

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING METRO	)	RESOLUTION NO. 21-5206A
COUNCIL’S VALUES, OUTCOMES, AND	)	
ACTIONS FOR THE I-5 BRIDGE	)	Introduced by Chief Operating Officer
REPLACEMENT PROGRAM	)	Marissa Madrigal in concurrence with
	)	Council President Lynn Peterson

WHEREAS, the Interstate Bridge is part of a critical trade route for regional, national, and international commerce; and

WHEREAS, the existing structures were not designed to support the needs of today’s transportation system; and

WHEREAS, congestion and bridge lifts slow auto, transit, and freight movement along Interstate 5; and

WHEREAS, existing roadway design contributes to safety issues; and

WHEREAS, the current bridge’s narrow shared-use paths, low railings, and lack of dedicated pathways impede safe travel for pedestrians and cyclists; and

WHEREAS, there are limited transit options across the bridge; and

WHEREAS, the current bridge could be significantly damaged in a major earthquake; and

WHEREAS, the states of Oregon and Washington are working together to replace the aging bridge with a modern, seismically resilient, multimodal structure that provides improved mobility for people, goods and services; and

WHEREAS, the I-5 Interstate Bridge Replacement Program (IBRP) is a collaboration between the Oregon and Washington Departments of Transportation, Metro, TriMet, C-TRAN, the Southwest Washington Regional Transportation Council, the Cities of Portland and Vancouver, and the Ports of Portland and Vancouver; and

WHEREAS, Metro is a Participating Agency in the NEPA planning process; and

WHEREAS, Metro Council and staff participate in the IBRP Executive Steering Group, Equity Advisory Group, and staff level group; and

WHEREAS, the Metro Council adopted the 2018 Regional Transportation Plan with four primary priorities: Equity, Safety, Climate, and Congestion Relief; and

WHEREAS, the Metro Council strives for policies that promote climate resiliency, sustainability, economic prosperity, community engagement, and creating or preserving livable spaces; and

WHEREAS, the Metro Council’s Values, Outcomes, and Actions for the I-5 Bridge Replacement Program reflects and documents the goals, objectives, and principles in the Regional Transportation Plan, Strategic Plan to Advance Racial Equity, and Climate Smart Strategy and input from Council on previous Discussion Drafts; and

WHEREAS, Metro Council adoption of the Values, Outcomes, and Actions for the I-5 Bridge Replacement Program provides clear direction to Metro project participants when considering project elements and will shape input from Metro staff to the IBRP throughout the process to reflect the Council's priorities, now, therefore:

BE IT RESOLVED THAT:

1. The Metro Council hereby adopts the Values, Outcomes, and Actions for the I-5 Bridge Replacement Program, as shown in the attached Exhibit B.
2. No later than May 10, 2022, the Metro Council will begin a formal public review to determine whether the IBRP has satisfactorily completed, and published the results of, the actions required in Exhibit B. The formal public review will include at a minimum testimony from invited experts in Climate, Infrastructure Finance, Equity, Successful Approaches to Increasing Transit Utilization, and Seismic and Structural Engineering, as well as adequate time for testimony from individual residents, employers, workers, and advocacy organizations within the Metro district. The formal public review must result in a formal determination by the Metro Council that the IBRP has satisfied the requirements of Exhibit B before the Metro Council will consider approval of a modified Locally Preferred Alternative or any further amendments related to future project phases of the IBRP.
3. The Metro Council will hold monthly Council work sessions to discuss the IBRP and progress on the values, outcomes, and actions shown in Exhibit B. These work sessions will include invited testimony from experts and provide Metro Council with the opportunity to make a determination about whether the IBRP has satisfied the requirements in Exhibit B prior to approval of a modified Locally Preferred Alternative.

ADOPTED by the Metro Council this 6th day of January 2022.



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Lynn Peterson, Council President

Approved as to Form:



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Carrie MacLaren, Metro Attorney

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WHEREAS, the Metro Council adopted the 2018 Regional Transportation Plan with four primary priorities: Equity, Safety, Climate, and Congestion Relief; and

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WHEREAS, Metro Council adoption of the Values, Outcomes, and Actions for the I-5 Bridge Replacement Program provides clear direction to Metro project participants when considering project elements and will shape input from Metro staff to the IBRP throughout the process to reflect the Council's priorities, now, therefore:

BE IT RESOLVED THAT:

The Metro Council hereby adopts the Values, Outcomes, and Actions for the I-5 Bridge Replacement Program, as shown in the attached Exhibit A.

ADOPTED by the Metro Council this 6th day of January, 2022.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney



## **Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program**

Metro Council's support for the I-5 Bridge Replacement Program (IBRP) in the National Environmental Policy Act (NEPA) process is contingent on a clear commitment to the outcomes listed below from the Bi-state Legislative Committee, the Executive Steering Group, Community Advisory Group, Equity Workgroup, and technical committees. Specifically, Metro Council expects the IBRP Project Team to assure that bolded Actions below are addressed and shared with project partners as options before the Project Team presents or recommends a potential revised Locally Preferred Alternative (LPA).

IBRP is jointly led by the Oregon and Washington Departments of Transportation with input from a Bi-State Legislative Committee. In order to build a new multimodal bridge, IBRP must successfully move through a NEPA process and receive support from the Federal Highway Administration and the Federal Transit Administration.

Metro is one of eight local participating agencies in the NEPA process along with the City of Portland, the City of Vancouver, the Southwest Regional Transportation Council (RTC), TriMet, C-Tran, the Port of Portland and the Port of Vancouver. These agencies were invited to participate in the process to develop and analyze the range of alternatives, the methods of analysis, identification of potential impacts and to provide input on how to resolve issues.

Metro embraces ongoing engagement and input from the public on the project, and especially from BIPOC communities who may benefit or be impacted by this project. Metro recognizes Indigenous communities and tribal governments as important partners in this process.

Metro as an organization is grounded in our values that inform the outcomes we strive for in policies, projects and programs. When it comes to transportation, Metro Council adopted the 2018 Regional Transportation Plan with four primary priorities: Equity, Safety, Climate and Congestion Relief. In addition, our Council strives for policies that promote climate resiliency, sustainability, economic prosperity, community engagement, and creating or preserving livable spaces. Many of these values, but not all, are reflected below as outcomes that Metro Council and Metro staff are striving for as part of the IBRP.

This document reflects the project outcomes that Metro Council expects from the project and the actions Metro Council is requesting from the IBRP team in order to achieve those outcomes.

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### **Value: Advancing racial equity**

#### **OUTCOMES**

- Institutional leadership demonstrates and implements an explicit commitment to improve lives of BIPOC and other equity priority communities.



- Equity starts with co-creation with community, continues with project implementation and includes equitable outcomes for communities that are impacted.
- Recognize and account for the history of construction impacts on communities surrounding the I-5 bridge area, support community cohesion, and avoid neighborhood disruption.
- Connectivity to jobs and key community places (such as medical, grocery, social and community services) is improved within the study area especially for marginalized communities.
- Best practices for anti-displacement are integrated into the project design and implementation.
- BIPOC and underrepresented Oregonians and SW Washingtonians have access to family sustaining construction careers and training in apprenticeship programs as a result of concrete recruitment and retention strategies and investment in workforce development.
- Disadvantaged Business Enterprise (DBE) opportunities are maximized at every phase of the construction project through programs that provide technical assistance.

#### ACTIONS

- ***Before a revised LPA is selected, conduct and present the findings of in-depth analysis of the benefits and impacts to BIPOC, low income, and other transportation disadvantaged groups for design options and develop performance measures and screening criteria to reveal the anticipated benefits and impacts to these groups.***
- *Evaluate equitable outcomes using the performance measures developed by the IBRP Equity Advisory Group to measure benefits and impacts to equity priority communities (including BIPOC).*
- *Set design and contracting practices for local minority-owned contractors and small businesses that incorporate prime-contractor development programs, workforce development opportunities and anti-displacement community building investment.*
- *Give the IBRP Equity Advisory Group purview over the implementation of contracting and workforce equity strategies.*
- *Develop concrete strategies that align with and build on Construction Career Pathways to promote the recruitment and retention of women, BIPOC and other underrepresented workers into family sustaining careers.*
- *Fully incorporate the Equity Framework developed by the IBRP Equity Advisory Group into every stage of the decision making process.*
- *Clearly demonstrate how any changes to the project alternative better address equity than the original Locally Preferred Alternative.*
- *Meaningfully engage equity priority communities throughout the IBRP to inform decision making and achieve equity outcomes.*
- *Engage the Committee on Racial Equity (CORE) in its advisory role to Metro Council as it makes decisions regarding the IBRP.*

#### **Value: Resiliency and economic prosperity**

#### OUTCOMES

- The bridge is designed to withstand a Cascadia Subduction Zone Earthquake.



- Right-sizing the project to assure that the revised LPA and all subsequent refinements of the Project Plans deliver cost-effectiveness, including consideration of life cycle costs and resiliency, while also achieving specific performance objectives covered in this document.
- Enhanced economic growth by improving mobility of goods and people, creating more reliable options for transportation within the bi-state and regional network.
- Improved Hayden Island access and safety with better transit, bike, and pedestrian connections on and off the island.
- Creation of opportunities for meeting existing and future residential and employment needs with infrastructure investments within the project area.

#### ACTIONS

- ***As the part of the finance plan, engage professionals with expertise in financing massive complex transportation infrastructure construction projects to conduct and deliver the results of an investment-grade traffic and revenue study of the design options.***
- *Analyze and report on how design options effect seismic resiliency of the bridge.*
- *Develop a financial plan that includes variable rate tolling and innovative financing to leverage federal and state funds.*
- *Coordinate and include the assumptions of the IBRP work with the State of Oregon's Congestion Pricing program in accordance with HB 3055 (2021).*
- *Work with the City of Portland to develop opportunities to improve local connectivity to Hayden Island and minimize the size of the footprint of I5 overall but especially on Hayden Island.*
- *Implement affordable and reliable high capacity transit connections to jobs and key destinations.*
- *Analyze and report on life cycle costs of bridge infrastructure.*

#### **Value: Reducing greenhouse gas emissions and improving air quality**

#### OUTCOMES

- High capacity transit (HCT) (i.e., light rail or bus rapid transit in its own guideway) provides frequent, reliable, and high-quality connections between the two largest regional centers in the Portland region: downtown Portland and downtown Vancouver and to key employment centers along that route.
- The design for the bridge clearly contributes to the State's goal of reducing GHG emissions to 75% below 1990 levels by 2050.
- Reduced transportation demand by drive alone trips during peak travel periods.
- Variable rate tolling on the bridge contributes to transportation demand management.
- HCT provides infrastructure to enable compact urban development and efficient use of infrastructure in support of the Oregon Metro Climate Smart Strategy.
- A more efficient transportation system overall that improves traffic flow of the highway and improves and increases multi-modal mobility and safety in the project area.
- Improved bicycle and pedestrian access and safety, making these modes real



options for traveling and to improve access to transit.

- Improved air quality and minimize impacts to human health in the project area, particularly for communities of color disproportionately impacted by air toxins.
- Reduced greenhouse gas emissions through operations and construction of the bridge, using low- carbon equipment, construction materials and other innovative construction methods.

#### ACTIONS

- ***Develop and evaluate at least one option that will achieve a modal split for morning and evening peak periods that substantially increases transit ridership and active transportation throughout the project area.***
- *Plan a project that assumes variable rate tolling that is coordinated with the Oregon congestion pricing in the corridor to manage transportation demand, aim to improve traffic flow to 30-35 mph or better, and minimize the number of lanes needed on the bridge.*
- *Implement variable rate tolling as soon as possible and prior to completing the project.*
- *Implement high capacity transit improvements as soon as possible to improve mobility and reduce emissions.*
- *Analyze alternative HCT modes and alignments for increased ridership and effects on demand.*
- *Analyze alternative bridge designs that minimize the number of lanes (including auxiliary lanes)*
- *Incorporate Oregon congestion pricing and other I-5 planning efforts in analysis of traffic and greenhouse gas emissions.*
- *Implement a plan with current best practices to reduce GHG during the construction of the bridge, including adoption of Clean Air Construction Program requirements (already used by Metro, the City of Portland, Port of Portland, Multnomah County, Washington County, and TriMet).*
- *Demonstrate how the IBRP scenarios implement Metro's state-mandated Climate Smart Strategies Plan policies:*
  - *Adopted local and regional land use plans.*
  - *Making transit more convenient, frequent, accessible and affordable.*
  - *Making biking and walking safe and convenient.*
  - *Make streets and highways safe, reliable and connected.*
  - *Use technology to manage the transportation system.*
  - *Provide information and incentive to expand the use of travel options.*
  - *Make efficient use of vehicle parking and lane dedicated to parking.*
  - *Support transition to cleaner, low carbon fuels and more fuel-efficient vehicles.*
  - *Secure adequate funding for transportation investments.*
  - *Incorporate best practices to reduce GHG emissions and improve the safe and efficient movement of goods and people.*
- *Conduct analysis to determine how vehicle miles traveled (VMT) can be reduced by a combination of facility design, congestion pricing and other transportation demand management tools and investments in HCT, feeder transit connections, and active transportation including walking, rolling, and bicycling.*
- *Conduct an investment-grade traffic and revenue study in advance of any bridge size or*





*design decision and size the capacity of the I-5 bridge to meet only the level of demand that will be present if the bridge is priced as provided in the investment grade traffic and revenue study; the purpose of this action is to ensure a right-sized bridge.*

- *Conduct a Health Impact Assessment to determine air quality impacts on human health in the corridor between Downtown Portland and Downtown Vancouver.*

**Value: Engaging stakeholders through a transparent and inclusionary decision-making process**

**OUTCOMES**

- Communication and collaboration with interagency partners is clear, complete, candid, consistent, and predictable, and there is demonstrated alignment regarding accountability for project outcomes.
- IBRP partners are included in developing screening criteria to evaluate project design and any considerations around changes or reaffirmation of the Locally Preferred Alternative.
- Equity considerations are an integral part of project decision-making and evaluation.
- People with diverse backgrounds and expertise are engaged early enough for meaningful input. This includes engagement prior to decision-making; a more robust effort than a typical NEPA analysis.

**ACTIONS**

- ***As part of the evaluation framework for considering options, apply the screening criteria developed by the Equity Advisory Group, the Climate Advisory Work group, Community Advisory Group, Metro staff, and other participating agencies. The screening criteria should be objective and measurable.***
- *Provide technical analysis that demonstrates how IBRP design options can perform relative to Metro Council's values as listed in this document in order to inform policy choices. Specifically, modeling scenarios that include:*
  - *Robust transit options to understand potential for increasing transit ridership to reduce greenhouse gas emissions and provide reliable access to jobs;*
  - *Pricing at different toll rates on the bridge to understand the potential to reduce travel demand, to shift trips from cars to transit, and to reduce greenhouse gas emissions; and*
  - *Bridge designs to demonstrate transportation performance with fewer lanes than were included in the CRC.*
- *Develop policy packages demonstrating performance of options relative to the Metro Council's values.*
- *Develop a robust public engagement process for public input to inform the Supplemental Environmental Impact Statement.*
- *Authentically engage the Community Advisory Committee (CAG), Equity Advisory Group (EAG) and Executive Steering Group (ESG), and demonstrate how committee feedback is incorporated into project efforts, timelines, and milestones.*
- *Clearly define how feedback mechanisms will function between the CAG, EAG, ESG, participating agencies, ODOT staff, and the Oregon Transportation Commission.*

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 21-5206A, FOR THE PURPOSE OF ADOPTING METRO COUNCIL'S VALUES, OUTCOMES, AND ACTIONS FOR THE I-5 BRIDGE REPLACEMENT PROGRAM

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Date: November 15, 2021  
Department: Planning, Development, and Research  
Meeting Date: January 6, 2021  
Prepared by: Elizabeth Mros-O'Hara, [Elizabeth.mros-ohara@oregonmetro.gov](mailto:Elizabeth.mros-ohara@oregonmetro.gov),

Presenter(s): Malu Wilkinson, Investment Areas Manager, Elizabeth Mros-O'Hara, Investment Areas Project Manager  
Length: 30 minutes

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## ISSUE STATEMENT

The I-5 Bridge Replacement Program (IBRP) is a bi-state effort to advance the Interstate 5 Bridge replacement over the Columbia River. The project is a regional priority as identified in the 2018 Regional Transportation Plan and the current effort is building on the previous work undertaken as part of the Columbia River Crossing project. The Columbia River Crossing project received National Environmental Policy Act (NEPA) approval for the Final Environmental Impact Statement (FEIS) in the form of a Record of Decision (ROD) in 2011. IBRP is a restart of that effort that must address the current needs and values of the region. Current project work is focused on reevaluating the project components to account for changes since the ROD in the region's physical, regulatory and policy realms. This work includes reevaluating the project scope, schedule, and budget; reevaluating permits, updating the finance plan, and reengaging key stakeholders and the public.

Metro is participating in the IBRP as a Participating Agency in the NEPA planning process. Metro Council and Metro staff participate in the IBRP Executive Steering Group, Equity Advisory Group, and staff level groups. Metro Council's statement on desired values and outcomes will provide clear direction to Metro project participants. Staff prepared a statement on Metro Council's Values, Outcomes and Actions (VOA) for the IBRP with direction from the Metro Council. The document outcomes and values are intended to provide guidance and shape input from Metro staff to the IBRP throughout the process. The VOA document clearly lays out Metro Council's desires for the IBRP.

The proposed resolution would adopt **Exhibit B: Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program**. This document was previously discussed by Metro Council in January, May, and October 2021 and reflects Council feedback from each of those discussions. In addition, the current VOA draft includes minor edits to reflect the Equity Framework developed by the IBRP Equity Advisory Committee. These edits clarify outcomes to improve equity for BIPOC and other equity priority communities through concrete strategies around workforce equity and meaningful engagement as well as a call for engaging the Committee on Racial Equity (CORE) in its advisory role to the Metro Council.

## IDENTIFIED POLICY OUTCOMES

The Metro Council identified a number of policy outcomes in the VOA document. The outcomes are listed in the attached document and reflect four key values:

- Advancing racial equity
- Affordability and economic prosperity
- Reducing greenhouse gas emissions and improving air quality

- Engaging stakeholders through transparent and inclusionary decision making process

### **ACTIONS REQUESTED**

Approve Resolution No. 21-5206A For the Purpose of Adopting the Final I-5 Bridge Replacement Program Values, Outcomes and Actions.

### **PUBLIC INPUT**

The VOA document reflects public input into the 2018 Regional Transportation Plan that prioritized racial equity, climate, congestion, and safety for the region as well as recent input to the IBRP from the IBRP Equity Advisory Group.

The City of Vancouver laid out its priorities by formally adopting a resolution in support of replacing the Interstate 5 bridge in July 2021. The resolution discusses Vancouver's values around climate and equity goals, seismic resiliency, high capacity transit, urban design and livability, and mobility including tolling.

### **KNOWN SUPPORT & OPPOSITION**

None.

### **ANTICIPATED EFFECTS**

The VOA document will clarify Metro Council's values and desired outcomes and actions, provide guidance to Metro staff as it participates in the IBRP, and clearly articulate to the IBR Program what the Metro Council needs to support the program as it moves forward.

### **Attachments**

Resolution No. 21-5206A

**Exhibit A** – Resolution No. 21-5206

**Exhibit B** – Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program