

RESOLUTION OF THE  
METROPOLITAN SERVICE DISTRICT  
AND THE  
INTERGOVERNMENTAL RESOURCE CENTER

FOR THE PURPOSE OF AMENDING THE ) METRO RESOLUTION NO. 91-1501A  
FY 92 UNIFIED WORK PROGRAM TO ) IRC RESOLUTION NO. 09-19-01  
INCLUDE THE I-5/I-205 PORTLAND/ )  
VANCOUVER PRELIMINARY ALTERNA- ) Introduced by  
TIVES ANALYSIS ) David Knowles, Chair  
) Joint Policy Advisory Commit-  
) tee on Transportation

WHEREAS, The FY 92 Unified Work Program was adopted by  
Resolution No. 91-1407; and

WHEREAS, The region is undertaking preliminary  
alternatives analysis within the I-205 and Milwaukie Corridors;  
and

WHEREAS, The region is undertaking the Regional High  
Capacity Transit Study; and

WHEREAS, The Intergovernmental Resource Center and C-  
TRAN are completing the Clark County High Capacity Transit system  
planning studies; and

WHEREAS, The State of Washington has funds within the  
High Capacity Transit Development account for HCT corridor  
planning; and

WHEREAS, JPACT and Metro Council have adopted  
Resolution No. 91-1456 calling for a Preliminary Alternatives  
Analysis to be conducted within the I-5 North and I-205 North  
corridors between Portland and Clark County, in coordination and  
on a concurrent schedule with the I-205/Milwaukie Preliminary  
Alternatives Analysis; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service

District and the Transportation Policy Committee of the Intergovernmental Resource Center does hereby amend the FY 92 Unified Work Program to include the I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis as reflected in Exhibit A.

2. That this work program and policy conclusions shall be coordinated with actions in the I-205/Milwaukie Preliminary Alternatives Analysis and in Clark County, Washington.

ADOPTED by the Council of the Metropolitan Service District and the Transportation Policy Committee of the Intergovernmental Resource Center this 26th day of September, 1991.



Tanya Collier, Presiding Officer  
Metro Council



David Sturdevant, Chair  
IRC Transportation Policy Committee

ACC:LPS:lmk  
9-24-91

## Proposed Draft Unified Work Program Amendment

### I-5/I-205 PORTLAND/VANCOUVER PRELIMINARY ALTERNATIVES ANALYSIS

#### PROGRAM DESCRIPTION

To select and prepare a North priority corridor and to determine whether it should advance into a federal or locally sponsored Alternatives Analysis simultaneous with or following a Southeast Corridor Alternative Analysis. Comparative analysis of potential transit demand in the I-205 North and I-5 North corridors. Identification of the transportation problems within the corridors and development of a range of alternatives that respond to those problems. Screening those alternatives to a handful of promising alternatives. Development or refinement of design and operations standards for Transportation Systems Management (TSM), high occupant vehicle (HOV), busway and light rail transit alternatives. Conceptual engineering analysis for critical elements within the corridors, such as river crossings and major interchanges. Development of a work program for the AA/DEIS as appropriate.

#### RELATION TO PREVIOUS WORK

In May 1991, the Joint Policy Advisory Committee on Transportation endorsed a proposal to undertake a locally funded Preliminary Alternatives Analysis study for the I-5 Corridor from downtown Portland to Vancouver and other parts of Clark County and the I-205 corridor into Clark County. JPACT further directed that this I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis be completed on a concurrent schedule with the I-205/Milwaukie Preliminary Alternatives Analysis. A systems analysis of the I-205 and I-5 corridors within Clark County is currently in process under the direction of the Intergovernmental Resource Center. This current study includes a preliminary study of expanded bus, HOV lanes, busway and LRT alternatives and transit travel demand within the corridors, including a feasibility study of converting the I-205 bridge crossing of the Columbia River to include LRT or a dedicated busway. C-TRAN and the City of Portland are also participating in a study of the I-5 bridge crossing the Columbia River. Metro and the Intergovernmental Resource Center (IRC) are participating in another study, the Bi-State Study, which will determine the anticipated travel demand, both transit and highway, across the Columbia River, and whether additional capacity is justified beyond that planned for in the Regional Transportation Plan.

## OBJECTIVES

The I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis is intended to culminate in a decision on whether to advance one of those corridors into Alternatives Analysis. The work program for the study will be designed to provide the technical information needed by the region to make this decision.

Following are the tasks that will be completed within the study:

- Overall project management responsibility, including the coordination of technical, citizen and policy advisory committees;
- Identify transportation problems and needs within the corridor;
- Develop and refine TSM, busway, transitway, HOV lane and LRT design and operation guidelines;<sup>1</sup>
- Develop and implement a citizen involvement program and staffing a Citizen Advisory Committee;
- Initiate and maintain an expert peer group review for the study;<sup>1</sup>
- Document the background information on population, employment and travel trends within the corridors;
- Prepare the ridership estimates for each corridor and all alternatives under consideration;
- Assess the land use impacts and development potential associated with the potential alternatives within each corridor;
- Identify the impact of LRT, busway and TSM alternatives on highway demand and congestion, and costs of improvements associated with highway projects;
- Determine the operating and capital costs for each alternative;
- Determine the interrelationship between the corridors;
- Assess the significant environmental and traffic impact of the alternatives;

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<sup>1</sup> To be jointly funded with the I-205/Milwaukie Preliminary Alternatives Analysis

- Develop a financial strategy for the corridor consistent with the systemwide financial plan to be developed within the Regional HCT study;
- Determine the preliminary cost effectiveness of the alternatives and corridors;
- Determine whether to initiate a federally or locally sponsored Alternatives Analysis and select the corridor to enter into Alternatives Analysis;
- Refine mode and alignment alternatives within the priority corridor;
- Prepare a conceptual work program, cost estimates and schedule for Alternatives Analysis;

These tasks are a multi-year effort, to be completed in FY 92-93. The project has previously been endorsed by JPACT. This work program description is intended as a general overview. A full scope of work and budget will be prepared for approval prior to initiation of the study.

PRODUCTS/MILESTONES

- Present detailed Work Plan to IRC Transportation Policy Committee and JPACT for approval and to UMTA for review and comment - October/November 1991.
- Work program approved - November/December 1991.
- Consultant contract approved - February 1992.
- Selection of a priority corridor - March/April 1993.
- Completion of Study - July 1993.

EXPENSES

Personal Services:  
 Materials and Services:  
     Computer (M&S)  
 Capital Outlay:  
 Transfers:  
 Contingency: \_\_\_\_\_

REVENUES

RESOLUTION OF THE  
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AND THE  
INTERGOVERNMENTAL RESOURCE CENTER

FOR THE PURPOSE OF AMENDING THE )	METRO RESOLUTION NO. 91-1501A
FY 92 UNIFIED WORK PROGRAM TO )	<u>IRC RESOLUTION NO. 09-19-01</u>
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VANCOUVER PRELIMINARY ALTERNA- )	Introduced by
TIVES ANALYSIS )	David Knowles, Chair
	) Joint Policy Advisory Commit-
	) tee on Transportation

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WHEREAS, The region is undertaking preliminary alternatives analysis within the I-205 and Milwaukie Corridors; and

WHEREAS, The region is undertaking the Regional High Capacity Transit Study; and

WHEREAS, The Intergovernmental Resource Center and C-TRAN are completing the Clark County High Capacity Transit system planning studies; and

WHEREAS, The State of Washington has funds within the High Capacity Transit Development account for HCT corridor planning; and

WHEREAS, JPACT and Metro Council have adopted Resolution No. 91-1456 calling for a Preliminary Alternatives Analysis to be conducted within the I-5 North and I-205 North corridors between Portland and Clark County, in coordination and on a concurrent schedule with the I-205/Milwaukie Preliminary Alternatives Analysis; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service

District and the Transportation Policy Committee of the Intergovernmental Resource Center does hereby amend the FY 92 Unified Work Program to include the I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis as reflected in Exhibit A.

2. That this work program and policy conclusions shall be coordinated with actions in the I-205/Milwaukie Preliminary Alternatives Analysis and in Clark County, Washington.

ADOPTED by the Council of the Metropolitan Service District and the Transportation Policy Committee of the Intergovernmental Resource Center this \_\_\_\_\_ day of \_\_\_\_\_, 1991.

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Tanya Collier, Presiding Officer  
Metro Council

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David Sturdevant, Chair  
IRC Transportation Policy Committee

ACC:LPS:lmk  
9-24-91  
91-1501A

TRANSPORTATION AND PLANNING COMMITTEE REPORT

RESOLUTION NO. 91-1501A, FOR THE PURPOSE OF AMENDING THE  
FY 92 UNIFIED WORK PROGRAM TO INCLUDE THE I-5/I-205 PORTLAND/  
VANCOUVER PRELIMINARY ALTERNATIVES ANALYSIS

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Date: September 25, 1991

Presented by: Councilor Gardner

COMMITTEE RECOMMENDATION: At its September 24, 1991 meeting, the Transportation and Planning Committee voted 4-0 to recommend Council approval of Resolution No. 91-1501A. Voting in favor were Councilors Bauer, Gardner, McLain and Van Bergen. Councilor Devlin was excused.

COMMITTEE DISCUSSION/ISSUES: Transportation Director Andy Cotugno presented the staff report. He explained that the resolution amends the FY 92 Unified Work Program to include a preliminary alternatives analysis for a priority corridor to the north. An amendment is needed because the agreement with Clark County to coordinate light rail planning for this corridor occurred after the budget and unified work program were adopted.

Councilor Gardner noted that the resolution should be amended to reflect that it is a joint resolution of the Intergovernmental Resource Center and the Metro Council.

Councilor Van Bergen asked whether the Albina Community Plan has any bearing on this study. Mr. Cotugno said that the Albina Community Plan considers additional alignment options which could be studied if requested. However, this would not displace the commitment to a southern corridor, which has been recognized and reconfirmed as a regional priority.



## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 91-1501A FOR THE PURPOSE OF AMENDING THE FY 92 UNIFIED WORK PROGRAM TO INCLUDE THE I-5/I-205 PORTLAND/VANCOUVER PRELIMINARY ALTERNATIVES ANALYSIS WORK ELEMENT

Date: August 28, 1991

Presented by: Andrew Cotugno

#### PROPOSED ACTION

This resolution would amend the FY 92 Unified Work Program to include the I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis. The following actions would follow adoption of this resolution:

1. Development of a detailed Work Plan for the Preliminary Alternatives Analysis by Metro, IRC and C-TRAN with assistance of a Technical Advisory Committee.
2. Submission of a grant application to the Washington State Department of Transportation for High Capacity Transit Development funds to finance portions of the project.
3. Development of Intergovernmental Agreements, including detailed scopes of work and budget agreements for expenditures and local match requirements.
4. Development of a consultant scope of work, and solicitation and selection of a planning consultant to perform elements of the project work as outlined in the detailed work plan.
5. Establishment of an Expert Review Panel and Citizen's Advisory Committee to provide independent evaluation and comment on the study's assumptions, methodologies, and alternatives being considered.
6. Identification of the transportation problems within the corridor, development of study guidelines and methodologies, and development of Transportation Systems Management (TSM) and high capacity transit (HCT) alternatives that respond to those problems.
7. Screening of alternatives into a handful of most promising alternatives within each corridor.
8. Evaluation and selection of a priority corridor based upon the alternatives within each corridor using local criteria.
9. Development of a corridor financial strategy, consistent with the regional HCT financing plan.

10. Development of an action plan for mid and long-term transit development in the remaining corridor.

TPAC, JPACT and the IRC Transportation Policy Committee have reviewed this FY 92 Unified Work Program amendment and recommend approval of Resolution No. 91-1501A.

#### FACTUAL BACKGROUND AND ANALYSIS

The Portland region is currently completing the preparation of a Final Environmental Impact Statement and Preliminary Engineering for the Westside Project. It is also preparing an Alternatives Analysis and Draft Environmental Impact Statement for the Hillsboro Corridor, an extension to the Westside Corridor.

In order to prepare additional HCT corridors for advancement into Alternatives Analysis, the region is undertaking three systems-level planning studies. First, the Unified Work Program (UWP) includes the I-205/Milwaukie Preliminary Alternatives Analysis, to select the region's next priority corridor to advance into Alternatives Analysis. The study will identify the transportation problems within the corridors, develop and screen TSM and HCT alternatives within the two corridors, and, based upon the performance of the alternatives and other local criteria, select a priority corridor. Products of the study will be an application to UMTA for advancement into AA, the development of a corridor financial strategy, and an action plan for transit development in the mid and long-term in the remaining corridor.

The second study to be undertaken is also included within the FY 92 UWP. The Regional High Capacity Transit study will prepare a system-wide financial plan for the long-term development of HCT in the region. It will also update HCT corridor travel demand forecasts to the year 2010, and prioritize remaining HCT corridors and extensions. Finally, the study will evaluate HCT alignment options within the Portland CBD, concentrating on operations, transit ridership, travel times, costs and urban design issues.

The third HCT transit study is this proposed I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis. Since adoption of the FY 92 UWP, JPACT and the Metro Council have adopted a resolution authorizing initiation of the I-5/I-205 Portland/Vancouver Preliminary AA to be conducted in coordination and on a concurrent schedule with the I-205/Milwaukie Preliminary AA.

In order to clearly define areas of coordination between these three studies, the Project Management Group described below is charged with developing for JPACT:

1. A description of how the three studies will be integrated;
2. A description of the process to develop an integrated financing plan for implementation of High Capacity Transit; and

3. A delineation of key decisions and the role of JPACT and other jurisdictions in making those decisions.

The proposed work plan for the I-5/I-205 Portland/Vancouver Preliminary Alternatives Analysis as described in this UWP amendment includes the following key areas of activity:

#### Administration

The project will include general administration of the project and planning consultants. It will include regular meetings with a Technical Advisory Committee, a Citizen Advisory Committee, and a Project Management Group (PMG). The PMG will be shared with the I-205/Milwaukie Preliminary AA. Policy oversight of the study will be provided by JPACT and the IRC Transportation Policy Committee. A public involvement plan will be implemented that will include regular staff presentations and public comment to the CAC, a project newsletter, and public meetings and presentations. An Expert Review Panel (ERP) will be formed, in compliance with Washington State HCT development account regulations, in order to provide independent review of the study assumptions, methodologies and alternatives. The ERP will be shared with the I-205/Milwaukie Preliminary AA.

#### Data Development

Previous and concurrent HCT and transportation studies within the corridors will be reviewed. Data on the travel patterns and demographic characteristics of the corridors will be prepared and summarized. Finally, a draft statement of the transportation problems within the two corridors will be developed.

#### Methodologies and Guidelines

A local evaluation methodology and criteria will be prepared. The methodology and criteria will provide a structure for the local screening of alternatives and the selection of a priority corridor. Guidelines will be developed or refined for the development of facility and operations plans for the alternatives to be considered. Methodologies for determining capital and operating costs, forecasting travel demand, financial analysis, and evaluating various local criteria will be developed.

#### Development and Screening of Alternatives

Using the facility and operation guidelines, alternatives will be developed that respond to the identified transportation problems within the two corridors. Then, using the local evaluation methodology and criteria, the alternatives will be screened to a handful of most promising alternatives within each corridor.

#### Evaluation of Corridors

The screened alternatives will be mapped and defined to a greater level of detail to allow capital and operating costs, travel demand estimates, transportation impacts, financial analysis and

assessment of a variety of local criteria to be prepared. Conceptual engineering will be prepared at significant sites that have exceptionally high costs, significant engineering problems, or major trade-offs between facility and operations designs.

#### Priority Corridor

Using the information developed on the two corridors, including the performance of the alternatives, a priority corridor will be selected. The a final problem statement will be developed, the small set of promising alternatives will be refined, indicators of cost effectiveness will be prepared, a corridor and system-wide financial plan will be finalized, and a scope and budget for AA will be prepared. A key objective of this task will be the coordination of a priority corridor decision for the I-5/I-205 Portland/Vancouver Preliminary AA with the I-205/Milwaukie Preliminary AA.

#### Prepare Action Plan for the Other Corridor

For the remaining corridor, a mid and long-term transit development plan will be developed. It will include plans for capital and service improvements, and a financial strategy to fund those improvements consistent with the systemwide financial plan.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1501A.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

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Tanya Collier, Presiding Officer

ACC:LPS:bc