee discussion included the City of Damascus, jurisdictional performance measures and development of performance-based goals.

8.2A RTP Performance Measures

Ms. Deena Platman of Metro provided a presentation on the 2035 Regional Transportation Plan (RTP) performance measure framework. Her presentation included information on:

- RTP Performance Measures Work Group – Process to Date
- Framework Purpose (to evaluate environmental, social and economic benefits and impacts)
- Framework Elements (RTP goals, geographic extent and application performance measures)
- System Evaluation Matrix (recommended performance measures to test in scenario phase)
- Future Steps

Staff anticipate the scenario results will be available fall 2008.

Committee members recommended the performance measures include system maintenance, travel time reliability, safety, freight mobility (e.g. during peak hours), mode access and connections (e.g. between rail, freight and marine), funding resources, incentives for households and businesses, local government incremental decision-making, and deferred maintenance per capital measures.

8.2 Portland – Milwaukie Light Rail Locally Preferred Alternative

Ms. Bridget Wieghart of Metro provided a presentation on the Portland – Milwaukie light rail locally preferred alternative (LPA). Her presentation included:

- Project Overview and Update
- Ridership and Transportation Performance
- Environmental Impacts
- River Crossing, Alignment and Southern Terminus Options
- Overall Funding Strategy (including funding scenarios)

- Locally Preferred Alternative Process

JPACT is scheduled to take action on the Portland – Milwaukie LPA, the land use final order (LUFO) and amend the RTP at their July 10th meeting.

Mayor Bernard encouraged members to support the Portland – Milwaukie light rail alignment to Park Avenue, stating that local partners (e.g. Oregon City and Clackamas County) are supportive of the terminus option.

8.3 Columbia River Crossing Locally Preferred Alternative

Mr. Ross Roberts of Metro provided a briefing on the CRC project. His presentation included information on:

- Project Status
- Existing Pedestrian and Bicycle Facilities
- Interstate 5 Problems Addressed by Project (congestion, public transit, freight, safety, bicyclists and pedestrians and earthquake safety)
- Draft Environmental Impact Statement (DEIS) Alternatives
- Bridge Choice – Supplemental or Replacement
- High Capacity Transit Alignments – Vancouver and Portland
- Cost and Funding
- Project Schedules, Decision Process and Next Steps

JPACT and the Metro Council are scheduled to take action on the CRC LPA on July 10th and 17th respectively.

Due to time constraints, Chair Burkholder requested staff poll members on their interest and availability for a special JPACT meeting to discuss both the CRC and Portland- Milwaukie projects prior to taking action at their regularly scheduled meeting on July 10th. Staff will follow up with JPACT members and alternates.

8.4 TriMet 2009 Transit Investment Plan

This item was rescheduled to a later date.

9. ADJOURN

Seeing no further business, Chair Burkholder adjourned the meeting at 9:18 a.m.

Respectfully submitted,

Kelsey Newell
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR JUNE 12, 2008
The following have been included as part of the official public record:

ITEM	TOPIC	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
	Agenda	6/12/08	Revised JPACT Agenda	061208j-01
3.0	Memo	6/2/2008	To: David Bragdon and et al. From: Joe Cortright RE: Financial Risks of the Columbia River Crossing Project (Submitted by citizen Doug Allen)	061208j-02
8.1A	Handout	N/A	Performance-based Growth Management Handout	061208j-03
8.1B	PowerPoint	6/12/08	*2035 RTP Performance Measure Framework* presented by Deena Platman	061208j-04
8.2	PowerPoint	5/30/08	*Portland – Milwaukie Light Rail Project: Joint Policy Advisory Committee on Transportation* presented by Bridget Wieghart	061208j-05

Draft

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2008-11 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO REDUCE THE ODOT REGION 1 MODERNIZATION PROGRAM	))))))	RESOLUTION NO. 08-3913 Introduced by Councilor Rex Burkholder

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve the MTIP and any subsequent amendments to add new projects to the MTIP; and

WHEREAS, the JPACT and the Metro Council approved the 2008-11 MTIP on August 16, 2007; and

WHEREAS, the Oregon Department of Transportation (ODOT) must reduce the Modernization Program for constructing new or expanding existing facilities in the Metro region to meet new funding targets set by the Oregon Transportation Commission; and

WHEREAS, the ODOT Region One staff developed a recommendation on reduction of funding to the modernization program projects based on an evaluation project readiness, leveraging of other fund sources, and completing logical project milestones to sustain project development; and

WHEREAS, ODOT Region One staff shared its recommendation and received concurrence at the Transportation Policy Advisory Committee and JPACT; and

WHEREAS, these changes to programming for these projects has been determined through inter-agency consultation have been determined in conformity with the State Implementation Plan for air quality; and

WHEREAS, the recommended reductions of delaying the construction phase of the US26: NW 185th to Cornell Road, and savings in the scope of work for the I-5: Victory Blvd to Lombard Phase 2 project and the US26: Access to Springwater area intersection work allow ODOT Region One to meet its funding reduction targets for the Modernization program; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to modify the programming of the US26: NW 185th to Cornell Road, the I-5: Victory Blvd to Lombard Phase 2 and US26: Access to Springwater projects in the 2008-11 Metropolitan Transportation Improvement Program.

Draft

ADOPTED by the Metro Council this ___ day of July 2008.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Draft

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 08-3913, FOR THE PURPOSE OF AMENDING THE 2008-11 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO REDUCE THE ODOT REGION 1 MODERNIZATION PROGRAM

Date: June 17, 2008 Prepared by: Ted Leybold

BACKGROUND

Due to changes in state transportation funding brought about by actions of the 2007 state legislature to re-allocate state transportation funds to County agencies, the Oregon Transportation Commission (OTC) has directed the Oregon Department of Transportation (ODOT) to reduce the amount of funds previously forecast to be available for the state Modernization program. The Modernization program funds new highway facilities or expansion of existing facilities.

In ODOT Region One, which includes the Metro area and some surrounding areas, a funding reduction target of $26,040,000 was identified based on existing formulas for the allocation of Modernization program funds. ODOT Region One staff consulted with the Joint Policy Advisory Committee on Transportation (JPACT) in March to create a recommendation to the OTC on reductions to the Modernization program to achieve the target reductions. Within the Metro area, the recommendation included:

1. Removal of US 26 (Sunset Hwy): 185th to Cornell construction phase. Construction of widening the highway from 4 to 6 lanes and associated interchange work (Preliminary Engineering phase remains). Savings of $14,280,980.

2. Reduction in project cost of preliminary engineering for the I-5: Victory Blvd to Lombard Phase 2 project through a reduction in project scope. Savings of $5,781,000.

3. Reduction in project cost of preliminary engineering for the US 26: Access to Springwater Community project through a reduction in project scope. Savings of $1,000,000.

An air quality consultation was also completed at the time of the TPAC and JPACT recommendation in April, confirming this action is consistent with state and federal air quality regulations.

This recommendation to reduce the ODOT Modernization program in Region One was adopted, along with recommendation for the other ODOT regions in the state, by the OTC at their May meeting. The State and Metropolitan Transportation Improvement Plans now need to be amended to reflect these changes.

ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.

2. **Legal Antecedents** Amends the 2008-11 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 07-3825 on August 16, 2007 (For the Purpose of Approving

the 2008-11 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).

3. **Anticipated Effects** Adoption of this resolution will make available federal transportation project funding for the construction of the US30B (Sandy Boulevard): 122nd to 141st Avenues safety project and to the I-205 Willamette River bridge project.

4. **Budget Impacts** None.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 08-3913.

M E M O R A N D U M

METRO

TO: Andy Cotugno, Planning Director
FROM: Mark Turpel, Principal Transportation Planner
DATE: July 3, 2008
SUBJECT: New Proposed FEDEX Facility – Air Quality and Sundial/Swigert Road Improvements

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Background
The Oregon Department of Transportation has stated that it is willing to provide an Opportunity Fund grant for needed road improvements concerning the proposed Fedex facility in Troutdale near the Troutdale airport. (see attached project description materials)

While this project was included in the federal component of the 2035 RTP, there was not enough project detail to include its elements in the transportation network and be included in the air quality modeling. However, this project, which could include up to 700 plus employees, a new collector arterial and other street improvements, would seem to be a regionally significant in terms of air quality analysis. Therefore, the analysis below is provided to address the air quality conformity issues related to this project.

The region's recently completed an air quality conformity determination for the 2035 RTP (federal component) and the 2008-2011 MTIP found a significant "cushion" when comparing expected regional Carbon Monoxide levels resulting from the region's on-road sources and the maximum allowed levels (known as the motor vehicle emission budgets as determined by Oregon Department of Environmental Quality and approved by the US Environmental Protection Agency). Accordingly, rather than complete a costly and time-consuming full quantification of the air quality impacts of this project at the regional level (a separate "hot spot" analysis would have to be done by the project), a brief analysis was performed.

Analysis
An analysis is attached, below. It looks at the "cushion" that we have – or the difference between the State Implementation Plan (SIP) maximum allowed amount of Carbon Monoxide and those forecast to be emitted from on-road sources at various future years. Taking this cushion and assuming the lowest speeds (2.5 miles per hour) and HGDGV vehicle type (trucks), it would mean that each employee would have to travel (commuting using these trucks as well as the work day trips) 1,000 miles per day or greater. From Fedex internet page it shows that their long haul truckers "Singles average 2,000- 2,400 miles per week, while teams average 4,400-5,000 miles per week". These are amounts that are ½ the amount of the cushion. Further, it is likely that most of the truck driving will be more short, daily routes that are in the range of perhaps 200 miles per day – well short of 1,000 miles per day.

Conclusion
The attached qualitative analysis demonstrates that the proposed Fedex Sundial /Swigert Road project would not exceed regional Carbon Monoxide air quality standards.

Worst Case Air Quality Estimate for the FedEx/Sundail Road/Swigert Road Project

Year	SIP budget pds/day	2035 RTP Forecast CO pds/day	Pounds/day below SIP budget	Pounds per day below SIP budget	Grams/pound Conversion	Grams/day below SIP	worst case grams/mile	VMT threshold/day	VMT/employee/day
2010	1,033,578	856,054	177,524	177,524	454	80,523,532	115	700,205	1,000
2017	1,181,341	670,926	510,415	510,415	454	231,520,350	115	2,013,220	2,876
2025	1,181,341	801,203	380,138	380,138	454	172,427,696	115	1,499,371	2,142
2035	1,181,341	822,596	358,745	358,745	454	162,723,995	115	1,414,991	2,021

Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Office of the Director
355 Capitol St. NE
Rm 135
Salem, Oregon 97301-3871

DATE: March 6, 2008

TO: Oregon Transportation Commission

FILE CODE:

FROM: Matthew L. Garrett
Director

SUBJECT: **Agenda D** ~ Immediate Opportunity Fund – Portland, City of Troutdale, Multnomah County

Requested Action:
Approve a Type A Immediate Opportunity Fund (IOF) grant in the amount of $1,000,000 to the Port of Portland, City of Troutdale, and Multnomah County to help fund transportation improvements as the aforementioned entities work to locate a Federal Express Ground Hub in Troutdale.

Background:
The Federal Express Ground Company recently determined that Troutdale is strongly qualified to be its Pacific Northwest Hub (with service to the states of Oregon, Washington and Alaska). The proposed hub is expected to be one of seven state-of-the-art hub facilities operated by the company in the United States. An initial investment of $103 million is expected for a 415,000-square-foot facility. Final build-out of the facility to 560,000 square feet is expected by 2014.

Type A IOF grants are for job recruitment and retention, and the Oregon Economic and Community Development Department (OECDD) has informed ODOT that the levels of employment anticipated at the proposed facility by 2010 are 153 full-time and 390 part-time positions. OECDD also notes some private contractor work is expected by Federal Express at the site.

The Immediate Opportunity Funds requested will help cover some costs associated with transportation improvements needed for access to the proposed facility. Primary access to the site will be via two driveways off of Sundial Road, which is currently a substandard two-lane county road. The road is now classified as a major collector and is being widened to accommodate all requirements for such classification.

Secondary access to the facility is to be through a new collector street called Swigert Way. Swigert Way is scheduled to be classified by the City of Troutdale as a major collector and has been designed accordingly. In addition, a large box culvert will be installed where Salmon Creek crosses under Swigert Way.

The overall transportation improvement cost is estimated at $14.34 million. The Port of Portland has set aside $13.24 million for the project. An additional $100,000 is expected to come from a State Parks grant. It is hoped that the $1,000,000 gap in funding can be filled through the approval of this IOF request.

ODOT Region 1 has conducted an assessment of a traffic study associated with this proposed development. Based on this analysis, and coordination with the community, the port and Federal Express, region has strongly encouraged the port and Federal Express Company to implement voluntary Transportation Demand Management measures to minimize traffic impacts to the Troutdale interchange during peak hours.

Port of Portland expects to go out to bid for the infrastructure improvements in spring 2008. The U.S. Environmental Protection Agency clearance on the environmental cleanup of the site has been met. The port closed on the property in mid-December 2007 and is finalizing negotiations with Federal Express. This IOF proposal has been presented to the Governor's Economic Revitalization Team, which has expressed support for this project.

Upon approval of this request of $1,000,000, the Immediate Opportunity Fund will have a remaining balance of $3,580,690.

Attachments

Copies (w/attachments) to:

Doug Tindall	Lorna Youngs	Jack Svadlenak
Joan Plank	Patrick Cooney	Karin Jorgensen
Jason Tell	Bob Repine, OECDD	Vera Wicks
Rian Windsheimer	Akin Owosekun	Darel Capps

Oregon
Theodore R. Kulongoski, Governor

Department of Transportation
Region 1
123 NW Flanders
Portland, OR 97209-4037
(503) 731-8200
FAX (503) 731-8259

DATE: February 19, 2008

TO: Matt Garrett, Director

FROM: Jason Tell, Region 1 Manager JT

SUBJECT: Immediate Opportunity Fund (Type A) Grant Request in the amount of $1,000,000 – Port of Portland/City of Troutdale/Multnomah County – for recruitment of Federal Express Ground

Region 1, in partnership with the Oregon Economic and Community Development, the Port of Portland, City of Troutdale and Multnomah County have developed a request for $1,000,000 of IOF grant funds to facilitate the locating of a Federal Express Ground Hub in the community.

Recently, the Federal Express Ground Company determined that Troutdale is strongly qualified to be its Pacific Northwest Hub (with service to the states of Oregon, Washington and Alaska). The proposed hub is expected to be one of seven state-of –the –art hub facilities operated by the company in the United States. An initial investment of $103 million is expected for a 415,000 square foot facility. Final build out of the facility to 560,000 square feet is expected by 2014.

The Immediate Opportunity Funds requested are proposed to help cover some costs associated with transportation improvements needed for access to the proposed facility. Primary access to the site will be via two driveways off of Sundial Road, which is currently a substandard two-lane county road. The road is now classified as a major collector and is being widened to accommodate all requirements for such classification.

Secondary access to the facility is to be through a new collector street called Swigert Way. Swigert Way is scheduled to be classified by the City of Troutdale as a major collector and has been designed accordingly. In addition, a large box culvert will be installed where Salmon Creek crosses under Swigert Way.

The overall transportation improvement cost is estimated at $14.34 million. Port of Portland has set aside $13.24 million for the project. An additional $100,000 is expected to come from a State Parks grant. It is hoped that the $1,000,000 gap in funding can be filled through the approval of this IOF request.

ODOT – Region 1 has conducted an assessment of a traffic study associated with this proposed development. Based on this analysis, and coordination with the community, the

Port and Federal Express, Region has strongly encouraged the Port and Federal Express Company implement voluntary Transportation Demand Management (TDM) measures to minimize traffic impacts to the Troutdale interchange during peak hours.

Port of Portland expects to go out to bid for the infrastructure improvements in spring, 2008. The U.S. Environmental Protection Agency (EPA) clearance on the environmental cleanup of the site has been met. The Port closed on the property in mid-December 2007 and is finalizing negotiations with Federal Express. This IOF proposal has been presented to the Governor's Economic Revitalization Team (GERT), which has expressed support for this project.

Cc: Rian Windsheimer, Region 1
Akin Owosekun, Region 1
Lainie Smith, Region 1
Sarah Garrison, OECDD

OREGON
ECONOMIC & COMMUNITY DEVELOPMENT DEPARTMENT

February 14, 2008

Mr. Mathew Garrett, Director
Oregon Department of Transportation
135 Transportation Building
Salem, Oregon 97310

Re: Immediate Opportunity Fund Request, Type A ~ $1,000,000
Recruitment – FedEx Ground
Troutdale (Multnomah County) / Port of Portland

Dear Mr. Garrett:

The Oregon Economic and Community Development Department (OECDD) supports a $1,000,000 Type A request of Immediate Opportunity Funds (IOF) to assist the Port of Portland with transportation improvements necessary for road access related to the development of the FedEx Ground Hub in Troutdale, Oregon.

The FedEx Ground facility in Troutdale will retain and grow family wage jobs in Oregon. Construction of key access roads to the facility meets the Type A IOF criteria by helping to retain FedEx Ground in Oregon instead of relocating to Clark County Washington and also allowing them to locate on an industrial site large enough for future expansion of their facility with corresponding job growth.

Background

FedEx Ground, one of four subsidiary companies of the FedEx Corporation, focuses on ground package delivery. It is North America's second largest ground carrier for business-to-business small-package delivery and handles an average daily volume of three million parcels. Operating facilities include 29 ground hubs and over 500 pickup/delivery terminals, staffed by over 65,000 employees and independent contractors and a ground fleet of over 20,000 vehicles. FY07 revenue was approximately $6 billion.

Troutdale, Oregon was recently selected over competing locations in Clark County Washington for a new FedEx Ground Hub serving the Pacific Northwest (Oregon, Washington and Alaska). This facility will be one of seven state-of-the art hubs of a similar design in the United States, with an initial investment of approximately $103 million. The first phase of development entails constructing a 415,000 sf building on 78 acres, with the building expanding to 560,000 sf at final build out estimated to take place in 2014.

As a distribution facility, road access in and out of the site is of key importance. Primary access to the site will be via two driveways off of Sundial Road, which is a substandard two-lane Multnomah County road, originally constructed as a "farm to market" road. The City of Troutdale, as a part of a recent land division (File 07-064, approved August 15, 2007), required reconstruction of Sundial Road from Marine Drive to the northern employee access driveway on the FedEx Parcel. The work must be done to the satisfaction of Multnomah County.

Secondary access to the FedEx parcel will be provided via a new collector street called Swigert Way. This street is required to be built to City standards by the City of Troutdale as part of the same land division described above (File 07-064, approved August 15, 2007).

During the first year of operations in 2010, the facility is anticipated to directly employ 769 people (153 full time employees, 390 part time employees and 226 full-time contractors). An anticipated 968 people will be employed by final build out in 2014. Average wages are estimated at $16.99/hour for full time workers, $10.36/hour for part time workers and $115,100 in annual gross wages for contractors. Of these jobs, 515 will be relocated from the existing FedEx facility on Swan Island in Portland. However, if not for the new FedEx Ground Hub in Troutdale, these jobs may well have migrated to one of two sites that were considered in Clark County Washington.

Project Summary

Transportation improvements are needed to provide access to the property. The structure of both Sundial Road and Swigert Way are being designed to accommodate the axle loads of the fleet mix envisioned by FedEx, ranging from delivery vans to triple trailers.

Sundial Road is classified as a major collector by Multnomah County and is being widened to accommodate all required components for that type of facility and includes curb and gutter, sidewalk, planter strip, bike lane and right turn lanes. In addition, a large box culvert will be installed to replace two outdated culverts where Salmon Creek crosses under Sundial Road and where a large drainage ditch will be relocated on the east side of Sundial Road.

Swigert Way will likely be classified by the City of Troutdale as a major collector and has been designed accordingly to City standards with curbs and gutters, sidewalks, planter strips, bike lanes and a water quality facility. In addition, a large box culvert will be installed where Salmon Creek crosses under Swigert Way.

This project is consistent with all relevant Multnomah County policy documents, including the Bicycle Master Plan, Pedestrian Master Plan, and Functional Classification of Trafficways report, for Sundial Road. It is also consistent with all relevant City of Troutdale policies, including the City Transportation System Plan and City Street Design Standards, for Swigert Way.

Local land use approvals from the City of Troutdale were obtained in 2007. A DSL/Corps joint fill permit application is being prepared related to box culvert crossings of Salmon Creek under Sundial Road and Swigert Way, as well as the relocation of the ditch of the east side of Sundial Road.

ODOT Region 1 has conducted an assessment of a traffic study associated with this proposed development. Based on the analysis and coordination with the community, ODOT Region 1 staff

strongly encourages the Port and Federal Express Company implement voluntary Transportation Demand Management (TDM) measures to minimize traffic impacts to the Troutdale interchange during peak hours. FedEx has agreed verbally to TDM measures; the specifics will be worked out with ODOT staff.

Budget Summary

The total budget for this project is estimated at $14 million. The Port of Portland had budgeted $11 million (original cost estimate) for this project, but costs estimates have increased, leaving a gap. The Port of Portland, City of Troutdale and Multnomah County budgets are all constrained and assistance from ODOT is needed. The Port is obligated to construct improvements as part of land use actions on the site and is responsible for the public improvements. The Port will fund the remainder of the project from the Port's general fund.

Use of Funds

Task	Estimated Costs	IOF	Match
Design Engineering	$2,656,000		
Right of Way	0		
Construction	$11,684,000	$1,000,000	$10,684,000
Total	$14,340,000		

Source of Funds

Port of Portland	$13,240,000
ODOT- IOF	$1,000,000
State Parks –Trail Grant	$ 100,000
Total	$14,340,000

Other related infrastructure by Port

Wetland Mitigation	$1,004,238
Environmental remediation: Dewatering, soils management and well abandonment	$639,513
Relocate utility poles	$74,953
Totals	$1,718,704

Project Timelines

Port approval of FedEx Ground transaction	January '08
Port award contract for public infrastructure	April '08
Port construct public infrastructure	May '08-September '09
FedEx Ground site & building construction	February '08-October '09
FedEx Ground install and test equipment	May '09-July '10
FedEx Ground opening	Jul '10

Funding is needed by Spring 2008, when the Port of Portland expects to go out to bid for the infrastructure improvements. U.S. Environmental Protection Agency (EPA) clearance has been met on the environmental cleanup of the site. The Port closed on the property in mid-December 2007 and is finalizing negotiations with FedEx Ground.

Project Meets IOF Program Criteria

The Port, as a public agency and recipient of grants for other public infrastructure projects, has an excellent track record of grant compliance and project completion. In this case, an IOF grant would fund a key road access project scheduled for completion in 2009.

The project meets the criteria of the Immediate Opportunity Fund Program as follows:

- Significant and immediate job retention and creation - the facility is initially anticipated to directly employ 769 people (153 full time employees, 390 part time employees and 226 full-time contractors) by 2010 and 968 people by final build out in 2014. Entry level and part-time workers have a viable career path in the distribution sector, working for a noted Fortune 500 corporation. Of these jobs, 515 will be relocated from the existing FedEx facility on Swan Island in Portland. In addition, a substantial number of construction, as well as indirect and induced jobs are anticipated as a result of this project and are not included in the numbers mentioned above.
- Positive long-term economic impacts - FedEx's estimated capital investment in this facility and land is $103 million. Average annual payroll is estimated at $57.2 million (by full build-out in 2014)
- Provision of infrastructure opens up new available industrial lands in the Portland Metro area where large parcels are in limited supply. The redevelopment of the former Reynolds site in Troutdale represents some of the last, large parcels of industrial land in the Portland Metro Area.
    - Phase I= 121 acres (FedEx is taking first 78 acres)
    - Phase II = 125 acres
    - Phase III = 102 acres
- This compliments other efforts underway by state and local partners to spur business development opportunities in East Multnomah County.
    - The cities of Troutdale and Fairview have recently applied for and been granted an Enterprise Zone designation by OECDD. The Columbia Cascade Enterprise Zone incorporates the Reynolds property within the boundaries of the zone.
    - The Department of Land Conversation and Development (DLCD) awarded a $70,000 technical assistance grant in 2005 to the Columbia Cascade River District partners to support planning work, economic analysis and intergovernmental agreements. DLCD believes that the regional approach to large scale industrial land planning is extremely beneficial, and that the partnership of the cities of Gresham, Fairview, Wood Village, Troutdale and the Port of Portland is one of the best industrial land projects in the state. DLCD will continue to support this project and hope to use it as a model in other regions of the state.
    - The site is a good example of re-use of industrial lands that had been deemed a "Brownfields" and a "Superfund" site. The Port has invested significant time and resources in cleaning up and purchasing this site. During the last three years, the Port of Portland and Alcoa have demolished the old buildings and remediated the environmental hazards associated with this site contaminated from decades of aluminum smelting at the Reynolds Metals plant.

The project achieves consistency with the Governor's Principles as follows:

a. Oregon has a positive business climate and invests in economic development in order to create and retain sustainable businesses and family-wage jobs.

   The FedEx Ground facility in Troutdale will retain and grow family wage jobs in Oregon. This project will provide needed transportation improvements to help retain FedEx Ground in Oregon instead of relocating to Clark County Washington and also allowing the company to locate on an industrial site large enough for future expansion of their facility with corresponding job growth.

b. Oregon has a healthy balance between growth, infrastructure development and environmental protection.

   The 78-acre FedEx parcel embodies the balance between growth and environmental protection by avoiding two wetlands and by making beneficial reuse of a Superfund brownfields site.

OECDD, the Metro-Hood River Economic Revitalization Team (ERT), Multnomah County, and the City of Troutdale support this IOF proposal.

The Oregon Economic and Community Development Department recommends an Immediate Opportunity Fund Type A award of $1,000,000 to the Port of Portland for transportation improvements associated with the FedEx Ground Hub in Troutdale. We support this business retention/expansion project and look forward to working with you on this project to advance Oregon's economy. If you have any questions, please feel free to contact Sarah Garrison at (503) 229-5115 or Beverly Thacker at (503) 986-0071.

Sincerely,

Bob Repine
Director

Attachments: Letters of Support and Project Maps

CC: Jason A. Tell, Region 1 Manager, Oregon Department of Transportation
Akin Owosekun, Oregon Department of Transportation, Region 1
Ann Hanus, Division Manager, Community Development Division, Oregon Economic and Community Development Department
Sarah Garrison, Business Development Officer, Oregon Economic and Community Development Department
Janet Hillock, Regional Coordinator, Oregon Economic and Community Development Department
Jack Svadlenak, Oregon Department of Transportation
Jim Laubenthal, Corporate Planning and Development Manager, Port of Portland
Tom Bouillion, Senior Planner, Port of Portland

Board of Count, Commissioners
MULTNOMAH COUNTY OREGON
501 SE Hawthorne Blvd., Ste. 600
Portland, Oregon 97214
503-988-3308

Ted Wheeler – County Chair
Maria Rojo de Steffey – District 1 Commissioner
Jeff Cogen – District 2 Commissioner
Lisa Naito – District 3 Commissioner
Lonnie Roberts – District 4 Commissioner

February 8, 2008

Mr. Mathew Garrett
Director
Oregon Department of Transportation
135 Transportation Building
Salem, Oregon 97320

Dear Mr. Garrett:

We support the Oregon Economic and Community Development Department's request for $1 million from the Oregon Department of Transportation Immediate Opportunity Fund (IOF) to facilitate the transportation improvements necessary to retain FedEx Ground in Multnomah County. These funds immediately benefit the retention of FedEx in Oregon and support long term development in the Columbia-Cascade River District which is considered one of the premiere industrial land projects in the state.

County Challenges and Contribution
Multnomah County has experienced consistent budget cuts since fiscal year 2002 which has resulted in the reduction of general funds available for transportation improvements of this magnitude. On the same token, the County is making a contribution to the FedEx project through foregone property taxes associated with the City of Troutdale's Enterprise Zone.

Benefits
FedEx is a critical project for the County. It immediately retains $103 million of private investment, 769 family wage jobs and opens 260 additional acres of critical industrial land in Multnomah County. By full build out of the facility in 2014, FedEx projects a total of 969 jobs and an annual payroll of $57 million.

Sundial Road is a major collector in Multnomah County and the IOF dollars support road widening to accommodate all required components for the FedEx facility including curb and gutter, sidewalk, planter strip, bike lanes and right turn lanes. These improvements not only benefit the demands of FedEx but will support the on-going growth and transportation linkages for the Columbia Cascade River District.

We strongly support the FedEx retention and expansion project and look forward to working with ODOT, the OECDD, and the City of Troutdale on this important economic development project.

Sincerely,

Ted Wheeler
Multnomah County Chair

Lonnie Roberts
Commissioner – District 4

cc: Bob Repine, Director, Oregon Economic and Community Development Department
Sarah Garrison, Business Development Officer, Oregon Economic and Community Development Department
Peggidy Yates, Economic Development Policy Advisor, Multnomah County

CITY OF TROUTDALE

"Gateway to the Columbia River Gorge"

RECEIVED

FEB 13 2008

ODOT
HEADQUARTERS

February 11, 2008

Mr. Matthew Garrett, Director
Oregon Department of Transportation
135 Transportation Building
Salem, Oregon 97310

RE: Immediate Opportunity Fund Request
Troutdale Reynolds Industrial Park/FedEx Ground Road Infrastructure

Dear Mr. Garrett:

The City of Troutdale supports the $1,000,000 request through the Immediate Opportunity Fund (IOF) to assist the Port of Portland in constructing and upgrading road infrastructure to serve the Troutdale Reynolds Industrial Park (TRIP), including a new FedEx Ground Regional Distribution Center.

Since the closure of the Reynolds Aluminum plant in 2000 and subsequent Superfund environmental clean-up, the City has been very interested in seeing the site return to active industrial use. The City recently approved the first phase of development of TRIP, as well as construction of FedEx Ground's Pacific Northwest Regional Distribution Center. The FedEx development alone is projected to result in a $100 million investment, hundreds of new jobs and a future stream of property tax revenue for our community.

Recognizing the financial challenges to providing adequate road infrastructure to serve FedEx and other future industrial users at TRIP, we recommend approval of this IOF request.

Sincerely,

Paul Thalhofer

Mayor Paul Thalhofer,
City of Troutdale

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www.troutdale.info

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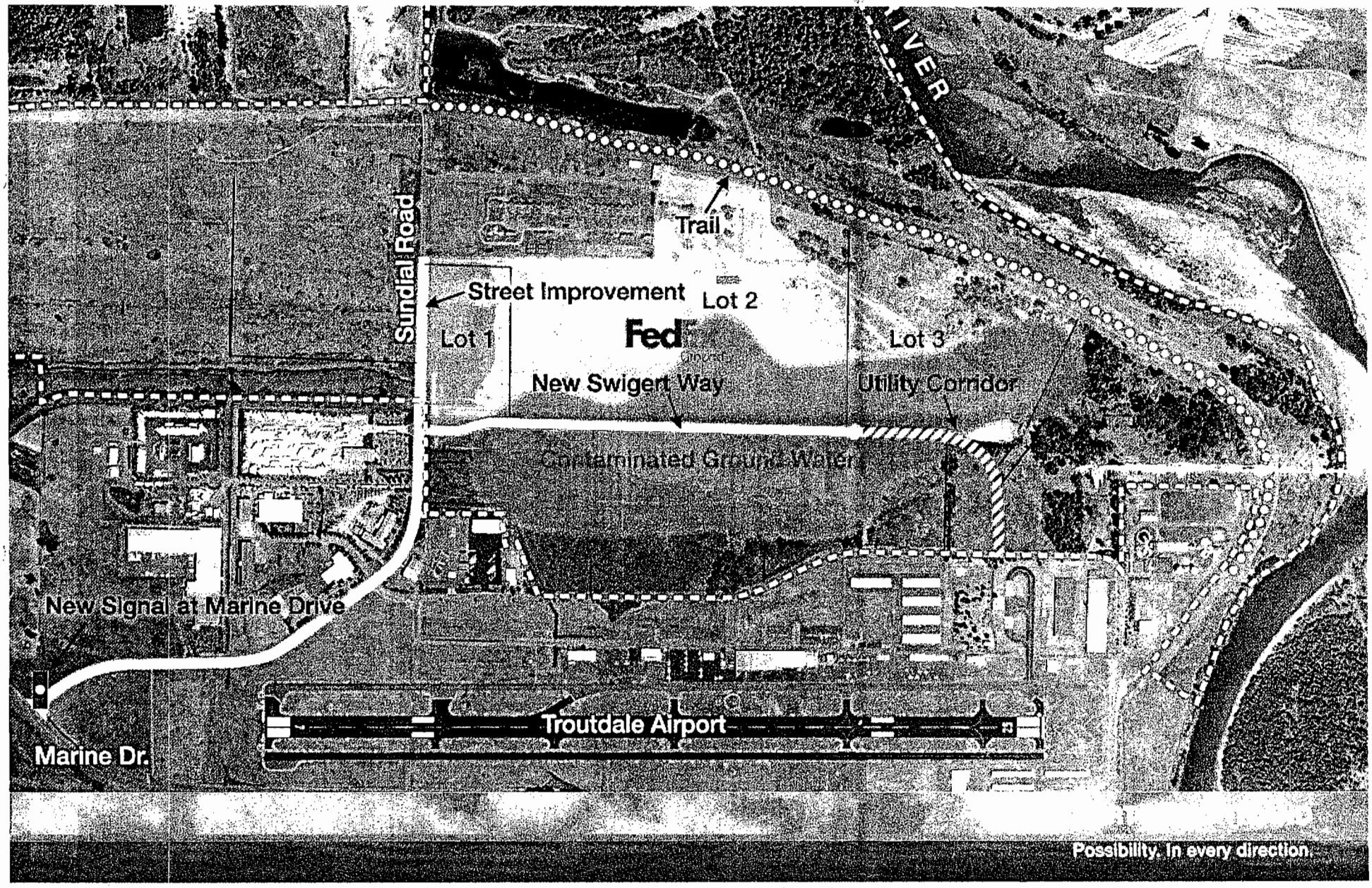
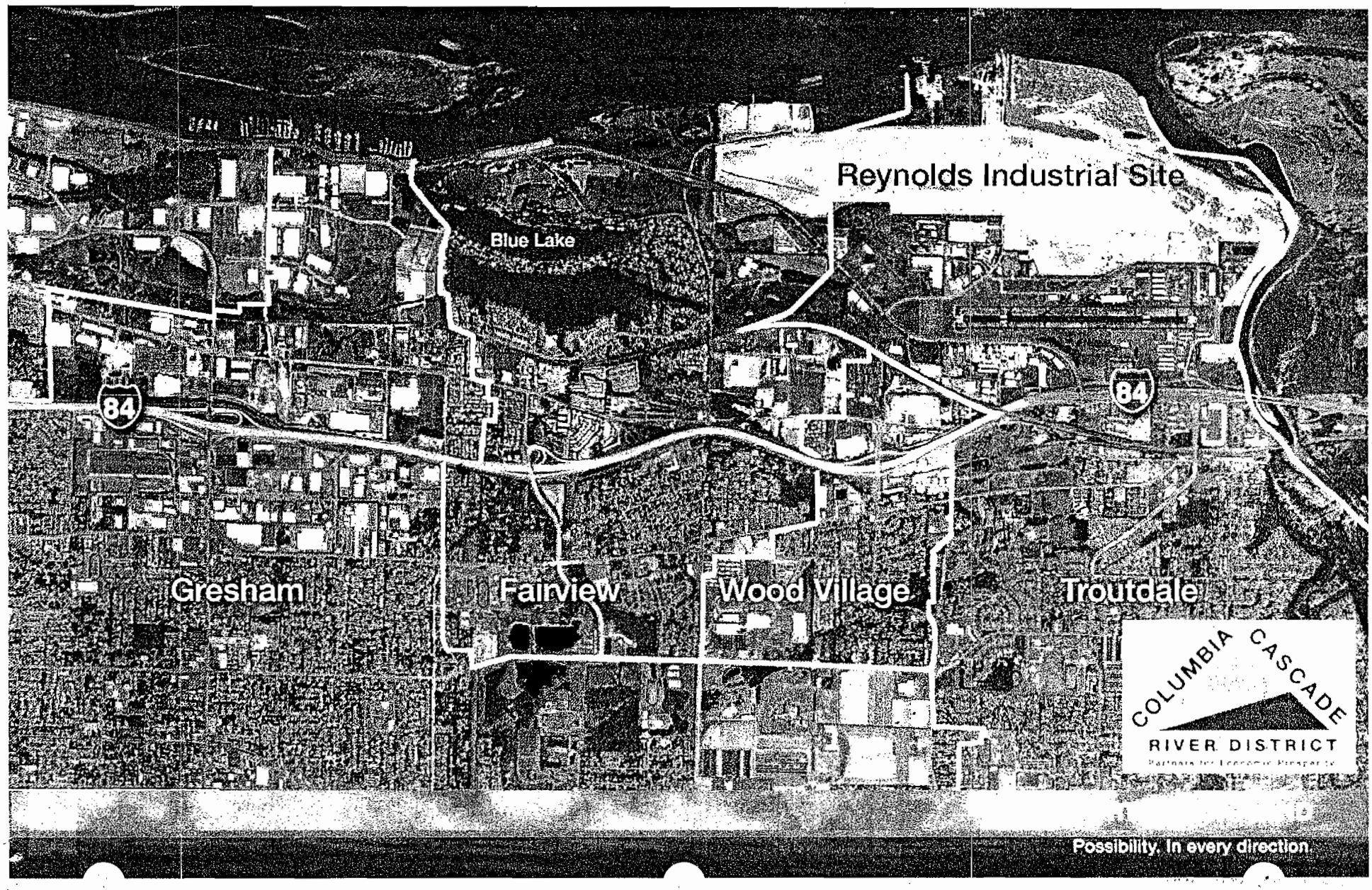
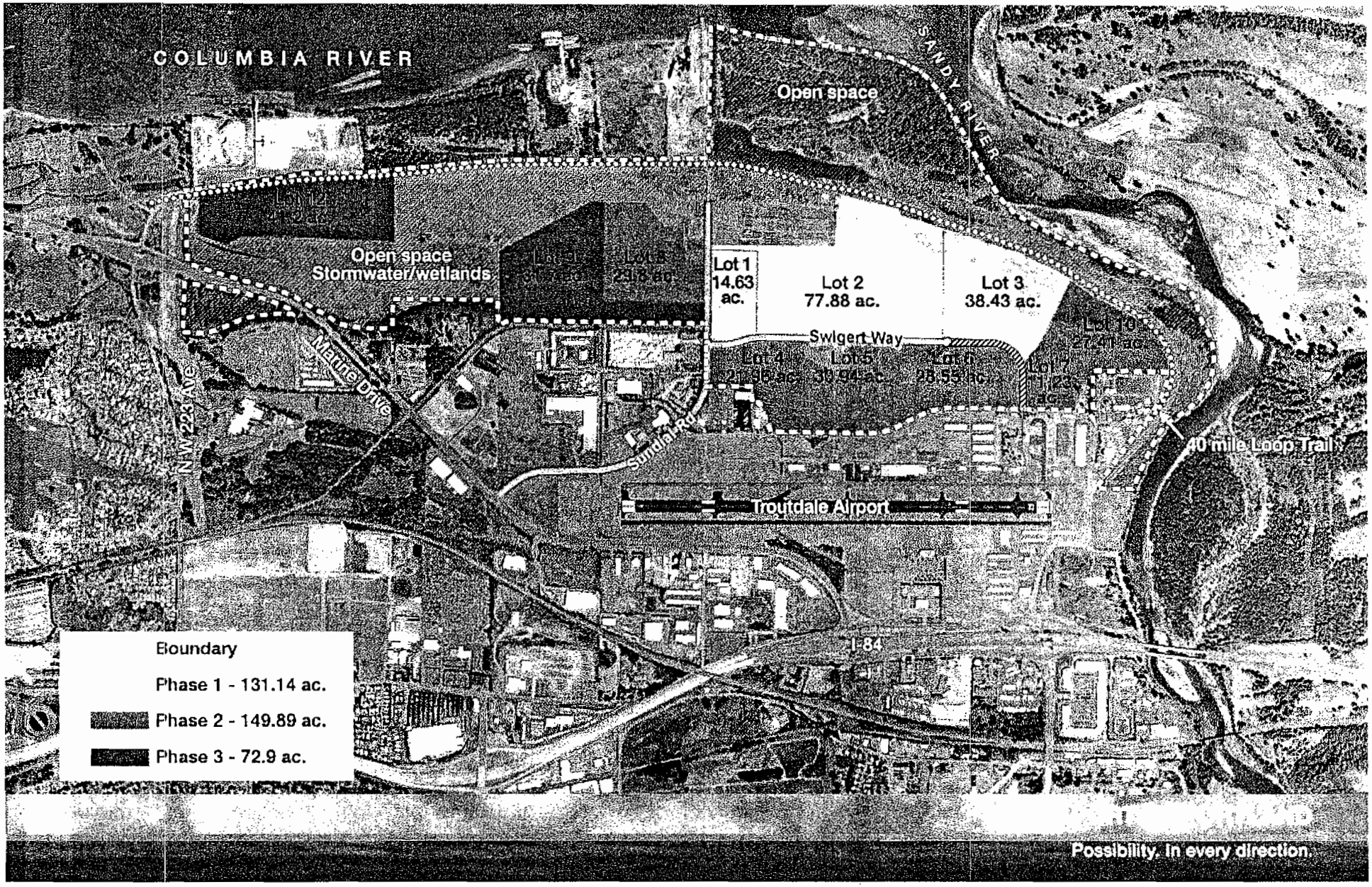
Road, Right of Way and Trail



Columbia Cascade River District (CCRD)



Troutdale Reynolds Industrial Park



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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2008-11 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE SUNDIAL ROAD AND SWIGERT WAY PROJECT	)))))	RESOLUTION NO. 08-3962 Introduced by Councilor Rex Burkholder

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve the MTIP and any subsequent amendments to add new projects to the MTIP; and

WHEREAS, the JPACT and the Metro Council approved the 2008-11 MTIP on August 16, 2007; and

WHEREAS, the Oregon Department of Transportation (ODOT) has awarded the City of Troutdale and Multnomah County $1,000,000 from the Immediate Opportunity Fund for Transportation improvements to Sundial Road and Swigert Way to access a new hub distribution facility in the region for Federal Express; and

WHEREAS, all federal transportation funds allocated in the Metropolitan Area must be included in the Regional Transportation Plan's financially constrained system and the MTIP financial plan; and

WHEREAS, these discretionary funds were not previously forecast to be available and therefore represent new funding within a financially constrained RTP and MTIP financial plan; and

WHEREAS, this change to programming for this project is not exempt by federal rule from the need for a conformity determination with the State Implementation Plan for air quality; and,

WHEREAS, an air quality conformity analysis demonstrates that the project will not affect the conformity status of the 2008-11 MTIP; and

WHEREAS, the change to programming for this project has been determined through inter-agency consultation have been determined in conformity with the State Implementation Plan for air quality; and

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to add the Sundial Road and Swigert Way project to the 2008-11 MTIP.

Draft

ADOPTED by the Metro Council this ___th day of July 2008.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Draft

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 08-3962, FOR THE PURPOSE OF AMENDING THE 2008-11 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE SUNDIAL ROAD AND SWIGERT WAY PROJECT

Date: June 19, 2008 Prepared by: Ted Leybold

BACKGROUND

The Immediate Opportunity Fund (IOF) supports primary economic development in Oregon through the construction and improvement of streets and roads. The 1987 Oregon Legislature created state funding for immediate economic opportunities with certain motor vehicle gas-tax increases.

Access to this fund is discretionary and the fund may only be used when other sources of financial support are unavailable or insufficient.

Oregon Department of Transportation (ODOT) has awarded the City of Troutdale and Multnomah County $1,000,000 from the Immediate Opportunity Fund for Transportation improvements to Sundial Road and Swigert Way to provide access to serve a new regional hub distribution facility for Federal Express.

The Joint Policy Advisory Committee on Transportation and the Metro Council must approve amendments to the MTIP. Transportation improvements to the Sundial Road and Swigert Way in Troutdale is proposed to receive funding through the Immediate Opportunity Fund.

The funds requested will help cover some costs associated with transportation improvements needed for access to the proposed facility. Primary access to the site will be via two driveways off of Sundial Road, which is currently a substandard two-lane road. The road is now classified as a major collector and is being widened to accommodate all design standards for this road classification. Swigert Way will provide access from Sundial Road into the distribution hub facility.

An air quality conformity analysis was completed on the proposed amendment and indicates that adding this project to the 2008-11 MTIP will result in any change in status to air quality conformity.

ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.

2. **Legal Antecedents** Amends the 2008-11 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 07-3825 on August 16, 2007 (For the Purpose of Approving the 2008-11 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).

3. **Anticipated Effects**

4. **Budget Impacts** None.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 08-3962.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE 2008 PORTLAND-MILWAUKIE LIGHT RAIL PROJECT LOCALLY PREFERRED ALTERNATIVE AND FINDING CONSISTENCY WITH THE METRO 2035 REGIONAL TRANSPORTATION PLAN	))))))	RESOLUTION NO. 08-3959 Introduced by Councilor Robert Liberty

WHEREAS, the corridor between Portland, Milwaukie and unincorporated Clackamas County has experienced rapid population and employment growth and this growth is expected to continue over the next twenty years, worsening traffic congestion and increasing the need for improved transportation options; and

WHEREAS, no build, river transit, commuter rail, busways, bus rapid transit, high occupancy vehicle lanes, high occupancy toll lanes and light rail transit have been analyzed since the early 1990's, culminating in the 2000 South Corridor Transit Alternatives Study and the 2002 South Corridor Supplemental Draft Environmental Impact Statement; and

WHEREAS, in 2003, in consultation with its local government partners, Metro Council adopted Resolution No. 03-3303, "For the Purpose of Amending the Locally Preferred Strategy for the South/North Corridor Project to Define a Two-Phased Major Transit Investment Strategy for the South Corridor," which established a Locally Preferred Alternative (LPA) light rail alignment between Portland and Milwaukie as Phase 2 (the "2003 South Corridor Decision"); and

WHEREAS, since the 2003 South Corridor Decision, interest has been expressed in providing a Phase 2 Portland-Milwaukie light rail alignment that would better serve the newly emerging South Waterfront development, an alignment that would have fewer impacts to the North Milwaukie Industrial Area and a southern terminus that would serve unincorporated Clackamas County south of the City of Milwaukie; and

WHEREAS, Metro in partnership with TriMet, the cities of Portland and Milwaukie, Clackamas and Multnomah Counties and the Oregon Department of Transportation, identified several alternative light rail alignments to the 2003 LPA to address concerns raised about the 2003 LPA alignment; and

WHEREAS, Metro, TriMet and the Federal Transit Administration completed a 2008 Portland-Milwaukie Light Rail Project Supplemental Draft Environmental Impact Statement (SDEIS) that includes analysis of a No-Build and Light Rail Alternative, which included the 2003 LPA as well as alignment options at the Willamette River Crossing, in the North Industrial Area of Milwaukie and at the southern terminus; and

WHEREAS, the 2008 SDEIS found that the Light Rail Alternative would have daily ridership of approximately 25,000 in 2030, reduce single occupant vehicle use, improve air quality and support local land use plans; and

WHEREAS, the 2008 SDEIS was provided to the public via Metro's web site and by libraries in the project area as well as to those who requested it by e-mail, telephone or in person; and

WHEREAS, a public 45-day comment period was provided between May 9, 2008 and June 23, 2008 and public comments were taken at four open houses, a public hearing, by mail, telephone, comment card and e-mail; and

WHEREAS, all public comment from the various sources was compiled in the Portland-Milwaukie Light Rail Project Public Comment Report (June 2008); and

WHEREAS, the Portland-Milwaukie Citizen Advisory Committee was formed in summer 2007 and met regularly, reviewing the project plans and the SDEIS, and the Committee has made recommendations concerning a 2008 Portland-Milwaukie LRT LPA; and

WHEREAS, the South Corridor Steering Committee, comprised of elected officials from affected jurisdictions along the alternative alignments and directors of TriMet and ODOT, have met regularly during the preparation of the 2008 SDEIS and have made recommendations concerning a LPA; and

WHEREAS, the Metro 2035 Regional Transportation Plan (RTP) Financially Constrained System includes Project number 10901, MAX light rail: South Corridor Phase 2: Portland to Milwaukie amendment; and

WHEREAS, Metro 2035 RTP Financially Constrained Project number 10901 describes an LRT alignment that connects Portland, North Macadam, OMSI, Brooklyn, Milwaukie and has a Park Avenue terminus which is consistent with the Portland-Milwaukie LRT LPA; and

WHEREAS, the South Corridor Phase II (PE) Portland to Milwaukie is in the Metropolitan Transportation Improvement Program (Metro no. 1149); and

WHEREAS, the refined Portland-Sherman Willamette River crossing would better serve existing and planned land uses in the South Waterfront area, would provide a short walk connection to the Portland Aerial Tram which serves over 10,000 jobs on Marquam Hill, would have fewer business impacts on the Central Eastside and is supported by area property owners; and

WHEREAS, the Tillamook Branch Alignment would have fewer business and traffic impacts, is less costly and is supported by the North Industrial Area businesses and the City of Milwaukie; and

WHEREAS, the Park Avenue Terminus would better serve Clackamas area commuters, would have greater ridership and would have fewer impacts on downtown Milwaukie; and

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

BE IT RESOLVED that Metro Council:

1. Adopts the Portland-Milwaukie Light Rail Locally Preferred Alternative as described in the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report, attached as Exhibit A to this resolution and that generally includes the following:
    a. A new Willamette River bridge for light rail, buses, streetcars, bicycles and pedestrians along a refined Porter-Sherman light rail alignment near

the southern boundary of OHSU South Waterfront campus on the west bank and near OMSI on the east bank; and

b. A Milwaukie light rail alignment that follows the Tillamook Branch alignment;

c. A southern terminus at Park Avenue.

2. Finds that the Portland-Milwaukie Light Rail Locally Preferred Alternative as described in Exhibit A is consistent with the Metro 2035 Regional Transportation Plan Financially Constrained System Project number 10901, MAX light rail: South Corridor Phase 2: Portland to Milwaukie amendment.
3. Directs Metro staff to work with TriMet, the Federal Transit Administration, the Oregon Department of Transportation, the City of Portland, the City of Milwaukie and Clackamas County to initiate Preliminary Engineering and the Final Environmental Impact Statement for the Portland-Milwaukie Light Rail Project.
4. Directs Metro staff to work with TriMet, the Oregon Department of Transportation, the City of Portland, the City of Milwaukie and Clackamas County on the work program considerations, including a shorter alignment with a terminus at Lake Road as a Minimum Operating Segment if project revenues and project costs can not be balanced for a Park Avenue terminus, as included in the Locally Preferred Alternative Report.

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

_____
David Bragdon, Council President

Approved as to Form:

_____
Daniel B. Cooper, Metro Attorney

Exhibit A to Res. No. 08-3959

Portland-Milwaukie Light Rail Project
Draft Locally Preferred Alternative Report

Recommendations of the South Corridor Steering Committee

June 26, 2008

Metro | *People places. Open spaces.*

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

TABLE OF CONTENTS

List Of Figures

1. SUMMARY

1.1 Report Purpose

This *Portland-Milwaukie Project Locally Preferred Alternative Report* presents the recommended implementation strategy and the Locally Preferred Alternative (LPA) for transit improvements in the Portland-Milwaukie Corridor. This Report documents the amendment to the 2003 LPA and defines the elements of the 2008 Portland-Milwaukie LPA. The LPA recommendation has been made based on information documented in the *Portland-Milwaukie Supplemental Draft Environmental Impact Statement* (SDEIS) (Metro: May 2008), public comment received, as well as other studies listed in section 5.1. The recommended LPA is shown in Figure 1.

1.2 Locally Preferred Alternative Recommendation

The recommended Portland-Milwaukie Light Rail Project Locally Preferred Alternative (LPA) is a light rail transit with alignment, terminus, stations, park-and-ride facilities, a new bridge for transit, bicycles and pedestrians across the Willamette River, and bus and streetcar elements as follows:

Alignment
- Connecting to the southern end of the new light rail mall alignment in downtown Portland with a SW Lincoln Street alignment.
- Refined SW Porter Street to SE Sherman Street Willamette River Crossing.
- Tillamook Branch Alignment south of Tacoma.

Terminus

- Park Avenue terminus

Light Rail Stations
Stations would include stops and shelters at: SW Lincoln Street/Harbor Drive, South Waterfront, Oregon Museum of Science and Industry (OMSI), SE Clinton Street, SE Rhine Street, SE Holgate Boulevard, SE Bybee Boulevard, SE Tacoma Street, SE Lake Road, and SE Park Avenue. A potential future station is planned at SE Harold Street.

Park-and-Ride
Park-and-ride facilities would be located at the Tacoma and Park Avenue stations. Both facilities would include 1,000 parking spaces.

Bus Improvements
The Portland-Milwaukie Light Rail Project LPA includes bus use of a transitway from SW 1st Avenue to approximately SE 8th Avenue and bus-related improvements at intersections and stations, including a new Bus Stop Shelter Area near the downtown Milwaukie (SE Lake Road) station.

Ruby Junction Maintenance Facility
The Portland-Milwaukie Light Rail Project LPA includes an expansion of the existing Ruby Junction Operations and Maintenance Facility to accommodate additional light rail vehicles associated with the operation of the Portland-Milwaukie Light Rail Project.

Future Streetcar Improvements

The Portland Streetcar, a distinct transit mode from light rail, could share some of the improvements made for light rail including the new Willamette River crossing, with light rail tracks also used by streetcars. Track connections would need to be made by a separate streetcar project plan and funding effort.

Project Finance Consideration

Securing local matching funds to complete the finance package has not yet been completed. If project revenues and project cost estimates cannot be balanced, a minimum operating segment (MOS) with a shorter alignment and a southern terminus at SE Lake Road could be pursued, consistent with the 2008 Portland-Milwaukie SDEIS.

A decision to proceed with a SE Lake Road minimum operating segment (MOS) will require prior Steering Committee consultation. Prior to making the decision on the MOS, the timing and specific level of the priority for the future SE Lake Road to SE Park Avenue segment would be addressed by the Project Steering Committee given required local match and the status of Small/New Starts program and ratings. The SE Lake Road to SE Park Avenue segment, if required, will remain a regional transit priority until constructed.

1.3 Next Steps

The LPA would include local approval to proceed with the following next steps:

- Submit FTA New Starts and Preliminary Engineering applications.
- Initiate a Final Environmental Impact Statement (FEIS).
- Clarify and reach agreement on the project elements that will be reduced, deferred or eliminated to reduce project costs by the time the FEIS is published.
- Undertake actions to finalize the capital and operating financial plan for the project by the time the FEIS is published.
- Resolve project issues identified during and after publication of the SDEIS.
- Conduct analysis with City of Portland by January 2009, to determine the optimal location of a single station to serve the RiverPlace and the South Auditorium areas.
- Control Project scope and cost. There will be consultation with the Steering Committee prior to major discretionary scope changes such as addition or deletion of stations, park and ride lots and bridge type.

Figure 1.1 Draft 2008 Locally Preferred Alternative

** Lake Road Minimum Operable Segment (MOS):*
A Lake Road MOS terminus would include a 275 space park and ride at Lake Road, and a 1250 space park and ride at Tacoma.

*** The Lincoln and Harbor Stations will be consolidated into a single station. The New Starts application will include the Lincoln Station.*

2. ALTERNATIVES CONSIDERED

The purpose of this section is to provide a brief description of how the previous 2003 South Corridor LPA decision was made and how it relates to the Light Rail Alternative and design options that were examined in the *Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement (SDEIS)* (Metro: May 2008). For a complete description of these alternatives, please see the *Portland-Milwaukie Light Rail Project SDEIS*, Chapter 2 Alternatives Considered and Appendix L, Background on Alternatives Development. Chapter 5 of this report describes the modes and alignments that have been studied in the corridor.

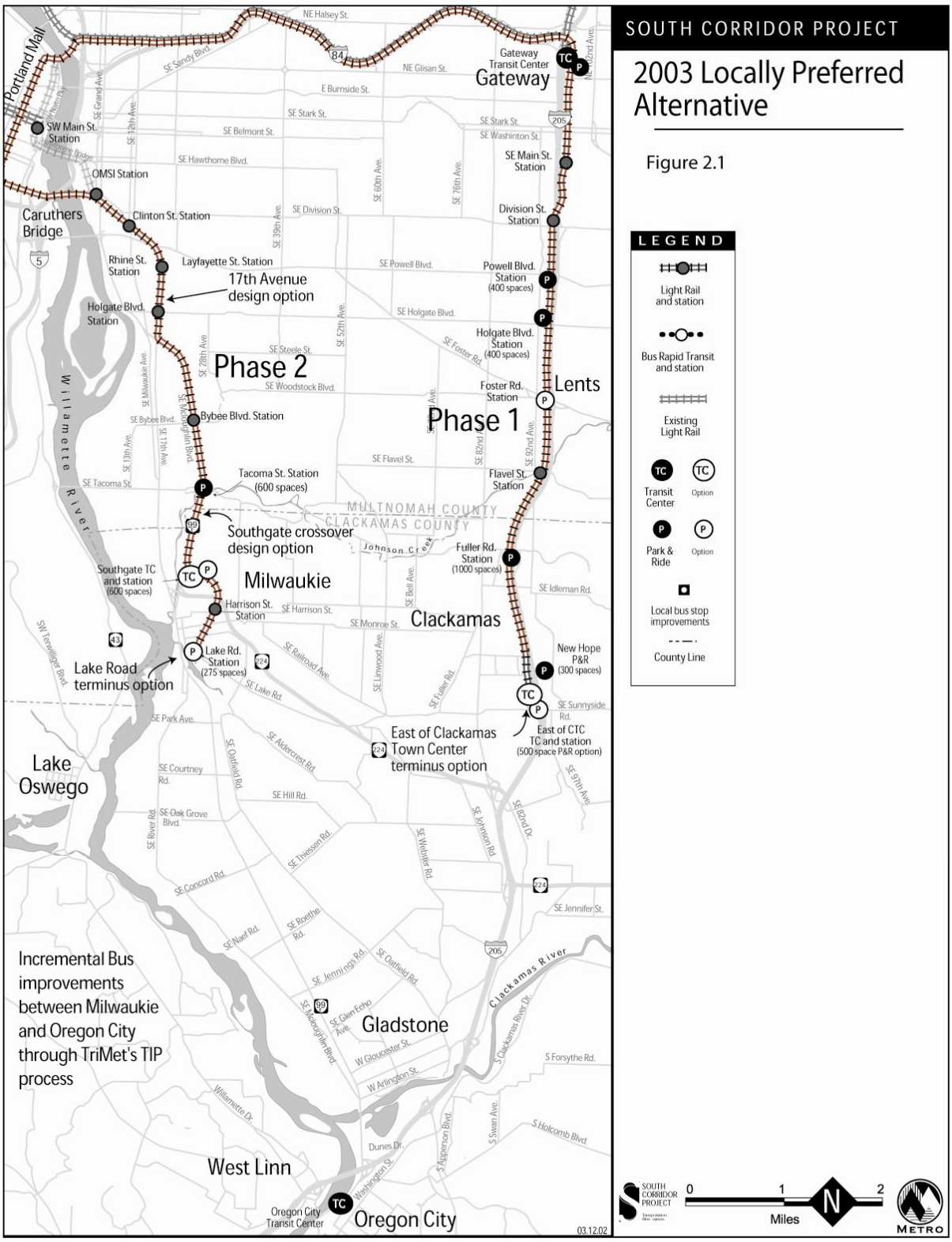
2.1 Portland-Milwaukie Light Rail Project Context in the South Corridor

On April 17, 2003, the Metro Council adopted a two-phased major transit investment strategy for the South Corridor (see Figure 2.1). Phase 1, the I-205/Portland Mall Light Rail Project, was selected as the Phase 1 Locally Preferred Alternative (LPA), to be followed by Phase 2, the Portland-Milwaukie Light Rail Project. The I-205/Portland Mall Light Rail Project was approved by the Federal Transit Administration (FTA) in a full funding grant agreement, with construction that commenced February 2007, with an opening scheduled for September 2009.

This LPA Report addresses Phase 2 of the South Corridor—the Portland-Milwaukie Light Rail Project.

In 2003, the project sponsors and Metro found that in the Portland-Milwaukie segment, the Light Rail Alternative was preferred over busway, bus rapid transit (BRT) and a No-Build Alternative because:

- **In 2020, Milwaukie Light Rail would have the highest number of transit trips in this segment** of any alternative, adding over 20,000 light rail trips in addition to I-205 light rail for a combined total of over 53,000 daily light rail trips in the South Corridor.
- **The Milwaukie Light Rail Alternative would provide the fastest travel time** of any of the Alternatives between Milwaukie and downtown Portland.
- **Light rail station areas would provide excellent opportunities for transit oriented development** in southeast Portland and in downtown Milwaukie.
- **Milwaukie Light Rail would provide better neighborhood transit service** than the BRT or Busway Alternatives, by providing accessible, high-capacity transit service to southeast Portland neighborhoods, Milwaukie and downtown Portland.
- **The Milwaukie Light Rail Alternative generated significant community support** in Milwaukie, southeast Portland and downtown Portland.
- **The Milwaukie Light Rail Alternative would have fewer environmental and displacement impacts** than the Busway Alternative.
- **Milwaukie Light Rail would be compatible with and would augment the regional light rail transit system** offering direct service to downtown Portland, the Rose Quarter and north Portland as well as easy transfers to the Blue and Red Lines between Hillsboro, downtown Gresham and the Portland Airport.



Note:
This figure shows the 2003 South Corridor LPA which, for the Portland-Milwaukie Corridor (Phase 2), is superseded by the 2008 LPA.

2.2 2008 Portland-Milwaukie Project SDEIS Alternatives

The 2008 SDEIS Light Rail Alternative was developed in response to modifications to the 2003 LPA proposed by citizens and local governments. These modifications were based on:

- A 2003 LPA work program element directing that options to the LPA alignment in the vicinity of the Milwaukie North Industrial area be investigated in order to mitigate impacts to businesses on SE McLoughlin Boulevard. This resulted in the creation of the Milwaukie Working Group that recommended the Tillamook Branch alignment design option in 2004 to the Milwaukie City Council.
- Demand for park-and-ride in the South Corridor.
- Interest by the City of Milwaukie and Clackamas County in a more southerly terminus outside downtown Milwaukie to serve light rail riders and park-and-riders further to the south and to maximize the quality and availability of downtown Milwaukie real estate for mixed-use, moderate density redevelopment.
- Substantial development in the South Waterfront area including a new Oregon Health & Science University (OHSU) building and plans for a future campus that include additional medical-related research and health facilities; an estimated increase in employment of over 10,000; ten planned new residential towers for 5,000 residents; and a need to have light rail be a part of an improved transportation system for the area.
- Completion of the Portland Aerial Tram and the desire for a closer connection between the tram and light rail.

Accordingly, starting in 2006 the Refinement Phase for the Portland-Milwaukie project examined and the Steering Committee narrowed alignment options in and south of Milwaukie and for the Willamette River crossing. As a result, Willamette River crossing alignment options, a Tillamook Branch alignment option and alignment options with a 0.84 mile extension of the southern terminus to SE Park Avenue were included in a 2008 Portland-Milwaukie SDEIS as part of the Light Rail Alternative. A No-Build Alternative was also included.

2.2.1 Portland-Milwaukie Light Rail Alternative

In 2008, the SDEIS Light Rail Alternative, including alignment and design options, included:

- **2003 LPA** from the Portland Mall to SE Lake Road in Milwaukie, with approximately 6.4 miles of light rail, 11 stations, and a new bridge across the Willamette River joining OMSI and RiverPlace.

- **Willamette River crossing options** between the South Waterfront District and southeast Portland, with four new alignment options in addition to the 2003 LPA river crossing, plus options for bridge height, bridge type, and whether the bridge would accommodate buses in addition to light rail, streetcar, bicycles and pedestrians.

- **Tillamook Branch Line**, an alignment option in the Milwaukie North Industrial Area that would transition to an alignment along the existing Tillamook Branch Railroad Line just south of the Tacoma Station and would include the extension to SE Park Avenue.

- **Extension to SE Park Avenue**, an alignment terminus option that would extend light rail approximately 0.84 mile from SE Lake Road to SE Park Avenue, add up to two stations, and provide additional park-and-ride capacity at SE Park Avenue.

Other localized options included:

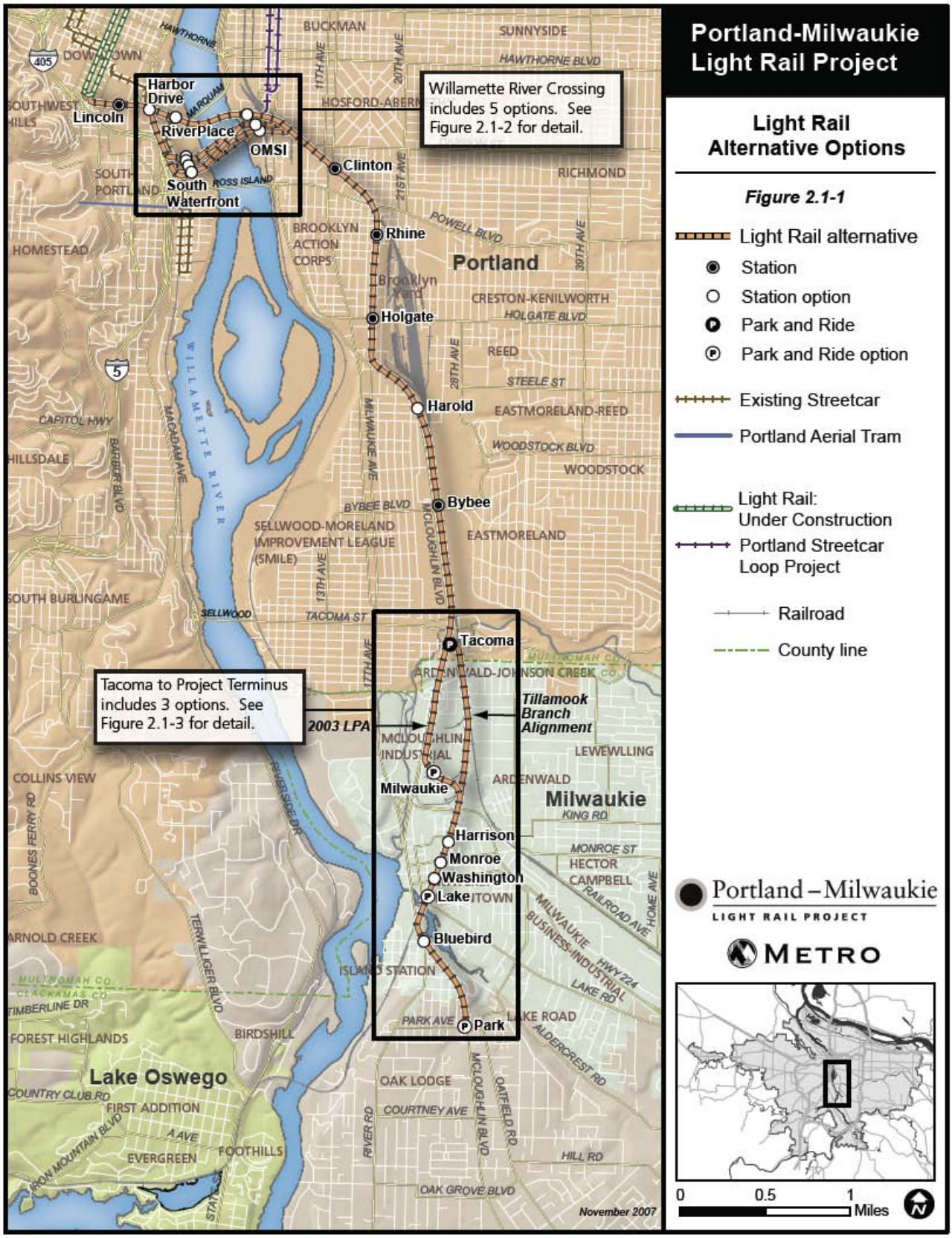
- SE Harold Street Station, an additional station in southeast Portland between the Bybee and Holgate Stations.
- Washington and Monroe Station options in downtown Milwaukie, in addition to the station at SE Harrison Street that was identified in the 2003 LPA.
- Options for elevated or at-grade crossings of the Oregon Pacific Railway (OPR) Line east of the Willamette River and across SE McLoughlin Boulevard south of downtown Milwaukie.
- Expansion of the Ruby Junction Operating and Maintenance Facility.

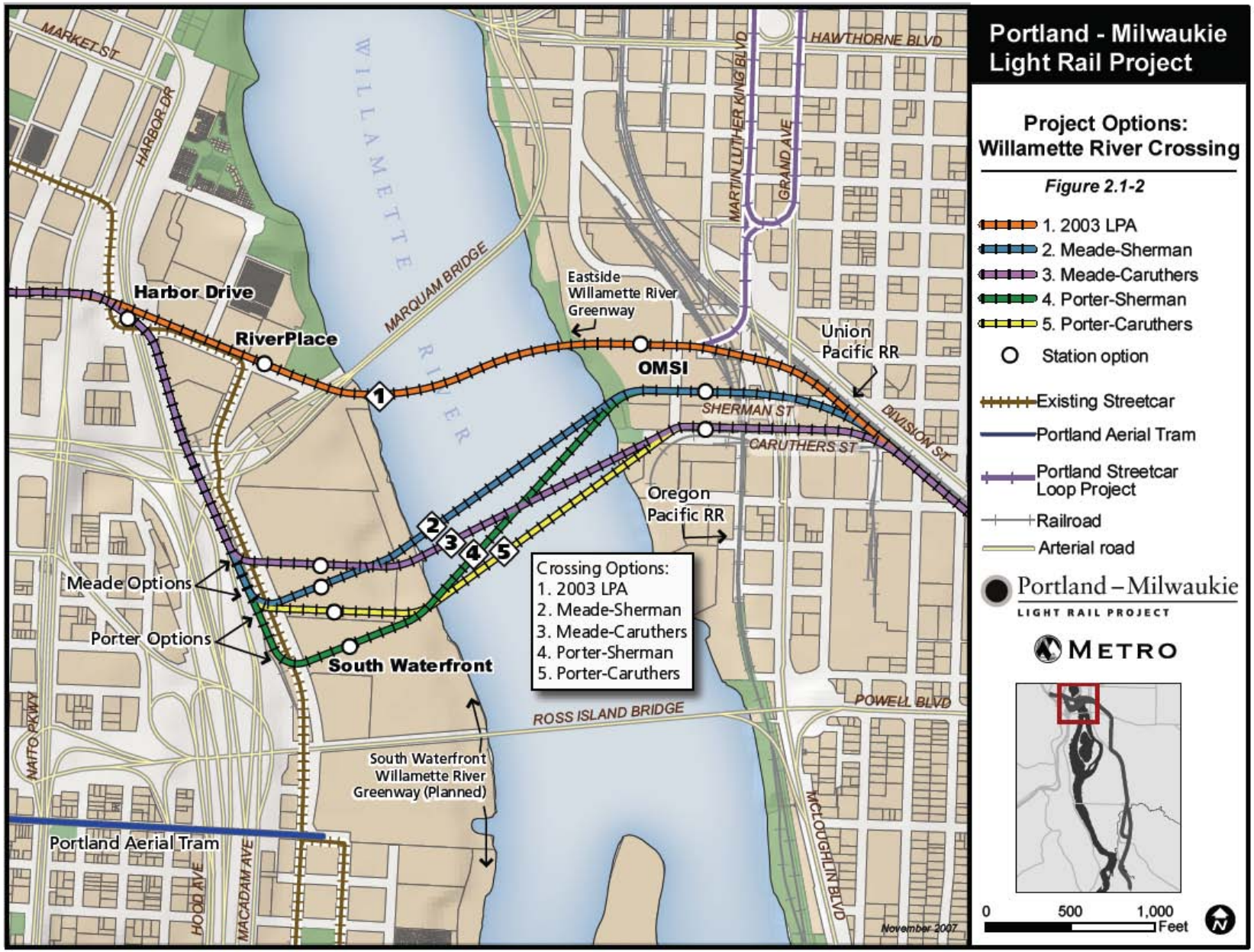
The analysis of the Light Rail Alternative was based on comparing the 2003 LPA to the alignment and design options, and each design and alignment option was combined with the 2003 LPA for analysis. For example, the Tillamook Branch Line option was combined with the 2003 LPA river crossing, and the Willamette River crossing options were combined with the 2003 LPA terminus at SE Lake Road. Figures 2.1-1 through 2.1-3 illustrate the alignment options evaluated in the Portland-Milwaukie SDEIS.

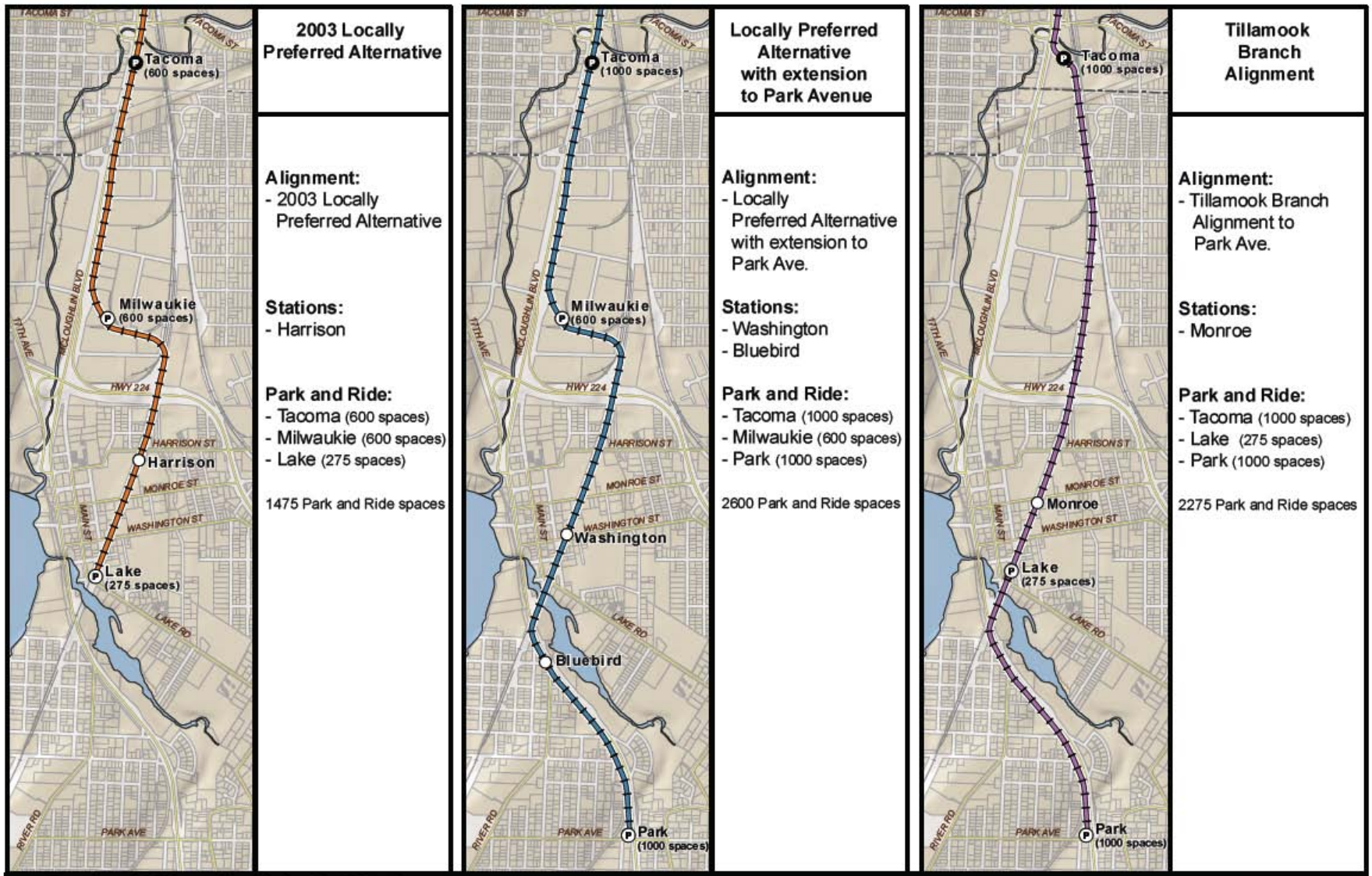
2.2.2 No-Build Alternative

The **No-Build Alternative** is required under NEPA and represents future conditions without the Portland-Milwaukie Light Rail Project. The No-Build Alternative represents both a possible outcome of the process and a reference point to gauge the benefits, costs, and impacts of the Light Rail Alternative.

The No-Build Alternative includes assumptions about future growth in population and employment in the region and in the project corridor through the year 2030, and the regional transportation system with the committed transportation investments that would occur with or without the Portland-Milwaukie Light Rail Project. The No-Build Alternative roadway improvements are projects in the corridor that are currently planned and for which a source of funding has been identified. They are the projects listed in the “financially constrained” project list of the 2004 Regional Transportation Plan, the currently adopted transportation plan for the region. Transit service would increase at a rate of 0.5% a year. See Table 2.1-1 of the SDEIS for a summary of the transit and roadway improvements included in the No-Build Alternative


Portland-Milwaukie Light Rail Project
Light Rail Alternative Options
Figure 2.1-1
Light Rail alternative
Station
Station option
Park and Ride
Park and Ride option
Existing Streetcar
Portland Aerial Tram
Light Rail: Under Construction
Portland Streetcar Loop Project
Railroad
County line
Willamette River Crossing includes 5 options. See Figure 2.1-2 for detail.
Tacoma to Project Terminus includes 3 options. See Figure 2.1-3 for detail.
2003 LPA
Tillamook Branch Alignment
Harbor Drive
Lincoln
RiverPlace
OMSI
South Waterfront
Clinton
Rhine
Holgate
Harold
Bybee
Tacoma
Milwaukie
Harrison
Monroe
Washington
Lake
Bluebird
Park
Portland
Milwaukie
Lake Oswego
Portland – Milwaukie
LIGHT RAIL PROJECT
METRO
0 0.5 1 Miles
November 2007


Portland - Milwaukie Light Rail Project
Project Options: Willamette River Crossing
Figure 2.1-2
1. 2003 LPA
2. Meade-Sherman
3. Meade-Caruthers
4. Porter-Sherman
5. Porter-Caruthers
Station option
Existing Streetcar
Portland Aerial Tram
Portland Streetcar Loop Project
Railroad
Arterial road
Portland – Milwaukie LIGHT RAIL PROJECT
METRO
0 500 1,000 Feet
November 2007
Harbor Drive
RiverPlace
Eastside Willamette River Greenway
OMSI
Union Pacific RR
Oregon Pacific RR
Meade Options
Porter Options
South Waterfront
Crossing Options:
1. 2003 LPA
2. Meade-Sherman
3. Meade-Caruthers
4. Porter-Sherman
5. Porter-Caruthers
South Waterfront Willamette River Greenway (Planned)
Portland Aerial Tram
WILLAMETTE RIVER
MARQUAM BRIDGE
ROSS ISLAND BRIDGE
MARKET ST
HARBOR DR
HAWTHORNE BLVD
MARTIN LUTHER KING BLVD
GRAND AVE
SHERMAN ST
CARUTHERS ST
DIVISION ST
POWELL BLVD
NAITO PKWY
HOOD AVE
MACADAM AVE
McLOUGHLIN BLVD


2003 Locally Preferred Alternative
Alignment:
- 2003 Locally Preferred Alternative
Stations:
- Harrison
Park and Ride:
- Tacoma (600 spaces)
- Milwaukie (600 spaces)
- Lake (275 spaces)
1475 Park and Ride spaces
Locally Preferred Alternative with extension to Park Avenue
Alignment:
- Locally Preferred Alternative with extension to Park Ave.
Stations:
- Washington
- Bluebird
Park and Ride:
- Tacoma (1000 spaces)
- Milwaukie (600 spaces)
- Park (1000 spaces)
2600 Park and Ride spaces
Tillamook Branch Alignment
Alignment:
- Tillamook Branch Alignment to Park Ave.
Stations:
- Monroe
Park and Ride:
- Tacoma (1000 spaces)
- Lake (275 spaces)
- Park (1000 spaces)
2275 Park and Ride spaces
Tacoma (600 spaces)
Tacoma (1000 spaces)
Milwaukie (600 spaces)
Harrison
Washington
Monroe
Bluebird
Lake (275 spaces)
Park (1000 spaces)
TACOMA ST
17TH AVE
MCLOUGHLIN BLVD
HWY 224
HARRISON ST
MONROE ST
WASHINGTON ST
MAIN ST
LAKE RD
RIVER RD
PARK AVE
Portland-Milwaukie Light Rail Project
Figure 2.1-3
Project Options: Tacoma to Project Terminus
Light Rail alternative
Station
Station option
Park and Ride
Park and Ride option
Railroad
County line
0
0.25
0.5
Miles
N
November 2007

3. PUBLIC OUTREACH AND INVOLVEMENT

3.1 Portland-Milwaukie SDEIS Distribution and Public Comment

The *Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement* was distributed on May 1, 2008, and notice of availability was published in the *Federal Register* on May 9, 2008. This document was also circulated and discussed at four community open houses (May 21, 22, 27, and 28, 2008). The 45-day local public comment period ends at noon, June 23, 2008 and has included numerous neighborhood meetings and a public hearing on June 9, 2008. The South Corridor Steering Committee made the initial recommendation for the Locally Preferred Alternative (LPA) for the Portland-Milwaukie Light Rail Project. This *Portland-Milwaukie Project Locally Preferred Alternative Report* documents the amendment to the 2003 LPA and defines the elements of the 2008 Portland-Milwaukie LPA.

3.2 Portland-Milwaukie LPA Decision Process

The South Corridor Steering Committee considers the LPA recommendation on June 26, 2008. It will then be considered by local jurisdictions, ODOT and TriMet, the Joint Policy Advisory Committee on Transportation (JPACT) and by the Metro Council (See Figure 1.4-1). The final LPA decision will be made by the Metro Council after consideration of:

- Public comments on the Portland-Milwaukie SDEIS made during the public hearings and as documented in the *Portland-Milwaukie Project Public Comment Report* (Metro, June 2008).

- Data and analysis included in the *Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement.*

- Consistency with the study Purpose and Need and the project's adopted goals and objectives.

- Consideration of recommendations from the following committees and jurisdictions on the following dates:

Portland-Milwaukie Citizen Advisory Committee	June 12
City of Oregon City Commission	July 2
TriMet Board of Directors	July 9
Multnomah County Board of Commissioners	July 10
Joint Policy Advisory Committee on Transportation	July 10
Milwaukie City Council	July 14, 15
City of Portland Council	July 17
Clackamas County Board of Commissioners	July 17
Metro Council	July 24

The recommendations and resolutions adopted by the committees and jurisdictions listed above will be contained in Appendix B of the Metro Council's Final LPA Recommendation.

Figure 3.1 Locally Preferred Alternative Adoption Process and Schedule

4. LOCALLY PREFERRED ALTERNATIVE DESCRIPTION AND RATIONALE

The recommended locally preferred alternative is a Light Rail transit project that would extend the light rail that is currently under construction on the Portland Transit Mall to a terminus at SE Park Avenue in Clackamas County. The LPA is based on the 2003 LPA and the options analyzed in the SDEIS. Specific elements of the LPA are discussed below. Figure 4.1 illustrates the Portland-Milwaukie LPA.

4.1. Willamette River Crossing Alignment: Refined Porter-Sherman

A. Location

From the terminus of the Portland Mall Light Rail alignment located between SW 5th and SW 6th Avenues at SW Jackson Street in downtown Portland, light rail alignment would be extended east crossing SW 5th Avenue and the I-405 on-ramp and would continue east in the center of SW Lincoln Street, then cross SW 1st Avenue and through to SW Naito Parkway in the location of a currently existing building. Proceeding east and crossing SW Naito Parkway, the light rail alignment would turn south on the east side of SW Naito Parkway. The light rail would proceed over SW Harbor Drive on a structure and under the I-5/I-405 elevated roadways on a structure and continue south along the east side of SW Moody Avenue to an intersection of SW Moody Avenue and a future SW Porter Avenue in an alignment proximate to the southern edge of the OHSU campus. The light rail would then turn east and cross the Willamette River on a modified Porter-Sherman alignment to a point on the east side of the Willamette River at SE Sherman Street, just north of the Portland Opera building.

B. Alignment Options Considered

The following alignment options were considered for the Willamette River crossing. Additional alignments were considered in the refinement phase and were narrowed by the Steering Committee to the alignments listed below.

- 2003 LPA (SW RiverPlace to south OMSI parking lot)
- SW Meade to SE Sherman
- SW Meade to SE Caruthers
- SW Porter to SE Sherman
- SW Porter to SE Caruthers

C. Rationale for Selection

The City of Portland convened the Willamette River Partnership, a committee of local property owners, businesses and agencies in the vicinity of the proposed bridge crossings. The committee was charged with coordinating private development plans and investments with City utility, street and park improvements and the light rail project. After a series of meetings, they recommended a refined Porter-Sherman crossing described in “A”, above. All the more southerly river crossing design options (Meade and Porter on the west bank and Sherman and Caruthers on the east bank) share similar advantages over the 2003 LPA river crossing alignment.

Figure 4.1 Draft 2008 Locally Preferred Alternative

** Lake Road Minimum Operable Segment (MOS):*
A Lake Road MOS terminus would include a 275 space park and ride at Lake Road, and a 1250 space park and ride at Tacoma.

*** The Lincoln and Harbor Stations will be consolidated into a single station. The New Starts application will include the Lincoln Station.*

The refined Porter-Sherman crossing compared to the 2003 LPA would:

- Serve almost 3,000 more residents and more than 4,000 additional employees.
- Add 1,200 to 1,400 light rail trips a day between downtown Portland and Milwaukie or Oak Grove.
- Reduce total transit travel time to South Waterfront by 5 minutes (23 minutes compared to the No-Build).
- Have fewer noise impacts and would impact one less park.
- Be more likely to serve as a catalyst for development in the area.
- Provide substantive travel time benefits for buses, with over 13,000 riders gaining benefits.

In addition, the refined Porter-Sherman crossing would have several additional advantages not shared by all of the other southerly crossing options. It would:

- Avoid the greater business and property impacts required by the Meade-Caruthers or Porter-Caruthers options.
- Be compatible with the OHSU and OMSI master plans.
- Be more compatible with the South Waterfront Willamette River Greenway Plans for natural habitat area between SW Porter Street and the Marquam bridge.
- Offer a short walk connection to the Portland Aerial Tram, which provides access to more than 10,000 jobs on Marquam Hill.

D. Issues to be Addressed by Staff

The following issues will need to be further addressed

- Final bridge height, and bridge type (including number and size of in-water piers).
- Coordination with City of Portland on Willamette Greenway plan modifications.
- In-water and riparian habitat avoidance, mitigation and enhancement measures.
- Amount, extent, timing, cost and light rail Project cost burden for an elevated alignment in the South Waterfront area.

4.2 Preferred Light Rail Alignment: Tillamook Branch to Park

A. Location

The locally preferred alternative includes the Tillamook alignment in the Milwaukie North Industrial Area and a terminus at SE Park Avenue. From SE 8th Avenue to SE Tacoma Street the alignment is the same as the LPA adopted in 2003. On the east side of the river, following along the west/south side of the Union Pacific Railroad (UPRR), the light rail alignment would cross SE Powell Boulevard and go south along SE 17th Avenue to SE McLoughlin Blvd. The alignment would then continue south between SE McLoughlin Boulevard and the UPRR tracks to SE Tacoma Street.

At SE Tacoma Street the preferred Tillamook alignment would proceed south about 300 feet and then turn southeast. The Tacoma Street Station would be located south of Johnson Creek and a 1,000 space parking structure would be located at this site. The alignment would cross under the Springwater corridor bridge then be elevated to just north of Highway 224. The alignment would cross under Highway 224 and then run south along the west side of the Tillamook Branch railroad right-of-way to SE Lake Road. The light

rail would cross over SE McLoughlin Boulevard on a grade-separated structure and proceed south along the west side of SE McLoughlin Boulevard to SE Park Avenue.

B. Alignment Options Considered

The following alignment options were considered for the portion of the light rail alignment between SE Tacoma Street and SE Park Avenue:

- The 2003 LPA alignment along SE McLoughlin Boulevard and SE Main Street through the Milwaukie North Industrial Area with southern terminus at SE Lake Road.
- 2003 LPA alignment as described above with a southern terminus at SE Park Avenue.
- The Tillamook Branch Alignment with the extension to SE Park Avenue.

C. Rationale

Tillamook Branch Alignment. Compared to the 2003 LPA or the 2003 LPA to SE Park Avenue, this option would:

- Require fewer impacts to traffic and freight access for businesses in the Milwaukie North Industrial Area.
- Result in fewer acquisitions and displacements of North Industrial Area businesses.
- Reduce light rail travel time by one minute along the length of the segment.
- Cost less to construct (approximately $39 million).
- Avoid adverse impacts to the historic ODOT building and grounds on SE McLoughlin Boulevard.
- Have support of the businesses in the North Industrial Area and is similar to the Milwaukie Working Group Recommendation from the 2004 process.
- Avoid traffic impacts at SE Ochoco and SE Milport Streets.

Park Terminus. The SE Park Avenue terminus is preferred, although funding is not assured. While substantial efforts will be made to find sufficient funds to construct to Park Avenue, a minimum operating segment (MOS) to Lake Rd is also indicated. Compared to the Lake Road terminus, the Park Avenue terminus would:

- Increase the number of people using transit to get to downtown Portland.
- Put up to 1,600 more households and approximately 1,250 jobs within a ½ mile walk of the light rail system.
- Reach more commuters in north Clackamas County by maximizing park-and-ride opportunities with 1,000 more spaces.
- Increase ridership by over 2,000 rides each day.
- Would intercept significant park-and-ride trips south of downtown Milwaukie before it reaches the Milwaukie Town Center.
- Avoid impacts of a park-and-ride in downtown Milwaukie.

D. Issues to be Addressed by Staff

With the SE Park Avenue terminus, the following issues would need to be addressed:

- Developing cost reduction strategies that will allow for the extension to SE Park Avenue terminus.
- Developing capital and operating finance plan for the SE Park Avenue terminus.
- Addressing the additional noise and vibration impacts.
- Mitigating the potential impacts to two additional parks.

4.3 Locally Preferred Alternative Light Rail Stations: Portland

A. Location

The recommended Locally Preferred Alternative includes stations at the following locations:

- Lincoln/Harbor
- South Waterfront
- OMSI
- Clinton
- Rhine
- Holgate
- Bybee
- Tacoma

The station at Tacoma includes a structured park-and-ride with 1,000 spaces.

B. Options Considered

The following station locations were considered based on the 2003 LPA, findings of the *Refinement Report* (Metro 2007) and recommendations of the Willamette River Partnership, and the project Steering Committee:

- Lincoln
- Harbor Drive
- RiverPlace
- South Waterfront
- OMSI
- Clinton
- Rhine (formerly Lafayette)
- Holgate
- Harold (studied as an optional station)
- Bybee
- Tacoma

C. Rationale

The station locations selected in Portland are based on the adopted 2003 LPA, except as follows:

- The Lincoln Station was relocated from the 2003 LPA location on SE Harrison Street because the light rail alignment was relocated to SE Lincoln Street because the Portland Streetcar has been constructed on SE Harrison Street.
- The selection of the revised Porter-Sherman Willamette River crossing alignment precludes a station at RiverPlace. The Harbor Station, which was intended to serve RiverPlace, is discussed below.
- A station option at SE Harold Street was studied the SDEIS, though it was not included in the 2003 LPA. It is also discussed below.

4.3.1 Lincoln and Harbor Stations

A. Location.

The Lincoln Station studied in the SDEIS would be located in the South Auditorium District on SW Lincoln Street between SW 4th and SW 1st Avenue. The Harbor Station studied would be located over SW Harbor Drive and SW Moody Street in SW Portland near RiverPlace. Because of topography and light rail alignment grade considerations, the Harbor Station would be required to be an elevated station. The location of these two stations will be reexamined prior to January 2009.

B. Reasons to Consolidate Lincoln and Harbor Stations

The Harbor Station was preliminarily evaluated and is recommend to be consolidated with the Lincoln Station in the 2008 LPA because:

- Ridership to and from the Harbor station is estimated to be among the lowest of any station (900-1,200 boardings per day).
- The delay to each trip due to an additional stop reduces overall ridership, reduces the transit user benefits, and negatively affects the cost effectiveness to a significant degree—17,000 light rail riders and 21,000 bus riders daily would pass through Harbor Station and be slowed by 30-60 seconds if there were an additional stop.
- 70 percent of the riders at the Harbor Station would be transfers.
- The Lincoln Street station would be only 500-800 feet from the Harbor station.
- Most trips are within walk access to another station and have access to streetcar that will serve OHSU and OMSI as well as downtown.
- The cost of the Harbor Station, elevated 35 feet above SW Harbor Drive, ($17 million) would be substantially more than other at-grade stations.
-
- An elevated station would require property from PDC redevelopment parcels.
- An elevated station would require steps, a ramp and possibly an elevator, which would make it less convenient for passengers than at-grade stations.

C. Consideration

Prior to January 2009, the project will reexamine the Lincoln and Harbor stations and identify a single station location that optimizes ridership, is fiscally responsible and serves the RiverPlace and the South Auditorium areas.

4.3.2 Harold Station

Examination of the potential for a future Harold Street station is identified as a future work element. See Chapter 6 Future Work Program for additional detail.

A. Location

The Harold Street Station would be located between SE Harold Street and SE Ellis Streets on the east side of SE McLoughlin Boulevard in SE Portland.

B. Reasons Not to Advance

The Harold Street Station was not recommended to be included in the 2008 LPA:

- Low ridership (1,400 boardings per day even with a pedestrian bridge that would provide access to neighborhoods to the east) compared with other stations.

- Most of the station area is within ½ mile of either Bybee or Holgate Stations.
- Most riders could be served by the existing #19 Woodstock or other routes that will benefit from using the new Willamette River bridge, which will increase reliability and decrease bus travel times
- 19,000 daily light rail riders traveling through the station would experience a 30 to 60 second delay, thereby reducing the cost effectiveness of the Project.
- Harold Station would be considered as a future station with track offsets designed to accommodate a station.

C. Considerations

Current land uses and zoning do not adequately support a Harold Station at this time. A Harold Street Station would benefit by having a multi-use bridge over the railroad tracks at SE Reedway Street to connect the Reed neighborhood and Reed College. The cost of the bridge is estimated at $6-8 million.

D. Future Evaluation

The Harold Station is considered a future station with track offsets and infrastructure designed to accommodate a future station. Reasonable accommodations will be made for infrastructure requirements, which may include signal communication handholes, manholes, casings and conduits for utility feeds to the track, during design and construction.

As part of PE and future area planning processes conducted in coordination with the City of Portland, evaluate ridership, cost effectiveness, alternative funding sources, land use, zoning, infrastructure and bus routing options that would support a future Harold Station.

4.4 Locally Preferred Alternative Light Rail Stations: Milwaukie and Clackamas County

The preferred locations for stations are at Lake Road in Milwaukie and at SE Park Avenue in the Oak Grove neighborhood of Clackamas County.

4.4.1 Preferred Milwaukie Station: Lake Road

A. Location

The station is located on the north side of SE Lake Road, south of SE Adams and west of SE 21st Avenue adjacent to the railroad tracks in the downtown Milwaukie.

B. Alternatives Considered

Stations at SE Harrison Street, SE Monroe Street, SE Washington Street and SE Lake Road were studied in the 2008 SDEIS. A park-and-ride with 275 spaces was studied in the SDEIS. This option is discussed in section 4.5.1 below.

A station and park-and-ride at the former Southgate Theatre site was included in the 2003 LPA, and studied as part of 2003 LPA alternative in the SDEIS. A station at Bluebird was studied as an option with the extension to SE Park Avenue.

C. Rationale

Under the Park Avenue terminus option, one station in downtown Milwaukie is recommended.

A single station at SE Lake Road is preferred because it:

- Is the closest of the four stations studied, to Main Street, the retail spine of downtown Milwaukie.
- Encourages the greatest possible use of Main Street, helping to activate the entire length of the street with pedestrian activity compared with the other station alternatives in downtown Milwaukie.
- Provides downtown Milwaukie with the anchor the Downtown Plan suggests is necessary for strengthening Main Street.
- Supports the City of Milwaukie's plans for redevelopment.
- Will be highly convenient to the Milwaukie High School.
- Has community support and was recommended by the Milwaukie City Council.

Selection of a Tillamook Branch alignment in the North Industrial Area precludes the station and park-and-ride at the former Southgate Theatre site.

4.4.2 Bluebird Station

A. Location

The SE Bluebird Street Station would be located just north of SE Bluebird Street, on the east side of SE 22nd Avenue and along SE McLoughlin Boulevard in the City of Milwaukie.

B. Reasons Not to Advance

The Bluebird Station was not recommended to be included in the 2008 LPA or advance to the 2008 FEIS because:

- The station would need to be elevated and station construction costs and visual impact would be substantially greater than at-grade stations.
- The light rail ridership would be significantly lower than other stations along the light rail line (the Bluebird station is estimated to have only about 1,400 boardings and alightings daily compared with the station median of 2,748)
- The real estate potential of the surrounding area is very limited because of existing zoning and land uses.
- There are existing commercial uses that would have to be acquired and displaced at the site.

4.4.3 Lake Road Park-and-Ride

A. Location

A park-and-ride facility for the Lake Road Station located at SE Lake Road and SE Washington Street in downtown Milwaukie was evaluated in the SDEIS. It is not recommended to be included in the LPA.

B. Reasons Not to Advance

The Lake Road park-and-ride facility is not recommended to be included in the 2008 LPA for the Project to SE Park Avenue. It is included in a Minimum Operating Segment (MOS), which is discussed below. The reasons for the recommendation include:

- The park-and-ride would not conform to the City of Milwaukie's guidelines for parking within the downtown area.
- The extension to Park would provide a location further south for many park-and-ride trips and would bring less traffic into downtown Milwaukie.
- This 275 space structured park-and-ride lot would be difficult to construct next to Kellogg Creek and would be expensive ($17 million).
- If an MOS with a Lake terminus is constructed, this park-and-ride would be needed in order to serve the southern portion of the alignment and to provide sufficient park-and-ride for the project.

4.5 Minimum Operating Segment: Lake Road

Final cost estimates and finance plans have not yet been completed. A Minimum Operating Segment (MOS) terminating at SE Lake Road would only be pursued if sufficient funds to construct the preferred alignment with a terminus at SE Park Avenue can not be identified. The preferred alternative would remain a SE Park Avenue terminus.

A. Location

A Lake Road Minimum Operating Segment (MOS) would use the Tillamook Branch alignment and would have a southern terminus at SE Lake Road – until such time as additional funds were secured to extend the light rail further south. A station would be located at SE Lake Road. The Park Avenue Park-and Ride would not be constructed until the line was extended to Park Avenue. Therefore, the Lake Road MOS would include a park-and-ride with 275 parking spaces located south of SE Washington Street and west of SE Main Street, and the Tacoma Park-and-Ride would increase to up to 1,250 spaces.

B. Rationale

This option would only be selected if sufficient funds to construct the preferred alternative can not be identified. The preferred alternative is the terminus at Park Avenue. In order to accommodate the demand for park-and-ride at the southern end of the project area, a park-and-ride would be necessary with the terminus at SE Lake Road. The park-and-ride structure could transition to city use when the project is completed to the Park Avenue terminus.

4.6. Additional Improvements

4.6.1 Ruby Junction Operations and Maintenance Facility

A. Location

The Ruby Junction Operations and Maintenance Facility is located in the City of Gresham near SE 199th and SE Burnside.

B. Rationale

The Ruby Junction facility would need to be expanded to accommodate the additional light rail vehicles that will be required for the Portland-Milwaukie project.

4.6.2 Bus Improvements

A. Location

Capital improvements for buses associated with the project include a transitway and bus-related intersection improvements from SW 1st and Lincoln to approximately SE 8th and SE Powell Boulevard. Service improvements include a new bus route to connect Milwaukie and the Clackamas Regional Center.

B. Rationale

Use of the new bridge and transitway decreases travel time and increases reliability because the buses do not have to travel on congested roads and bridges.

C. Considerations

Access control for buses entering SE Powell has yet to be determined and will be coordinated with the Oregon Department of Transportation.

4.6.3 Future Streetcar Improvements

A. Location

The Portland Streetcar could be accommodated on the Willamette River Bridge and portions of the transitway.

B. Rationale

The Portland Streetcar alignment could share some of the improvements constructed as part of the Portland-Milwaukie project, and has been planned to use the Willamette Bridge that would be constructed. The streetcar it is a distinct project and mode and the track connections and switches would be a separate project.

4.6.4 SE Water Avenue Relocation

Location

The project will seek to accommodate the development of the current SE Water Avenue detour as the permanent SE Water Avenue alignment.

5. BACKGROUND AND ALTERNATIVES CONSIDERED AND NOT ADVANCED

5.1 Project History

The *Portland-Milwaukie Light Rail Project SDEIS* is a supplement to the *South Corridor Project Supplemental Draft Environmental Impact Statement* (2002).

In addition to the 2002 and 2008 SDEIS's, the following documents were prepared and public has reviewed and comments have been gathered in association with these documents in the long-term work effort to assess an LPA for the Portland-Milwaukie Light Rail Project:

- *Tier I and Tier II South/North Alternatives Analysis* (1993)
- *South/North Draft Environmental Impact Statement* (1998)
- *Portland-Milwaukie Transportation Alternatives Study* (2000)
- *Downtown Amendment to the Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement* (2003)
- *Portland-Milwaukie Refinement Report* (May 2007)
- *Portland-Milwaukie Light Rail Project Downtown Milwaukie Alignments Review* (June 2007)
- *Portland-Milwaukie Light Rail Project Downtown Milwaukie Workshop Summary SE Main Streets/SE 21st Avenue* (August 2007)
- *Portland-Milwaukie Light Rail Project 2008 SDEIS Public Comment Report* (June 24, 2008)

5.2 Transit Modes and Transit Substitutes Considered

The transit modes (in addition to light rail) and transit substitutes (HOV and HOT lanes) that have been evaluated or considered[1] in the past for the South Corridor and Portland-Milwaukie area include:

- River transit
- Commuter rail
- High Occupancy Toll (HOT) and High Occupancy Vehicle (HOV) lanes
- Busway
- Bus Rapid Transit (BRT) including intelligent transportation management (ITS)
- Streetcar

The reasons the modes were not advanced are detailed in Chapter 2 of the 2008 SDEIS.

[1] Streetcar was not evaluated in an environmental document in this corridor, but was rejected due to operational cost and lower carrying capacity.

Figure 5.2.1: South/North Corridor Project Development Process

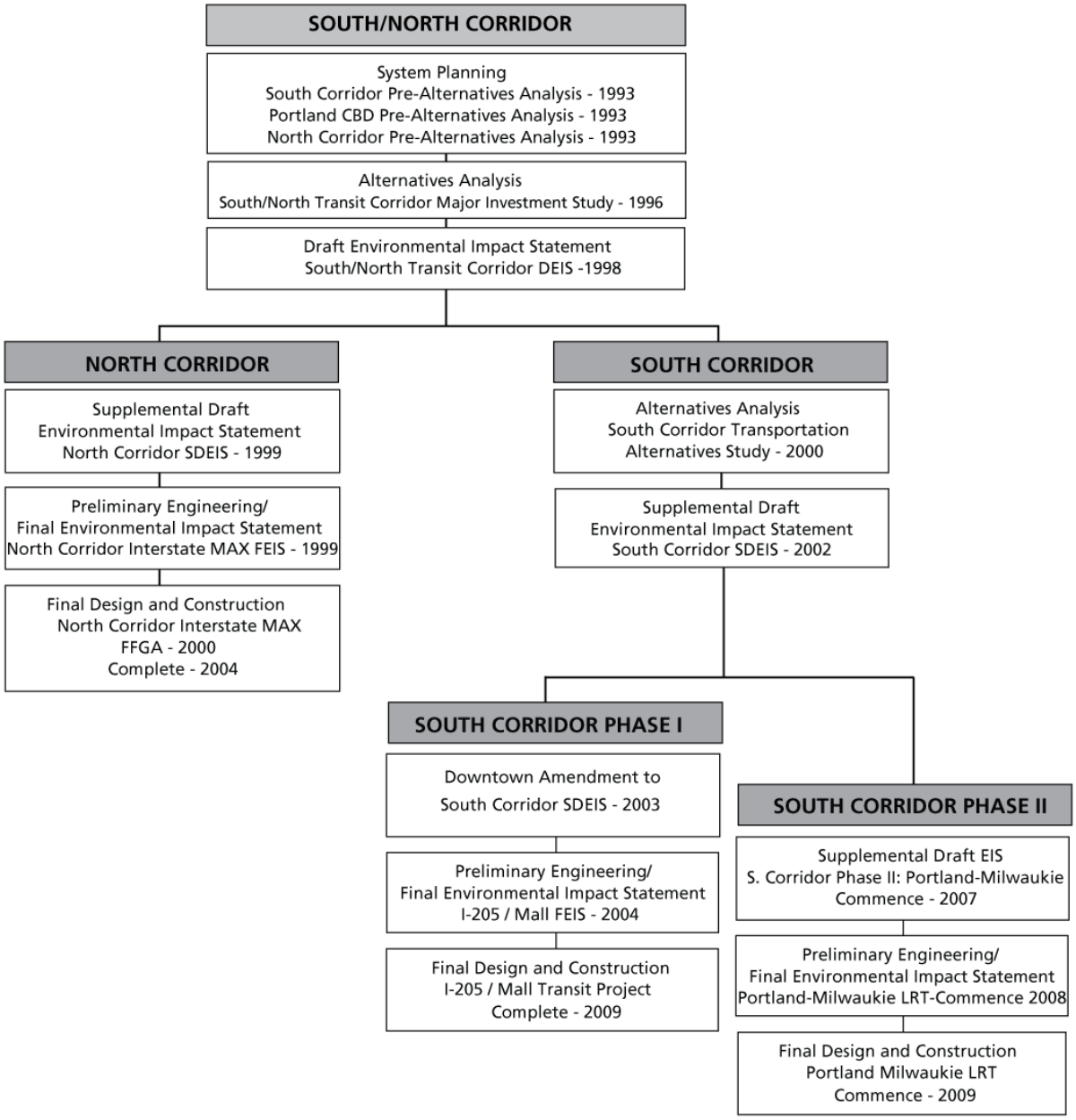
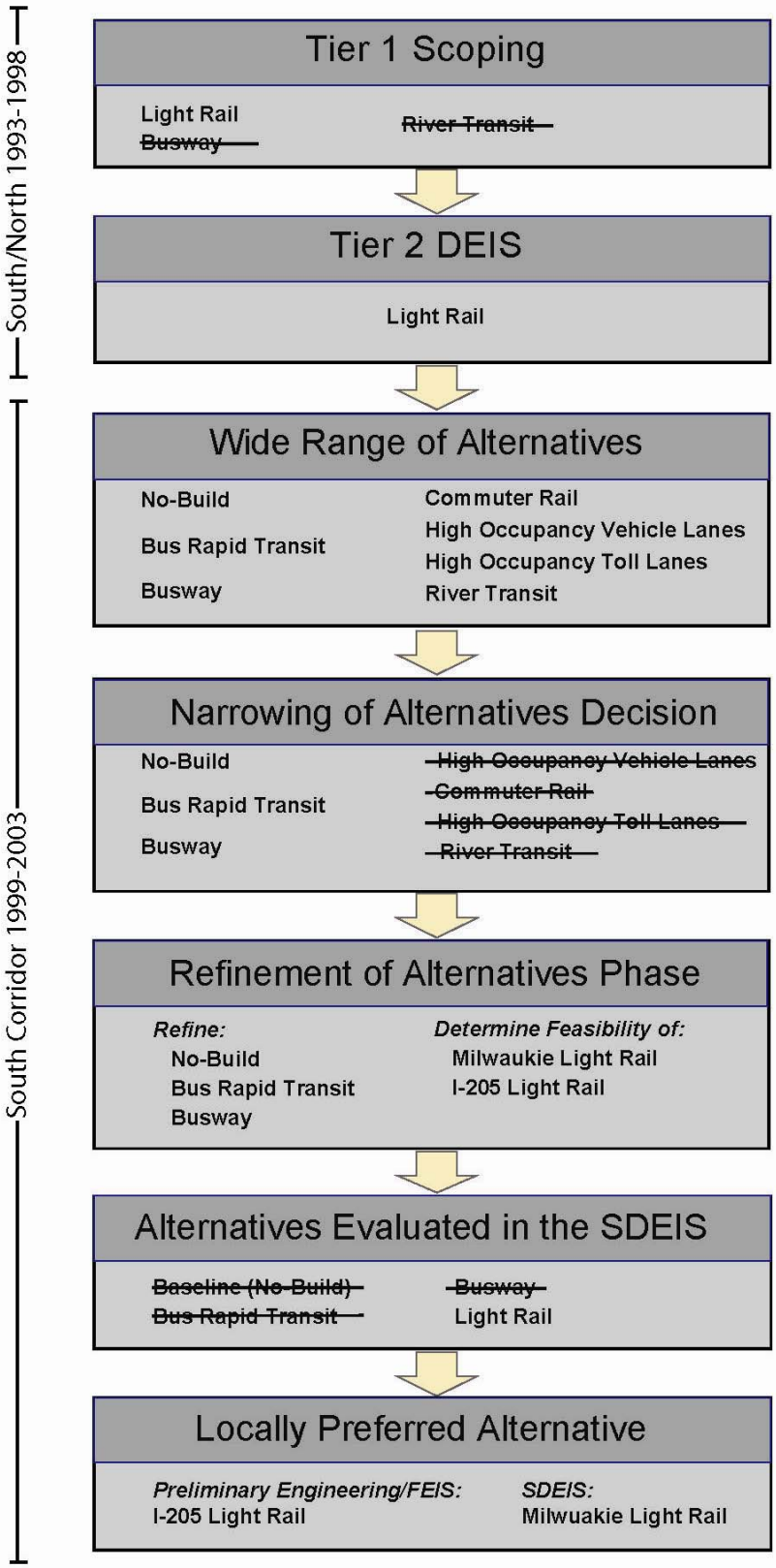


Figure 5.2.2
Narrowing and Refinement of Modal Alternatives
1993-2003

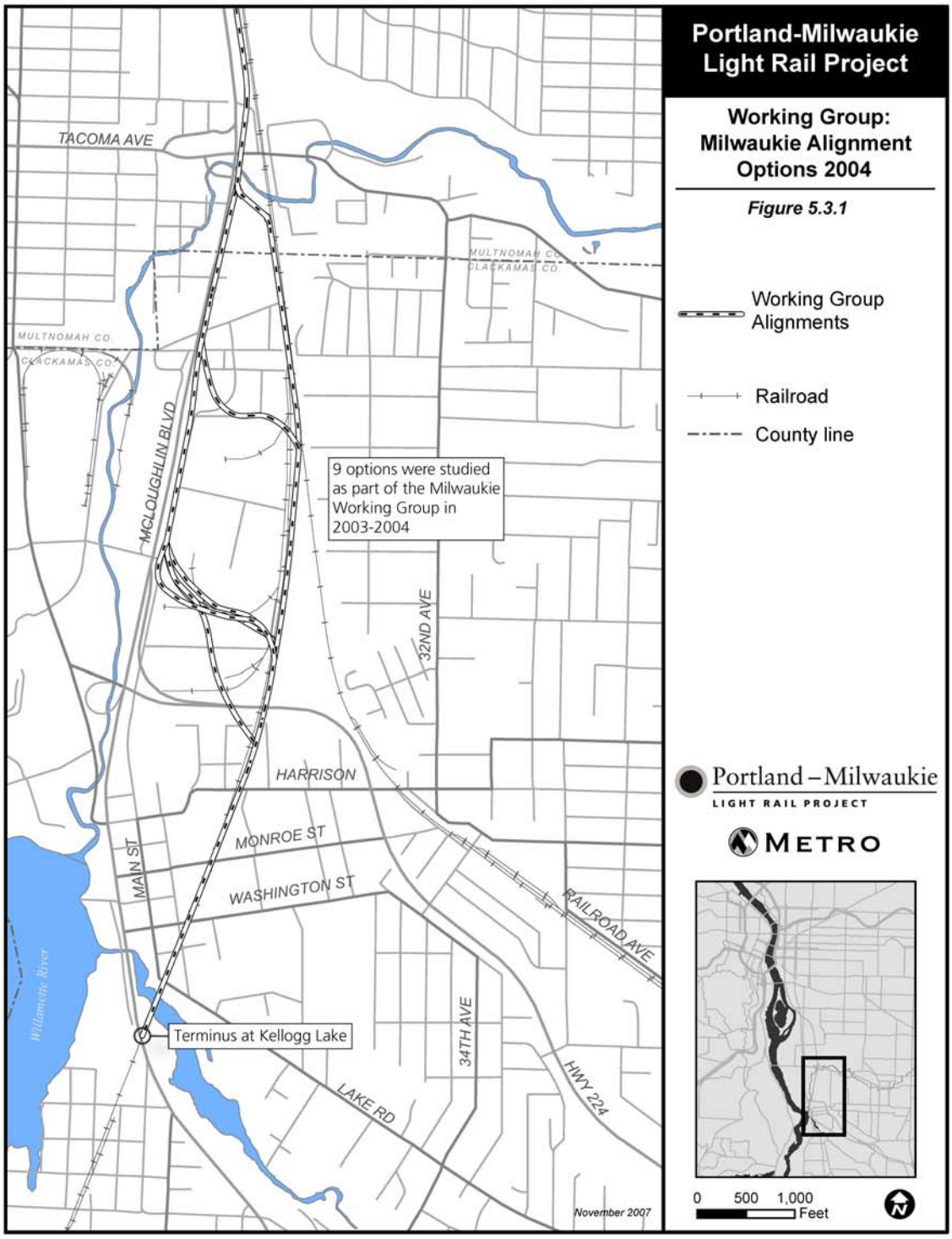


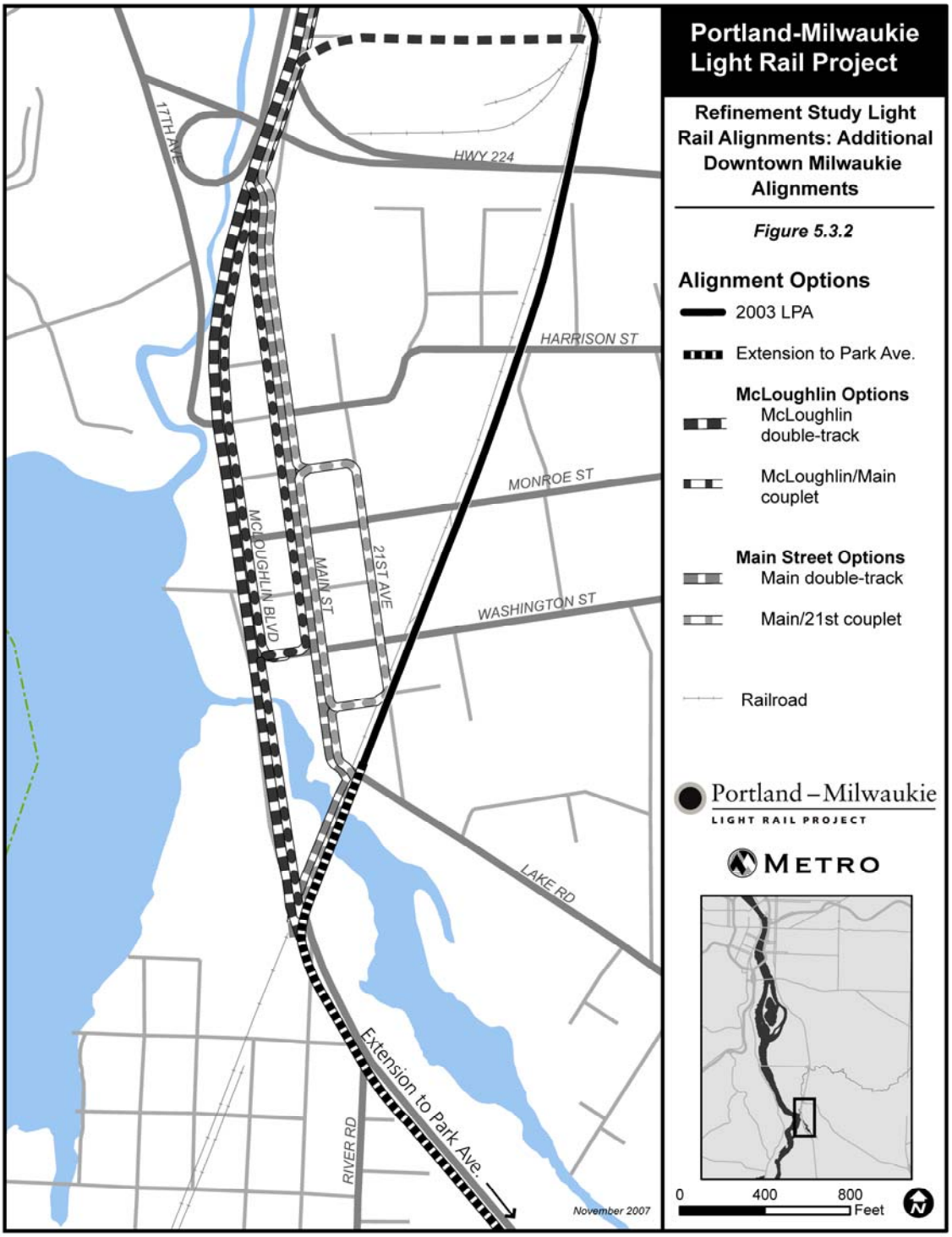
5.3 Transit Alignments Considered and Not Advanced

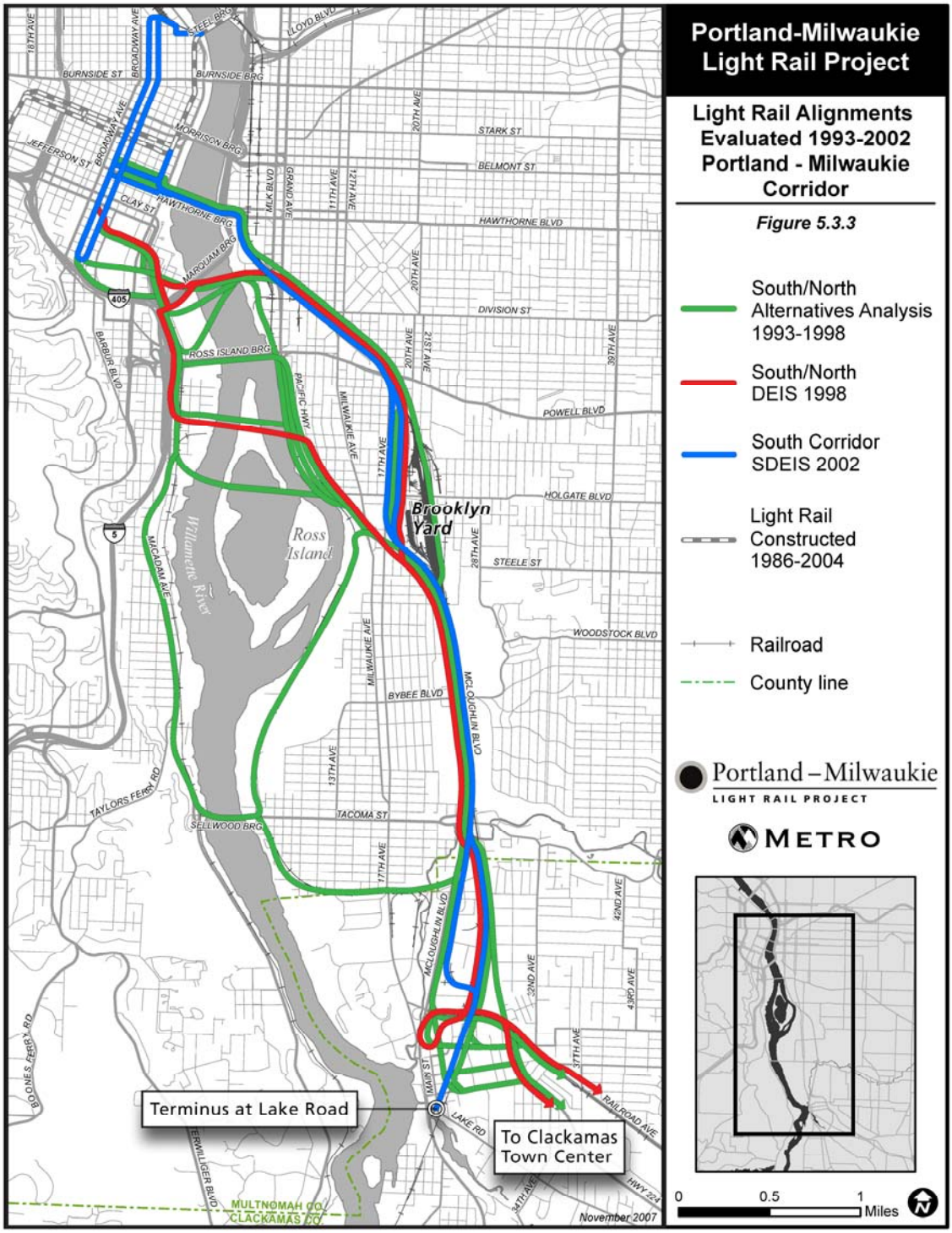
The following transit alignments were considered and not advanced:

- Nine options considered in 2004 Milwaukie Working Group situated in the Milwaukie Industrial area transitioning between McLoughlin Blvd and the Tillamook Branch line shown in Figure 5.3.1
- Six alternatives analyzed in 2007 Refinement Study with alignments located in the downtown Milwaukie area along McLoughlin Blvd, Main Street and 21st Ave shown in Figure 5.3.2
- Numerous alignments and combinations of alignments in the Portland-Milwaukie corridor studied between 1993 and 2002 illustrated in Figure 5.3.3

More details about these alignments and why they were eliminated may be found in Chapter 2 and Appendix L of the 2008 SDEIS.


Portland-Milwaukie Light Rail Project
Working Group: Milwaukie Alignment Options 2004
Figure 5.3.1
Working Group Alignments
Railroad
County line
9 options were studied as part of the Milwaukie Working Group in 2003-2004
Terminus at Kellogg Lake
TACOMA AVE
MCLOUGHLIN BLVD
32ND AVE
HARRISON
MONROE ST
WASHINGTON ST
MAIN ST
RAILROAD AVE
34TH AVE
HWY 224
LAKE RD
Willamette River
MULTNOMAH CO.
CLACKAMAS CO.
Portland – Milwaukie
LIGHT RAIL PROJECT
METRO
0 500 1,000
Feet
November 2007


Portland-Milwaukie Light Rail Project
Refinement Study Light Rail Alignments: Additional Downtown Milwaukie Alignments
Figure 5.3.2
Alignment Options
2003 LPA
Extension to Park Ave.
McLoughlin Options
McLoughlin double-track
McLoughlin/Main couplet
Main Street Options
Main double-track
Main/21st couplet
Railroad
Portland – Milwaukie
LIGHT RAIL PROJECT
METRO
17TH AVE
HWY 224
HARRISON ST
MONROE ST
WASHINGTON ST
MCLOUGHLIN BLVD
MAIN ST
21ST AVE
LAKE RD
RIVER RD
Extension to Park Ave.
November 2007
0
400
800
Feet


Portland-Milwaukie Light Rail Project
Light Rail Alignments Evaluated 1993-2002 Portland - Milwaukie Corridor
Figure 5.3.3
South/North Alternatives Analysis 1993-1998
South/North DEIS 1998
South Corridor SDEIS 2002
Light Rail Constructed 1986-2004
Railroad
County line
Portland – Milwaukie LIGHT RAIL PROJECT
METRO
Terminus at Lake Road
To Clackamas Town Center
Brooklyn Yard
Ross Island
Willamette River
0 0.5 1 Miles
November 2007

6. FUTURE WORK PROGRAM

The following additional work has been identified that should proceed in order to complete the project:

- Develop and submit a New Starts Program Application.
- Develop and submit an application to enter Preliminary Engineering.
- Finalize the project financing plan.
- Prepare a Final Environmental Impact Statement.

Staff should consider the interplay between desired project features and cost and financing considerations in completing the above work program. Considerations include:

- Reducing the number of light rail vehicles initially purchased for opening year plus five years instead year 2030 capacity.
- Examination of the potential for an at-grade crossing of SE McLoughlin Blvd near SE Lake Road, recognizing substantive ODOT concerns.
- Building a combination of smaller structure and surface or surface only park-and-ride at SE Park Avenue.
- Removing the Darigold freight rail spur located at approximately SE 6th Avenue.
- Selecting an appropriate bridge type based on input from the community and consideration of the environment impacts, cost, aesthetics, greenway, transit and navigational needs.
- Relocating bike lanes to SE16th Avenue or location other than SE17th Avenue and redesigning SE 17th Avenue.
- Conducting a technical and public involvement analysis to optimize a station location to best serve the RiverPlace and South Auditorium areas.
- Defining specific project finance, ridership, and land use performance measures that would trigger a future light rail station at Harold Street.
- Further examination of the Tacoma Park-and-Ride to better calibrate optimal number of parking spaces.
- Development of Minimum Operating Segment (MOS) to Lake Road if project revenues and project estimates cannot be balanced. If the MOS to Lake Road is constructed, it would include a 275 space park-and-ride at SE Main and SE Washington Streets, and an increase at Tacoma Park-and-Ride up to 1,250 spaces.
- Development of a Bus Routing Plan to maximize use of the transit investment.
- Measures to minimize impacts to existing businesses and properties along the corridor, including a relocation strategy to find locations in the immediate vicinity and the future economic viability of remainder parcels.
- Coordination with the Portland Office of Transportation and ODOT on the design of the Sheridan Street intersection to accommodate the future I-405 northbound off-ramp.
- Further examination of an alternative to the SE 8th Avenue/SE Powell Boulevard intersection for bus access to the transitway across the Willamette River, recognizing ODOT's concern regarding a new bus only signal on SE Powell Boulevard.
- Completion of the station area planning work, which commenced in the fall of 2007, in partnership with the Cities of Portland and Milwaukie, and development of recommendations for further study.
- Jointly managing with the City of Portland, completion of any further station location evaluations called for by the station area planning recommendations prior to March 2009.

- Coordinate with the City of Portland on station area development strategies it may undertake on specific stations in the corridor in order to optimize ridership and future redevelopment potential.
- Coordinate with City of Portland as it develops a Central Eastside/Southern Triangle Circulation Plan that addresses bus access and circulation needs for the Central Eastside area, including the potential for a relocated SE Water Avenue with the City of Portland. The project will seek to accommodate the development of the existing SE Water Avenue detour as the permanent location for SE Water Avenue, however, design and construction of the permanent relocation are not included in the project.

Citizen Advisory Committee Future Work Program Considerations
Amendment to the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report

The Citizen Advisory Committee (CAC) was formed in the summer 2007 and met 14 times over the course of the project. The twenty-one CAC members were appointed by the project Steering Committee and include local residents, business leaders and representatives from public institutions and community groups. On June 12, 2008, the CAC came to consensus on an LPA recommendation, which was presented to the Steering Committee. The CAC forwards the following issues and suggestions for consideration as the project moves forward into Preliminary Engineering and implementation.

The CAC recommended the refined Porter-Sherman river crossing. Given that:

- The bridge decision should be evenly weighed in consideration to other alignment choices or options in the neighborhoods.
- Bridge landings need to support bike and pedestrian connections on both the east and west side.

The CAC recommended the Tillamook branch alignment. Given that:

- Need to consider future access to light rail for employees in Milwaukie's north industrial area.
- Concern about loss of park and ride spaces with a Tillamook alignment, thereby creating a need to consider future park and ride needs as the system grows.
- The CAC strongly supports moving the park and rides as far south as possible to get people onto transit as soon as possible.
- Need to solve future traffic issues at the Tacoma park and ride and access to McLoughlin Blvd;
- Strong consideration and efforts to assure safe pedestrian crossing of McLoughlin Blvd.
- Add a connector bus line through the industrial area to downtown Milwaukie.
- Improve bus alignments and connections to augment transit not served by the stations.

The CAC recommended the Park Avenue terminus. Given that:

- Explore the development of a green space at the Park Avenue park and ride that ties into the Trolley Trail and creates a "park" destination at the terminus.

The CAC recommended the following with regard to station areas:

- **Lake -** Provide shuttle service to North Main area of Milwaukie.
- **Harold** - The stations needs a pedestrian crossing to Reed College – perhaps a funding partnership with Reed and/or the railroad; hard wire the station now for potential development in the future.
- **Harbor -** Decision makers should consider the overall viability for the project, access, economic development, ridership and connectivity.

The CAC did not recommend a station at Bluebird. Given that:

- Provide attractive and safe pedestrian and bike access between the Bluebird area and downtown, Park and a Lake Road station; improve bus/transit service to Lake Road station; and the design of the line through the Bluebird area needs to be sensitive to local businesses that could have been served by a Bluebird station.

Additional considerations:

- Tacoma Street needs a dedicated lane onto McLoughlin Avenue southbound.
- A crosswalk at 17th Avenue and McLoughlin Avenue needs to be on north side.

- Bike and pedestrian access from Division/Powell bike corridor needs to have access to the bridge.
- Local transit service improvements are needed to serve the light rail line.
- Build to a quiet zone standard.
- The CAC concurs with the recommendations in the Safety and Security Task Force report – specifically increasing transit security including local police service.
- Maintain and develop pedestrian and bike routes from Clinton St./11th and 12th Avenues (Gideon Station) to the Willamette River at Caruthers, connecting with the Eastbank Esplanade and Springwater Corridor trails, as well as creating access to the bridge.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 08-3959, FOR THE PURPOSE OF APPROVING THE 2008 PORTLAND-MILWAUKIE LIGHT RAIL PROJECT LOCALLY PREFERRED ALTERNATIVE AND FINDING CONSISTENCY WITH THE METRO 2035 REGIONAL TRANSPORTATION PLAN

Date: June 26, 2008

Prepared by: Bridget Wieghart
Mark Turpel
Joyce Felton

BACKGROUND

The Portland-Milwaukie Light Rail Project is proposed as a more energy-efficient, cleaner air and alternative transportation choice for residents and employers in southwest and southeast Portland, Milwaukie and Clackamas County. This Project proposes building up to 7.4 miles of track and 11 stations and would serve to encourage compact urban development near those stations where local plans and zoning provide for mixed-use growth. This Project would link to the region's current 44 mile, 64 station light rail system which provides service every 15 minutes or more frequently, seven days a week. The current light rail system serves the region east and west to such locations as downtown Portland, Beaverton, Gresham and Hillsboro and north to the Portland International Airport and to Expo Center.

This Project would include:

- light rail service to the Central City, including South Auditorium, RiverPlace, and South Waterfront;
- a new transit bridge across the Willamette River on a refined SW Porter/SE Sherman alignment option, accommodating light rail, bus, streetcar, bicycles and pedestrians;
- light rail service to the Hosford-Abernathy, Brooklyn, Eastmoreland, Sellwood-Moreland and Ardenwald-Johnson Creek neighborhoods;
- a Tillamook Branch alignment for light rail service to Milwaukie at SE Lake Road;
- a SE Park Avenue terminus, serving unincorporated Clackamas County.

In the Portland-Milwaukie corridor, currently (2005) there are an estimated 14,500 households and 59,000 jobs within ½ mile of the proposed stations. These residents and job locations are not currently served with any high capacity transit (except for a portion of the Lincoln station area in the South Auditorium District). Growth in this corridor is expected to increase to 23,000 households and 86,000 jobs by the year 2030. This Project is expected to provide for about 25,000 daily trips on light rail in 2030.

Metro and TriMet are the local lead agencies and the Federal Transit Administration (FTA) is the federal lead agency for project. The cities of Portland and Milwaukie as well as Clackamas County and the Oregon Department of Transportation are the local partners in the project. The Federal Highway Administration, the U.S. Coast Guard, and the U.S. Army Corps of Engineers are cooperating agencies.

This proposed Project has an extensive history. Five distinct evaluations were completed during the periods 1993-1995, 1997-1998, 1999-2000, 2001-2003 and 2007-2008. River transit, radial commuter rail, busway, bus rapid transit, tolls, high occupancy vehicles and light rail were all analyzed several

times. Additionally, an extensive set of alternative transitway alignments were evaluated including the use of the existing Hawthorne, Marquam, Ross Island and Sellwood bridges as well as numerous other new bridge locations. Special analyses of the Willamette River crossing locations as well as downtown Milwaukie alignments were also completed.

On May 9, 2008, Metro and the FTA published the *Portland-Milwaukie Supplemental Draft Environmental Statement* (SDEIS). The document is a supplement to the *South/North Draft Environmental Impact Statement* (1998), the *South Corridor Supplemental Draft Environmental Impact Statement* (2002), and the *Downtown Amendment to the South Corridor Project Supplemental Draft Environmental Impact Statement* (2003).

A locally preferred alternative (LPA) for the Corridor was adopted in 2003 following the publication of the *South Corridor SDEIS*. The 2003 LPA included a Willamette River crossing known as the "Caruthers Bridge" from RiverPlace to immediately south of the Oregon Museum of Science and Industry (OMSI), an alignment along the Union Pacific Rail tracks and SE McLoughlin Boulevard through Portland, and along the Tillamook Branch rail line south of SE Milport Road through Milwaukie, with a terminus at SE Lake Road at the southern end of downtown Milwaukie.

On June 26, 2008, the South Corridor Steering Committee recommended the 2008 Portland-Milwaukie LRT LPA based on the analysis included in the *Portland-Milwaukie SDEIS*, public comment, and recommendations from the Cities of Milwaukie and Portland, and the Project's Citizen Advisory Committee and Project Management Group. The South Corridor Steering Committee is comprised of elected and appointed officials of the participating jurisdictions. The 2008 LPA updates and revises the 2003 LPA including the following changes:

- alignment of Willamette River bridge;
- Milwaukie alignment and southern terminus;
- station locations and park-and-ride locations and capacity.

Station locations and park-and-ride capacities are based on: a) reexamination in the Portland-Milwaukie SDEIS of the 2003 LPA recommendations, b) station area planning process undertaken in conjunction with the project, c) input from local jurisdictions and the public, and d) technical analyses to assess cost-effectiveness and traffic impacts.

Extensive public involvement was provided in conjunction with the 2008 SDEIS. These efforts included a number of committees met throughout the project, including a Citizen Advisory Committee (CAC), Safety and Security Task Force and the Willamette River Crossing Partnership.

The City of Portland convened the Willamette River Partnership, a committee of area business and property owners and neighborhood representatives from both sides of the river. They examined alternative Willamette River bridge alignments in addition to the 2003 LPA. After review of a range of factors, the Partnership recommended a variation on one of the five alignment options studied in the SDEIS (the Partnership recommendation known as the Refined SW Porter/SE Sherman Street design) This design was recommended, in part, because it would serve the Oregon Museum of Science and Industry (OMSI) and complement Oregon Health & Science University South Waterfront campus, the Willamette Greenway, and provide a short walk connection to the Portland Aerial Tram.

In Milwaukie, following adoption of the 2003 LPA, the Milwaukie City Council established a Working Group to address concerns regarding the location of a transit center in Milwaukie and to address concerns about traffic and access impacts to businesses along McLoughlin Boulevard in the North Industrial Area of Milwaukie. This Working Group recommended an alignment along the Tillamook Branch Line north of SE Milport Road, which is included in the 2008 LPA recommendation.

To share project information and invite participation, the Project:

- Produced ten fact sheets and regularly updated information on the project web site
- Sent two newsletters and a postcard to 13,000 residents
- Sent 8,600 postcards invitations to Oak Grove residents for a March 2008 station-area planning workshop
- Sent three Metro Councilor newsletters to constituents
- Sent six Metro e-newsletters to 4,700 residents each
- Completed targeted door-to-door canvassing
- Distributed project flyers to property owners, retailers, Oak Grove schools
- Sent two media advisories and placed five newspaper ads
- Coordinated with project partners on local web links, newsletter articles, postcards, e-newsletters, meetings, media advisories and newspaper ads.

In addition, the Project sought to encourage public participation by holding:

- Seven open houses – about 220 attended the May 2008 open houses
- Three "segment meetings"
- Two community workshops
- Six station-area planning meetings
- A public hearing.

Staff and project partners also made 123 presentations to community, neighborhood and business organizations and local government, and talked to and met with many potentially affected property owners.

A public comment period for the project ran from May 9 to June 23, 2008. Over 300 comments were submitted in the form of public testimony at the public hearing, emails, comment cards, letters, and telephone messages during the 45-day public comment period. The majority of these comments came from individuals, with some comments from local businesses and organizations. Business respondents were concerned largely about displacements, loss of parking, bridge clearance, and the potential for increasing transit options for employees. Individual respondents expressed a wide range of concerns, from project costs to station options.

ANALYSIS/INFORMATION

1. Known Opposition

The bulk of public comment has been supportive of the Project. However, there are some Project aspects for which there are varying degrees of concern. The City of Milwaukie is fully supportive of a terminus at Park Avenue. However, if sufficient funding cannot be identified for a Park Avenue terminus, a Minimum Operable Segment (MOS) is included in the recommended 2008 LPA and consists of a terminus and park-and-ride at SE Lake Road at the south end of downtown Milwaukie. The City of Milwaukie is very concerned with the potential traffic and parking impacts to the downtown and City associated with the MOS.

With the terminus at Park Avenue, the alignment would cross SE McLoughlin Boulevard south of downtown Milwaukie. An option to cross SE McLoughlin at-grade is opposed by ODOT due to safety and road capacity considerations.

Those public comments with concerns or opposition to the project included:

- Concerns about safety and security, noise and traffic congestion in downtown Milwaukie and in proximity to the schools in Milwaukie near the light rail alignment;
- Expressions of support of one alignment or station over other choices (with many writing in support of the Harold Street Station and some expressing a preference that the light rail line would end north of downtown Milwaukie or go to Oregon City or Clackamas Regional Center);
- Questions about the SDEIS document itself (e.g., how the costs were calculated, how noise impacts were assessed, if the analysis of Kellogg Lake was adequate, etc.).

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. 98-2673, For the Purpose of Adopting the Land Use Final Order Establishing the Light Rail Route, Stations, Lots and Maintenance Facilities and the Related Highway Improvements For the South/North Light Rail Project;

- Resolution No. 98-2674, For the Purpose of Adopting the Locally Preferred Strategy (LPS) For South/North Light Rail Project;

- Resolution No. 99-2806A, For the Purpose of Amending the Locally Preferred Strategy For the South/North Light Rail Project to Define the Interstate Max Project as the First Construction Segment and to Amend the FY 2000 Unified Work Program;

- Resolution No. 99-2795A, For the Purpose of Amending FY 00 Unified Work Program to Add the South Corridor Transportation Alternatives Study and Amending the Transportation Improvement Program (TIP) to Authorize FY 99 Surface Transportation Program (STP)

- Ordinance No. 03-1007A, For the Purpose of Amending the Regional Transportation Plan to Include the Two Phases of the South Corridor Study Consisting of the I-205 Light Rail Transit ("LRT") Project From Gateway to Clackamas Regional Center with Portland Transit Mall LRT, Expansion of LRT from Downtown Portland to Milwaukie and Deletion of Plans to Extend LRT from Milwaukie to Clackamas Regional Center.

- Resolution No. 03-3372, For the Purpose of Amending the South/North Land Use Final Order, to Include the Two Phases of The South Corridor Project Consisting of the Addition of the I-205 Light Rail Transit Project from Gateway to Clackamas Regional Center with the Downtown

Portland Transit Mall Alignment, and Modification of the Proposed Light Rail Between Downtown Portland and Milwaukie, Deletion of Plans to Extend Light Rail from Milwaukie to Clackamas Regional Center, and to Reflect the Final Interstate MAX Design.

- Resolution No. 03-3303, For the Purpose of Amending the Locally Preferred Strategy For the South/North Corridor Project to Define a Two-Phased Major Transit Investment Strategy For the South Corridor, With the I-205 Light Rail Transit Project as the Phase 1 Locally Preferred Alternative Followed By the Milwaukie Light Rail Transit Project in Phase 2

- Resolution No. 03-3351, For the Purpose of Amending the Metropolitan Transportation Improvement Program to Include the Revised South Corridor Light Rail Transit Project and Demonstrating Conformity of the Project, the Amended Regional Transportation Plan and Amended Metropolitan Transportation Improvement Program With the State Implementation Plan.

- Resolution No. 04-3403, For the Purpose of Finalizing the Decision to Add the Portland Mall Alignment to the Locally Preferred Alternative for Phase I of the South Corridor Light Rail Project.

3. Anticipated Effects

Approval of this resolution would allow the project to be advanced into Preliminary Engineering and for the project partners to begin: 1) preparation of a final environmental impact statement (FEIS); 2) completion of the details of the finance plan and final design; and 3) other actions to advance towards construction of the project.

With the timely completion of a FEIS, Record of Decision and a Full Funding Grant Agreement, construction could begin in 2011 and operation could begin as early as 2015, initiating 7.4 miles of new light rail service.

4. Budget Impacts

The project is included in the Financially Constrained System of the Metro Regional Transportation Plan. Metro staff will continue to work with TriMet, FTA, FHWA and the local jurisdictions on the project through completion of the Final Environmental Impact Statement. Capital funding of the project will be though various state, federal, and local sources that will be determined in the details of the finance plan, which will be completed in the near future.

Funds for the FEIS will be provided through an intergovernmental agreement with TriMet. There have been no Metro General Fund revenue requests, nor are any anticipated.

RECOMMENDED ACTION

Adopt Resolution No. 08-3959, For the Purpose of Approving the 2008 Portland-Milwaukie Light Rail Project Locally Preferred Alternative and Finding Consistency with the Metro 2035 Regional Transportation Plan.

Additionally, staff recommend that Attachment 1 to this staff report, the work program considerations recommended by the CAC, be included within Exhibit A, the Portland-Milwaukie Locally Preferred Alternative Report.

Citizen Advisory Committee Future Work Program Considerations
Amendment to the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report

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- The CAC concurs with the recommendations in the Safety and Security Task Force report – specifically increasing transit security including local police service.
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BEFORE THE METRO COUNCIL

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- 3960 Introduced by Councilor Burkholder

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, 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,

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 Reconforming 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 _____, 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, 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.
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 _____ day of _____, 2008.

_____
David Bragdon, Council President

Approved as to Form:

_____
Daniel B. Cooper, Metro Attorney

RESOLUTION O8-3960
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 08-3960, 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.

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.

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 or 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.

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. 08-3960

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)

Costs		Low	High
Highway		$2,773	$2,920
Transit		750	750
	Total	$3,523	$3,670

Revenues	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	188	188
Total	$3,523	$3,670

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 ~~project is evaluating the~~(CRC) project that creates a multi-modal ~~alternatives in~~solution for the Interstate 5 corridor between Oregon to Washington to address the movement of people and freight across the Columbia River. A~~number of planned and proposed alternative highway~~ ~~capacity improvements, high capacity,~~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 ~~improvements~~project details are evaluated and implemented in this corridor, the following ~~design considerations should be addressed:~~shall be brought back to JPACT and the Metro Council for a subsequent RTP amendment for this Project:

• ~~consider HOV lanes and peak period pricing~~

~~• high capacity transit alternatives from Vancouver to the Portland Central City (including light rail transit and express bus), recognizing that high capacity transit, light rail, has been built from the Portland Central City to Expo Center~~

~~• 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~~ 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 or existing human health impacts in the project area, including community enhancement projects to address environmental justice.

• consider ~~adding reversible express lanes to I-5~~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

~~• consider additional Interstate Bridge capacity sufficient to handle project 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. 08-3960, 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

Date: June 26, 2008

Prepared by: Richard Brandman
Ross Roberts
Mark Turpel

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. 08-3960 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 _____ meeting.

This proposed Resolution No. 08-3960, 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 08-3960 addresses the following:

1) A list of project concerns to be addressed and resolved (attached as Exhibit A to Resolution No. 08-03960).
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. 08-3960);
    - 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. 08-3960).

(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 08-3960.)

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. 08-3960 may be proposed for revision in July as a result.

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 Reconforming 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. 08-3960, 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.

Columbia River CROSSING

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

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.

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.

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

- 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 the 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

- 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

Materials following this page were distributed at the meeting.

2008 JPACT Work Program
7/07/2008

January 2009	July 10, 2008 • Milwaukie LRT Preferred Alternative – Approval • Columbia River Crossing Preferred Alternative – Approval • 2008-11 STIP Modernization "cut" package – Approval • Draft federal authorization priorities
February 2009	August 14, 2008 • RTP Funding Framework – Discussion • Oregon Transportation Research Center – Program Overview • Air Quality update • ODOT federal earmark draft • Draft federal authorization priorities • TriMet Investment Plan
March 2009	September 11, 2008 • Regional Flexible Fund Allocation, Step 2 – Briefing • Intro ODOT TIP Projects • I-5/99W Preferred Alternative RTP Amendment • Lake Oswego to Portland DEIS Funding Plan • ODOT federal earmark final
April 2009	October 9, 2008 • Release MTIP for public comment • Adopt regional position on state funding strategy • RTP Scenarios Analysis Report – Joint JPACT/MPAC Discussion (Oct. 22nd)
May 2009	November 13, 2008 • Wash., DC Trip – Debrief last year; prepare for next year • RTP Scenarios Analysis Recommended and Policy Refinements – Joint JPACT/MPAC Discussion (Nov. 12th) MTIP Hearings
June 2009	December 11, 2008 • Sellwood Bridge Preferred Alternative RTP Amendment • Sunrise Project Preferred Alternative RTP Amendment • Adopt regional position on federal funding strategy • Confirm RTP system develop-principles and criteria

Amendment to Metropolitan Transportation Improvement Program Table 4.3

Existing Programming

Sponsor	ODOT Key #	Project Name	Project Description	Funding Source	Project Phase	2008 Funding	2009 Funding	2010 Funding
ODOT	14070	US26: NW 185th Ave-Cornell Road	Widen hwy from 4 to 6 lanes and assoc. interchange work.	Highway Capacity (Mod)	PE		$1,306,000	
				Highway Capacity (Mod)	Construction			$17,206,000
ODOT	15190	I-5: Victory Blvd to Lombard Phase 2	Replace Denver viaduct; reconstruct local road connections and add new signal	Highway Capacity (Mod)	PE	$7,000,000		
ODOT	13763	US26: Access to Springwater Community	Project refinement plan	Highway Capacity (Mod)	PE	$2,000,000		

Amended Programming

Sponsor	ODOT key #	Project Name	Project Description	Funding Source	Project Phase	2008 Funding	2009 Funding	2010 Funding
ODOT	14070	US26: NW 185th Ave-Cornell Road	Widen hwy from 4 to 6 lanes and assoc. interchange work.	Highway Capacity (Mod)	PE		$1,306,000	
				Highway Capacity (Mod)	Construction			$2,725,000
ODOT	15190	I-5: Victory Blvd to Lombard Phase 2	Replace Denver viaduct; reconstruct local road connections and add new signal	Highway Capacity (Mod)	PE	$1,219,000		
ODOT	13763	US26: Access to Springwater Community	Project refinement plan	Highway Capacity (Mod)	PE	$1,000,000		

Amendment to Metropolitan Transportation Improvement Program Table 4.3

Amended Programming: add new project and funding

Sponsor	ODOT Key #	Project Name	Project Description	Funding Source	Project Phase	2008 Funding
ODOT	TBD	Sundial Road and Swigert Way (Troutdale)	Transportation improvements needed for access to the Federal Express distribution facility.	Other local	PE	$2,656,000
				State IOF	Construction	$1,000,000
				Other local	Construction	$10,684,000

Columbia River CROSSING

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- Developing a web-based transit trip planning resource to plan transit trips in the Portland-Vancouver region

Councilor Robert Liberty

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TEL 503 797 1552 | FAX 503 797 1793

METRO

Proposed Liberty Amendment to Resolution 08-3960:

Making Demand Management an Integral Component of the Project

Amend section 2.a. of the Be It Resolved sections on page 4 of the Resolution as follows:

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,*

Explanation:

Most of the environmental benefits of the CRC proposed locally preferred alternative are attributable to light rail and the congestion-reducing effects of tolls. However, the reference to "tolls" alone in the Resolution, suggests their function is limited only to financing the bridge and not demand management, and furthermore, that they are not a permanent feature of the project.

The amendment would clarify that the tolls have a dual function - demand management and finance and that demand management is an integral component of the project.

Proposed Liberty Amendment to Resolution 08-3960 and Exhibit B:

Fulfillment of Financing Assumptions Are A Condition for Addition of the Columbia River Crossing Replacement Bridge to the Financially Constrained RTP Project List

Amend section 2 of the Be It Resolved sections on page 4 of the Resolution by adding the following:

2. *Supports a Columbia River Crossing locally preferred alternative:*

    d. *that costs no more than $4.2 billion, requires no more than $725 million in financing from Oregon fuel taxes or other Oregon sources and does not displace funding for other needed regional transportation investments.*

Add to at the end of Exhibit B (the amendment to the Financial Plan of Metro's 2035 Regional Transportation Plan) the following language:

The July 2008 amendments to the Regional Transportation Plan endorsing the locally preferred alternative will be submitted to JPACT and the Metro Council for reconsideration if any of key financing assumptions are proven wrong in the following ways:

- *total project costs exceed $4.2 billion;*
- *the 2009 Oregon and Washington Legislatures fail to provide combined state funding within the range of $823 million to $1.45 billion;*
- *the 111th Congress fails to authorize and appropriate at least $400 million for the project;*
- *new calculations show that toll bond proceeds will fall below $1.070 billion;*
- *total requested contributions from Oregon fuel taxes and other Oregon sources exceed $725 million; or*
- *financing the locally preferred alternative for the Columbia River Crossing will displace other, more important, regional transportation investments.*

Explanation:

To date most proponents of the CRC locally preferred alternative have been confident that sufficient funding will be found for the LPA and that project costs will not require trade-offs with other desired regional projects.

This amendment makes those assumptions a fundamental basis for addition of the proposed locally preferred CRC alternative to the financially constrained list of projects in the RTP.

Proposed Liberty Amendment to Resolution 08-3960:

Retaining Some JPACT, TriMet, City of Portland and Metro Council Control over the Columbia River Crossing Project

Replace paragraph 3 of the Be It Resolved provisions on page 4 with the following:

3. *Finds that the issues and concerns identified by the Metro Council in Exhibit A and any additional conditions and concerns adopted by resolution by JPACT, TriMet and the City of Portland must be resolved in ways satisfactory to those governments as a condition precedent to those governments' support for state and federal funding for the project.*

Explanation:

Approval of the proposed RTP amendment in its current form relinquishes any final authority over the project by Metro, JPACT and Portland (with the exception of a future amendment to the RTP regarding the number of auxiliary lanes.)

Those bodies are represented on the Sponsor's Council, which has oversight over the next phases of the project, but only the Washington Department of Transportation, Oregon Department of Transportation, TriMet and C-Tran will have final decision-making authority.

The requirement that the DOTs and transit agencies "address" various concerns and considerations does not require that the agencies with final authority over the project do anything substantive regarding those concerns and considerations, only that they consider those concerns.

In reality, Metro, JPACT and Portland are being asked to rely on are vague assurances of a cooperative approach to their issues. However, the Director of the Oregon Department of Transportation has already testified to the Portland City Commission that he opposes one of the most important elements of Exhibit A - the institution of tolling as soon as possible on the existing bridges.

This amendment leaves in place the delegation of final authority to the two Departments of Transportation and transit agencies. But as a practical matter in constrains their authority by making support for federal funding for the CRC project contingent having Metro, JPACT and Portland's concerns being satisfied, not just "addressed."

Proposed Liberty Amendment to Resolution 08-3960:

CRC Compliance with Regional Transportation and Land Use Policies

Modify the second to last "Whereas" paragraph on page 4 of the Resolution as follows:

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

Replace the existing item 9 in the Be It Resolved section, (which refers to a land use final order analysis) with the following new paragraph:

9. *At the time a future amendment of the 2035 Regional Transportation Plan is made to address the number of auxiliary lanes to be included as part of the Columbia River Crossing, or for other reasons, the Joint Policy Advisory Committee on Transportation, the Metro Policy Advisory Committee and Metro Council shall review and determine whether the project complies with the Regional Transportation Plan policies and goals and the Regional Framework Plan.*

Explanation:

We should not be amending the Regional Transportation Plan with a project that violates the goals and policies just approved last December. Given the major land use impacts of the project, it also needs to be measured against the land use policies in the Regional Framework Plan, in consultation with the Metro Policy Advisory Committee.

The second aspect of the amendment concerns the use of House Bill 3478. HB 3478 was passed in 1994 to facilitate review of a proposed south-north light rail project in order to create a separate land use review process for the south-north light rail project contemplated at that time.[1] This land use final order (LUFO) process eliminates land use review by any local governments, leaving the decision solely to Metro, using criteria adopted many years ago by LCDC.

Metro staff believe the can be used to review and approve the $3 billion highway component of the CRC project under the theory if it is a "highway improvement" included in the South-

[1] HB 3478 SECTION 2. "The Legislative Assembly finds that a failure to obtain maximum federal funding for the South North MAX Light Rail Project in the upcoming federal transportation authorization act will seriously impair the viability of the transportation system planned for the Portland metropolitan area, the ability of the area to implement a significant portion of its air quality and energy efficiency strategies and the ability of affected local governments to implement significant parts of their comprehensive plans. The Legislative Assembly further finds that to maximize the state's and metropolitan area's ability to obtain the highest available level of federal funding for the South North MAX Light Rail Project and to assure the timely and cost-effective construction of the project, it is necessary:
(a) To establish the process to be used in making decisions in a land use final order on the light rail route, light rail stations, light rail park-and-ride lots, light rail maintenance facilities and any highway improvements to be included in the South North MAX Light Rail Project, including their locations;
(b) To expedite the process for appellate review of a land use final order; and
(c) To establish an exclusive process for appellate review. is not codified in the Oregon Revised Statutes."

North light rail project.[2] I believe that as a matter of policy and law, the LUFO legislation should not be used to review the replacement bridge and related interchange developments.

[2] The "project" to which the legislation applies was defined as "the portion of the South North MAX Light Rail Project within the Portland metropolitan area urban growth boundary, including each segment thereof as set forth in the Phase I South North Corridor Project Locally Preferred Alternative Report as may be amended from time to time or as may be modified in a Final Statement or the Full Funding Grant Agreement. The project includes the light rail route, stations, lots and maintenance facilities, and any highway improvements to be included in the project.

Proposed Liberty Amendment to Exhibit A of Resolution 08-3960:

Independent Analysis of Land Use Impacts

Add the following new "area of concern" to Exhibit A

L. Independent Analysis of Land Use Impacts

As a part of the Final Environmental Impact Analysis the oversight committee will commission an independent analysis of the land use impacts in the four-county region of the locally preferred alternatives, including any resulting change in development and redevelopment patterns and associated environmental impacts including development of farm and forest lands, and air and water quality, including impacts resulting from additional vehicle generated pollution. These impacts should be compared with the impacts from the no build and supplemental bridge alternatives.

Explanation

Transportation investments shape land development patterns and land development patterns affect how, how much and where people travel to jobs, services and housing.

This relationship was understood in 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."

It was also reflected in the Metro Council's letter to the CRC Task Force, in which 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."

Finally, it was specifically called out in the letter from the U.S. Environmental Protection Agency dated July 1, 2008, which made the following recommendation on page 12:

"*Recommendations:*

- In the Final EIS, include a discussion of potential impacts of growth on air and water quality.

* * * *

- Seriously consider selecting a preferred alternative that places less emphasis on the expansion of I-5 and more emphasis on the provision and use of public transit, bicycle and pedestrian modes, and on TDM and TSM strategies."

Proposed Liberty Amendment to Exhibit A of Resolution 08-3960:

Consideration of Tolling Impacts on Low-Income Bridge Users

Add the following "area of concern" to the list on pages 2 and 3 of Exhibit A:

M. Tolling Impacts on Low Income Bridge Users

The oversight committee shall consider what adverse impacts bridge tolls may have on low-income bridge users and recommend, to the state legislatures, ways in which these impacts can be mitigated through income tax credits, toll discounts or other means.

Explanation

Some low-income commuters face daunting increases in their household budgets devoted to housing and transportation. They have fewer choices to move closer to work given strong property values in the center of the region. As a matter of fairness these impacts ought to be considered and mitigated as part of any tolling and demand management program.

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 10
1200 Sixth Avenue, Suite 900
Seattle, Washington 98101-3140

July 1, 2008

Mr. John McAvoy, PE, Major Projects Manager
Federal Highway Administration
Western Federal Lands Building
610 E. 5th St.
Vancouver, Washington 98661

05-052-FHW

Ms. Linda Gehrke, Deputy Regional Administrator, Region 10
Federal Transit Administration
915 Second Avenue, Suite 3142
Seattle, Washington 98174

Dear Mr. McAvoy and Ms. Gehrke:

The U.S. Environmental Protection Agency has reviewed the Interstate 5 Columbia River Crossing Project Draft Environmental Impact Statement (DEIS) and Draft Section 4(f) Evaluation. We are submitting comments in accordance with our responsibilities under the National Environmental Policy Act (NEPA) and Section 309 of the Clean Air Act.

The Columbia River Crossing (CRC) DEIS is a bridge, transit, and highway improvement project proposed by the Oregon and Washington Departments of Transportation (ODOT and WSDOT), Southwest Washington Regional Transportation Commission (RTC), Metro, Clark County Public Transportation Benefit Area (C-TRAN), and Tri-County Metropolitan Transportation District (TriMet) to improve safety and mobility in the I-5 corridor between Portland, Oregon and Vancouver, Washington. The CRC project is focused on a five mile segment of the I-5 corridor from SR 500 in Vancouver to approximately Columbia Boulevard in Portland. The alternatives include the No Action alternative and four multi-modal action alternatives. The action alternatives each contain similar highway improvements, high capacity transit in the form of either Light Rail Transit (LRT) or Bus Rapid Transit (BRT) with several transit alignment and length options, and either replace or supplement the existing bridges over the Columbia River. Each action alternative also improves bicycle and pedestrian facilities, considers tolling on the bridges, and implements transportation system management and demand measures (TSM and TDM).

EPA is generally supportive of this project, however we have concerns about certain aspects of the project as represented in the draft EIS. EPA commends the project proponents for proposing a multi-modal project and tolling along with Transportation System Management and Transportation Demand Management (TSM/TDM) measures. These are positive steps to reduce single occupancy vehicle (SOV) travel as well as to expand, diversify, and help to fund the transportation system. We also appreciate being involved in the InterCEP process, where, to the extent resources allowed, we offered comments regarding several natural resource aspects of the project. Our scoping comment letter of 12/14/05 identified additional points of interest for EPA. As a result of our review, we are primarily concerned about:

- The need for more information about potential impacts to groundwater and the Troutdale Sole Source Aquifer, particularly from pile driving activities in waters containing contaminated sediments, construction in hazardous materials sites, and routine excavation and construction activities.

- The need for project-related air quality analysis, particularly for near roadway concentrations of, human exposures to, and potential health effects from air toxics, diesel exhaust and particulate matter. Susceptible individuals and populations and sensitive receptor locations were not identified, and no mitigation is proposed.

- The need for identification, analysis, disclosure and mitigation for potential disproportionate environmental and human health impacts to low income and minority populations and communities residing in and near the project area.

- The need for more information regarding impacts to aquatic resources, including stormwater and construction-related impacts to water quality, 303(d) listed streams, and subsistence fishing uses.

We have additional concerns regarding the potential impacts resulting from land use changes and reduced travel times. More detailed discussion is provided in the enclosure. Based on the issues identified above, we have rated the EIS and each of its alternatives as EC-2, Environmental Concerns, Insufficient Information. An explanation of this rating is enclosed.

EPA thanks the Columbia River Crossing Environmental Office for meeting with us on June 10, 2008, and we thank the Federal Transit Administration, the Federal Highway Administration, and the CRC Office for the June 18, 2008 conference call with us to discuss environmental justice and related issues. We look forward to continued dialog to resolve outstanding issues. We are hopeful that our continued collaboration will result in a project that offers exceptional benefits for transportation as well as the human and natural environment.

If you have questions or would like to discuss our comments, please contact me at (206) 553-1601 or at reichgott.christine@epa.gov, or Elaine Somers of my staff at (206) 553-2966 or at somers.elaine@epa.gov. Thank you for the opportunity to be involved in this important project.

Sincerely,

/s/

Christine B. Reichgott, Manager
NEPA Review Unit

Enclosures

cc: Ms. Heather Gundersen, CRC Environmental Manager

U.S. Environmental Protection Agency
Detailed Comments on the
I-5 Columbia River Crossing Draft EIS

Groundwater

The CRC DEIS has limited information on the groundwater system underlying the proposed project, including information about the federally designated Troutdale Sole Source Aquifer and about groundwater underlying the Oregon portion of the project area. It is important to disclose in the EIS that for a designated Sole Source Aquifer, the Safe Drinking Water Act states that "...no commitment for federal financial assistance (through a grant, contract, loan guarantee, or otherwise) may be entered into for any project which the [EPA]Administrator determines may contaminate such aquifer through a recharge zone so as to create a significant hazard to public health, but a commitment for federal assistance may, if authorized under another provision of law, be entered into to plan or design the project to assure that it will not so contaminate the aquifer."

The Hydrology and Water Quality Technical Report mentions the Sole Source Aquifer and wellhead protection zones within the primary and secondary Areas of Potential Impact (APIs), and indicates that there may be temporary groundwater quality impacts from the construction of roadways or fixed guideways below-grade and close to the water table. The Report also states that the City of Vancouver has designated the entire area within the City boundary as a Critical Aquifer Recharge Area, and that no detailed analysis of the depth to water table within the project area has been conducted.

We are concerned that neither the Draft EIS nor the Technical Reports provide details regarding the physical environment of the aquifer and of the contamination risks. The discussion of potential groundwater impacts is equal in importance to the analysis of potential air and surface water impacts. It is important to provide this information in the EIS along with mitigating measures that will ensure the project is protective of the Sole Source Aquifer. As presented, the EIS does not enable EPA to make an informed evaluation of the potential impacts of the project on the groundwater resource.

Recommendations:

- In the Final EIS, include a section devoted specifically to groundwater, which includes the description of the Affected Environment, the impacts associated with the alternative and alignment options, and the environmental and human health effects of each.
- In the Affected Environment discussion for groundwater, describe the groundwater resources underlying the project area. In order to analyze potential impacts to groundwater and to the sole source aquifer in particular, the following information is needed: a figure that shows water level elevation contours of the area, cross sections depicting aquifer stratigraphy and water level depth, maps of any contaminant plumes known to exist in the area, and maps showing ground water flow directions. The project area should then be overlain on the figures and maps.

- We would suggest that the following information be included in the Environmental Consequences discussion for groundwater:
    - Maps of locations of all existing hazardous materials sites;
    - Maps showing existing ground water contamination;
    - Maps showing existing soil contamination;
    - Indicate whether there is a potential for an existing plume of contamination to be transported to a deeper part of the aquifer system as the holes are dug for the bridge pilings or other structures, or otherwise exacerbate the groundwater contamination issues in the project area;
    - A description of the impacts of the placement of bridge and overpass piers and pilings (indicate if there is a potential for contaminants to be transported from the soil or sediments into the ground water at any of these sites);
    - A map of existing wells, both private and public, and a description of the anticipated impacts on the wells and on the wellhead protection areas.
- Evaluate the groundwater impacts from all the proposed alternatives, including cumulative effects. Include in the ground water evaluation the specifics of existing contamination plume locations and proposed mitigation measures.

Air quality, Mobile Source Air Toxics

Operational impacts: The Draft EIS estimated operational emissions of all air pollutants from mobile sources for the four-county region and from four subareas or highway segments along the I-5 corridor. Based on the projected changes due to EPA regulations and fleet change over time, the EIS concludes (p. 3-277) that year 2030 emissions would be less than current conditions and the differences among alternatives would be unsubstantial. This regional scale air pollutant emissions discussion may be misleading since emissions at this scale do not necessarily correlate with ambient air quality. We believe that the Draft EIS needs to include additional information on the actual air quality effects of the project:

- The focus of the EIS should be on the change in air quality and clearly distinguish between project induced emission changes vs. changes caused by fleet turnover and more stringent new vehicle emission standards.

- The Draft EIS analysis focuses on emission trends that are not influenced by the project. It is difficult to provide meaningful disclosure of impacts of air pollutants through an evaluation of emissions alone. This approach dismisses the air quality impacts at the micro scale, meteorology and prevailing wind direction, topography, proximity of mobile sources to sensitive receptors, and the combined effects of other air pollution sources. The Portland Air Toxics Assessment demonstrates that there are tools available for this type of analysis.

- There is no analysis or disclosure of near roadway pollutants – their composition, concentrations, identification of the sensitive receptor locations and populations, and the associated potential human health effects[1]. This information would be particularly relevant to the communities and populations living within approximately 500 yards of the roadway, although the distance may vary depending on traffic and environmental conditions, and are hotspot in nature when there are localized concentrations.

Recommendation: Provide an analysis of project related air quality impacts in the Final EIS that is responsive to the above comments.

Construction impacts: One of the important findings of the Portland Air Toxics Assessment was the impacts of construction sites on micro scale air quality. These air quality effects can be significant. Air toxics emissions, particularly diesel exhaust, are known or suspected to cause cancer or other serious health effects, such as respiratory, neurological, reproductive, and developmental effects.

Recommendation: Include in the air quality section additional information on the duration, nature of, and special extent of construction impacts on air quality. Include a discussion of potential health impacts. Identify the affected populations and sensitive receptor locations.

There are now many opportunities to reduce the effects of project construction. Please see the Clean Construction USA website at http://www.epa.gov/otaq/diesel/construction/. At this website are examples of construction mitigation measures not included in the Draft EIS. The website also includes case studies and examples of institutional arrangements for implementing this mitigation.

Recommendation: Augment the construction mitigation measures listed in the Draft EIS to include additional mitigation measures listed on this website, and commit to their implementation.

There is also a Construction Sector within the West Coast Collaborative at http://www.westcoastdiesel.org, which is a public private partnership to reduce diesel emissions. The Construction and Distributed Generation Workgroup explores opportunities to share information and/or seek funding for a variety of projects including: using the NEPA review process to require construction emissions mitigation plans; contractual incentives, and providing incentive funding for smaller companies for pollution controls. Projects such as the Columbia River Crossing are encouraged to participate in this Workgroup.

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[1] A large number of recent studies have examined the association between living near major roads and different adverse health endpoints. Several well-conducted epidemiologic studies have shown associations with cardiovascular effects, premature adult mortality, and adverse birth outcomes, including low birth weight and size. Traffic-related pollutants have been repeatedly associated with increased prevalence of asthma-related respiratory symptoms in children. Also, based on toxicological and occupational epidemiologic literature, several of the MSATs, including benzene, 1,3-butadiene, and diesel exhaust, are classified as known and likely human carcinogens. Thus, cancer risk, including childhood leukemia, is a potential concern in near roadway environments. For additional information on MSATs, please see EPA's MSAT website http://www.epa.gov/otaq/toxics.htm.

Recommendation: Participate in the Construction and Distributed Generation Workgroup to share information, and help to advance additional means to mitigate construction emissions.

Correction to text: A correction is needed on page 3-274, where the text states that "No regional conformity analysis is required for the Vancouver area."

Recommendation: Revise the above language to state, "No regional emissions analysis for conformity is required for the Vancouver area."

Environmental Justice

The CRC project would potentially result in direct and indirect impacts to project area residences, businesses, and neighborhoods, which meet the criteria under Executive Order 12898 on Environmental Justice as being inhabited predominantly by low income and minority populations. Affected neighborhoods also include those that have unusually high populations of elderly and disabled residents. Children are also present throughout these communities, but they do not appear to have been accounted for in the demographic analysis of the EIS. Due to the diverse, largely disadvantaged, multi-cultural, and multi-lingual characteristics of the affected populations, neighborhoods, and communities, and because the project has the potential to exacerbate conditions that are currently affecting human health and well being in the project area, EPA believes that extra measures may be necessary to ensure effective public participation and sufficient and appropriate mitigation for project impacts.

We have environmental justice concerns primarily related to human health and safety, which are both project specific and cumulative in nature. These include air quality, noise, and neighborhood safety, particularly for children, the elderly, and the disabled. We also note potential impacts to community resources and the disproportionate economic burden to low income, elderly, disabled, and minority communities posed by current and potential future property impacts, potential human health effects, taxes, and tolls. We believe that that the potential mitigation concepts presented in the Draft EIS may not go far enough to address the magnitude and scope of potential impacts to these disadvantaged neighborhoods.

Our Environmental Justice concerns with the Draft EIS are that:

- The direct and indirect environmental, human health, social, and economic project impacts would likely affect the low income, minority, elderly, and disabled populations disproportionately as compared to populations that reside outside the project area and throughout the region.
- Some potential impacts, that could be significant, are not identified in the EIS.
- Analysis, disclosure, and mitigation for many impacts of the proposed project appear insufficient. As a result, the project may exacerbate conditions that are currently affecting human health and well being in the project area (such as air pollution, noise, financial stress, construction zone traffic, safety hazards, and health effects, potential contamination of drinking water and subsistence food supplies);

- Citizen allegations and documentation indicate that there is concern that the public participation process, while extensive in nature, may not have fully engaged and informed affected populations so that they feel they are well informed, involved, heard, and responded to in project development, implementation, and operation.

Census demographics: Two vulnerable populations are identified in the census demographics exhibit, "disabled" and age 65 or older. There has been no mention of children. The schools, (but not the childcare centers), in the project area were identified but there was no indication of how these vulnerable populations might be impacted by air pollution, noise, diesel construction vehicles, increased traffic, and other activities. Key to the vulnerable population discussion is health information. For example, the asthma rate for the school age population should be disclosed. Specific information of this nature with details on potential impacts can provide a better sense of where the impacts are actually occurring and who, which racial minority, for example, might be disproportionately impacted.

Recommendations:

- In the Final EIS, expand the demographic analysis to include children that would potentially be affected by the proposed project.
- Characterize/provide a baseline description of the existing health within the potentially affected communities and neighborhoods. For example, the following types of information would be relevant and useful: the asthma rate for children and adults, information about the rates of cardio-vascular disease, other respiratory impairments, and premature deaths.

Public involvement: There is not sufficient information in the Environmental Justice (EJ) Section of the Draft EIS to determine the extent and quality of the public involvement efforts. In our discussions with CRC Environmental Managers on June 10, 2008, we became aware of the depth and breadth of outreach and involvement efforts that were not described in the draft EIS. It was clear that an initial mailing of hundreds of post cards informing residents of possible displacements produced surprisingly few attendees at the subsequent public meeting on that subject. While later meetings reportedly saw improved participation, it is not yet clear whether affected individuals were adequately informed or involved. The fundamental question is whether or not the community members are satisfied with the level of participation, quality of information and the responsiveness of the CRC project proponents to their input. We would also like to know more about how the Community and Environmental Justice group evaluates the quality and effectiveness of its interactions and outreach efforts.

Recommendations:

- In the Final EIS, disclose more information about the participation levels and cross neighborhood representation at the various meetings, the concerns of the residents, what was learned in the process of trying to reach and involve diverse communities, and indicate how public input was incorporated into the project and decision making.

Cumulative impacts: Given the importance of cumulative impacts to EJ communities and other on-going and anticipated projects in the CRC project area or nearby, such as expansion of rail infrastructure, port expansions, and other road improvements and projects, a thorough

analysis specifically dealing with EJ implications of cumulative impacts is warranted. The cumulative impacts discussion in the EIS for EJ (p. 3-427) mentions only tolling as a possible negative effect on the affected communities, and implies that because the construction of I-5 in the early 1960s divided neighborhoods and displaced residents that were composed of more minority and low income persons than in Portland and Vancouver as a whole, that the CRC related impacts are comparatively minor and can therefore be dismissed. We do not agree that past impacts of greater magnitude should negate the current and potential future impacts of the communities affected by the CRC project. The E.O. 12898 was issued specifically to address these injustices, with the intent to fully confront the impacts and give a voice to those similarly affected in the future.

Environmental Justice views traditional environmental concerns, such as water quality, open space, and wildlife as connected to social, cultural, and economic life. There should be information in the EJ section that attempts to portray a holistic picture of the impacts on diverse communities.

Recommendation: In the Final EIS, discuss the following issues and any other pertinent examples:

- How the project might impact subsistence fishing by local residents in the project area;
- Whether there is any information on the extent of this kind of activity given the Russian, Vietnamese and African-American populations, the poverty levels and the proximity of shoreline in the project area;
- Whether there are urban creeks in the neighborhoods (such as Burnt Bridge Creek);
- How communities value and use these resources; and
- How this information has been incorporated into our understanding of impacts.

Mitigation: For impacts that primarily affect the neighborhoods and communities adjacent to I-5 and within the project area, particularly the populations of low income, minority, elderly, and or disabled, the potential mitigation measures do not appear sufficient to offset project impacts that are largely born by the most disadvantaged populations in order that substantial public benefits may be derived. Thus, in addition to other mitigation recommendations included in our CRC Draft EIS comments, we suggest a number of ways in which mitigation might be strengthened:

To mitigate the impacts to disadvantaged neighborhoods in the project area, the DEIS discusses potential relocations, such as displaced homes, businesses, and facilities. However, there is no mitigation discussed for impacts associated with partial takings that do not result in full displacement, or for impacts such as encumbered home sales and business leases due to potential project impacts. A means to mitigate these impacts should be discussed and developed with those affected.

For noise impact mitigation, residential sound insulation is mentioned as an FTA-allowed measure, but not traditionally funded by FHWA. Only noise walls were deemed feasible and reasonable by FHWA and appear as the only likely mitigation to be offered. We recommend including the FTA residential sound insulation mitigation measures, and other measures that would be appropriate and feasible, including, but not limited to, the planting of vegetation.

The potential mitigation listed for CRC tolling impacts do little to alleviate these financial impacts. Reduced rate transponders are not very helpful for those who cannot afford to own a car. Considering the scope of current and additional impacts being borne by the affected neighborhoods, it would seem appropriate to offer the low income residents free fare transit passes, and reduced fare passes to other affected residents.

The Delta Park transportation project in Oregon provided the affected low-income and minority communities with community enhancement funding. The communities do not administer the funds, but they select the projects that would be of benefit to their respective communities. This is a positive form of mitigation that could be provided in the affected Vancouver and Portland neighborhoods.

Disabled and elderly individuals could be especially impacted by project construction within their neighborhoods, and by increased traffic accessing Park & Ride facilities located in or near their communities. To mitigate safety hazards to disabled and elderly pedestrians, it would be helpful and appropriate to provide shuttle services to meet their transportation needs both during project construction and to access public transit once the project is operational.

Recommendation: Adopt these mitigation measures and/or others not listed here that are recommended by concerned individuals and organizations, to lessen the existing CRC project-related, and cumulative impacts on the affected communities.

Aquatic resources

Water quality and stormwater: The DEIS states (p. 3-384,385) that between 35 to 38 acres of untreated impervious surface would remain for each build alternative, and refers the reader to the CRC Conceptual Design Stormwater Report for a discussion of applied guidelines. It would be helpful to include an explanation as to why the remaining 35-38 acres would be untreated. It would also be helpful to know how stormwater would be treated and managed on the replacement or supplemental bridges.

The DEIS also states (p. 3-385) that Burnt Bridge Creek and the Columbia Slough could have increases in certain pollutants as a result of the CRC project compared to current conditions. The existing conceptual stormwater design would result in increased loads of dissolved copper in both of these 303(d) listed water bodies, and it is not stated whether or not other pollutant loadings would also be increased. On page 3-386, pollutant loadings are provided but effects on water quality and pollutant concentrations in water bodies are not quantified/estimated.

Construction impacts and stormwater pollutants would further degrade Burnt Bridge Creek, which flows into Vancouver Lake. Area residents, particularly people of low income, commonly fish in Vancouver Lake for subsistence. The DEIS does not disclose this or discuss the potential human health effects from this potential environmental consequence of the proposed project.

Recommendations:

- Provide a description of the stormwater treatment/management design in the Final EIS. Disclose the fate of stormwater from the remaining 35 to 38 acres of impervious surface, and describe how stormwater would be managed on the new proposed bridges.
- Disclose the environmental consequences of project specific and cumulative stormwater pollutants upon all project area water bodies, including Burnt Bridge Creek, Columbia Slough, and Vancouver Lake. Discuss the potential human health effects from swimming and fishing activities in Burnt Bridge Creek and Vancouver Lake from project specific and cumulative pollutants.

Wetlands and waters of the U.S: The DEIS, page 3-367, states that the Stacked Transit Highway Bridge (STHB) design would avoid more wetland acres of fill than the replacement design and would have 18% less structure in the Columbia River, although more smaller piers may be added to support this design (p. 3-372). The STHB design would also decrease the pollutant load in stormwater slightly more than the other bridge alternatives. It appears that the STHB design could potentially be considered to be the Least Environmentally Damaging Practicable Alternative (LEDPA), but the DEIS does not address this issue.

Recommendation: Consult with the Corps of Engineers and EPA to ensure that proposed actions will comply with legal requirements, including the Section 404(b)(1) guidelines, determination of the LEDPA, and to discuss conceptual mitigation plans. Include a discussion of these issues in the Final EIS.

The Draft EIS (p. 3-336) states that the Vanport wetlands connect to a wildlife corridor to the west that has few development interruptions. These wetlands are connected to other large remnants of the floodplain wetland system, which increases its value to wildlife needing larger habitat areas. Currently, large numbers of ducks, geese, swallows, and other migrating birds use this habitat.

Recommendation: Due to their high value wetland functions and connectivity, impacts to the Vanport wetlands and to their connections within the floodplain wetland system should be avoided.

Impacts to the Columbia River: The Draft EIS provides little information regarding the logistics and impacts involved with demolition and/or construction of new bridges and other project components on the Columbia River. Consequently, the impacts of construction and the need for mitigation are not sufficiently disclosed in the EIS.

Recommendation: In the Final EIS, disclose the nature, timing, and duration of any habitat modifications or impacts, such as dewatering, loss of riparian areas, bank hardening, debris and pollutant loadings, or other impacts, that would be necessary or likely as a result of project construction and demolition activities.

Noise and vibration – impacts on fish and aquatic wildlife: The DEIS, p. 3-314, indicates that noise from pile driving in deep water at 150 ft from the source can reach 190 dB, and that fish are killed or injured at 180 dB and above. While attenuation is quicker in shallow water,

there is no explanation of how deep is deep, or how shallow is shallow. There is also no disclosure about the likely effects on the protected species and species of concern listed on p. 3-340 of the Draft EIS, which includes numerous fish species and two species of marine mammals, or on diving birds, from the project construction. Mitigation measures such as bubble curtains are mentioned, however, there is no explanation of the effectiveness of mitigation.

Recommendation:

- Include in the Final EIS information about the anticipated impacts on fish and wildlife in the project area, and beyond the project area, from noise and vibration during project construction, operation, and maintenance.
- Discuss potential mitigation measures and their effectiveness, and include mitigation commitments.

Impacts of Land Use Changes and Reduced Travel Times

The DEIS indicates that land use changes and growth are anticipated, both as a result of local planning and as a result of this project. Some growth will be concentrated near transit stations (transit-oriented development or TOD) and some growth may occur at the margins of urban growth boundaries as a result of reduced travel times. Neither the Land Use section nor the Cumulative Impacts Section discuss the potential impacts of growth on natural resources such as air and water quality.

Replacement Crossing Alternatives propose to double the number of highway lanes from six to twelve. EPA is concerned that roadway expansion of this magnitude, even with tolls and transit, may stimulate travel demand for use of privately owned vehicles (POVs), and may contribute to pressures for dispersed development.

In the Land Use Section (p. 3-135), the DEIS indicates that the analysis of potential induced growth was performed using a comprehensive literature review and comparative analysis of case studies. While this can be a helpful approach, we believe that additional analysis is merited for a project of this magnitude and importance for the region. We could agree in principle with the conclusions of the analysis that having a centralized urban core with good public transit, zoning, and transit oriented development would tend to foster maintenance of the urban centers and help to minimize dispersed development. However, the recent and current trends in land use and growth, particularly in the Vancouver area (see *The Columbian*, 5/16/08 article by Michael Andersen: "Growth board rules in favor of preserving farmland"), provide a stronger indication of the growth pressures and patterns that may be expected with the significant transportation improvements proposed by the CRC project, and in combination with other significant transportation improvements along I-5 and near the project area that are listed in the Draft EIS. We think more work is needed to evaluate the travel and land use change that would be stimulated by these individual and cumulative projects, and their associated impacts upon air, water, and land resources, as well as their socio-economic and human health effects.

Stimulated travel, dispersed development, and loss of natural resource lands may also be at odds with the Oregon and Washington Governors' goals for reducing greenhouse gas emissions. While tolls and transit would soften these effects, there is insufficient analysis and

disclosure in the DEIS to compare the Supplemental (8 traffic lanes) and the Replacement (12 traffic lanes) Alternatives with respect to their potential to stimulate travel and growth and their associated impacts to air, water, and land resources, including climate change. It seems logical to expect that some degree of congestion, such as may result from the more moderate I-5 expansion proposed in the Supplemental Alternatives, would likely encourage greater use of alternative travel modes (which is anticipated in the Supplemental Alternatives as proposed), and affect discretionary travel decisions.

Recommendations:

- In the Final EIS, include a discussion of potential impacts of growth on air and water quality.
- Consult the FHWA web page for additional methodologies to evaluate the indirect effects of stimulated travel and growth. Results should reveal changes in travel behavior and the likely destinations/locations of eventual land use change.
- Seriously consider selecting a preferred alternative that places less emphasis on the expansion of I-5 and more emphasis on the provision and use of public transit, bicycle and pedestrian modes, and on TDM and TSM strategies.

Ecological connectivity, wildlife

We fully agree with the statement on page 3-336 of the DEIS that I-5 is an important barrier to wildlife passage for land-based species, and that the existing underpasses and stream crossings on I-5 provide for some connectivity, but they are not well-suited to or designed for wildlife movement. Substantially widened highway and bridge facilities with higher traffic volumes and speeds would present additional safety hazards for motorists and wildlife, and would exacerbate and the impassable nature of I-5. To improve human and wildlife safety and prevent wildlife-vehicular collisions, maintain biodiversity, and provide corridors that contribute to regional adaptation to climate change, we believe that all possible opportunities be taken to improve the permeability of I-5. For the same reasons, it is important to take this opportunity, as suggested on page 3-353 of the DEIS, to re-establish or improve riparian features along the Columbia River and its associated water bodies wherever feasible as a form of mitigation for past and current project-related environmental impacts.

Ecological connectivity is a broader concept than wildlife movement in the landscape. It includes the connections and interactions between land and water, the transfer of water, wood, soil, nutrients, genes, species, and related processes. For example, ecological connectivity is impaired when a stream is channelized and separated from its flood plain; when shoreline structures or bank armoring block sediment flows and shoreline enrichment processes; when dams are built or culvert installation block fish passage; when wetland fills or impervious surface prevent ground water aquifer recharge; when hillslope cuts breach seepage areas, springs, or underground aquifers; and when aquatic habitat hydrological alterations and development interfere with surface water/ground water interactions and riverine hyporheic zones. Environmental impact assessments need to focus much more on identifying these connections and the consequences of severing them; project design should incorporate the means to preserve and restore them.

As discussed in the DEIS, bridges also provide habitat for wildlife, such as the swallows and peregrine falcons that inhabit the existing bridges. Replacement or supplemental bridge design could and should also incorporate features that would provide needed wildlife habitat.

Recommendations:

- Consult with ODFW and WDFW, USFWS, and NOAA Fisheries, tribes, and interested/concerned non-governmental organizations regarding the opportunities, needs, locations, number, and design of wildlife crossing features and improved hydrological and fish passage structures that could be incorporated into the design of the CRC project.
- Consult with these same entities and other relevant landowners regarding the potential for riparian area re-establishment and improvement along the Columbia River and its associated water bodies as a form of environmental mitigation for project-related impacts.
- Consult with the above agencies and relevant interest groups, such as Bats International, Audubon Society, and other wildlife organizations regarding bridge and highway design features that would provide wildlife habitat. Include discussions regarding management of roadside vegetation to either attract or detract wildlife from the roadways and guideways as appropriate.

Financial analysis

The EIS provides helpful discussion of economic and financial related issues. There remain a few items that we believe would contribute to a better understanding of the project's impacts and feasibility:

Ensuring fair distribution of benefits and adverse effects: Mitigation for tolls is discussed in the EIS (p. 3-179), however that mitigation should be strengthened to provide meaningful mitigation for adverse financial effects to low income residents (see comments on Environmental Justice above). The impact from potential sales and property taxes to the affected populations in general, and particularly to those segments of the population that would fall within the Environmental Justice discussion, have not been addressed.

Recommendation: Include a discussion of potential sales and property taxes that may be imposed to finance components of the CRC project. Disclose what these taxes would be used for, and what the potential economic impacts would be, particularly for low income communities and residents. Express the economic impacts in relevant terms, such as, per capita costs per year.

Finance plan: In Section 4.2.1 the EIS states that "A finance plan will be developed during the FEIS stage and will incorporate both the FHWA and FTA methodologies." An issue relevant to the inclusion of a finance plan is a project's financial feasibility, as mentioned in the DEIS's Project Abstract (p. iii). We note that this approach does not allow reviewers and the public the opportunity to compare alternatives' financial feasibility at the DEIS stage in order to inform the choice of alternatives.

We believe that sufficient information should currently be available, with the necessary caveats and assumptions, that can form the basis for a Draft EIS stage Financial Plan appendix, for the purpose of addressing project financial feasibility issues. The project's four action

alternatives lend themselves to facilitating the inclusion of a preliminary financial feasibility analysis in that there is little substantial variability among them. The analysis could also use sensitivity analysis to address issues where variability would have to be considered

Recommendation: Include sufficient and necessary financial information, if possible, in a document for public review prior to issuing the FEIS. This could be accomplished by using the approach and formats suggested in FTA's *Guidance for Transit Financial Plans*. The *Guidance* is based on currently available information.

Business mitigation measures: Loss of revenue to a displaced business is an adverse effect resulting from the project, particularly within the low income and minority communities. These impacts should be evaluated and steps should be taken to mitigate these impacts.

Recommendation: Include in Section 3.4.5 a discussion of loss of revenue to businesses and what mitigation could be anticipated as part of the relocation assistance program.

Hazardous Materials: The DEIS (p. 3-406) indicates that 427 potential hazardous materials sites were identified within 500 ft of the project area. Of these, 31 sites ranked as potentially high risk. The Marine Drive south alignment is located adjacent to the Harbor Oil Superfund site on North Force Avenue where petroleum, PCBs, pesticides, and other hazardous materials are located. In the Draft EIS, it is unclear whether the identification, site assessment, liability investigations, and clean up of hazardous materials sites have been factored into construction schedules and cost analyses. Detailed investigations have not occurred, but are needed to estimate environmental hazards, human health risks, cost and time needed for clean up and subsequent project construction.

Recommendation: Disclose whether the project construction schedule and cost estimates have factored in the site assessment, liability investigations, and clean up of the hazardous materials sites that would be encountered during project construction. If not, provide an estimate of time and costs associated with the cleanup of these sites and include these in the project financial analysis.

Tribal consultation

We commend the CRC project for their efforts to consult with Native American tribes, and for being responsive to their request to avoid upriver bridge placement to avoid potential burial grounds. We also commend the project proponents for their discussions with tribes regarding plants and animals of cultural significance as traditional food, craft, and medicinal sources. The DEIS, however, does not indicate whether anything would be done to protect or enhance these resources.

Recommendation: Clarify in the Final EIS how the information provided by the tribes regarding traditional food, craft, and medicinal sources will be used in project planning and implementation.

EIS Document Design

Unusual features of the CRC DEIS are that it provides only a rudimentary Table of Contents, but at the beginning of chapters, provides a listing of chapter subjects and sections. We think that a more traditional approach of providing a complete Table of Contents would facilitate the review of this large EIS. The reader is also frequently referred to the Technical Reports on each subject for more information, as the analytical information in the DEIS often seems minimal to cursory. It is customary to include all important information, including a description of assessment methodologies, in the main document, the EIS, and reserve unnecessary details for the appendices for those who simply desire more detailed information. By relying heavily on the readers' use of the Technical Reports for each subject, the EIS may not sufficiently inform the reader as a stand-alone document, and through its reliance on the Technical Reports may become "encyclopedic" in nature.

Recommendations:

- Include a complete Table of Contents in the Final EIS.
- Incorporate more information from the Technical Reports to sufficiently inform the public and decision maker about the assessment and analytical methodologies and results in order to sufficiently support conclusions made in the EIS.

Ted Wheeler, Multnomah County Chair

501 SE Hawthorne Blvd., Suite 600
Portland, Oregon 97214
Phone: (503) 988-3308
Email: mult.chair@co.multnomah.or.us

June 27, 2008

Email via: Rex.Burkholder@oregonmetro.gov
Kathryn.sofich@oregonmetro.gov
Kelsey.newell@oregonmetro.gov

JPACT Members
c/o Metro Councilor Rex Burkholder, JPACT Chair
600 NE Grand Avenue
Portland, OR 97232-2736

Colleagues:

Yesterday, the Board of County Commissioners of Multnomah County heard testimony from representatives of Metro on the Portland - Milwaukie Light Rail Project. The meeting was formally designated as a briefing, so no vote was taken. It was intended as an opportunity for our Board to ask questions related to the project in anticipation of a formal vote in early July.

The Board asked hard questions about the project and the prospects for other regional transportation projects. My impression was that the representatives from Metro did an outstanding job of answering those questions. I am concerned that some interpreted the line of questioning as a lack of overall support by Multnomah County for this important regional priority. That would be an inaccurate assumption.

I want to reiterate my strong personal support the Portland – Milwaukie Light Rail project. I also want to reassure our regional partners that I believe the full Board will also support our staff's strong recommendation to support this project.

I will, of course, continue to push for more regional support for the Sellwood Bridge project and other Willamette River bridge needs in the future. I want to personally thank my colleagues on JPACT who have been supportive of these efforts. The process will continue to be challenging, I am certain, but I am optimistic that we are making progress.

I want to especially thank Metro President David Bragdon, JPACT Chair Rex Burkholder, and Clackamas County Commissioner Lynn Petersen for leading efforts to potentially create an RTA. I think that is just one example of the kind of leadership we need to answer our future transportation needs. Multnomah County will continue to be an engaged partner in these efforts.

Sincerely,

Ted Wheeler
Multnomah County Chair

cc: Multnomah County Board of Commissioners

Ted Wheeler, Multnomah County Chair

501 SE Hawthorne Blvd., Suite 600
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Email: mult.chair@co.multnomah.or.us

July 9, 2008

JPACT Members
c/o the Honorable Rex Burkholder, JPACT Chair
600 NE Grand Ave.
Portland, OR 97232-2736

Colleagues:

I am informing you that the Multnomah County Board of Commissioners will not be taking up a resolution on the Locally Preferred Alternative(LPA) for Phase 2 of the South Corridor Project Supplemental Draft Environmental Impact Statement(SDEIS). It is my understanding that a Board resolution is not required for the SDEIS.

I am proud to support the LPA for the Portland-Milwaukie Light Rail Project. The LPA was developed in good faith with regional partners and with the participation and input from the public. The various segments of the LPA reflect this such as the river crossing location, the station locations, the Tillamook Branch alignment, and the southern terminus. The successful completion of the SDEIS and LPA is the result of a vision with patient persistence that began over ten years ago with Southeast Portland residents and businesses. Connecting Southeast Portland and Milwaukie to the regional MAX system is long overdue.

I believe in collaboration around regional challenges and opportunities. As Chair of Multnomah County, I encourage the county to be active or supportive of regional efforts and partnerships. We need to bring the same level of collaboration demonstrated by the LPA around the maintenance of regional transportation infrastructure such as Willamette River bridges.

I commend and congratulate Metro, TriMet, Clackamas County, and the cities of Portland and Milwaukie on reaching an important milestone in the Portland-Milwaukie Light Rail Project. I appreciate the hard work that the Steering Committee, the Citizen Advisory Committee and staffs involved with managing the SDEIS and LPA recommendation. I look forward to supporting the project as it moves into the next phase of development and to working with Multnomah County's partners on a regional solution to maintaining Willamette River bridges.

Sincerely,

TED WHEELER

Ted Wheeler
Multnomah County Chair

Cc The Honorable Robert Liberty, Metro
The Honorable Carlotta Collette, Metro
The Honorable Lynn Peterson, Clackamas County
The Honorable Sam Adams, Portland
The Honorable Jim Bernard, Milwaukie
The Honorable Alice Norris, Oregon City
Richard Brandman, Metro
Fred Hansen, TriMet
Jason Tell, ODOT
Sue Keil, PDOT
Rick Williams, Citizen Advisory Committee Chair

DRAFT

Portland Metropolitan Area
Federal Transportation Authorization Priorities

July 8, 2008

Preamble

Americans are confronting a new era of high gas prices, rapidly escalating construction costs, deteriorating infrastructure, global climate change and the need to reduce greenhouse gases, the virtual bankruptcy of the federal highway trust fund, an aging population and increased global competition. Not since President Thomas Jefferson commissioned the Gallatin Report or since the energy crisis of the 1970's has our country more urgently needed a new approach to our national transportation policy and an increased federal investment.

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The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was enacted August 10, 2005. SAFETEA-LU authorizes the Federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009, expiring September 30, 2009. The House Transportation and Infrastructure Committee has initiated the authorization process for the new 5-6 year period through a series of hearings to solicit input and share proposals.

As Congress considers transportation priorities for a new era, the Portland, Oregon, Metropolitan Region offers the following proposals. Our approach is based on both our experience with the integration of transportation and land use policy and our regional concern for livable communities and a healthy environment. We strongly believe that future investments in transportation must preserve our existing assets, protect our environment and provide modal choices for the movement of goods and people.

Program Focus

Today, too much funding is distributed without regard to whether the funding is accomplishing the goals of the Transportation Bill. In the next authorization, the policy direction and funding programs should more directly be linked to desired outcomes that support the national interest rather than simply be administered as a grant program for state and local governments. The key areas of importance are to ensure the programs support the national economy through economically successful metropolitan areas, through the efficient movement of freight to and through metropolitan areas and international ports and through the safe and efficient management of the existing built system. While meeting these transportation objectives, there should be strong integration with national initiatives to increase the energy security of the country and meet climate change mandates. Since the transportation sector is such a large consumer of petroleum products and emitter of greenhouse gases, it is essential that the nation's transportation investments reinforce these national goals. Federal investment in the

transportation system should be dependant upon reduction in transportation related carbon emissions. The next authorization bill should begin to address the need for efficient and safe transportation with the need to reduce carbon emissions.

Program Funding

The federal transportation program is woefully underfunded with respect to what is needed both to continue the current program and to adequately address the desired program direction. Based upon the program direction that is adopted, funding for the program should:

1. Be adequate for the defined program outcomes;
2. Be linked to those program outcomes;
3. Be diversified across a broader base of revenue sources;
4. Begin to transition from principal reliance on a gas tax to a VMT fee.

Program Direction

The following are the key program areas of highest priority to the Portland region:

1. Metropolitan Mobility – To support the health of the nation's economic base, provide funding to address the multi-modal transportation needs in the 50 largest metropolitan areas.
2. Freight – Establish a program targeted at effective and efficient freight movement by truck, rail, marine and air transport. Capitalize a Freight Trust Fund with existing and new taxes and fees on trucks and other freight-related activities and services.
3. Safety, System Preservation & Operations – Adequately fund a program to ensure the multi-modal system is kept in good condition, reduces fatalities and injury accidents and incorporates technology to efficiently operate the system.
4. Bridges – Revise the bridge program to ensure critical bridges are replaced or rehabilitated, including seismic retrofit.
5. Intercity Passenger Rail – Increase funding to improve the frequency and reliability of intercity passenger rail.
6. Transit – Increase funding for bus and rail transit expansion and fleet replacement.
7. New Starts/Small Starts – Adequately fund and streamline the procedures for funding New Starts and Small Starts rail projects.
8. Project Delivery – Streamline environmental review and permitting procedures while maintaining a high standard for environmental protection.
9. Critical Highway Corridors – Maintain a special discretionary funding program for large-scale highway projects such as the "Projects of National and Regional Significance" program that was funded in SAFETEA-LU.
10. Highway Design Standards – Revisions to design standards are needed to more appropriately provide for highway and street improvements compatible with an urban environment, including "Main Street" or "Boulevard" designs, Parkways, conversion of old state highways to urban streets and incorporation of green design elements.

1. Program Focus

a. Energy Security and Global Warming -

At the same time that the transportation bill is up for reauthorization for the next six-year period, the Congress is also considering or has recently enacted legislation related to energy security and reducing greenhouse gases to support national climate change initiatives. It is important that these legislative initiatives be linked and that the transportation program reinforces and helps implement energy and greenhouse gas goals. In particular, if there is a carbon tax and/or a carbon cap and trade program established, it should be structured to allow use of these funds on transportation projects that reduce greenhouse gases based upon the merits of those projects. Furthermore, if the carbon tax extends to motor vehicle fuel, these funds should be dedicated to transportation projects that reduce greenhouse gases. Finally, much like the transportation Clean Air Act link, investments from the transportation bill should be consistent with energy and climate change mandates.

b. Clearly establish the National Interest -

Since the completion of the Interstate system, the national purpose of the federal transportation program has been a shifting target. While ISTEA, TEA-21 and SAFETEA-LU have brought considerable state and local flexibility, the national debate has been dominated by funding equity issues (i.e.donor/donee)– which while very important – have crowded out a discussion of a performance based funding system. A lack of clarity in the program's mission has led to inadequate funding for the program**.** The key priorities for the Portland region that would help define the federal program's mission are as follows:

i. Metropolitan Mobility – ensure the multi-modal transportation system supports the economic vitality of the nation's largest metropolitan areas where most of the economic activity exists.
ii. Interstate Commerce – ensure freight can be efficiently moved across the nation and globally through a multi-modal freight network providing for the movement of goods to and through metropolitan areas and connecting to international air cargo and marine ports.
iii. Manage the Asset – ensure that the substantial past federal, state and local investment in the transportation system is maintained in good condition and is operated in an efficient manner.
iv. Safety – ensure the multi-modal transportation system moves goods and people in a safe manner.

2. Program Funding

a. **Adequately fund the system –**

There has been considerable erosion of the gas tax from construction inflation, increased fuel efficiency of the fleet and reduced fuel consumption as gas prices rise. As a result, there is a substantial shortfall in the Highway Trust Fund's Highway Account and Mass Transit Account, both to maintain current programs and to expand programs to meet actual need. In the next authorization bill (starting in Federal Fiscal Year 2010), a 10-cent gas tax increase or equivalent is needed to simply maintain current program funding levels in SAFETEA-LU. Furthermore, according to the National Surface Transportation Policy and Revenue Commission, a 25 to 40-cent gas tax increase over the next 5-years plus indexing for inflation is needed to fully meet the Preservation, Safety and Expansion needs of the national transportation system.

Clearly, a substantial increase in federal funding is needed. Regardless of the overall funding level, the authorization bill should be clear about expected outcomes and provide a sufficient funding level to meet those outcomes.

b. **Take steps toward transitioning to a VMT fee -**

Although Oregon was the first to implement a gas tax as the primary method for funding transportation infrastructure, it is apparent that this mechanism is not sufficient in the future. It is an inelastic revenue source that has historically lost value to inflation and improvements in fuel efficiency and is currently losing revenue due to reductions in driving. As the national fleet continues to convert to higher fuel efficiency and electric vehicles in response to energy security and global warming concerns, the long-term viability of the revenue source is greatly threatened.

ODOT carried out a successful pilot project demonstrating that it is feasible to implement a VMT-based fee system as a long-term replacement for the gas tax. They demonstrated that the system is technically feasible, can be implemented at the gas pump, preserves individual privacy and can be implemented with variable rates accounting for time of day and geography.

To advance the concept, the Congress should:

i. Provide funding to the National Academy of Sciences to fund additional pilot projects to further test and develop the concept;
ii. Direct the National Academy of Science to define the architecture and implementation protocol and schedule; and

iii. Provide authorization to USDOT to implement the program upon completion of the above.

3. Program Direction

a. **Metropolitan Mobility -**

A Metropolitan Mobility Program should be established in the 50 largest metropolitan regions to ensure a focus on supporting the movement of goods and people in the metropolitan regions of the nation, which generate 60% of the value of US goods and services. An adequate transportation system is vital to continued productivity in our nation's metropolitan areas and therefore the economic well being of the nation. Funds from the program should be distributed for use in metropolitan areas in partnership between metropolitan planning organizations, states, transit operators and local governments to implement a comprehensive set of strategies to manage demand, improve operations, and expand multi-modal capacity, while meeting goals for the reduction of greenhouse gases. Performance standards should be set and serve as the basis for certification of compliance with federal requirements in those areas. Coordination with agencies responsible for land use and natural resources should be mandatory.

b. **Freight -**

One of the most important and constitutionally established functions of the federal government is to ensure the free-flow of interstate commerce, which is central to the transport of freight. Because of this mandate, the U.S. Department of Transportation should develop a national multi-modal freight transportation plan that articulates a vision and strategies for achieving national freight transportation objectives. Associated with that plan, the next authorization bill should establish an integrated freight transportation program within the U.S. Department of Transportation, and coordination between the Transportation Department and other transportation-related federal agencies should be strengthened. Federal policies and funding should strengthen the capacity of all U.S. gateways to handle the increasing volume of international trade. Creating the capacity to move more freight on mainline and shortline railroads and waterways would generate cost, efficiency, and environmental benefits.

To implement the Freight Program, a multi-modal Freight Trust Fund should be established within the Highway Trust Fund, capitalized with traditional truck user fees, fuel taxes on railroads and customs and cargo fees (those that are not already dedicated to waterways improvements and maintenance).

c. **Managing the Existing System** –

To protect the substantial investment in the nation's transportation system, it is essential that the federal program manage the existing asset to the greatest extent possible. This includes:

i. System preservation to ensure the existing system doesn't deteriorate so severely as to compromise its function and lead to a backlog of higher costs,
ii. Implementation of safety measures across all parts of the system to reduce fatalities and injuries, and
iii. Implementation of Intelligent Transportation Systems equipment to extract the greatest efficiency out of the system that has already been built.
iv. Funding for new transportation system improvements must include adequate resources to manage and mitigate their environmental impacts, and incorporate sustainable stormwater management systems into their design.
v. Funding investments in the rehabilitation and enhancement of historic inter-modal facilities.

d. **Bridges -**

Although Oregon has addressed the condition of many bridges statewide through the Oregon Transportation Investment Act, there is a continuing need to address deficient bridges in order to avoid impacting commerce and safety. This requires a sustained and increased funding commitment and legislative changes to ensure investment in the highest priority bridges. Specific changes include:

i. Elimination of the 10-year rule which removes any bridges that have been partially rehabilitated with federal funds from the formula used to apportion funds to the state;
ii. Allowing states that share an adequate amount of bridge funding with local agencies to waive the requirement to spend a minimum of 15% of the federal bridge funds on bridges that are off the federal-aid highway system. This provision was created to ensure federal bridge funds are sub-allocated to bridges under the jurisdiction of local governments and agencies. However, all local government bridges on the arterial and collector systems are "on-system," leading to a requirement to spend a disproportionately high funding level on very low priority bridges.
iii. Creation of a Seismic Retrofit Program within the federal bridge program.

e. **Intercity Passenger Rail –**

The Pacific Northwest Cascades Corridor from Eugene to Vancouver, BC is one of 10 major corridors nationally that have been designated for improvements that would increase the frequency and reliability of high-speed rail service. More frequent and reliable service could make intercity passenger rail a more viable travel alternative for trips between the Northwest's urban areas and reduce pressure on I-5. The Winter Olympics to be held in British Columbia in 2010 afford the country an opportunity to showcase that High Speed Rail can succeed in the United States and the Pacific Northwest corridor should be a major investment focus in the next bill. The region should support programs designed to carry this out and in particular should guarantee a robust funding level for Amtrak.

f. **Transit and Greenhouse Gases -**

With the Nation facing higher oil prices, insecure oil supplies, and greenhouse gas reduction targets, the Transit Program needs new direction and emphasis. The nation now needs to build sustainable and energy-resilient cities so that the metropolitan areas responsible for two-thirds of our nations economic output remain strong. Transit also needs to serve the growing numbers of aging citizens. To make substantial progress toward these goals, the transit program needs to grow aggressively, as suggested below:

i. Increase funding for transit as recommended by the National Commission from $10.3 billion annually in FFY 2009 to a range of $21 to $32 billion. (Note: FFY 09 transit funding is $8.3 billion from the trust fund, and $1.98 billion from the general fund for new and small starts). Cover the current general fund portion of the total from an augmented trust fund.

ii. The Fixed Guideway Modernization program should increase from $1.6 billion annually to between $4 billion and $6 billion; growing at a rate which reflects the addition of eligible rail miles throughout the nation and the aging of the nation's essential urban transit infrastructure.

iii. Increase the funding for Section 5307 Urbanized Area formula funds to reflect the growth in employment and the travel needs of the demographic tsunami of aging citizens. Funding should be increased from $4 billion to between $8.5 billion and $11 billion.

iv. Increase the New Starts overall funding from $1.6 billion to a range of $6 billion to $11 billion annually; and Small Starts from $200 million to $500 million to $1 billion annually.

v. Turn the Section 5309 Bus and Bus Facilities into the 'Very Small Starts' competitive program per current FTA guidelines (which establishes minimum 'warrants' for cost effective bus investments), and combine it with other miscellaneous grant

programs such as the intermodal terminals program. Increase funding from $1 billion annually to between $2 billion and $3 billion.

g. **New Starts/Small Starts -**

The New Starts program has been important to building the Portland region's regional rail infrastructure, including light rail (MAX), streetcar, and commuter rail (WES). The New Starts program under the current administration has discouraged the local/federal partnership in transit, as evidenced by the decline of rail projects in the New Starts pipeline and failure to streamline smaller projects as intended by the Small Starts Program. Given the nation's need to build stronger cities, address energy security and sustainability, this must be reversed. Reauthorization priorities must focus on improving project evaluation and streamlining project delivery.

h. **Highway Project Delivery -**

Federal transportation and environmental laws contain rigorous protections that ensure transportation projects do not unnecessarily harm the human and natural environment. Too often, however, these requirements add time and cost to projects without a corresponding improvement in environmental outcomes. Oregon, with its strong green ethos and focus on sustainability, has been a leader in ensuring that transportation projects complement rather than compromise the natural and human environment.

In order to further streamline the regulatory process, Congress should consider a number of steps:

i. Focus on accountability for overall environmental outcomes, not following processes that may or may not make sense for a particular project.
ii. Move FHWA from a permitting role to a quality assurance role, so the federal government would ensure environmental outcomes without having to approve every action.
iii. Enable and encourage states to use programmatic permits that provide a single set of terms and conditions for a specific type of work and specify expected environmental outcomes.
iv. Enable and encourage states to use a streamlined environmental review process that brings regulatory agencies into the project development process to identify and address issues at an early stage, such as the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) program that was pioneered by ODOT.

i. **Critical Highway Corridors -**

The next authorization bill should create a discretionary funding category for large, complex projects that generate benefits of national significance or of significance beyond the area within which they are located. Congress should continue the "Projects of National and Regional Significance" program created under SAFETEA-LU and also consider creating a program focused on the high-priority trade corridors such as Interstate 5 that carry most of the nation's commerce and are disproportionately impacted by rapidly rising truck volumes. Any project to address the Columbia River Crossing will depend on this program for funding and should not be expected to be funded through the customary federal funding formulas to states and metro areas.

j. **Urban Highway Design Standards –**

Federal design standards as they are applied in urban areas lead to conflicts between the land use and environmental objectives of the community and the design for roadway improvements. Of particular concern are the following circumstances:

i. Boulevards/Main Streets – As a state highway built to operate as an arterial-type facility passes through a compact downtown type area, it is essential that the design treatment shift from an objective to move traffic quickly to an objective of slowing traffic, minimizing impacts and creating a compatible urban streetscape. These designs are chronically difficult to obtain approval for through FHWA. Design standards need to be revised to allow development and approval of these types of projects on a more routine basis.

ii. Parkways – New or expanded expressways through rural and urbanizing areas on the outskirts of metropolitan areas are increasingly difficult to build due to their environmental impacts. As an alternative to a conventional 60-70 mph fully limited access facility, there should be the option of developing a fully or partially limited access facility built to a 35-45 mph standard. This would allow tighter vertical and horizontal curves and a smaller cross-section, thereby allowing a project that can be more readily accommodated following the contours of the land and minimizing impacts.

iii. Orphaned or Abandoned Highways – It is common for an old arterial-type state highway to be functionally inadequate for through traffic due to the development pattern that has been established over time. In many cases, these state highways were bypassed by higher speed limited access facilities. In these circumstances, the old state highway generally falls into a state of disrepair since it no longer is of highest priority for the state transportation department. A program could be established to

transfer these facilities from the state agency to the local government in recognition of their defacto function as a local facility. Funding should be provided to bring the state highway to an urban street standard in exchange for a transfer of ownership.

iv. Green Infrastructure – One of the biggest sources of polluted stormwater run-off is from streets and highways. Since state and local governments are under the federal mandate of the Clean Water Act to address this issue, there should be further assistance through the federal transportation program to develop green infrastructure approaches, including stormwater infiltration design guidelines, research and development of improved green techniques, funding eligibility for green techniques and performance monitoring to evaluate the effectiveness of these techniques over time.

M E M O R A N D U M

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METRO

DATE: July 9, 2008

TO: Joint Policy Advisory Committee on Transportation

FROM: Michael Jordan, Chief Operating Officer

RE: Sustainable Metro Initiative

Metro recently launched an organization-wide project called the Sustainable Metro Initiative; the purpose of this memo is to give you some background on the project.

The overarching goal of the Sustainable Metro Initiative is to fulfill Metro's mission to protect and enhance our region's environment and quality of life. With over a million more residents projected to live in the Metro region, along with the challenges of climate change and a globalizing economy, it's crucial that the Metro management team take a close look at how we can work better to meet the challenges of the future. This initiative will enhance how we deliver our services by improving management practices across Metro and aligning many of our business functions.

The Sustainable Metro Initiative links with the Metro Council's strategic planning process and builds on the success of other Council initiatives, such as our Nature in Neighborhoods and Get Centered! programs, the recent passage of Metro's natural areas bond measure and the success of our first regional legislative agenda and our national leadership in waste reduction. Through this initiative we will clarify our strategic direction, vision and mission; upgrade our business practices; and provide consistency in giving staff the tools they need to do their jobs.

Because a goal of the Sustainable Metro Initiative is to assure quality work, service, efficiency and collaboration, our customers and constituents should see few immediate changes but will enjoy long-term benefits. I am confident that we'll be able to provide better services while maintaining important customer relationships and continuing to invest in our ongoing projects. At this point in time, the Metropolitan Exposition Recreation Commission will not be affected by the initiative.

The timeline for the Sustainable Metro Initiative is built upon our budget cycle. Key management staff is developing a management design to be used for our budget

assumptions in October, which means we're working quickly over the summer months to identify which beneficial changes to pursue. I am pleased to announce that newly appointed Deputy COO Scott Robinson is the project manager for this initiative.

We would be happy to give you a briefing at an upcoming JPACT meeting if the committee requests one. In the meantime, please rest assured that Scott and I, along with our management team, are committed to providing you with quality service and staff work both now and in the future.

COALITION FOR A LIVABLE FUTURE

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July 9, 2008

Joint Policy Advisory Committee on Transportation
Metro
600 NE Grand Avenue
Portland, OR 97232

Chair Burkholder and JPACT Members,

We offer this letter on behalf of the Coalition for a Livable Future urging you not to move forward on the Columbia River Crossing LPA resolution you are considering. The Coalition is a partnership of over 90 diverse organizations and hundreds of individuals to promote healthy and sustainable communities.

The Columbia River Crossing is a pivotal, precedent-setting project. It's the biggest public works project in our region's history. And while we certainly understand the need for improvements in the I-5 corridor, we have serious doubts about the proposal at hand and the effect it will have on other needed infrastructure improvements.

The region has $7 Billion dollars of transportation infrastructure needs that Metro anticipates we will not have the money to pay for, even without considering the necessary funding to build the Columbia River Crossing ($16.12 Billion in capital needs, $9.07 Billion in revenue, 2035 Regional Transportation Plan, page 182). We have infrastructure needs all over the region, including new street connections, road and bridge maintenance (including the Sellwood Bridge), regional trails network improvements, bicycle and pedestrian improvements, Milwaukie Light Rail, Lake Oswego streetcar, and other transit service expansion. There is no way to fund the Columbia River Crossing project without sacrificing other needs, even if the local funding comes from the state portion of the gas tax.

This project has the potential to significantly alter growth in the region, creating additional low density development in northern Clark County and moving the bottleneck into the middle of Portland. As the Oregonian reported last week, the project plans ignore the impact of growth. The article states, "[I]t is likely that congestion and pollution will be higher than bridge planners have forecast. And the higher-capacity bridge could move the I-5 bottleneck southward, closer to central Portland, where the freeway is chronically congested." (Columbia River bridge plans ignore effects of growth, The Oregonian, Sunday, June 22, 2008). The U.S. EPA Region 10 office agrees, and in its comments on the project's DEIS notes this insufficiency along with numerous others related to water quality, fish and wildlife impacts, and environmental justice and health impacts.

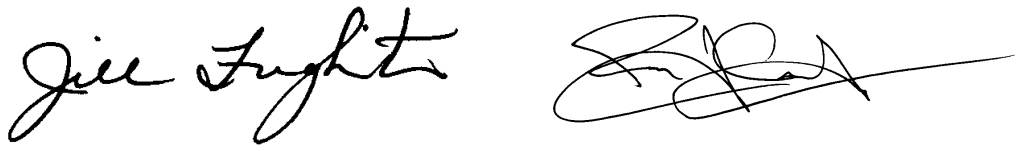
The project also has the potential to cause significant traffic diversion to I-205, an already congested facility. Furthermore, this diversion would likely undermine the benefits of other planned improvements to I-205, and waste limited public resources. Project staff has also discussed tolling I-205 to pay for I-5, despite other pressing needs in east Multnomah County and Clackamas County.

We urge you to not move forward on the resolution being considered today. The resolution acknowledges that critical information that is needed to make a sound decision is missing. It also acknowledges many of the vulnerabilities with the alternative in the DEIS that you are approving, including the shaky data its need is based upon. However, too many other needs remain, and too many questions remain, for a decision of this magnitude.

Attached is an executive summary of the comments that CLF and other groups submitted on the DEIS. It condenses an over 100-page document that highlights the key problems with it: inadequate public comment period, a tainted public comment process, and a DEIS with many missing and incomplete parts. Many of the flaws that our comments point out are ones that Metro council members, state and local elected leaders from Washington, Multnomah and Clackamas counties, and others have pointed out. Why move forward when the evidence says to wait? The more steps forward taken toward the 12-lane bridge proposal you are considering approving, the harder it will become to shift directions.

We acknowledge that not moving forward in supporting the LPA today would be difficult, but that is what we are asking you to do. As you know, leading is often difficult. It requires courage and creativity. It also requires that you choose. Today is a unique opportunity to choose....choose to pause and try to redirect this project now in a more fiscally and environmentally responsible direction, or choose to support a 12-lane freeway bridge expansion and hope you'll be able to redirect it later when the momentum will be harder to shift. We urge you to make the right choice.

Sincerely,



Jill Fuglister & Ron Carley
Co-Directors

Attachment: Executive Summary of CRC DEIS Comments

Executive Summary of CRC DEIS Comments

Submitted by the Pacific Environmental Advocacy Center ("PEAC") on behalf of Northwest Environmental Defense Center, Coalition for a Livable Future, Columbia Riverkeeper, Audubon Society of Portland, Organizing People-Activating Leaders, Community Health Partnership, Upstream Public Health, and the Association of Oregon Rail and Transit Advocates.

Introduction

On July 1, 2008 PEAC submitted 128 pages of comments regarding the Columbia River Crossing Draft Environmental Impact Statement ("DEIS"). The analysis in that DEIS, and the opportunity for public comment were mandated by the National Environmental Policy Act ("NEPA"). PEAC submitted those comments on behalf of a diverse group of 8 organizations. Because of the numerous legal and factual problems identified in those comments, PEAC specifically requested that the Federal Highway Administration ("FHWA") and Federal Transit Administration, the lead federal agencies responsible for preparing the DEIS, essentially start over and prepare a Supplemental DEIS. That Supplemental DEIS must correct the multiple errors, must include a substantial amount of information and analysis currently missing from the DEIS, and must resubmit that corrected DEIS for a public comment period of not less than 120 days. Comments at 1.

Inadequate Public Comment Period

PEAC's comments reiterate the request it submitted in May for an extension of the 60 day public comment period. Comments at 4-6. FHWA denied that request a few days after it was submitted without in any way responding to the 5 pages of reasons offered by PEAC for granting the request. A 60 day comment period is simply not enough time for most members of the pubic to review, understand and then comment on a DEIS which, with its supporting technical reports, is more than 5000 pages in length. Moreover, as PEAC discovered when reviewing this DEIS, that review is made even more cumbersome by the fact that the CRC DEIS and its Technical Reports almost never specifically cite to the sources or studies that supposedly support the analysis and conclusions in the DEIS. As PEAC's comments noted, " if a high school student wrote a research paper without any specific citation to his sources in the text of that report he would likely receive a failing grade. The DEIS should suffer a similar fate." Comments at 4.

Tainted Public Comment Process

In addition to being too short, the DEIS public comment process was seriously tainted by the CRC project staff's insistence that members of the CRC Task Force make very public decisions regarding a Locally Preferred Alternative ("LPA") while the DEIS public comment period was ongoing. This caused substantial and unnecessary confusion among the public regarding what they were commenting on and whether their comments had any real meaning. In fact the CRC project staff implied that when endorsing a LPA Task Force members could ignore the specific

alternatives set out in the DEIS. Under NEPA, however, the DEIS and the alternatives it contains, are supposed to be the framework for such decision-making. Comments, at 11-16.

A False Choice and a Missed Opportunity

The DEIS has two general, over-arching flaws. First, the number and range of alternatives was legally insufficient and limited to a false choice between two extremes. Second the DEIS missed an historic opportunity for the FHWA to break from the conventional highway-expansion mentality and to instead focus on new ideas and ways to address 21st century needs and demands with 21st century ideas that include ways to significantly decrease our dependence on cars and greenhouse gas emissions and increase sustainability.

NEPA requires that an EIS offer a wide-range of reasonable alternatives so that the decision-makers and the public can see and evaluate the various environmental trade-offs involved before deciding on a particular course of action. In this case, however, the FHWA improperly viewed the purpose of the proposed project very narrowly—to address traffic congestion on the current I-5 bridge primarily by increasing car and truck capacity. That narrow purpose resulted in the DEIS offering and evaluating only a false choice between two extremes, doing nothing or spending $4 billion dollars to build new bridges that substantially increase the number of car and truck lanes. Although each of the action alternatives in the DEIS does include additional public transportation, bicycle and pedestrian facilities, those laudatory inclusions cannot hide the fact that each of the action alternatives also relies primarily on the inclusion of additional car and truck lanes to address current and future traffic congestion. "The DEIS's approach to sustainability and greenhouse gas emissions is sort of like the dieter who thinks that ordering a diet coke and salad for dinner also allows him to order a large banana split for dessert." Comments at 2, 16-27.

The DEIS missed the opportunity to offer the public innovative alternatives that represent 21st century thinking regarding transportation planning and that reflect this region's commitment to sustainable development and the actual reduction of our greenhouse gas emissions. The DEIS record shows that many reasonable alternatives were rejected, primarily because they did not include additional car and truck capacity. Moreover, the DEIS's authors did not even attempt to fashion alternatives that addressed transportation demand in ways other than increasing such capacity and ways that did not substantially increase greenhouse gas emissions. NEPA legally requires more, and the public certainly deserved more and better alternatives. Comments at 28-46.

A DEIS with Many Missing and Incomplete Parts

The DEIS chose to put off or ignore the legally required analysis regarding several key aspects of this project's environmental impacts. As for the "analysis"' the DEIS did include, it was often misleading or woefully incomplete.

Much information that should be in the DEIS is in fact not there. PEAC's comments list all of the missing information in several places, Comments at 6-8, 47-52, but some of that missing information is worth highlighting. The DEIS fails to provide evidence of a rigorous evaluation of alternatives that lead to the development of the replacement and supplemental bridge options. Many crucial documents that evidence the development of project alternatives were not disclosed in the DEIS and upon inspection show the CRC project staff never conducted the requisite rigorous evaluation. The DEIS deliberately chose to not include or use information about how adding additional traffic lanes could induce sprawl and all of the adverse impacts that come along with sprawl. This deliberate omission of a well-known and documented impact from added highway capacity results in a significant understatement of the action alternatives' adverse impacts on the regions air and water resources, ecosystems and greenhouse gas emissions. Comments at 52-59. The FHWA has delayed its legally required consultations with other federal agencies regarding the impacts of this project on federally-endangered species and designated critical habitat for those species. Thus the DEIS contains absolutely no detailed or final analysis regarding this massive public works project's impacts on the endangered salmon species that use the Columbia River. Comments at 92-93.

The list of incomplete or misleading information in the DEIS is even longer and is the subject of extensive discussion in PEAC's comments. See Comments at 59-128. That missing or misleading information includes:

- The DEIS misleadingly and incorrectly claims that its replacement bridge options would result in "reductions" in greenhouse gas emissions when in fact all the alternatives presented in the DEIS would cause substantial increases in greenhouse gas emissions in comparison to current levels. Comments at 109-116.

- The DEIS contains an insufficient analysis of the localized and disproportionate impacts of the project on Environmental Justice populations. Those disproportionate health impacts include adverse effects from noise and air pollution. Comments at 59-64.

- The DEIS's analysis of air impacts is wholly inadequate. The analysis improperly only focuses on one criteria pollutant under the Clean Air Act, carbon monoxide. It assumes that current National Ambient Air Quality Standards regarding criteria pollutants are adequate to protect public health even though the EPA has illegally failed to revise those standards and current science shows adverse health impacts at much lower levels. The DEIS also ignores most localized impacts from pollutants like particulate matter and

ignores impacts of those pollutants on visibility in the Columbia River Gorge. Comments at 64-91.

- The DEIS fails to adequately explain or analyze the impacts of diverting bridge run-off into the Columbia Slough, which provides habitat for endangered salmon and migratory birds. Comments at 99-106.

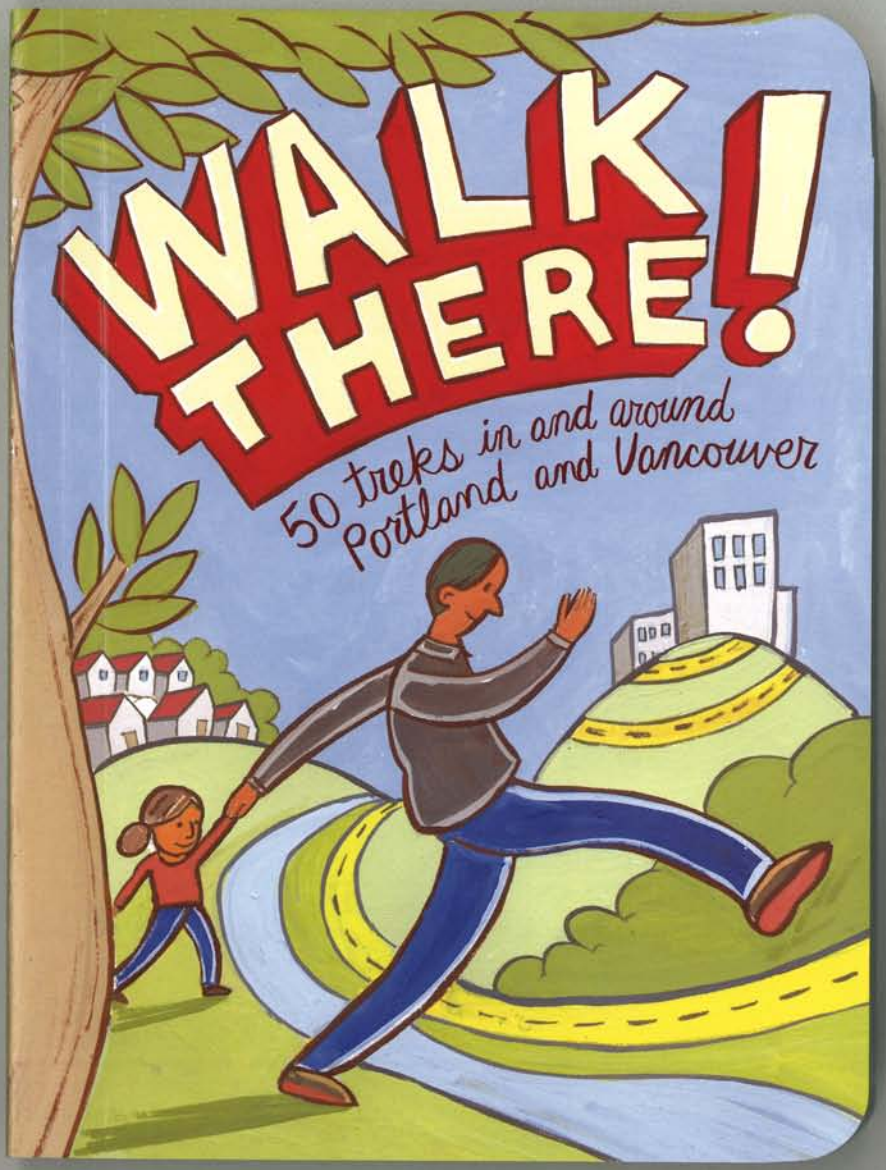
- The DEIS fails to provide any real useful information regarding impacts to ecosystems, and its Ecosystems Technical Report also offers almost no specific analysis or citations to scientific research or sources. Comments at 91-98.

- The DEIS offers only a laundry list of projects whose impacts may, along with those of any new CRC bridge, cause cumulative impacts. There is no analysis or attempt to quantify such cumulative impacts and the included projects are improperly limited to those in the immediate vicinity rather than in the entire watershed. Comments at 107-121.

- The DEIS's legally required "4(f)" analysis of impacts to public lands is quite incomplete and fails to justify that such impacts are unavoidable or de minimis. Comments at 122-127.

Conclusion

When it comes to evaluating a DEIS, bulk is often not a good indicator of quality, and that is certainly true with regard to this DEIS, which spends many pages providing little useful information. When the public is being asked to spend $4 billion on a proposed project, it is entitled to much more analysis and information than can be found in the DEIS. Rather than correcting all those errors in a Final Environmental Impact Statement , which would be released shortly before a final decision and without any meaningful opportunity for public comment, NEPA requires that the lead federal agencies prepare a supplemental DEIS and offer it to the public for an appropriate 120 day public comment period.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