

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) RESOLUTION NO. 03-3360
FY 2003-04 UNIFIED WORK PROGRAM)
) Introduced by Councilor Rex Burkholder

WHEREAS, as the only continuous Interstate on the West Coast, I-5 is critical to the local regional and national economy; and

WHEREAS, at the Columbia River, I-5 provides a critical connection to two major ports, deep-water shipping, up-river barging, two transcontinental rail lines, and much of the region's industrial land;

WHEREAS, I-5 provides one of two crossings of the Columbia River for transit and automobiles; it connects the communities of Portland and Vancouver for work, recreation, shopping and entertainment purposes;

WHEREAS, without improving and managing this corridor, congestion will grow to unacceptable levels and threatens our livability and our ability to attract and retain business to our region;

WHEREAS, the I-5 Transportation and Trade Partnership Strategic Plan, which was developed in a collaborative manner between citizen, elected and business representatives from Portland and Vancouver, identifies a set of highway, transit, rail, transportation demand management and land use actions to address the corridor's problems, and

WHEREAS, the Plan has been adopted by Metro, SW Washington Regional Transportation Council (RTC), TriMet, C-Tran, the Oregon Transportation Commission (OTC), the Washington State Transportation Commission, the Port of Portland, the Port of Vancouver, the City of Portland, the City of Vancouver, Multnomah County and Clark County, and

WHEREAS, the Oregon Department of Transportation (ODOT) requested and received a \$3.5 million from the federal appropriations process to begin implementation of recommendations Strategic Plan, and

WHEREAS, ODOT has available \$400,000 in state monies to provide local match, and

WHEREAS, a key recommendation of the plan is to conduct an Environmental Impact Statement (EIS) for a new I-5 crossing of the Columbia River and associated improvements, and

WHEREAS, an EIS and the potential improvements are complex and require careful consideration about how to approach their implementation, and

WHEREAS, examining a range of options for approaching an EIS and potential improvements will provide ODOT, the Washington State Department of Transportation (WSDOT) and the Portland/Vancouver region with as much flexibility as possible in advancing projects in the I-5 corridor and;

WHEREAS, a more detailed work plan that defines agencies roles and responsibilities is still being developed and will be reviewed by TPAC, JPACT and the Metro Council prior to its implementation; now, therefore

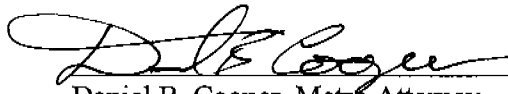
BE IT RESOLVED that the Metro Council amends the Other Projects of Regional Significance section of the FY 2003-04 Unified Work Program (UWP) per Exhibit A.

ADOPTED by the Metro Council this 14th day of August, 2003.

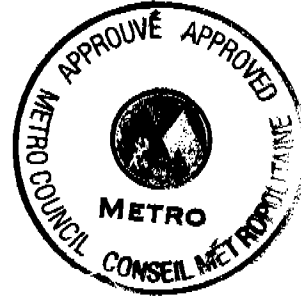


David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney



Note: To be added to the "Other Projects of Regional Significance" Section of the UWP

I-5 TRANSPORTATION AND TRADE PARTNERSHIP

The I-5 Corridor is critical to the metropolitan economy and to national and international trade. Traffic congestion on I-5 affects goods moved by air, rail, barge and truck as well as passenger travel. Within the Portland/Vancouver region, I-5 has a number of bottlenecks – the most significant of which occur between I-205 in Vancouver, Washington and I-84 in Portland. Within this corridor crossing the Columbia River, is one of the last and most active drawbridges on the interstate system. Because of the importance in the region of community livability, the environment, regional, national and international trade, plans must address a broad range of issues and include numerous stakeholders and the public.

The Transportation Equity Act of the 21st Century (TEA-21) recognized the importance of trade corridors to the national economy and designated I-5 within the Portland/Vancouver region as a Priority Corridor under the National Trade Corridors and Borders Program. ODOT and WSDOT have completed the initial phase of the I-5 Transportation and Trade Partnership Study which was funded in part by FHWA through the National Trade Corridors and Borders Program.

The initial phase of the I-5 Partnership study evaluated a wide range of multi-modal alternatives to improve travel and facilitate freight movement in the I-5 corridor between Portland and Clark County, Washington. Staff and the consulting team reported findings to a 28-member task force appointed by the governors of Oregon and Washington.

Based on the recommendations from the Governors' Task Force, the next step in the process is to proceed into an Environmental Impact Statement (EIS) process.

RELATION TO PREVIOUS WORK

The I-5 Transportation and Trade Partnership builds upon work completed over previous years. In FY 2000, a group of civic and business leaders from the bi-state area concluded that the problems within the I-5 Corridor are significant and will require a significant effort to address. They recommended that the region develop a strategic plan for the corridor.

In FY 01 and FY 02, the I-5 Partnership broadened discussion of the problems and solutions to include the corridor business and residential community and other regional interests. The two Governor's appointed a bi-partisan task force of elected officials, civic and business leaders to evaluate the range of options and develop recommendations for a strategic plan. The public participated in development of the strategic plan through comments at Task Force meetings, open houses and other forums. The strategic plan was approved by the Task Force in June 2002 and circulated for endorsement by the project participants in fall 2002.

Regardless of how a new I-5 crossing of the Columbia River is configured, it will be an expensive and difficult undertaking. Before committing the managerial, financial and staff resources to an EIS, substantial work must be done to determine how best to approach this project from the EIS through construction and operation phases. Examining a range of options for proceeding with projects will provide the Oregon and Washington Departments of Transportation (ODOT and WSDOT) and the Portland/Vancouver region as much flexibility as possible in advancing this important project.

RESPONSIBILITIES

ODOT, in partnership with WSDOT, will develop and evaluate a variety of options for how to approach the EIS and the subsequent phases of the project development including PE, construction, and operation for a new I-5 Columbia River crossing and associated improvements. This work will be carried out in cooperation with local and regional governments and civic groups.

OBJECTIVES/PRODUCTS

Consider and fully explore four options for the EIS and project implementation for a new I-5 crossing of the Columbia River and associated improvements, including:

- **Traditional Approach:** The public sector develops the project through the EIS and PE stages of the project and then turns to the private sector for construction of the project.
- **Design-Build:** The public sector develops the project through the EIS stage of the project, then turns to the private sector for PE and construction.
- **Design-Build-Operate:** The public sector conducts the EIS and then turns to the private sector for PE, construction, and operation of the improvement.
- **Public-Private:** The private sector is involved up-front the development of scope of the project, the EIS process and then the PE, construction and operation of the project(s).

In carrying out this analysis, ODOT and WSDOT will examine issues including:

- Policy Objectives, Project Shaping and Implementation Strategy
- Finance Options
- Traffic patterns and movements
- Legal Analysis and Implementation Framework
- EIS Scope and Methodology
- Public Involvement and Communications
- Preliminary Investigations leading to the EIS

The final product of this work will be a fully developed plan for proceeding with the new I-5 crossing of the Columbia River and associated projects, including project management and approach (EIS through construction), jurisdictional involvement, public involvement, and potential financing mechanisms.

BUDGET SUMMARY

Requirements:	Resources:	
	Section 1118 Grant	\$3,500,000
	Match	\$ 400,591
	TOTAL	\$3,900,591

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3360, FOR THE PURPOSE OF AMENDING THE FY 2003-04 UNIFIED WORK PROGRAM

Date: July 29, 2003

Prepared by: John Cullerton, Metro
Kate Deane, ODOT

BACKGROUND

The Oregon Department of Transportation (ODOT) received \$3.5 million through the 2003 federal appropriations process to begin implementation of the recommendations from the I-5 Transportation and Trade Partnership Strategic Plan. A key recommendation in the Plan is the initiation of a federal environmental impact statement (EIS) process for a new I-5 crossing of the Columbia River and potential improvements in the bridge influence area. Five elements were set forth for study:

1. Eight- or ten-lane freeway concepts (including auxiliary lanes in the bridge area);
2. Replacement or supplemental bridge;
3. Joint use or non-joint use freeway/light rail transit (LRT) bridge;
4. Eight-lane freeway with joint LRT/two-lane arterial; and
5. High Occupancy Vehicle (HOV) throughout the I-5 corridor.

The Washington and Oregon Departments of Transportation (WSDOT and ODOT) have been discussing how to respond to this recommendation. Regardless of how a new crossing is configured, it will be an expensive and difficult undertaking. Before committing the managerial, financial and staff resources to an EIS, the DOTs plan to develop and evaluate a variety of options for how to approach the EIS and the subsequent phases of the project including preliminary engineering (PE), construction and operation.

The DOTs intend to consider and fully explore four options, including:

- **Traditional Approach:** The public sector develops the project through the EIS and PE stages of the project and then turns to the private sector for construction of the project.
- **Design-Build:** The public sector develops the project through the EIS stage of the project, then turns to the private sector for PE and construction.
- **Design-Build-Operate:** The public sector conducts the EIS and then turns to the private sector for PE, construction and operation of the improvement.
- **Public-Private:** The private sector is involved up-front the development of scope of the project, the EIS process and then the PE, construction and operation of the project(s).

Examining these options in detail will provide the DOTs and the Portland/Vancouver region as much flexibility as possible in advancing this important project. By conducting such an analysis the DOTs anticipate having a fully developed plan for proceeding with the new I-5 crossing of the Columbia River and associated projects, including project management and approach (EIS through construction), jurisdictional involvement, public involvement, and potential financing mechanisms.

It is anticipated the major activities and tasks will be completed six to twelve months following obligation of the federal funds.

ODOT has agreed that they will consult with the affected local governments and agencies in the development of their detailed work plan and will bring the detailed work plan to TPAC, JPACT and the Metro Council for review.

ANALYSIS/INFORMATION

1. **Known Opposition** – The prior study process identified a number of interest groups that could be impacted due to construction or benefited due to improved accessibility. The overall recommendation represents a carefully balanced consensus of those interests and their governing bodies.
2. **Legal Antecedents** – a public/private partnership option is contingent on passage of enabling legislation by the Oregon Legislature.
3. **Anticipated Effects** – Action Plan for I-5 Corridor EIS, PE, construction and operation.
4. **Budget Impacts** – None at the present time for Metro. Funds will be spent by ODOT and WSDOT to develop the action plan.

RECOMMENDED ACTION

Adopt amendment to the ODOT section of the Fiscal Year 2003-04 Unified Work Program (UWP) for purposes of obligating a \$3,900,591 Federal Section 1118 Grant (with match) to perform the above evaluation of options. The proposed UWP amendment is attached to the resolution.

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