

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING)
A POLICY ON HIGHWAY BRIDGE)
REPLACEMENT FUNDS)

RESOLUTION NO. 92-1617
Introduced by
Councilor Richard Devlin

WHEREAS, The Intermodal Surface Transportation Efficiency Act of 1991 increased the level of funding available for highway bridge replacement and rehabilitation (HBR); and

WHEREAS, The need for rehabilitation and repair of the Willamette River bridges account for 11 percent of the HBR funds allocated to the state of Oregon; and

WHEREAS, The cost of Willamette River bridge rehabilitation and replacement is 12 times that of conventional bridges due to the large size, age and movable design; and

WHEREAS, The Willamette River bridges are vital to mobility in the Portland metropolitan area; and

WHEREAS, the Willamette River bridge needs are not being met through the past and proposed administration of the HBR program; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District does hereby:

1. Request that ODOT defer programming of HBR funds in years 1995, 1996, 1997 and 1998 in the upcoming adoption of the Six-Year Transportation Improvement Program in order to allow consideration of alternative allocation procedures.

2. Request that the ODOT/AOC/LOC-sponsored Roads Finance Study acknowledge the cost of rehabilitation and replacement of

the Willamette River Bridges as a need to be reflected in the study.

3. Request that the Roads Finance Study evaluate the adequacy of the HBR Program to meet the Willamette River bridge needs and other state and local bridge replacement and rehabilitation needs.

4. Request that the Oregon Transportation Commission work with the AOC/LOC Bridge Committee to consider policy options in developing a ranking system, criteria and process that addresses statewide bridge needs, including large unfunded local bridges.


5. Request that the Roads Finance Study recommend a funding solution through the HBR Program or other federal or state mechanisms to ensure adequate funding for the full range of statewide bridge needs, including:

- . State Highway High Cost Bridges
- . City/County High Cost Bridges
- . State Highway Routine Bridges
- . City/County Routine Bridges -- on the Federal Highway System
- . City/County Off-System Bridges

6. Request that ODOT, AOC and LOC defer amendment of the Interagency Agreement for administration of the HBR Program until a revised ranking system has been established.

7. Request that ODOT assist the Portland region in developing a bridge management system as required by ISTEA.

ADOPTED by the Council of the Metropolitan Service District
this 28th day of May, 1992.


Jim Gardner, Presiding Officer

TRANSPORTATION AND PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 92-1617, FOR THE PURPOSE OF
ADOPTING A POSITION ON HIGHWAY BRIDGE REPLACEMENT FUNDS

Date: May 28, 1992

Presented by: Councilor McLain

Committee Recommendation: At the May 26 meeting, the Transportation and Planning Committee voted unanimously to recommend Council adoption of Resolution No. 92-1617. Voting in favor: Councilors Devlin, McLain, Bauer, Buchanan, and Washington.

Committee Issues/Discussion: Mike Hoglund, Transportation Planning Supervisor, presented the staff report. The resolution is an attempt to elevate the priority of Willamette River Bridges in terms of funding from the federal Highway Bridge Replacement (HBR) Program. Rehabilitation or replacement of the Willamette River bridges is extremely costly because of their size, the fact that the Willamette is a navigable stream, the age of the structures, and the high cost lift spans. The difference is \$1500/sq. ft. for major movable bridge replacement, \$125/sq. ft. for major fixed span replacement, and \$55/sq. ft. for conventional bridge replacement.

The basis for fund distribution has changed. Historically HBR were administered through interagency agreements between the Oregon Department of Transportation (ODOT), the Association of Oregon Counties (AOC) and the League of Oregon Cities (LOC). Using the old system of ranking, the Willamette River bridges ranked in the top five. In the upcoming Six-Year Program, ODOT plans to revise the ranking criteria which will significantly lower the priority of the Willamette River bridges.

This resolution proposes six changes to provided for a higher ranking and therefore, higher funding potential for the Willamette River bridges.

Councilor McLain noted that during the presentation before the Joint Policy Advisory Committee on Transportation (JPACT), there seemed to be general resistance from the State of Oregon. She cited that the Willamette Bridges have additional population and therefore greater need.

Councilor Bauer asked if the recommendations in this resolution were approved, whether it would mean reduction in funding for other areas of the state. The answer was yes.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 92-1617 FOR THE PURPOSE OF
ADOPTING A POSITION ON HIGHWAY BRIDGE REPLACEMENT FUNDS

Date: May 6, 1992

Presented by: Andrew Cotugno

PROPOSED ACTION

Resolution No. 92-1617 adopts a regional position on Highway Bridge Replacement (HBR) funds as follows:

1. Request that ODOT defer programming of HBR funds in years 1995, 1996, 1997 and 1998 in the upcoming adoption of the Six-Year Transportation Improvement Program in order to allow consideration of alternative allocation procedures.
2. Request that the ODOT/AOC/LOC-sponsored Roads Finance Study acknowledge the cost of rehabilitation and replacement of the Willamette River bridges as a need to be reflected in the study.
3. Request that the Roads Finance Study evaluate the adequacy of the HBR program to meet the Willamette River bridge needs and other state and local bridge replacement and rehabilitation needs.
4. Request that the Oregon Transportation Commission work with the AOC/LOC Bridge Committee to consider policy options in developing a ranking system, criteria and process that addresses statewide bridge needs, including large unfunded local bridges.
5. Request that the Roads Finance Study recommend a funding solution through the HBR Program or other federal or state mechanisms to ensure adequate funding for the full range of statewide bridge needs, including:
 - . State Highway High Cost Bridges
 - . City/County High Cost Bridges
 - . State Highway Routine Bridges
 - . City/County Routine Bridges -- on the Federal Highway System
 - . City/County Off-System Bridges
6. Request that ODOT, AOC and LOC defer amendment of the Interagency Agreement for administration of the HBR Program until a revised ranking system has been established.
7. Request that ODOT assist the Portland region in developing a bridge management system as required by ISTEA.

FACTUAL BACKGROUND AND ANALYSIS

1. The ISTEA of 1991 increased the Highway Bridge Replacement Program significantly, resulting in a funding increase for Oregon from \$7.8 million in FY 1991 to \$25 million in FY 1992. Despite this increase, the need for replacement or rehabilitation of the Willamette River bridges remains unfunded in the Draft Six-Year Program.
2. The Willamette River Bridges are high traffic volume bridges and, in many cases, high in transit ridership, bike and pedestrian traffic.

	<u>Current ADT</u>	<u>Spring '90 Daily Transit Ridership</u>
Sellwood	31,700 veh.	796
Hawthorne	27,000 veh.	12,154
Morrison	49,000 veh.	3,676
Burnside	38,000 veh.	7,182
Broadway	<u>30,000 veh.</u>	<u>1,955</u>
	175,700 veh.	25,763

In addition, because of their size, the fact that the Willamette River is a navigable stream, the high cost lift spans involved and the age of the structures, rehabilitation or replacement is very expensive as compared to conventional bridges:

Major Movable Bridge Replacement Cost = \$1500/sq. ft.
 Major Fixed Span Replacement Cost = \$125/sq. ft.
 Conventional Bridge Replacement Cost = \$55/sq. ft.

As a result, the unmet 10-year Willamette River bridge needs are significant:

Various electrical, mechanical, structural, illumination, rehabilitation	\$ 24 million
Commercial Sandblast and Paint.	43 "
Seismic Retrofit.	20 "
Sellwood Bridge Replacement	<u>42 "</u>
	\$129 million

Bridge needs of this magnitude are atypical for any unit of local government in Oregon.

3. HBR funds are distributed to the states on the basis of each state's total bridge replacement/rehabilitation needs as a percentage of national bridge replacement/rehabilitation needs. The same unit costs for similar types of bridges nationwide are used in this calibration. The high cost of the Willamette River bridges are included in Oregon's needs and account for 11 percent of the statewide needs. As such, 11 percent of the total HBR funds allocated to Oregon are due to the needs identified for the Willamette River bridges. Simply allocating the Willamette River bridges 11 percent of the HBR funds over the six-year life of the ISTEA would

produce \$16.8 million towards meeting the Willamette River bridge needs. The draft Six-Year Program envisions none of these funds being allocated to the Willamette River bridges.

4. Administration of HBR funds has historically been established through an interagency agreement between ODOT, AOC and LOC. By statute, at least 15 percent of the HBR system must be spent on bridges off the federal highway system. These are generally small bridges under jurisdiction of local governments. An additional 15-20 percent has been allocated to city/county bridges on the federal highway system with the remaining 65-70 percent programmed by ODOT on state highway system bridges. For the upcoming Six-Year Program update, ODOT proposes to allocate 15 percent off-system, 15 percent local on-system, and 70 percent ODOT.

Over the past six years, the local on and off-system bridges have been ranked according to the following criteria:

Sufficiency Rating (on a 1-100 scale)	71.4 percent
Cost Factor	7.1 percent
Deficient Structure	14.3 percent
Historic Status	7.1 percent

Using this system, the Willamette River bridges ranked in the top five in the overall local bridge needs. However, few of these bridges were funded due to the limited availability of funds and the desire to cap the dollar amount that would be allocated to any single jurisdiction.

In the upcoming Six-Year Program, ODOT proposes to revise the ranking criteria as follows:

Sufficiency Rating (on a 1-100 scale)	25 percent
Cost Factor	20 percent
Jurisdiction Need (resources available per road mile)	20 percent
Load Capacity	35 percent

Under this ranking system, the Willamette River bridges ranked poorly at numbers 37, 38, 43, 44 and 58 out of a possible 67 bridges. Due to these changes, it appears that once again, the Willamette River bridges would go unfunded for the next six years.

5. There is no apparent basis for establishing the split between state and local bridges. As proposed, the funding would be split: 70% ODOT/30% local, with no funds allocated to Multnomah County. Multnomah County earns 11 percent of the HBR funds allocated to the state. Additionally, there should be a comparison of the ranking of ODOT bridges versus local bridges to establish the split between state and local bridges.

RECOMMENDATION

1. Restrict programming of HBR funds in the upcoming Six-Year Program to the first two years in order to allow for development of a revised HBR allocation process.
2. Ensure that the "needs" analysis being compiled by the Oregon Roads Finance Study includes the high cost for replacement/rehabilitation of Willamette River bridges.
3. Request that the Oregon Road Finance Study evaluation of needs versus revenues conduct an evaluation of the HBR Program to meet the Willamette River bridge and other statewide needs and to recommend a funding package designed to ensure a solution to meeting the needs of all critical statewide needs, including:
 - . State Highway High Cost Bridges
 - . City/County High Cost Bridges
 - . State Highway Routine Bridges
 - . City/County Routine Bridges -- on the Federal Highway System
 - . City/County Off-System Bridges

Ensure that no single category of bridge needs go unmet while the remaining categories are partially or fully met.

4. Request that the Oregon Transportation Commission work with the AOC/LOC Bridge Committee to consider policy implications involved in developing a revised bridge ranking system, criteria and process that meets the needs of all bridges statewide, including high cost local bridges.
5. Request that ODOT, AOC and LOC defer amendment to the interagency agreement dealing with the administration of HBR funds until the revised system described above is developed.
6. Request that ODOT assist the Portland region in developing a bridge management system as required by ISTEA.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 92-1617.