

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF COMMITTING AS A)	RESOLUTION NO. 20-5108
BI-STATE AGENCY PARTNER TO ADVANCE)	Introduced by Council President Lynn
EFFORTS TO REPLACE THE INTERSTATE 5)	Peterson
BRIDGE BETWEEN THE STATE OF)	
WASHINGTON AND STATE OF OREGON, IN A)	
COLLABORATIVE AND CONSTRUCTIVE)	
WAY AND GUIDED BY THE PRINCIPLES)	
HEREIN.)	

WHEREAS, Interstate 5 is a corridor of national significance that serves as a vital trade route for regional, national and international commerce; and

WHEREAS, the Interstate Bridge provides the primary link between the downtown areas of Vancouver and Portland, the region’s two largest cities and serves as a key economic connector for much of the industrial land in the Portland-Vancouver Region, and ensures regional access for two major ports; and

WHEREAS, the governors of both Oregon and Washington states signed a Memorandum of Intent on November 18, 2019 acknowledging that the existing Interstate Bridge poses a major seismic risk and is a traffic bottleneck for the region and the entire nation, and that replacing the Interstate Bridge with a facility that includes high capacity transit therefore remains a high priority for both states; and

WHEREAS, the Oregon and Washington State legislatures have committed to engaging in a bi-state committee regarding a reinvigorated bi-state effort to replace the Interstate Bridge and tasked the state departments of transportation to do this work in coordination with stakeholders; and

WHEREAS, both states have allocated funding for the Oregon Department of Transportation and the Washington State Department of Transportation to open a bi-state office to restart bridge replacement efforts and have directed them to consider opportunities for efficient decision making; and

WHEREAS, replacing the Interstate Bridge is a designated improvement project in both the Southwest Regional Transportation Council and Oregon Metro fiscally constrained regional transportation plans as well as the comprehensive growth plans for the City of Portland and the City of Vancouver which call for corridor planning that considers multiple facilities, modes and land uses in solutions for improving mobility; and

WHEREAS, support for replacing the Interstate Bridge and adding high capacity transit across the Columbia River has been documented recently by local jurisdictions through resolutions and letters; and

WHEREAS given the funding reality for similarly large transportation projects nationwide, it is acknowledged that a bridge replacement program will require revenue from a diverse array of sources, including tolling, state funds from both WA and OR, and federal funds; and

WHEREAS, alongside the Oregon Department of Transportation and the Washington State Department of Transportation, the bi-state partner agencies that will have a direct role in any future improvements within the Interstate Bridge corridor due to their position as an owner, operator,

transportation policymaker, or operationally connected public economic development entity include TriMet, C-TRAN, Oregon Metro, the Southwest Regional Transportation Council, the cities of Portland and Vancouver, and the Ports of Portland and Vancouver; and

WHEREAS, it is assumed that the above-listed bi-state agency partners, along with other community stakeholders, will play a central role in providing regional leadership throughout program development as an advisory structure is defined and implemented; and

WHEREAS, the bi-state agency partners share the commitment to extensive and meaningful public engagement as a critical component to inform program work and identify a solution with broad regional support; and

WHEREAS, previous planning efforts to address issues identified with the existing Interstate Bridge corridor resulted in a locally preferred alternative to build a replacement river crossing with multimodal improvements, and that previous planning work will be informative to support an efficient decision-making process with new program development efforts as appropriate within current context; and

WHEREAS, the approach to addressing transportation challenges has changed in the time since previous bridge replacement efforts shut down and new work will need to reflect current conditions and regional community values to ensure that all travelers enjoy the same access to safe, reliable, and affordable transportation options; and

WHEREAS, while additional problems may be identified with the community as work gets underway, the bi-state agency partners agree that some of the fundamental problems that are essential to address with any improvements include, in no priority order:

- Seismic vulnerability of the existing bridge & regional resiliency needs;
- Limited public transportation;
- Inadequate bicycle and pedestrian facilities;
- Impaired freight movement;
- Safety concerns as a result of structures that are functionally obsolete and existing roadway design;
- Current and growing congestion travel demand that constrain economic vitality and development; and
- Significant and increasing maintenance and operations costs.

NOW THEREFORE, BE IT RESOLVED:

1. As the local agencies with direct involvement in addressing the transportation challenges associated with the Interstate Bridge, we commit to working together as regional partners in a collaborative and constructive way to identify a solution with broad regional support that reflects community values, is rooted in outcomes, and can successfully advance to construction.

2. While the full scope of principles to guide program development work will be identified with the community as work gets underway and engagement structures are developed, we agree that the following principles are essential:

- Use of common values identified by partners and the community to guide program development and decision making;
- Conducting work through an open, transparent, data-driven process;
- Respecting the role of decision makers;
- Extensive, inclusive and continuous public engagement;
- Commitment to safe, healthy, reliable and affordable transportation that supports access to jobs, education, culture and recreation;
- Commitment to equity of processes and outcomes and consideration of historical context;
- Recognition of urgency;
- Commitment to identifying a cost-effective solution that contains costs as practicable to optimize benefits and make the best use of limited public funds;
- Fundability;
- Consistency with state climate change policies, goals and plans;
- Holistic approach to mobility that provides transportation options for all travelers and incorporates both congestion management and transportation demand management;
- Context-sensitive multimodal design;
- Alignment with legislative guidance;
- Utilization of previously completed work to the extent it supports community and regional leadership feedback; and
- Consideration of this work in context with other regional transportation planning and project efforts, including ODOT's tolling work.

3. While additional outcomes may be added and many details will need to be developed with input from the public and guidance from technical, advisory, and oversight groups, we agree that the following program outcomes are essential to address the transportation challenges associated with the existing Interstate Bridge:

- Replacement of the existing Interstate Bridge with a seismically resilient facility;
- Providing a balanced system for all modes of transportation, including high capacity transit and improved facilities for bicyclists, pedestrians and other travelers;
- Improved mobility and travel reliability for freight and traffic;
- Improved local connectivity and complementary off-system multimodal improvements;
- Facilities that support adjacent land use, community-building efforts and enhance regional economic resiliency;
- Seeking to avoid or minimize impacts to the social and natural environment and to human health, including disparate impacts to minority and low-income populations;
- Incorporating financial strategies that also manage bridge traffic and demand;
- Ensuring safe design of the roadway in consideration of standards and context; and

- Balancing the needs of various users and constraints, including air traffic and marine navigation.
4. As bi-state agency partners working together to advance bridge replacement efforts guided by the principles outlined in this document to achieve the outcomes listed above, we further commit to the following:
- Working with our constituencies to identify a solution with broad regional support that reflects community needs and values;
 - Thorough and expedient review of materials and transmittal of input, in acknowledgement of the timeline(s) and schedule(s) developed by the Legislatures, Governors and the state transportation departments;
 - Collaborative leadership in developing a viable funding package, including consistent and shared communication with state legislators, Congress, and federal agencies; and
 - Developing effective bi-state partnerships that could serve as a foundation for future joint efforts to address issues of regional significance.

ADOPTED by the Metro Council this 16 day of July 2020.

WITHDRAWN

Lynn Peterson, Council President

Shirley Craddick, Chair of JPACT

Approved as to Form:

Carrie MacLaren, Metro Attorney



TRI MET



August 20, 2019

The Honorable Kate Brown
900 Court St NE
Salem, OR 97301

The Honorable Jay Inslee
Office of the Governor
PO Box 40002
Olympia, WA 98504-0002

Dear Governor Brown and Governor Inslee,

We are writing to express our support for an Interstate 5 bridge replacement project. We appreciate your joint leadership to re-start the project development.

Interstate 5 is a corridor of significant regional, state and federal interest. As the primary trade corridor on the West Coast, our economy depends on it to remain competitive and support job growth in the Portland-Vancouver metropolitan area. The current bridge, part of which is 102 years old and built on timber pilings buried in the riverbed, poses a seismic risk and restricts movement of people, goods and services between our two states.

A new project that includes high capacity transit, congestion pricing and a structurally-sound bridge – designed with performance-based and practical design principles – could advance our regional goals on economic development, resiliency and reducing congestion. The new project should incorporate work that has already been completed in a way that is practical and efficient, while reflecting lessons learned from previous efforts and current circumstance.

As the Washington and Oregon governors and legislatures begin conversations about re-starting the process for planning a new interstate bridge, please take into account the local perspective. Experience makes it clear that our regional jurisdictions and transportation agencies need to be involved from the beginning to ensure that the project is designed to serve our communities' needs. Metro and the other signatories to this letter are committed to working with counterparts across the river to continue to identify bi-regional and bi-state solutions to our joint transportation challenges.

As the project moves forward, we respectfully request that you keep the following outcomes, processes and strategies in mind:

- Include high capacity transit (light rail and/or bus rapid transit) to consistently, efficiently and effectively accommodate the current and future transit demand north and south of the Columbia River,

- Be cost-effective, competitive for federal funding opportunities and within the two states' financial capability, in a way that minimize threats to resources that are needed for other regional priorities,
- Include congestion pricing to manage the demands of revenue generation for the project with the need to reduce traffic congestion,
- Create job opportunities for people of color, and work with local businesses to ensure the new project creates jobs for Oregonians and SW Washingtonians,
- Recognize and account for the negative impacts the construction of Interstate 5 has had on North Portland's communities of color,
- Create safe and convenient options for people bicycling and walking across the Columbia to reach destinations in our communities,
- Minimize additional neighborhood traffic, related air quality impacts and greenhouse gas emissions,
- Incorporate consideration of long-range planning elements such as smart and autonomous vehicle technologies,
- Evaluate a right-sized interchange connection to Hayden Island along with additional access to Hayden Island, and
- Feature a robust and meaningful public engagement process that identifies the goals, opportunities, challenges and concerns of communities living along the corridor.

Thank you for your consideration. We are looking forward to engaging with you and the legislators on the new bi-state Interstate Bridge committee. Let us know how we can help the state departments of transportation on next steps in setting up a decision-making and public engagement process.

Thank you,



Lynn Peterson
Metro Council President



Curtis Robinhold
Port of Portland Executive Director



Doug Kelsey
Tri-Met General Manager



Jessica Vega-Pederson
Multnomah County Commissioner



Ted Wheeler
Mayor of Portland

CC:

Oregon Transportation Commission; Commissioner Tammy Baney
Oregon Transportation Commission; Commissioner Robert Van Brocklin
Transportation Policy Advisor, Office of Oregon Governor Kate Brown; Brendan Finn
Senior Policy Advisor, Transportation & Economic Development; Charles Knutson
ODOT Interim Deputy Director; Paul Mather
WSDOT Secretary of Transportation; Roger Millar

DRAFT - CONCEPTUAL PARTNER EXPECTATIONS INTERSTATE BRIDGE REPLACEMENT PROGRAM

In an effort to ensure that work on the Interstate Bridge Replacement Program follows a data-driven, transparent process that prioritizes equity and inclusion, ODOT and WSDOT hired an independent facilitator to guide a collaborative process with the eight bi-state partner agencies that have direct involvement in addressing the transportation challenges associated with the Interstate Bridge: TriMet, C-TRAN, Oregon Metro, the Southwest Regional Transportation Council, the cities of Portland and Vancouver, and the Ports of Portland and Vancouver. These are the parties with a direct role in any future improvements, due to their positions within the integrated multi-modal transportation system as an owner, operator, transportation policymaker, or public economic development entity reliant on direct access to operations within the bridge corridor.

This facilitated process included a series of workshops this spring to determine how to work together as regional partners to identify a solution with broad regional support that reflects community values, is rooted in outcomes, and can successfully advance to construction. It is assumed that this will include the formation of a regional leadership group as well as a community advisory group to provide for well-rounded input from a diverse array of community perspectives. The bi-state agency partners are expected to play a central role in providing regional leadership throughout program development as an advisory structure is defined and implemented.

This document was developed through the workshop process to identify shared expectations for how bi-state partner agencies will work together on the program and initial principles for consideration to guide future work. This document is intended as draft framework to inform future conversations as a regional leadership group is convened.

Shared context

- Memorandum of Intent signed by Governors of Oregon and Washington state on November 18, 2019 highlighted replacement of the Interstate Bridge as a high priority for both states based on major seismic risk and being a traffic bottleneck for the region and the nation.
- Oregon and Washington State legislatures have committed to engaging in a bi-state committee regarding a reinvigorated bi-state effort to replace the Interstate Bridge and tasked ODOT and WSDOT to do this work in coordination with stakeholders.
- Both states have allocated funding for ODOT and WSDOT to open a bi-state office to restart bridge replacement efforts and have directed them to consider opportunities for efficient decision making.
- Interstate Bridge Replacement is a designated improvement project in both the RTC and Metro fiscally constrained regional transportation plans as well as the comprehensive growth plans for the City of Portland and the City of Vancouver. These plans call for corridor planning that consider multiple facilities, modes and land uses in solutions for improving mobility.
- Support for replacing the Interstate Bridge and adding high capacity transit across the Columbia River has been documented recently by local jurisdictions through resolutions and letters.

- Given the funding reality for similarly large transportation projects nationwide, it is acknowledged that a bridge replacement program will require revenue from a diverse array of sources, including tolling, state funds from both Oregon and Washington, and federal funds.
- Extensive and meaningful public engagement will be a critical component to inform program work and identify a solution with broad regional support.
- Previous planning efforts to address issues identified with the existing Interstate Bridge corridor resulted in a locally preferred alternative to build a replacement river crossing with multimodal improvements, which will be informative to support an efficient decision-making process with new program development efforts as appropriate within current context.
- The approach to addressing transportation challenges has changed in the time since previous bridge replacement efforts shut down and new work will need to reflect current conditions and regional community values to ensure that all travelers enjoy the same access to safe, reliable, and affordable transportation options.

Key problems to address – While there may be additional problems identified as work gets underway, some of the fundamental problems that have been identified that are essential to address with any improvements include the following. Note that key issues are not listed in priority order.

- Seismic vulnerability of the existing bridge & regional resiliency needs/requirements
- Limited public transportation
- Inadequate bicycle and pedestrian facilities
- Impaired freight movement
- Safety concerns as a result of structures that are functionally obsolete and existing roadway design
- Current congestion and growing travel demand that constrain economic vitality and development
- Significant and increasing operations and maintenance costs

Initial shared principles – The following initial principles have been identified as essential in this work. Additional principles to guide program development work will be identified with the community as work gets underway and engagement structures are developed:

- Use of common values identified by partners and the community to guide program development and decision making
- Conducting work through an open, transparent, data-driven process
- Respecting the role of decision makers
- Extensive, inclusive and continuous public engagement
- Commitment to safe, healthy, reliable and affordable transportation that supports access to jobs, education, culture and recreation
- Commitment to equity of processes and outcomes and consideration of historical context
- Recognition of urgency
- Commitment to identifying a cost-effective solution that contains costs as practicable to optimize benefits and make the best use of limited public funds
- Fundability
- Consistency with state climate change policies, goals and plans

- Holistic approach to mobility that provides transportation options for all travelers and incorporates both congestion management and transportation demand management
- Context-sensitive multimodal design
- Follows legislative guidance
- Utilization of previously completed work to the extent feasible and in context with community and regional leadership feedback
- Consider this work in context with other regional transportation planning and project efforts, including ODOT's tolling work

Shared key outcome expectations – While many details will need to be developed through work with input from the public and guidance from technical, advisory, and oversight groups, the following have been identified as essential outcomes for this program to address the transportation issues associated with the existing Interstate Bridge:

- Replacement of the existing Interstate Bridge with a seismically resilient facility
- Providing a balanced system for all modes of transportation, including high capacity transit and improved facilities for bicyclists, pedestrians and other travelers
- Improved mobility and travel reliability for freight and traffic
- Improve local connectivity and complementary off-system multimodal improvements
- Facilities that support adjacent land use, community-building efforts and enhance regional economic resiliency
- Seeking to avoid or minimize impacts to the social and natural environment and to human health, including disparate impacts to minority and low-income populations
- Incorporating financial strategies that also manage bridge traffic and demand
- Ensuring safe design of the roadway in consideration of standards and context
- Balancing the needs of various users and constraints, including air traffic and marine navigation
- Enhance regional economic resiliency

Shared partner expectations - As the local agencies with direct involvement in addressing the transportation challenges associated with the Interstate Bridge, bi-state partner agencies are committed to working with each other and with the community to identify a solution that reflects the values and needs of the region. The following is a draft list of expectations for how partners will work together to further this goal:

- Working together as regional partners in a collaborative and constructive way to advance bridge replacement efforts
- Working with our communities/constituencies to identify a solution with broad regional support that reflects community needs and values, is rooted in outcomes, and can successfully advance to construction
- Thorough and expedient review of materials and transmittal of input, in acknowledgement of the timeline(s) and schedule(s) developed by the legislatures, governors and the state transportation departments
- Collaborative leadership in developing a viable funding package, including consistent and shared communication with state legislators, Congress, and federal agencies

- Developing effective bi-state partnerships that could serve as a foundation for future joint efforts to address issues of regional significance

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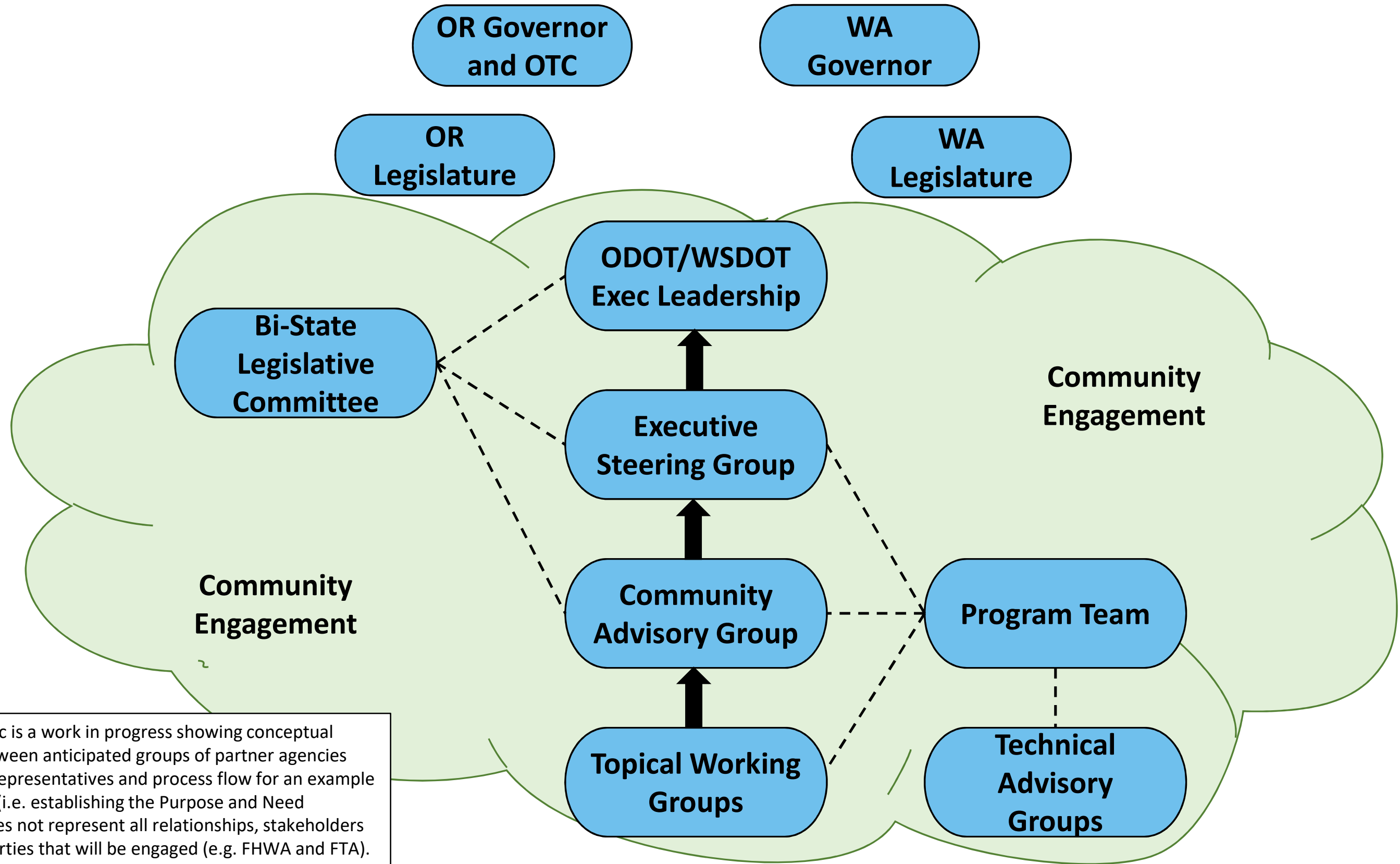
DRAFT - CONCEPTUAL EXECUTIVE STEERING GROUP ISSUES LIST INTERSTATE BRIDGE REPLACEMENT PROGRAM

This document was developed through a facilitated workshop process with the bi-state agency partners that have direct involvement in addressing the transportation challenges associated with the Interstate Bridge: TriMet, C-TRAN, Oregon Metro, the Southwest Regional Transportation Council, the cities of Portland and Vancouver, and the Ports of Portland and Vancouver. These bi-state agency partners are expected to play a central role in providing regional leadership throughout program development as an advisory structure is defined and implemented, which is assumed to include an Executive Steering Group as well as a Community Advisory Group.

This document is intended as an initial draft list to inform future conversations on the potential issues that an Executive Steering Group may provide guidance on, to be considered as such a group is convened.

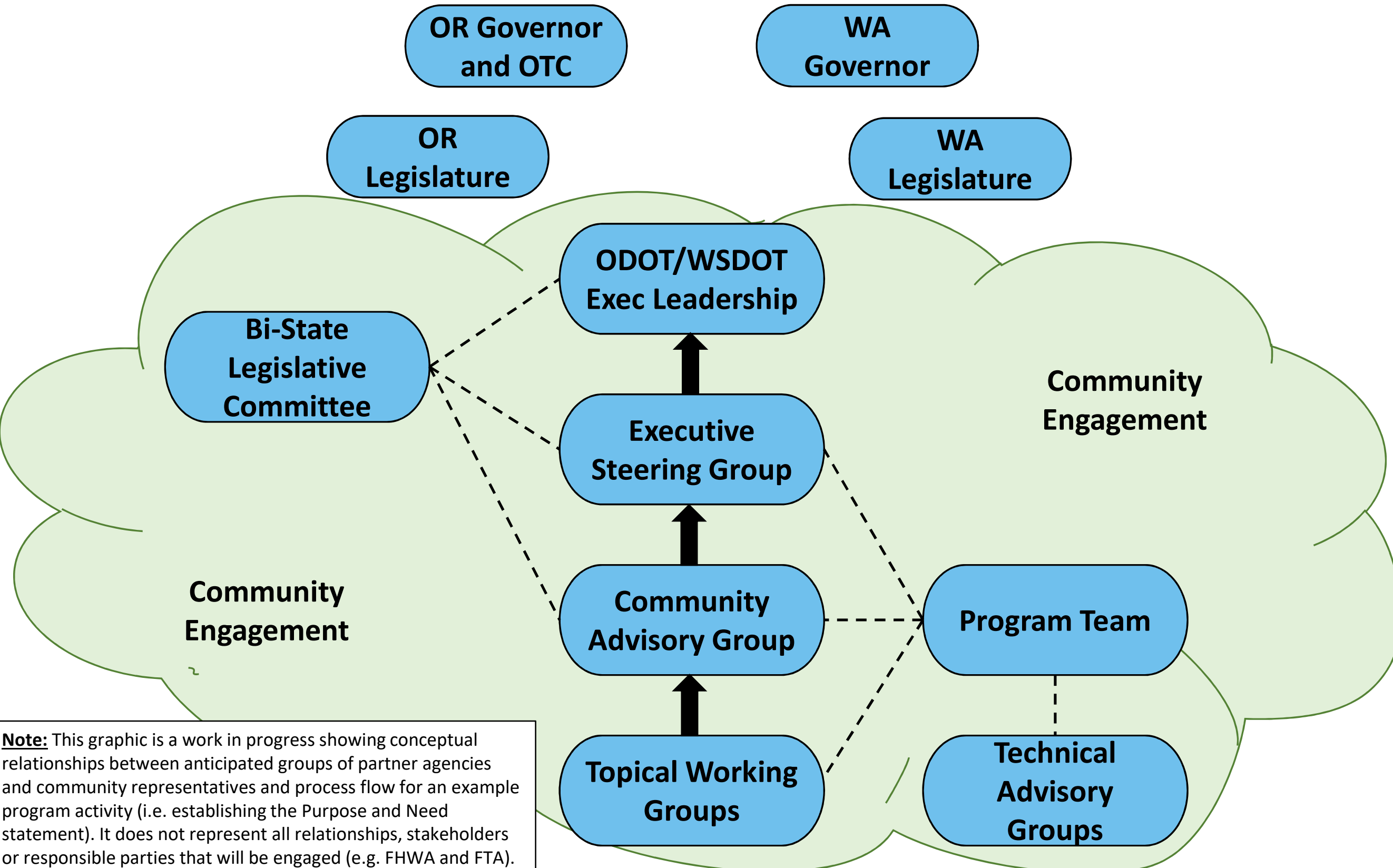
- Program Vision
- Program Values
- Program Area
- Purpose and Need
- Develop and recommend program performance measures
- Equity and environmental justice strategies
- Transportation demand management strategies
- Transportation system management strategies
- Community engagement strategies
- Finance plan strategies, including tolling
- SEIS Alternatives
- Locally preferred alternative development and adoption process
- High capacity transit mode
- Multimodal river crossing structure type and configuration
- Program phasing options
- Freight (especially High, Wide, Heavy cargo requirements) considerations
- Affected properties mitigation strategy, timeline, and approach
- Local connectivity and complementary off-system multimodal improvements

Interstate Bridge Replacement Program Working Draft Process Diagram – Purpose and Need



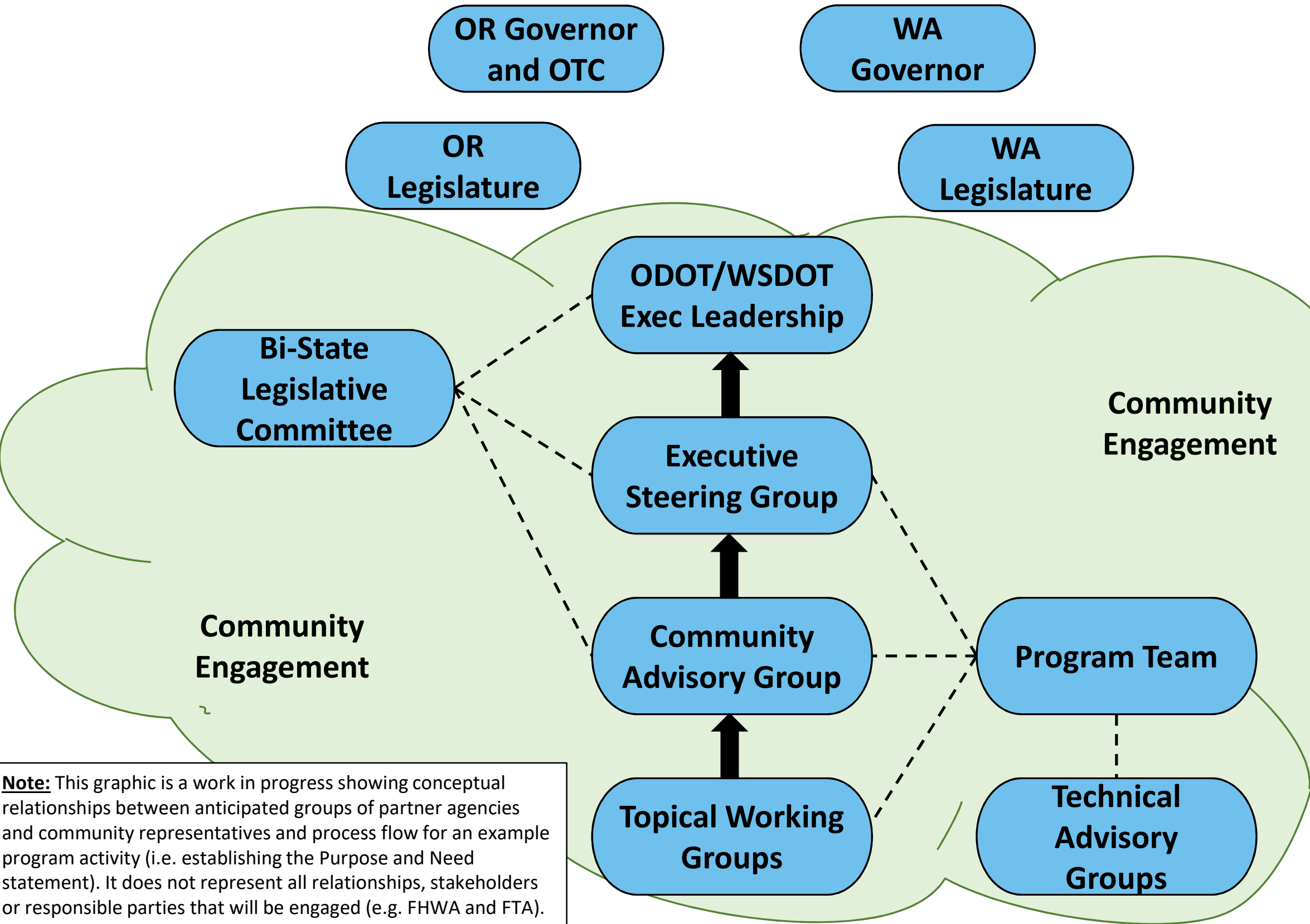
Note: This graphic is a work in progress showing conceptual relationships between anticipated groups of partner agencies and community representatives and process flow for an example program activity (i.e. establishing the Purpose and Need statement). It does not represent all relationships, stakeholders or responsible parties that will be engaged (e.g. FHWA and FTA).

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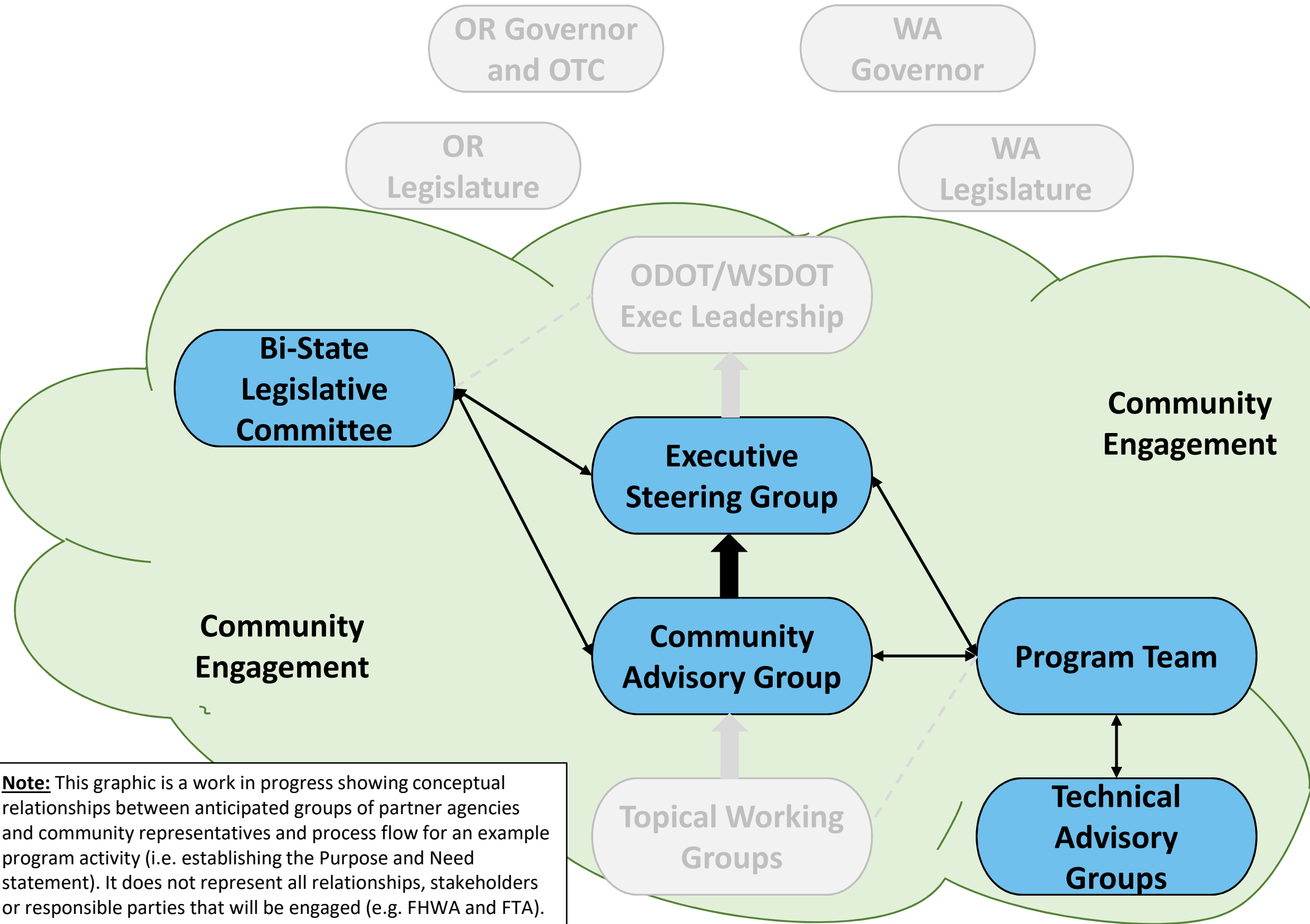
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- IBR Program Purpose and Need**
- Review previous planning efforts
 - Develop approach to identify the program purpose and need (P&N)
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 - Develop a DRAFT IBR Purpose and Need
 - CAG/Program Team recommend DRAFT P&N to ESG
 - ESG provides feedback on DRAFT IBR P&N
 - Draft IBR P&N is presented to Bi-State Legislative Committee
 - Develop FINAL IBR P&N
 - ESG Recommends FINAL IBR Purpose and Need to ODOT/WSDOT

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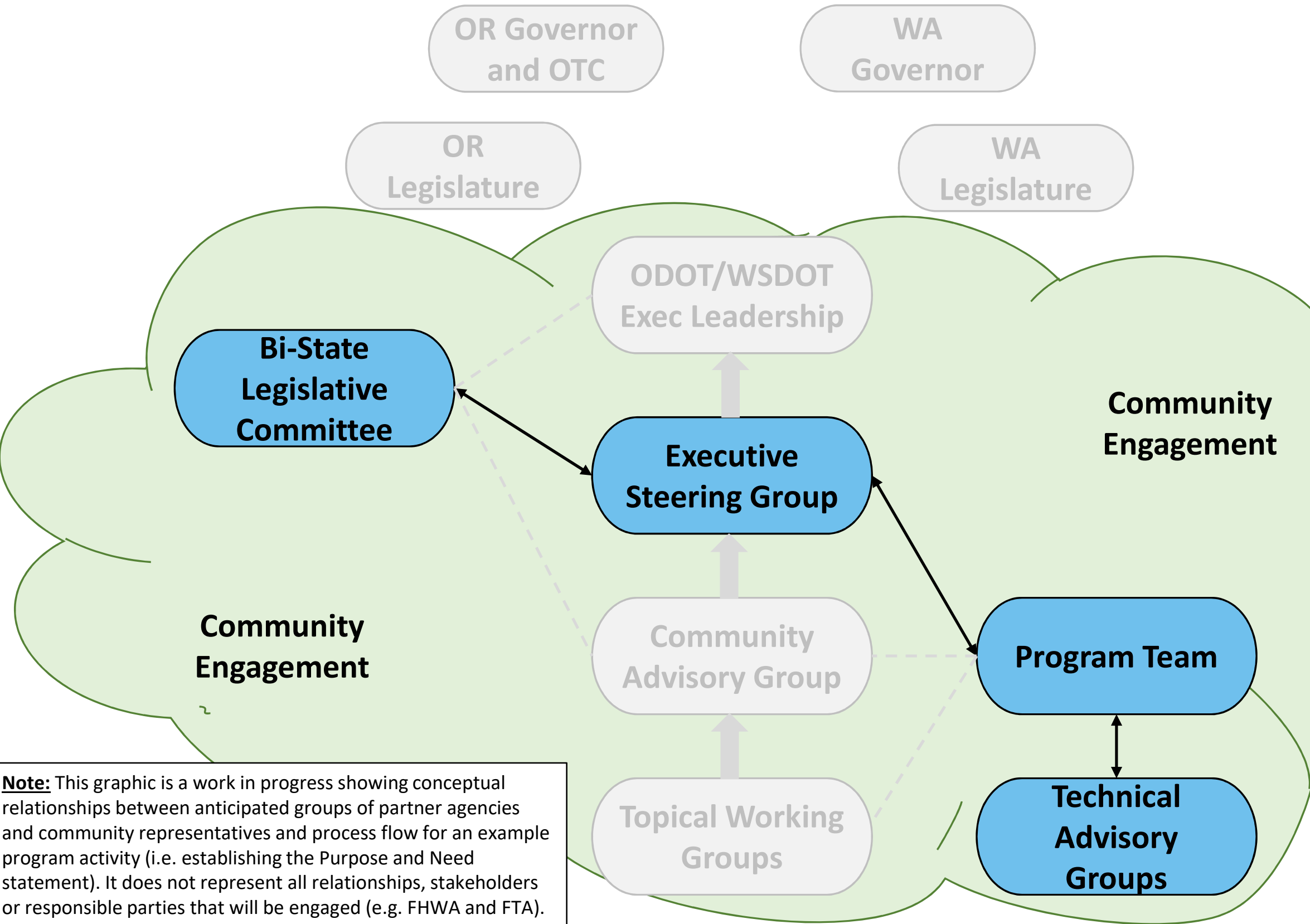
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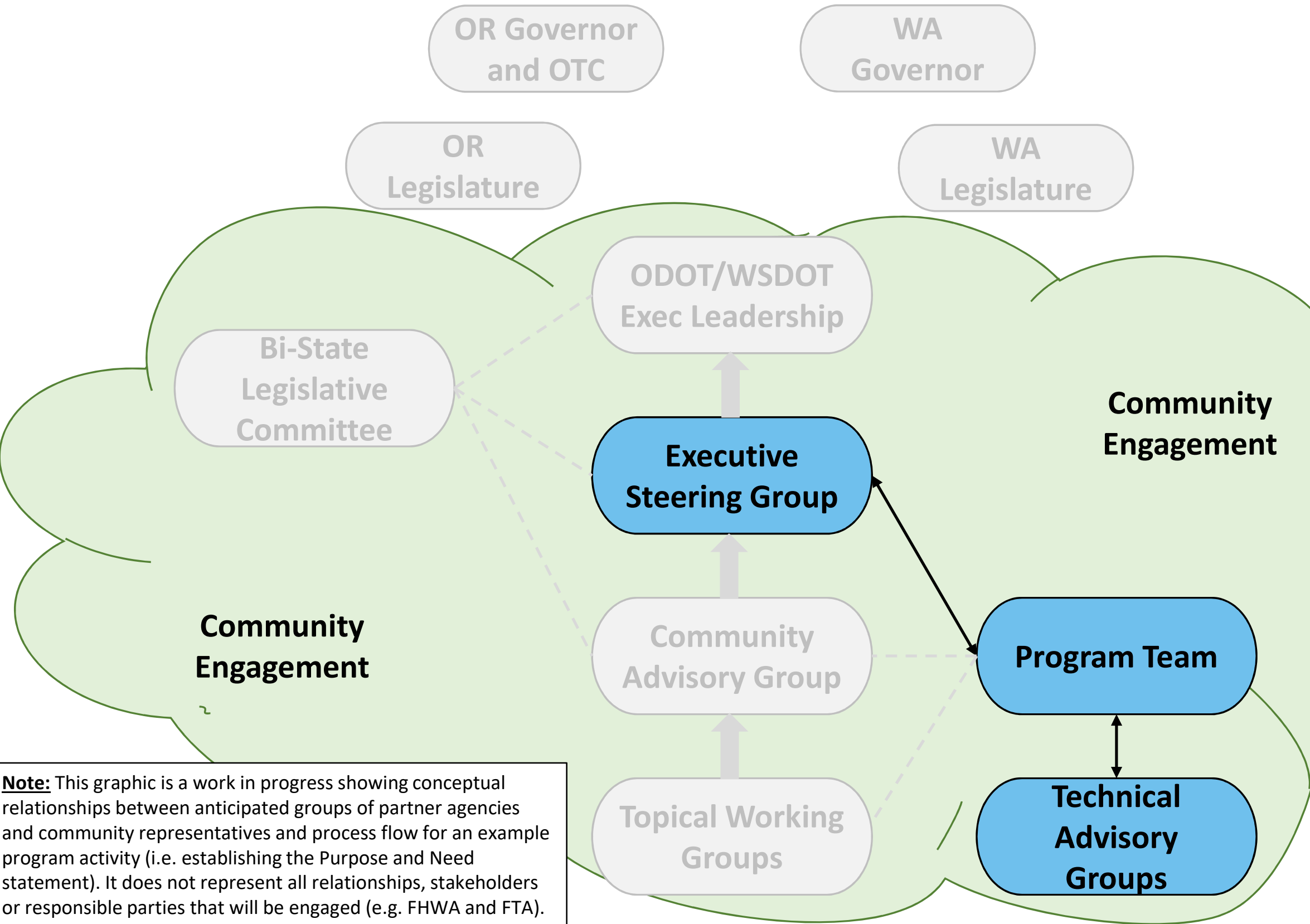
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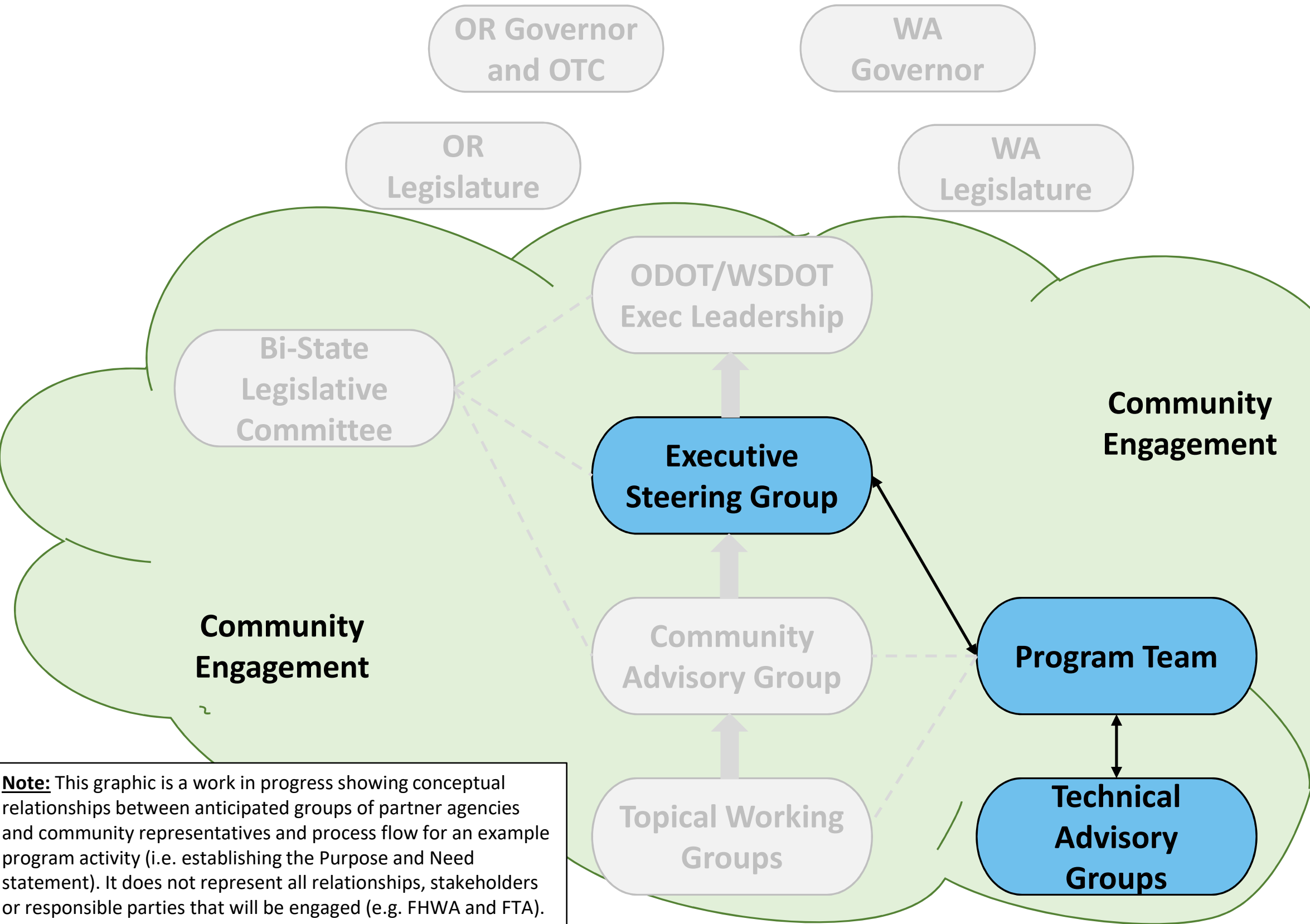
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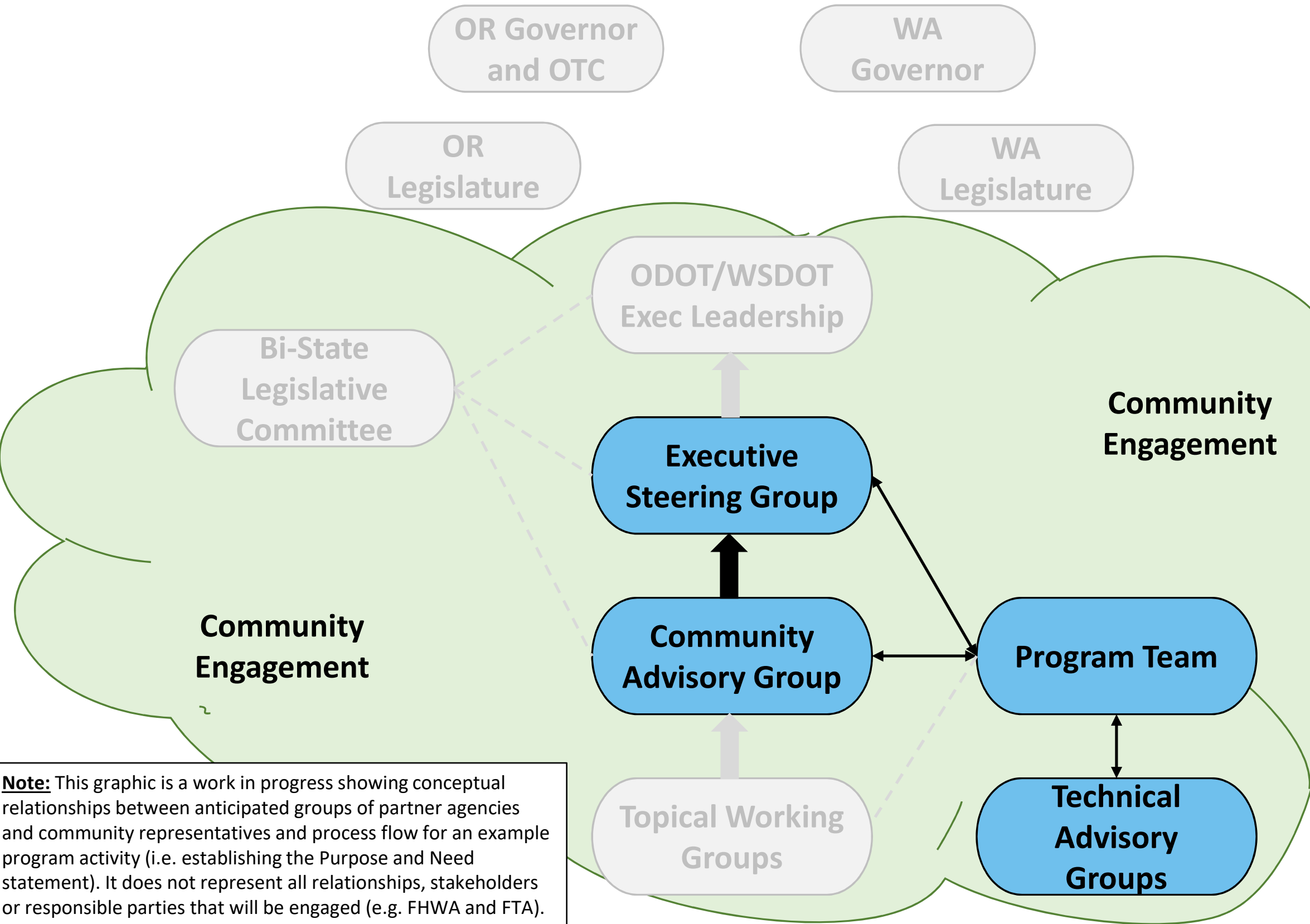
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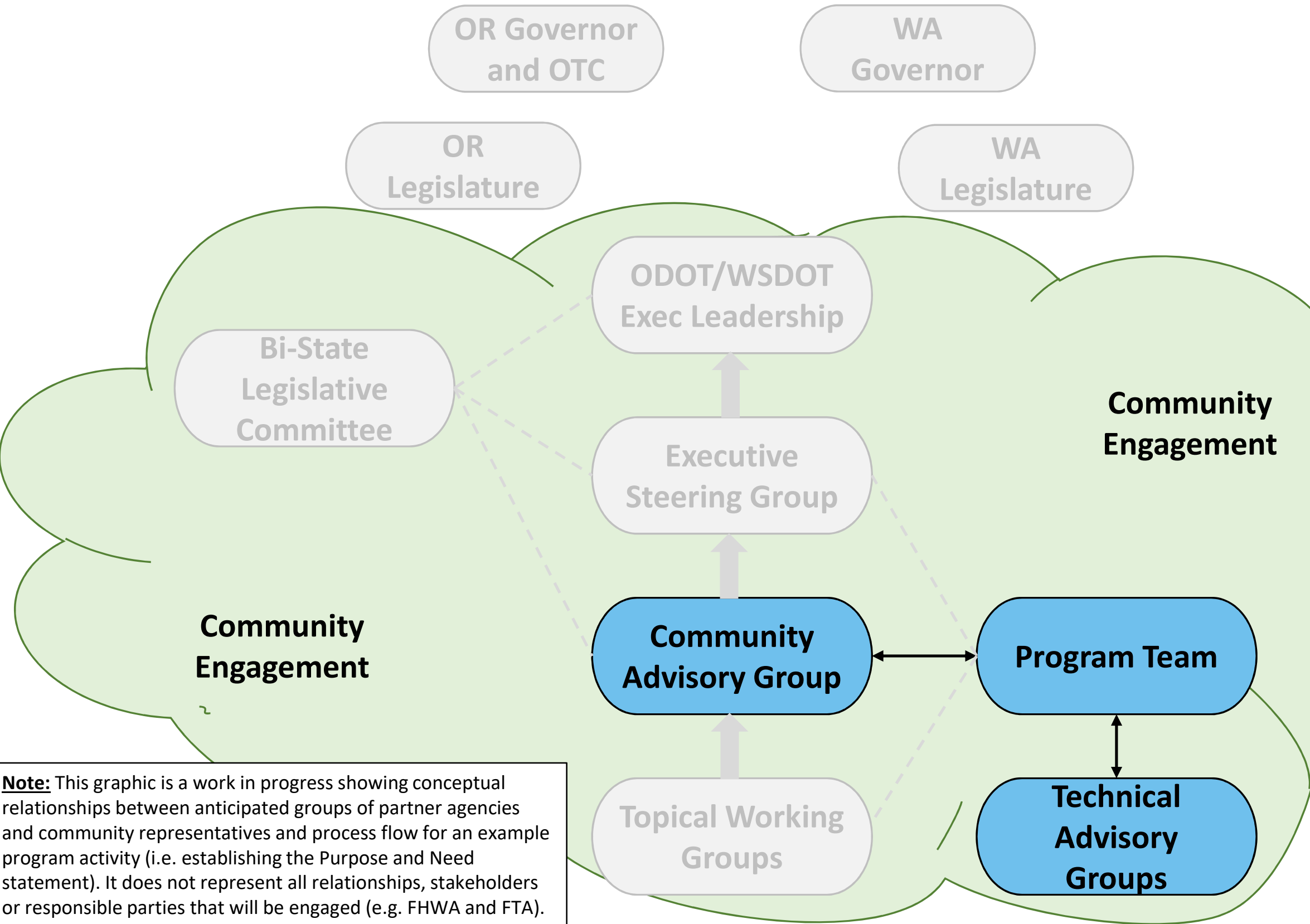
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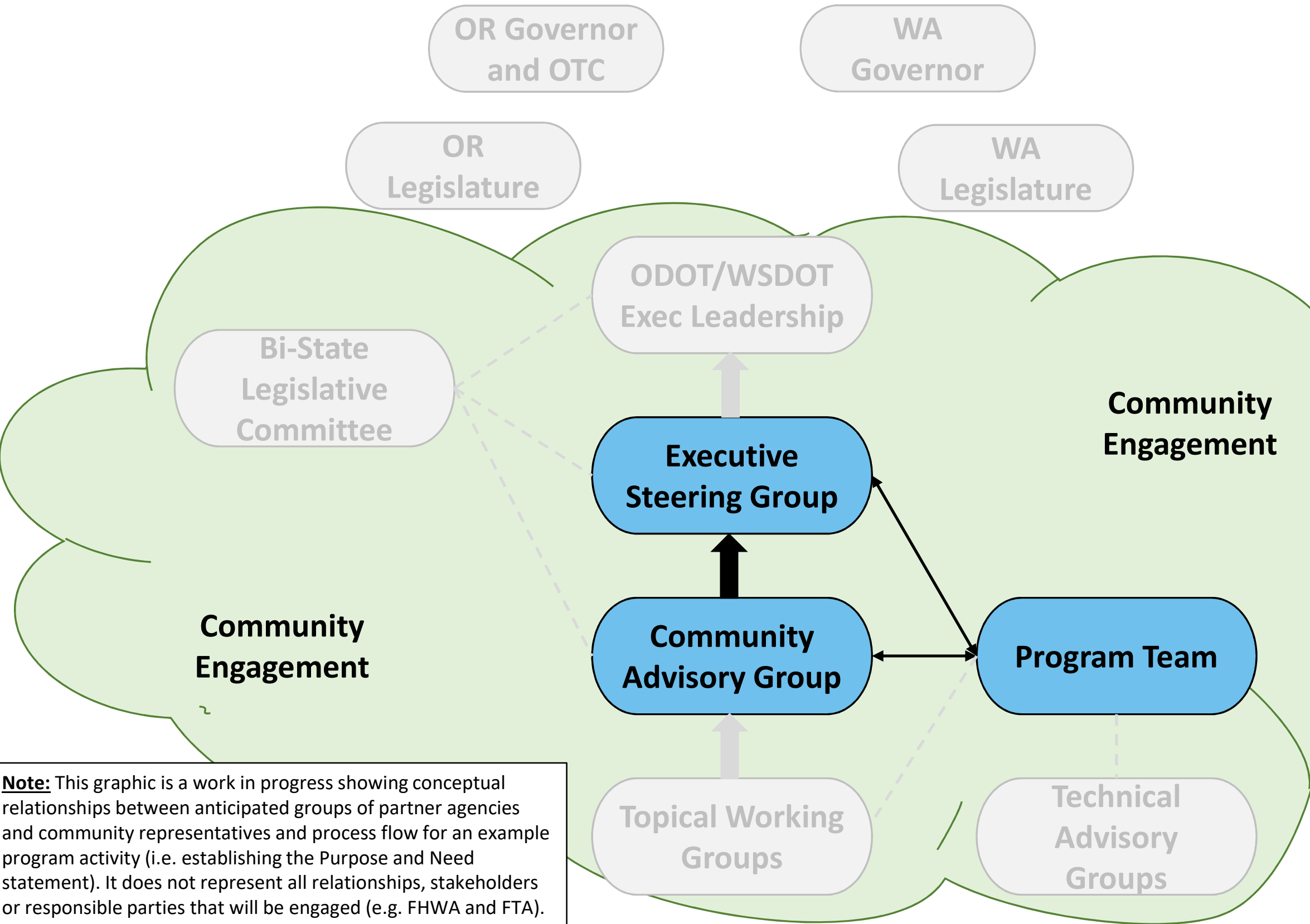
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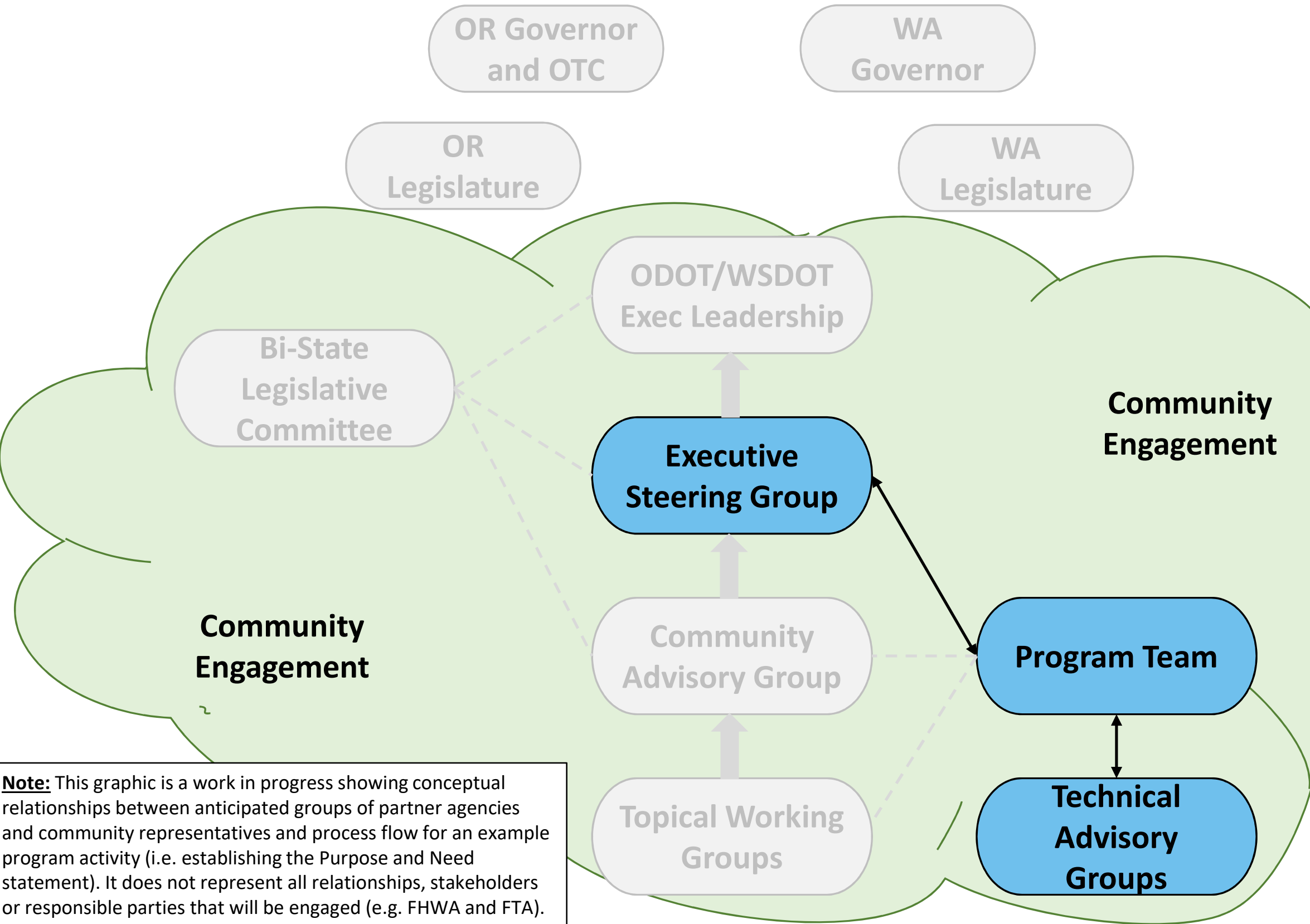
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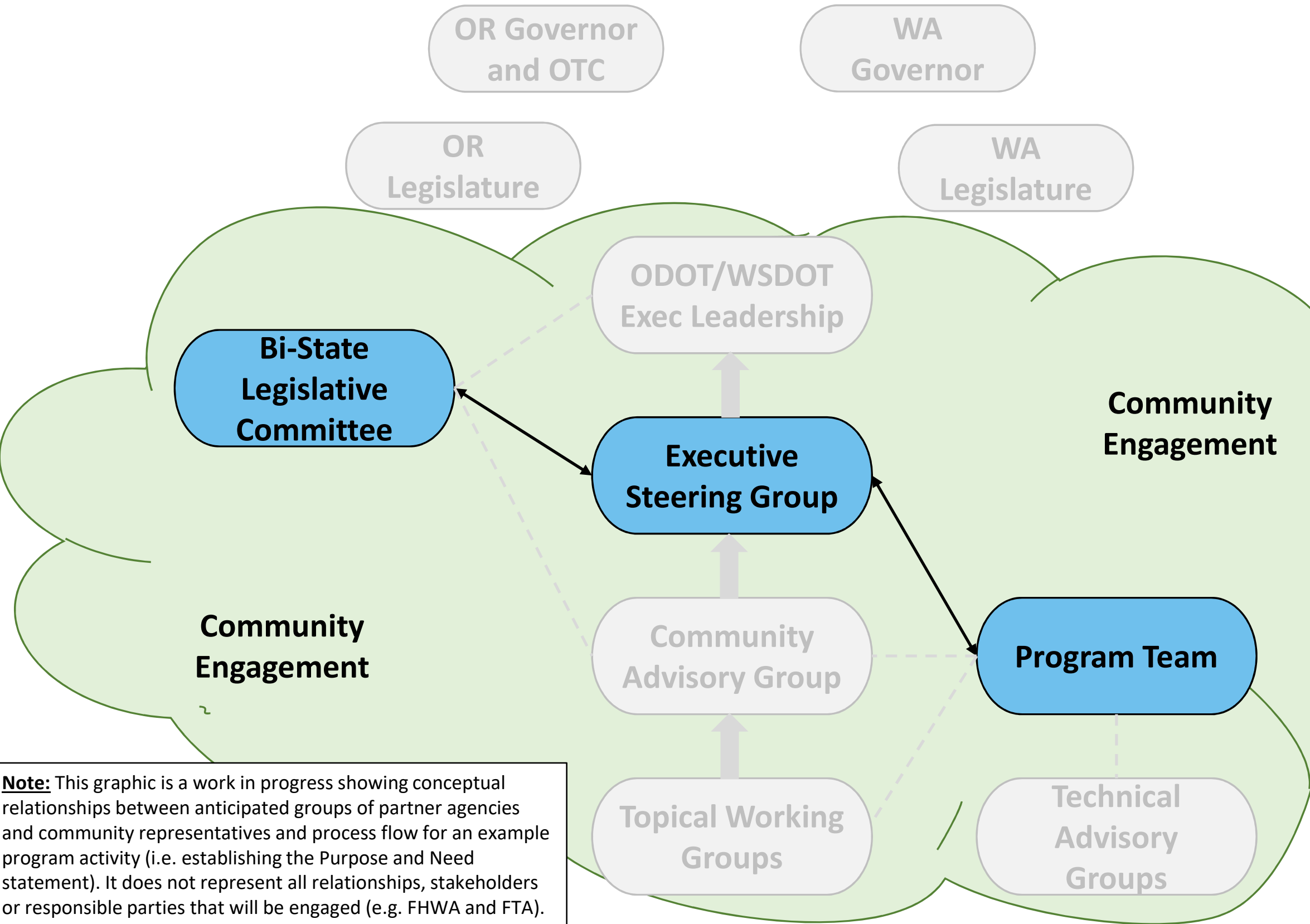
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 - **ESG provides feedback on DRAFT IBR P&N**
 - Draft IBR P&N is presented to Bi-State Legislative Committee
 - Develop FINAL IBR P&N
 - ESG Recommends FINAL IBR Purpose and Need to ODOT/WSDOT

Note: This graphic is a work in progress showing conceptual relationships between anticipated groups of partner agencies and community representatives and process flow for an example program activity (i.e. establishing the Purpose and Need statement). It does not represent all relationships, stakeholders or responsible parties that will be engaged (e.g. FHWA and FTA).

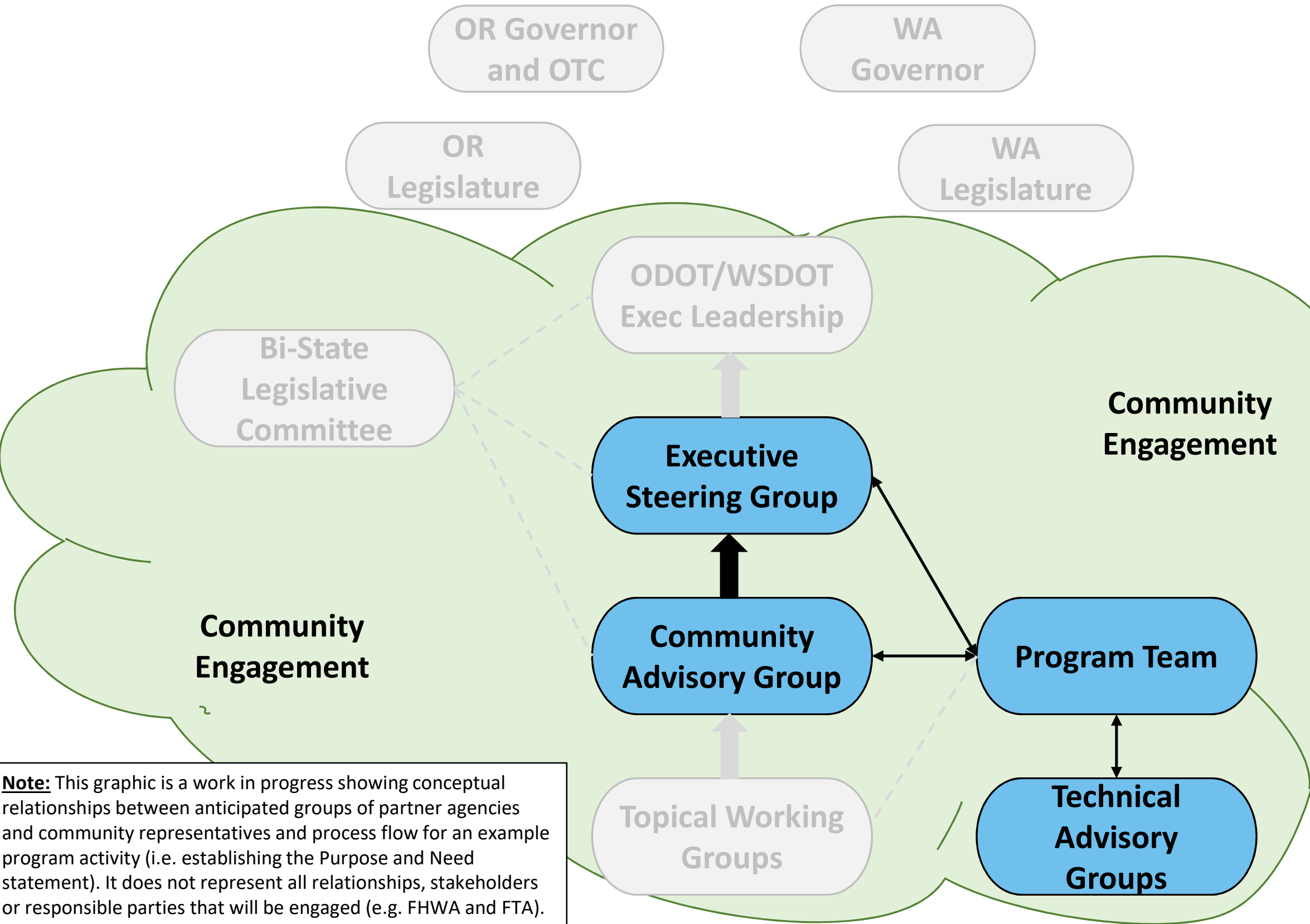
Interstate Bridge Replacement Program Working Draft Process Diagram – Purpose and Need



- IBR Program Purpose and Need**
- Review previous planning efforts
 - Develop approach to identify the program purpose and need (P&N)
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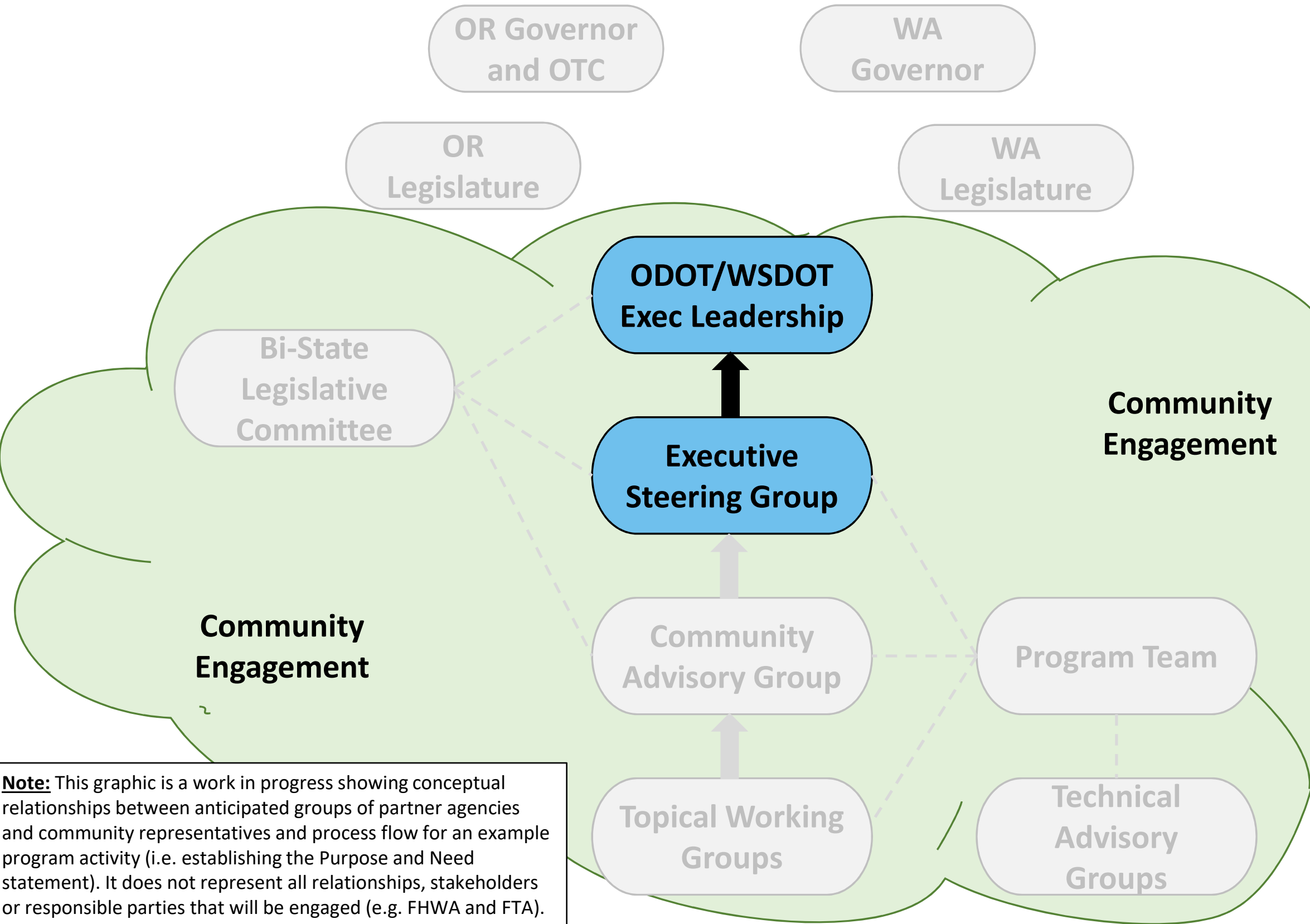


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Note: Federal Leads (FHWA/FTA) approval required for Purpose and Need



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INTERSTATE BRIDGE REPLACEMENT PROGRAM UPDATE

Date: May 19, 2020

Department: Planning & Development

Meeting Date: June 2, 2020

Prepared by: Ally Holmqvist,
ally.holmqvist@oregonmetro.gov

Presenters: Margi Bradway,
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Ally Holmqvist,
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Brendan Finn, ODOT
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Carley Francis, WSDOT
FranciC@wsdot.wa.gov

Length: 45 minutes

ISSUE STATEMENT

The Interstate Bridge Replacement Program (IBRP), formally known as the Columbia River Crossing (CRC) project will construct a new river crossing between Oregon and Washington over the Columbia River that includes I-5 highway and interchange improvements for vehicles and freight, enhanced bicycle and pedestrian facilities, high capacity transit and associated improvements, and related connections to and multi-modal enhancements of the local street network. The IBRP also incorporates transportation demand and system management measures (TDM/TSMO), including implementing tolling as both a TDM and financing tool. Metro is considered a “participating agency” in the project under NEPA guidelines.

In early 2019, discussions began about restarting the I-5 Bridge project. On August 20th, 2019 Metro Council President along with leaders from City of Portland, Multnomah County, TriMet and Port of Portland signed a letter that articulated the joint outcomes and values of the Oregon agencies. On November 18, 2019, Governor Brown and Governor Inslee announced the restarting of the I-5 Bridge project, signed a Letter of Intent, and each dedicated staff and funding to the project. In November and December of 2019, JPACT and Metro Council approved ODOT’s request to amend the MTIP to add \$9 M dollars from ODOT STIP to the project. Shortly after, ODOT and WSDOT created a project team and began engaging agency partners.

To ensure that the project reflects broader regional needs and values, ODOT and WSDOT are jointly leading the IBRP effort with eight other bi-state partner agencies that have a direct role in planning for and/or implementing future improvements: Metro, the Southwest Regional Transportation Council, TriMet, C-TRAN, the cities of Portland and Vancouver, and the Ports of Portland and Vancouver. Together, the bi-state partner agencies have convened in a series of workshops to outline a transparent and data-driven process for the project that prioritizes equity and inclusion and balances efficient use of resources with respect for changing context. President Peterson and Metro staff actively participated in the bi-state partner agency workshops that took place between January 2020 and May 2020.

The attached documents reflect initial work to develop a framework outlining the principles that set the foundation for how the bi-state partner agencies will work together and with the program team to meaningfully engage the broader community in successfully advancing program development. Ultimately, the goal of this work is to explore development of a resolution that could be adopted by the partner agencies in agreement to pursue a collaborative path forward toward shared outcomes.

ACTION REQUESTED

No formal action requested at this time. Receive a progress report on the IBRP and partner agency participation as part of the reinitiated effort and review and discuss preliminary drafts of guiding program materials. The bi-state partner agencies will explore development of a partner agreement resolution outlining project principles, values, and expectations with the Executive Steering Group this summer.

IDENTIFIED POLICY OUTCOMES

President Peterson and staff have worked with fellow bi-state agency partners to reflect the goals, objectives, and principles from the Regional Transportation Plan (RTP), Strategic Plan to Advance Racial Equity, and Climate Smart Strategy within the draft issues list and forthcoming principles and outcomes that will be brought to the Executive Steering Committee (ESC) and will ultimately guide the IBRP effort.

As a result, the attached guiding documents include reference to equity of processes and outcomes, multi-modal mobility, context-sensitive design, transportation demand and congestion management, climate change strategies, cost-effectiveness, respect for historical context, and transportation options providing safe and affordable access to jobs, education, culture and recreation.

POLICY QUESTIONS AND OPTIONS FOR COUNCIL TO CONSIDER

- Are there particular considerations that Metro Council would like to see addressed or emphasized as part of the planning process going forward?
- Are there issues, principles or outcomes that Metro Council would like to see addressed by the Executive Steering Group (ESG) and/or the Community Advisory Committee (CAC)?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The existing I-5 bridge is a major seismic vulnerability that threatens the region's disaster resiliency and includes a roadway design that is not safe or efficient for all users. The I-5 corridor provides access for people and freight to employment areas across Portland and Vancouver. Multi-modal access to and mobility along this segment of the I-5 Corridor has been identified as a key component of meeting the transportation, economic, and livability needs of the Portland/Vancouver Region.

Metro Council approved a Locally Preferred Alternative for the Columbia River Crossing in July 2008 and the RTP identifies additional regional considerations for Mobility Corridor

#1, including the Interstate 5 bridge. In August 2019, reflecting the considerations outlined in the RTP, President Peterson joined other Oregon agency partner representatives in submitting a letter of support for re-initiating the project within the framework of identified outcomes, processes, and strategies (see Attachment A).

The purpose of the attached documents is to set a direction for the project that aligns the IBRP guiding principles and expected outcomes with those in Metro's Regional Transportation Plan, Strategic Plan to Advance Racial Equity, and Climate Smart Strategy.

These documents were developed in close coordination with staff and executive members from all 10 bi-state agency partners.

BACKGROUND

The original CRC river crossing project development process was initiated in 2005 and concluded when the program office was closed in 2014. Recognizing that critical regional improvements remained unaddressed, the Washington legislature passed SSB 5806 in 2017.

SSB 5806 directed WSDOT to prepare an inventory of all prior planning, environmental, permitting and engineering work for the CRC in order to inform the work of a joint Washington and Oregon Legislative Action Committee to be established for the purpose of beginning a new project development process to replace the Interstate Bridge over the Columbia River. Each state legislature identified eight representatives to formally engage in the renewed project development process. In 2019, both Washington (\$35 million, ESHB 1160) and Oregon (\$9 million) dedicated funding to restart work. Bridge replacement planning costs are anticipated to be shared equally between the states and FHWA has granted an extension on repayment of federal funds previously spent on past planning efforts until Sept. 30, 2024.

At the end of the year, the Washington and Oregon Legislative Action Committee Joint Interim Committee on the Interstate 5 Bridge met during three public meetings with the following work program:

- Begin a process toward project development;
- Review and confirm lead roles related to permitting, construction, operation and maintenance of a future Interstate 5 bridge project;
- Seek public comment and present recommendations for process and financing;
- Provide resources to inventory and utilize any prior relevant work to allow for nonduplicative and efficient decision making regarding a new project;
- Examine all potential mass transit options available for a future Interstate 5 bridge project; and
- Use an innovative delivery method such as design-build procurement and other best practices, consistent with work already completed.

Following Washington legislation and funding dedication in both State budgets, Governors Brown and Inslee committed to reopening the bi-state office to reinitiate the IBRP through a Memorandum of Intent. Under the oversight of a Bi-state Legislative Group, ODOT and WSDOT are leading a reinvigorated effort for replacing the river crossing that includes reengaging key stakeholders and the public, reevaluating the purpose and need, reevaluating permits, developing a finance plan, and reevaluating the scope, schedule and budget. The state agencies will be supported by a Program Administrator and a General Engineering Contractor. Partner agencies were invited to provide input in both selection processes. The Program Administrator will lead the program office, directing the multidisciplinary, multiagency team that will be responsible for program development, partner agency involvement and coordination, and community engagement.

An independent facilitator is guiding the bi-state agency partners through a collaborative process for reestablishing the project purpose and need and the governance structure that will guide substantive program development efforts. This work has occurred through a series of four partner agency workshops and several additional meetings with staff that have taken place between March and May of this year:

- Workshop #1 opened up a discussion about partner agency values and expected outcomes from the project and identified shared principles and consensus opportunities. The workshop also included an open and transparent conversation reflecting on lessons learned from the prior process and how the approach to partnership could look different moving forward. Partner agency representatives also discussed what principles would be important to memorialize as part of a future partner agreement and best practice approaches to broad engagement of policymakers, stakeholders, businesses, and communities.
- Workshop #2 continued the conversation around broad engagement and best practices for establishing a governance structure. The workshop focused on confirming the project partnering approach, visualizing an organizational diagram, and the different forms a partner agreement might take. Partner agencies were also invited to engage with and provide feedback on the top candidates for program administrator to help inform final selection.
- Based on the conversations in the first two workshops, Workshop #3 introduced:
 - shared partner expectations and project principles and outcomes for the purpose of guiding bi-state partner agency collaboration moving forward (see Attachment B);
 - a proposed charter establishing the project governance structure, particularly the roles and responsibilities of the Executive Steering Group (ESG) and its relationship to the Bi-State Legislative Group, the Community Advisory Group (CAG), the project office, technical and topical working groups, and the public;
 - a list of issues that the ESG should discuss and address together early in the project development process (see Attachment C); and

- a conceptual process diagram illustrating the project governance structure and the relationships between the groups (see Attachment D).
- Workshop #4 invited additional discussion related to membership of the ESG and CAG and the relationship between those groups and the Bi-State Legislative Group, before approving the draft charter. Partner agencies also discussed developing a partner agreement resolution outlining project principles, values, and expectations for consideration this fall.

The ESG Charter outlines the roles, responsibilities, and operating protocols for how the bi-state agency partners will transition from the informal workshops to formal project guidance as the IBRP moves through planning, design, operational approach, funding, and construction. The charter charges the ESG to engage in a collaborative approach to answering policy questions and participating in interest-based discussions, and commits members to providing feedback from their constituencies, as well as respecting input from the CAG. Further, ESG members will be urged to create feedback loops within their respective organizations to ensure support and buy-in for recommendations developed through the ESG process.

ESG members will be encouraged to strive to make decisions by consensus focused on broader regional and community needs to strengthen the weight of recommendations, recognizing that broad regional support is a critical component for success of the reinitiated IBRP. The ESG will provide advice and recommendations to program office executive leadership and the Bi-state Legislative Committee. Additionally, the ESG will provide regular and timely updates to the bi-state legislative group on progress and recommendations and will strongly encourage direct engagement of bi-state legislative members with the ESG to the extent feasible.

The CAG will provide a forum for community dialogue and provide feedback on community needs, issues, and concerns as it relates to IBRP program development. The ESG will include membership of two voting CAG co-chairs and offer two rotating ex-officio seats to provide the opportunity for all CAG representatives to share perspectives on topics of interest. Additionally, topical and technical working groups of partner agency experts and other stakeholders for the project will be established for the purpose of addressing technical design and other specific issues (see Attachment D).

As far as IBRP next steps, the project team and agency partners will work to identify ESG membership and convene the ESG. In the initial meetings, the ESG will work to develop the project principles and values, identify CAG membership, and explore options for a resolution outlining shared expectations. A draft resolution brought to the ESG would likely be based on the conceptual partner expectations, which identifies key project issues, shared context, and initial principles, outcomes, and expectations for collaboration (see Attachment B). The draft resolution would be presented with the ultimate goal of adoption by partner agencies. Early on, the ESG will discuss and work together to address the project issues listed in Attachment C. Through participation in the ESG, partner agencies will continue to participate in planning and technical work and development of design elements

through environmental review, design, permitting, financing, right of way acquisition, and construction.

Additionally, the IBRP program office is working to determine whether any formal changes need to be made to the original Environmental Impact Statement (EIS) through a supplemental EIS. The target is to make significant progress toward beginning the environmental review process by July 2021. The project office estimates that it will take three to five years to complete the environmental review process and obtain federal approval to move to construction.

ATTACHMENTS

- A. IBRP Oregon Partner Letter to Governors Brown and Inslee (August 2019)
- B. IBRP Draft Conceptual Partner Expectations
- C. IBRP Draft Conceptual Executive Steering Group Issues List
- D. IBRP Draft Process Diagram

- Is legislation required for Council action? Yes No
- If yes, is draft legislation attached? Yes No