

Council work session agenda

Tuesday, April 12, 2022

10:30 AM

<https://zoom.us/j/615079992> (Webinar ID:
615079992) or 888-475-4499 (toll free)

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10:30 Call to Order and Roll Call

Work Session Topics:

10:35 Department Budget Presentation-Planning, Development & Research [22-5688](#)

Presenter(s): Elissa Gertler [she/her]
Margi Bradway [she/her]

Attachments: [Staff Report](#)

11:35 I5BRP Regular Update: Hayden Island/Marine Drive.
Introduce transit analysis [22-5687](#)

Presenter(s): Margi Bradway [she/her], Metro
Greg Johnson, I5BRP
Shilpa Mallem, I5BRP
John Willis, I5BRP

Attachments: [IBR Update work session worksheet.pdf](#)
[Attachment 1-Program update.pdf](#)
[Attachment 2- Hayden Island Marine Drive.pdf](#)
[Attachment 3- Update of Transit and Design Options Evaluation Proc](#)

12:35 Chief Operating Officer Communication

12:40 Councilor Communication

12:45 Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកម្មប្រតិបត្តិការរើសអើងសម្រាប់សេចក្តីណែនាំ www.oregonmetro.gov/civilrights។
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**Department Budget Presentation-Planning, Development &
Research**

Work Session Topics

Metro Council Work Session
Thursday, April 12th, 2022

STAFF REPORT

PLANNING, DEVELOPMENT AND RESEARCH DEPARTMENT BUDGET PRESENTATION

Date: March 30, 2022

Prepared by:
Rachael Lembo, PD&R Finance Manager

Department: Planning, Development and
Research (PD&R)

Presented by:
Elissa Gertler, PD&R Director
Margi Bradway, PD&R Deputy Director
Patricia Rojas, Regional Housing Director

Meeting date: April 12, 2022

Length: 20 minutes

ISSUE STATEMENT

This work session will provide Council, serving as the budget committee, the opportunity to hear how the Planning, Development and Research Department FY 2022-23 budget aligns with Council priorities, strategic framework, racial equity outcomes and climate action goals. Information shared at the work session will help guide development of the FY 2022-23 Approved Budget.

ACTION REQUESTED

Council discussion and feedback on the department's budget submitted.

IDENTIFIED POLICY OUTCOMES

Development of a FY 2022-23 Oregon Metro budget that aligns with Council priorities.

POLICY QUESTIONS

What are the policy implications and tradeoffs that will result from the department's budget?
Specific factors for Council consideration *may* include:

- How well do the department's programs align with Council priorities and direction?
- Does the budget represent a good investment in and advance the Council priorities?
- Has the department sufficiently described their racial equity goals and measurable outcomes?
- Has the department demonstrated sufficient planning to successfully implement any new programs and/or projects?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Each department's budget has individual items that should achieve outcomes specifically addressed by Council through the strategic framework. Council can support the budget in whole or in part, and modify individual items or larger program requests.

STAFF RECOMMENDATIONS

The Chief Operating Officer and Chief Financial Officer recommend Council hear all the department presentations prior to determining their support for departments' proposed budget.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Each department's FY 2022-23 base budget were developed following the Chief Financial Officer's budget instructions released in early December 2021. The base budgets allow the departments to continue existing programs and projects as adjusted for various factors such as inflation, COLAs, etc.

New programs, projects, additional appropriations, and FTE are requested through the department's modification request process. These requests were reviewed and analyzed by the Chief Operating Officer, Deputy Chief Operating Officer, Chief Financial Officer and the Director of Diversity, Equity and Inclusion department. Approved requests were built into the Proposed Budget, released on April 1, 2022, and presented by the Chief Operating Officer on April 5, 2022, with their budget message.

Legal Antecedent

The preparation, review and adoption of Metro's annual budget is subject to the requirements of Oregon Budget Law, ORS Chapter 294. The Chief Financial Officer, acting in their capacity as the designated Budget Officer, is required to present a balanced budget to Council, acting in their capacity as our Budget Committee.

BACKGROUND

Each department will provide information pertaining to their prepared budget, that includes approved modification requests.

**I5BRP Regular Update: Hayden Island/Marine Drive and
potential effect on Expo. Introduce transit analysis**

Work Session Topics

Metro Council Work Session
Thursday, April 12th, 2022

COUNCIL WORK SESSION STAFF REPORT
I-5 BRIDGE REPLACEMENT PROGRAM REGULAR UPDATE: HAYDEN ISLAND/MARINE
DRIVE AND TRANSIT

Date: March 22, 2022

Department: Planning, Development, and
Research

Meeting Date: April 12, 2022

Prepared by: Elizabeth Mros-
O'Hara, elizabeth.mros-ohara@oregonmetro.gov

Presenter(s): Margi Bradway, Deputy
Director, Planning, Development, Greg
Johnson, I-5 Bridge Replacement Program
(IBR) Program Administrator, Shilpa Mallem,
IBR Engineering, and John Willis, IBR
Program Manager
Length: 40 minutes

WORK SESSION PURPOSE & DESIRED OUTCOMES

- Purpose: Provide Metro Council with an update on the I-5 Bridge Replacement Program (IBRP), including an update on project milestones. (Greg Johnson)
- Review the Hayden Island/Marine Drive updated design options, their performance, and which options are most promising. (Shilpa Mallem)
- Introduce the transit analysis to provide background for a more in depth discussion in a future Metro Council work session. (John Willis)
- Outcomes:
 - Metro Council understands the next steps for the IBR team to evaluate the IBR program's components and timing for return to the Metro Council.
 - Metro Council understands the Hayden Island/Marine Drive options and their performance and winnowing. Metro Council also understands the potential impacts and access improvements to the Expo property depending on the options and how IBR team coordinate with Metro on any designs considered.
 - Metro Council understands the transit analysis framework.
 - Metro Council understands how and when they will be engaged by the IBR team around the different components of the IBR project.

TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

RECENT BACKGROUND – I-5 Bridge Replacement Program Milestones

The IBR is working with the partners to develop a modified Locally Preferred Alternative (LPA) with project components that reflect changes since the Columbia River Crossing was approved over a decade ago. The modified LPA will define the preferred project's high capacity transit mode, that the project will include a new bridge over the Columbia River and the number of lanes on the bridge, the interchange configuration at Hayden Island/Marine Drive, whether there will be a replacement of the North Portland Harbor Bridge, and the confirmation of tolling on the Interstate 5 bridge. The modified LPA will be brought to the project's Community Advisory Group (CAG), Equity Advisory Group (EAG), the Executive Steering Group (ESG), and then to a Bi-state Legislative Committee for review and recommendation.

The modified LPA will be considered by the eight local participating agencies with Metro Council being asked to consider it by late June. The other seven local participating agencies (the City of Portland, TriMet, and the Port of Portland in Oregon; and RTC, the City of Vancouver, C-Tran, and the Port of Vancouver in Washington) are also anticipated to consider the modified LPA by July 2022. The IBR team and Metro staff will provide Metro Council regular updates to prepare for that action. Attachment 1 provides a program update.

Anticipated Schedule for LPA Briefings and Adoption – dates subject to change

April 21	BSLC and ESG: LPA options briefing
April 26	Metro Council Work Session on Findings around Transit
May 5	IBR Program narrows to a single LPA
May 10	Portland City Council work session: Modified LPA briefing
May 11	Port of Portland Board of Commissioners: Modified LPA briefing
May 26	TriMet Board of Directors: Modified LPA briefing
May	Up to two Metro Council Work Sessions to Discuss Modified LPA and findings
May/June	Portland City Council advisory committee meetings
June 6	Vancouver City Council workshop: Review draft resolution on modified LPA
June 7	RTC Board of Directors: Modified LPA briefing
Early June	Portland City Council: Endorse Modified LPA
Mid to Late June	TPAC: Modified LPA presentation
Late June	JPACT: Endorse Modified LPA
June 14	CTran Board of Directors: Modified LPA briefing
June 15	Port of Portland Board of Commissioners: Modified LPA briefing
June 22	TriMet Board of Directors: Endorse Modified LPA
June 27	Vancouver City Council: Endorse Modified LPA
June 28	Port of Vancouver Board of Directors: Share and endorse Modified LPA
July 5	RTC Board of Directors: Endorse Modified LPA
July 12	CTran Board of Directors: Endorse Modified LPA
Early July	Metro Council: Endorse Modified LPA

Modified Locally Preferred Alternative Components

Hayden Island/Marine Drive Interchange IBR Program

Shilpa Mallem will present on the project’s analysis around the Hayden Island/Marine Drive Interchange. Attachment 2 describes the options evaluated and their performance.

Transit Analysis

John Willis will discuss the transit analysis and options that are being analyzed understand performance and feasibility. The transit discussion is intended to a baseline understanding of the efforts undertaken prior to the IBR team returning on 4/26 to discuss the transit analysis in more depth. Attachment 3 describes the transit evaluation process, options modeled and the preliminary findings.

QUESTIONS FOR COUNCIL CONSIDERATION

- Does Council have questions about the Hayden Island/Marine Drive interchange design options of the IBR?
- Does Council have questions about how the IBR team will engage Metro regarding any impacts or benefits to Expo (Metro property)?
- Does the Metro Council have questions about the transit analysis and measures?

PACKET MATERIALS

- Would legislation be required for Council action Yes No
- If yes, is draft legislation attached? Yes No
- What other materials are you presenting today?
 - Attachment 1: Program Update, February 2022
 - Attachment 2: Hayden Island/Marine Drive Design Presentation
 - Attachment 3: Transit Options Presentation



Program Update

The Interstate 5 Bridge is a critical connection linking Oregon and Washington across the Columbia River as part of a vital regional, national and international trade route. With one span now 105 years old, it is at risk for collapse in the event of a major earthquake and no longer satisfies the needs of modern commerce and travel. Replacing the Interstate Bridge with a modern, seismically resilient, multimodal structure that provides improved mobility for people, goods and services is a high priority for Oregon and Washington. As of September 2021, leaders from both states have dedicated a combined \$80 million to the Interstate Bridge Replacement (IBR) program, which centers equity and follows a transparent, data-driven process that includes collaboration with local, state, federal, and tribal partners.

We cannot wait any longer to address critical safety issues:

- ▶ The Interstate Bridge is built on wood piles in sandy soil, making them vulnerable to failure in the event of an earthquake.
- ▶ Closely spaced interchanges, narrow lanes, limited sight distance, lack of safety shoulders and bridge lifts that occur up to 350 times a year on average all contribute to an increase in vehicle crashes that result in injuries, fatalities, vehicles and infrastructure damage and increased traffic congestion.

Our community and the environment are not well served by the current Interstate Bridge:

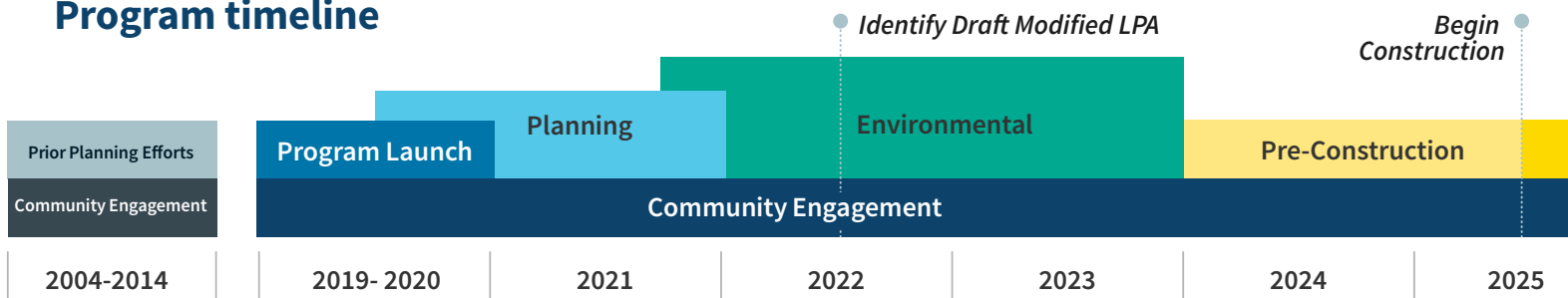
- ▶ The shared-use paths on the bridges are not safe for travelers who walk, bike, or roll, and are not compliant with the Americans with Disabilities Act.
- ▶ Stormwater runoff from the current bridge drains directly into the river instead of going through a water filtration system.
- ▶ Growing congestion in the corridor reduces public transit service reliability, which can discourage reliance on transit and increases transportation costs, further impacting the 15% of households in the program area that do not own a vehicle.
- ▶ Slow travel times and congestion (idling vehicles) contribute to increased air pollution.



The Interstate Bridge links a vital west coast trade route and is critical to our regional economy:

- ▶ Interstate 5 is part of the National Truck Network and is the most important freight highway on the West Coast; linking regional, national and international markets in Canada, Mexico and the Pacific Rim with destinations throughout the western United States.
- ▶ The bridge and program area provide direct connections to the Port of Vancouver and Port of Portland, located along the Columbia River, as well as the area's freight consolidation facilities and distribution terminals.
- ▶ Over 13,500 trucks crossed the Interstate Bridge daily in 2019, just under 10% of daily traffic across the bridge.
- ▶ \$71 million in freight commodity value crossed the Interstate Bridge daily in 2017.
- ▶ The cost of congestion on I-5 increased by 18% between 2015 and 2017, to nearly three quarters of a million dollars each day in 2017.

Program timeline



Next steps

Reviews of design options related to the river crossing, Hayden Island and Marine Drive, transit and downtown Vancouver interchanges are currently underway. Technical experts, in collaboration with partner agencies, are evaluating design options based on community input, travel demand modeling data, and additional screening criteria, looking at each option's equity, climate, land use, and other performance measures. There is an ongoing commitment to verifying design options are aligned with the program's equity and climate goals.

In spring of 2022, the program will seek feedback from its Community Advisory Group, Equity Advisory Group, and Executive Steering Group. This evaluation process will result in a recommendation for a Modified LPA (Locally Preferred Alternative). The Bi-state Legislative Committee will then review the recommendation for endorsement. The goal is to identify a Modified LPA by summer 2022 to submit for environmental review.

During the environmental review phase, the IBR team will continue to advance a preliminary design, acquire permits, and update the cost and funding analysis. Construction is estimated to begin in late 2025.

Cost to maintain

Both spans of the Interstate Bridge are considered functionally obsolete by the Federal Highway Administration. The longer they go without replacement, the more their condition will deteriorate.

*The current bridge costs **\$1.2 million per year** for operations and maintenance and will require an estimated **\$270 million in capital maintenance work by 2040.***

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Hayden Island/Marine Drive

What has changed for Hayden Island/Marine Drive since 2013?

- ▶ Increased off-ramp traffic volumes for southbound Marine Drive exit.
- ▶ Changes in business development.
- ▶ Port of Portland marine terminal no longer planned for Hayden Island.
- ▶ Increased need to replace aging North Portland Harbor bridge.
- ▶ Proposed levee system improvements.

Hayden Island/Marine Drive Design Assumptions

- ▶ North Portland Harbor bridge replacement.
- ▶ Local auto access bridge between North Portland and Hayden Island.
- ▶ Local pedestrian/bicycle connections with shared use path.
- ▶ High-capacity Transit station on Hayden Island.



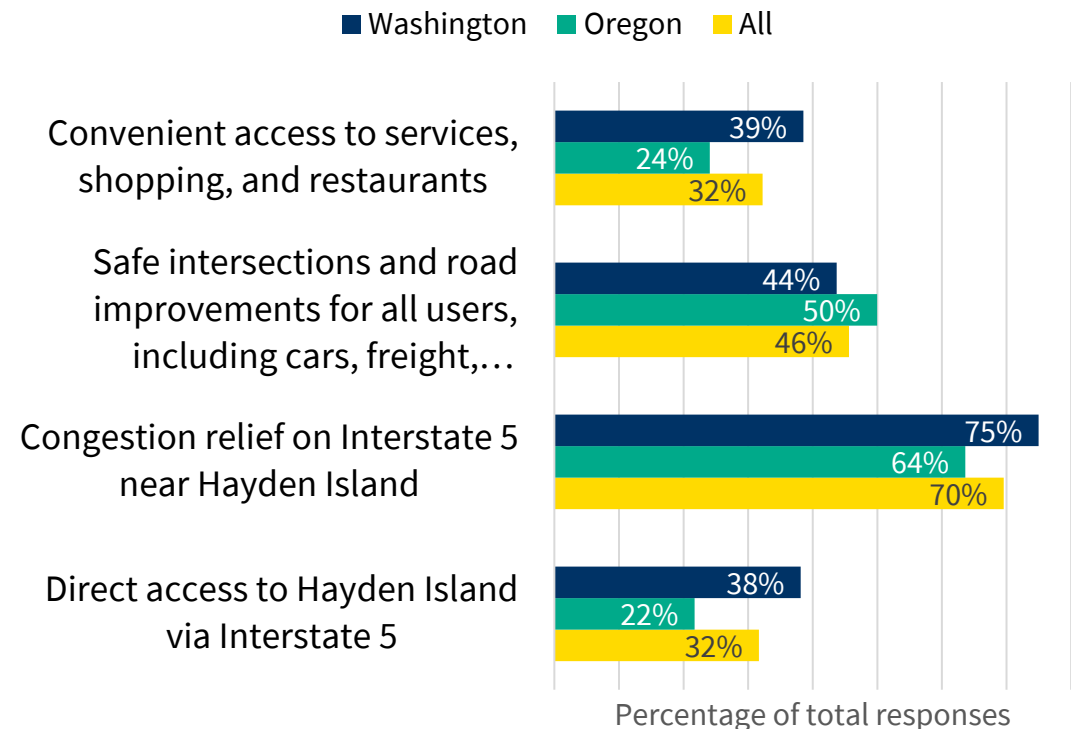
Hayden Island/Marine Drive Design Options

- ▶ **Overview of design and screening process:**
 - Identify changes since 2013
 - Develop concepts to address changes
 - Development of screening metrics
- ▶ **Design Options:**
 - 2013 Locally Preferred Alternative (LPA): Full interchange
 - **Option 1: Full interchange**
 - Option 2: Partial interchange
 - Option 3: Partial interchange
 - Option 4: No interchange
 - **Option 5: Partial interchange**

Hayden Island/Marine Drive Feedback: Survey

- ▶ Congestion relief and safety ranked as most important considerations.
- ▶ Mixed response regarding preference for how to access Hayden Island:
 - Washington residents more likely to prefer direct access from I-5.
 - Oregon residents more likely to prefer access via Marine Drive and arterial bridges from North Portland.
 - 1/3 of respondents indicated no preference.
- ▶ Dedicated lanes and safety signals for active transportation were the highest priority for those who walk/bike/roll.

When selecting my preference for how to access Hayden Island, what I care most about is:



Community Feedback: Hayden Island/Marine Drive

▶ Community Working Group:

- Generally supportive of Hayden Island full interchange options; strong opposition towards no interchange option.
- Concerns around construction impacts.

▶ Freight Community:

- Optimize freight movement, especially for high, wide, and heavy freight:
 - *Interest in truck-only lanes*
 - *Removal of height restrictions and bridge lifts*
 - *Freight connectivity, including on/off-ramp locations and east/west access to Terminal 6 in North Portland.*
- Interest in alignment and number of lanes.
- Concern that I-205 freight congestion may increase if the program doesn't adequately accommodate freight growth on I-5.

Narrowing Design Options

- ▶ Initial findings identified fatal flaws with Options 2, 3, and 4.
- ▶ Options 2 and 3 (partial interchange on Hayden Island) were found to be unable to serve the high traffic/freight volumes:
 - All Hayden Island traffic to and from I-5 South must use the Marine Drive interchange.
 - Options included loop ramps that were not able to handle the additional traffic from Hayden Island.
 - The option was also limited by multiple design issues including sight distance, ramp grades, and lane transitions.

Narrowing Design Options

- ▶ **Option 4 (no interchange on Hayden Island):**
 - All Hayden Island traffic must use the Marine Drive interchange to access I-5.
 - Substantial traffic/freight impacts on Marine Drive and ramp terminal intersections.
 - Marine Drive and the ramp terminals will not be able to safely accommodate the additional traffic from Hayden Island.

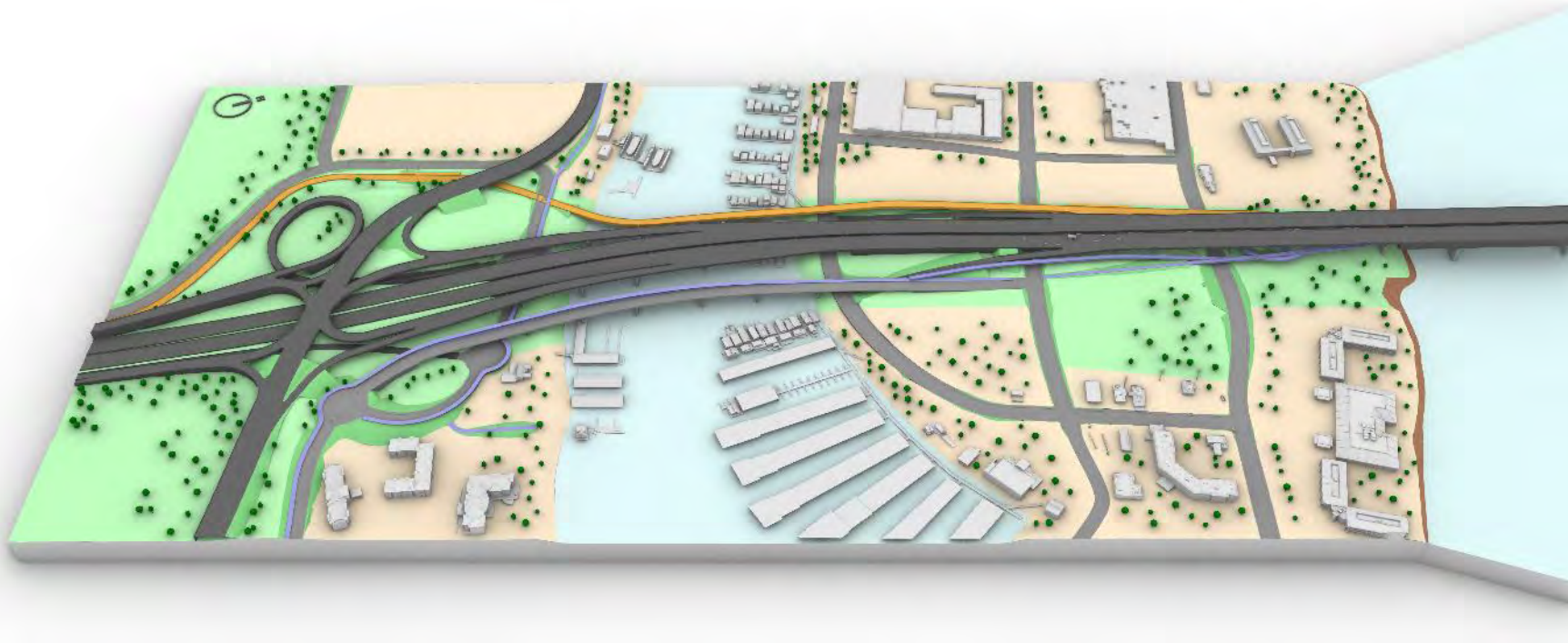
Option 1: Full Interchange



Visualization is intended as a high-level example for illustration purposes only and does not reflect property impacts or indicate that decisions on design options have been made.

- ▶ Full I-5 access on Hayden Island.
- ▶ Local east-west island circulation provided on Tomahawk Island Drive extension.
- ▶ Smallest Hayden Island footprint of full interchange options.
- ▶ Provides option for most direct shared use path.
- ▶ Bridgeton and Kenton local access provided by arterial bridge on west.
- ▶ Direct freeway access to/from Hayden Island.

Option 5: Partial Hayden Island Interchange



Visualization is intended as a high-level example for illustration purposes only and does not reflect property impacts or indicate that decisions on design options have been made.

- ▶ Expanded interchange at Marine Drive combined with partial Hayden Island interchange.
- ▶ Ramps to/from south connect to arterial below Marine Drive (Pier 99 St).
- ▶ Traffic destined to Hayden Island avoids Marine Drive.
- ▶ Partial interchange on Hayden Island similar to Design Options 2 and 3.
- ▶ East arterial bridge with closer connection to Bridgeton.
- ▶ Additional route option for Bridgeton to southbound I-5.

Hayden Island/Marine Drive: Draft Findings

- ▶ **Options 1 (full) and 5 (partial) performed the best out of all Design Options.**
- ▶ **They:**
 - Have similar freight/vehicle traffic performance on Marine Drive, including ramp terminal intersections.
 - Are compatible with river crossings options 1 and 3.
 - Are compatible with all transit investments currently under consideration.

Next Steps for Hayden Island Design Options

- ▶ **Initial screening shows Options 1 (full) and 5 (partial) are the best-performing options:**
 - Similar traffic performance on Marine Drive including ramp terminal intersections.
 - Tradeoff of ramp footprint on Hayden Island versus Delta Park vicinity.
 - Tradeoff of direct access to Hayden Island versus footprint on Hayden Island.
- ▶ **Additional screening will be completed to identify the program's recommendation for the Modified LPA:**
 - This will be informed by additional input from partner agencies and advisory groups on how these options align with values and priorities.



Update on Transit and Design Options Evaluation Process

What has changed for transit since 2013?

- ▶ C-TRAN has developed and begun implementation of the Vine BRT network.
- ▶ City of Vancouver has worked with C-TRAN to design robust station environments for the Vine system on Broadway and Washington in the Central Business District.
- ▶ The City of Vancouver has seen substantial growth in the Waterfront District as planned for in the Waterfront Development Plan.
- ▶ The population of the region is growing and diversifying. Since 2010, Clark County's population has grown by nearly 78,000 (76% of whom are people of color).

Considering Transit Investments

- ▶ The representative transit investment development process has been underway since this fall to better understand what type of transit investment would best serve the program corridor and the region.
- ▶ The process cast a wide net and included many inputs:
 - Technical analysis (16 measures).
 - A deeper understanding of what has changed both physically and in planning processes since the CRC program ended in 2013.
 - High-level conceptual design to better understand how investments might work within the built environment.
 - Feedback from partners, advisory groups, and community engagement.

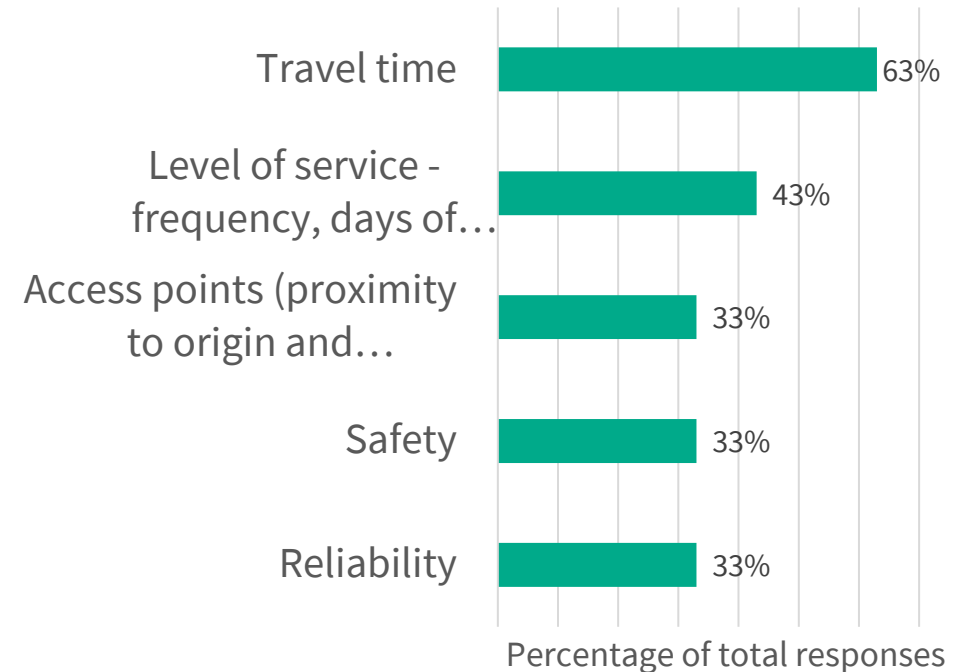
Community Engagement Feedback: Transit

► Key takeaways:

- Overall support for implementation of a high-capacity transit system, with noted interest in Light Rail specifically.
- Desire for greater connectivity from Clark County into Portland and the regional transit system.
- Expressed need for increased parking availability at park and rides to support transit use.
- Equity-priority communities expressed high interest in accessible and dependable transit options including:
 - *Desire for multiple transportation options that are efficient, reliable and user-friendly.*
 - *Support for infrastructure that promotes high-capacity transit and low-stress active transportation options.*

High-Capacity Transit Design Option Feedback: Survey

- ▶ Travel time ranked as most important transit priority.
- ▶ Majority would access transit by car via a park and ride location:
 - Oregon residents would be more likely to access transit via walking/biking or rolling.
- ▶ Youth placed a higher priority on cost to user when considering transit use.
- ▶ Highest preferences for potential transit stations located at or near:
 - Vancouver Waterfront
 - Clark College
 - Expo Center
 - Hayden Island
 - Vancouver Library (Evergreen)



Representative Transit Investments

- ▶ A variety of representative options were identified to understand how possible project investments perform relative to each other:
 - 11 build options and 1 no-build option:
 - 1 bus on shoulder
 - 3 BRT
 - 6 LRT
 - 1 hybrid LRT/BRT

Option B	Option C	Option D	Option E	Option F	Option G	Option H	Option I	Option J	Option L	Option M
2045 LPA	Bus on shoulder	Dedicated BRT - Extend Vine(s) BRT from Turtle Place to Expo	Dedicated BRT Connection - Kiggins Bowl to Expo on an I-5 Adjacent Dedicated Guideway	Dedicated BRT Connection - McLoughlin/I-5 to Expo in a Dedicated Guideway on the 2013 Transit Alignment	Hybrid Option - Extend Vine(s) BRT to Hayden Island, Extend MAX Yellow Line to Hayden Island	LRT Extension from Expo to Hayden Island to a Station with Terminus near Turtle Place	LRT Extension from Expo to a Terminus near McLoughlin/I-5 on an I-5 Adjacent Alignment (Center/West Side of I-5)	LRT Extension from Expo to a Terminus near Kiggins Bowl on an I-5 Adjacent Alignment (Center/West Side of I-5)	LRT Extension from Expo on an I-5 Adjacent Dedicated Guideway to a Terminus Near McLoughlin/I-5 with Waterfront Station	LRT Extension from Expo on an I-5 Adjacent Dedicated Guideway to a Terminus Near Evergreen/I-5 with Waterfront Station

Representative Transit Investments



Development of Transit Investment Measures

- ▶ The IBR team developed measures with project partners in order to better understand how the representative transit investments would perform relative to each other.
- ▶ Measures included:
 - Multiple measures of ridership demand in 2045:
 - *Includes river crossings by mode.*
 - *Ridership by time of day.*
 - *Mode of access:*
 - Walk access
 - Transfer from existing transit (bus/rail)
 - Park & Ride access
 - Access for equity priority communities
 - Relative costs:
 - *Capital costs*
 - *Operations and maintenance cost*
 - Potential impacts

Transit Trade Offs and Performance

- ▶ Model to identify trade offs to inform consideration of transit investments.
- ▶ Engage with CAG and EAG to get feedback on considerations such as transit access, connections, and priorities.
- ▶ Integrate transit options into the multimodal design options for screening.

EVALUATION MEASURE	
	Ridership
	Transit Boardings
	Corridor Transit Trips
	I-5 Columbia River crossings
	Station Mode of Access
	Park and Ride Demand
	Market Analysis
	Transit Travel Time
	Capital Costs
	Operating and Maintenance Cost
	Climate Resiliency
	Proximity to HCT for Equity Priority Communities
	Mobility for Equity Priority Communities
	Potential Property Impacts

Transit Equity Analysis

► Considerations to support equitable outcomes:

- Comparing station locations in terms of total population and equity priority communities within ½ mile walk.
- Identifying how different transit investments could improve access to jobs and services for equity priority communities.
- Analysis for specific neighborhoods identified by the IBR Equity Index.
- Potential property impacts of transit investments.
- Comparing results at different times of day and lengths of trip.

This feeds into design options screening and performance metrics to help shape the transit component of the modified LPA.

Transit Measures – Early Draft Findings

- ▶ All ‘build’ options significantly improve service over the ‘no-build’ option.
- ▶ There is substantial demand for cross river transit service.
- ▶ Capacity, both at the transit investment level and at the system level, are important considerations for selecting a preferred alternative.
 - LRT: Downtown Vancouver, Interstate Ave, Rose Quarter, Steel Bridge, Portland Transit Mall
 - BRT: Downtown Vancouver
 - Express Bus: Downtown Vancouver and the Portland Transit Mall
- ▶ A combination of Vine BRT, LRT, and express bus service will be needed to serve identified markets and demand.
- ▶ Transfers from other transit vehicles are the highest mode of access for all representative transit investments. This highlights the importance of conveniently connecting the C-TRAN and TriMet systems.
- ▶ When comparing the same representative alignment, LRT options have higher ridership than BRT options.

Transit Measures – Early Draft Findings

- ▶ Park & Ride demand is robust in all the representative investment scenarios, with the greatest demand attributed to those that provide the most convenient access from I-5.
- ▶ Options that include more stations serve more residents within walking distance, including BIPOC and low-income populations.
- ▶ All transit investments improve access to jobs, including BIPOC and low-income populations. LRT investments improve access to jobs to a greater degree than BRT investments alone.
- ▶ When comparing the same representative alignment, LRT options have a higher capital cost and a lower operating cost per rider than BRT options.

Next Steps for Transit Investment Options

- ▶ **Community Advisory Group**
 - Additional discussion and feedback on how transit investments align with community values and priorities.
- ▶ **Equity Advisory Group**
 - Additional discussion and feedback on how transit investments can support equity objectives.
- ▶ **Working to define the preferred transit investment for inclusion in the Modified LPA and further study in the SDEIS.**
- ▶ **Feedback on takeaways to inform winnowing:**
 - Mode
 - *BRT*
 - *LRT*
 - General Alignment
 - Other

Materials following this page were distributed at the meeting.



Metro

April 12, 2022

Planning, Development and Research Department FY 2023 Proposed Budget

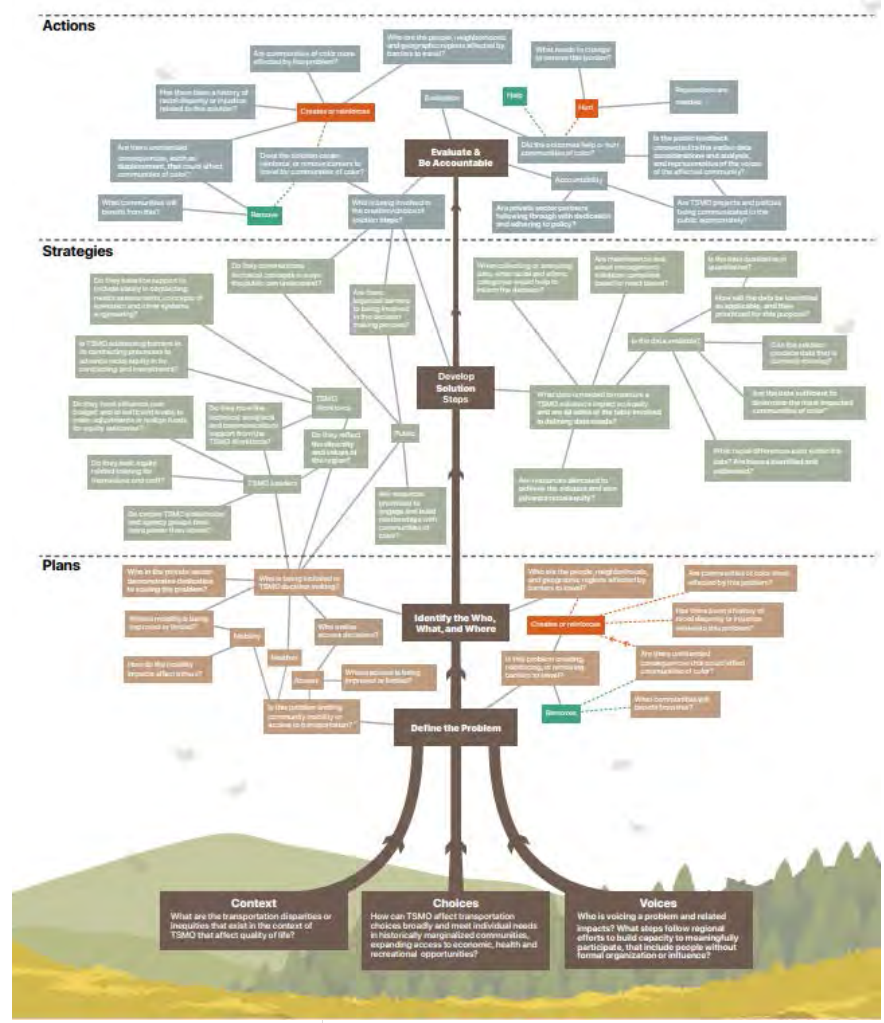
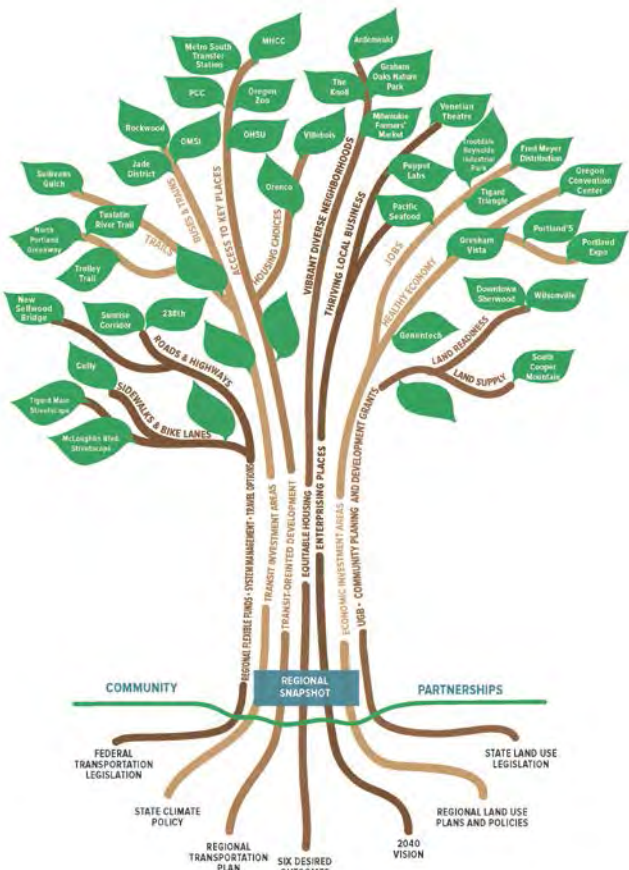
Planning Ahead and Looking Back

“The undersigned planning directors of United States cities acknowledge the role that city planners have played in contributing to systemic racism and segregation. We commit to working together toward an equitable future for our communities and invite all U.S. planning directors to sign the statement and join us in this critical endeavor.

As directors of agencies that plan for the future of cities, towns, and regions, we stand in solidarity with those whose goal is to transform communities into places of opportunity for everyone. We commit to changing our practices, policies, regulations, and actions to create inclusive and diverse neighborhoods and cities that equitably meet the needs of all residents, especially Black, Indigenous, and people of color (BIPOC).”



Branching Out



Planning, Development and Research Equity Strategy

ACCESS TO
POWER

USE OUR
INFLUENCE

RETIRE OLD
PRACTICES

DIVERSIFY THE
FIELD OF
PLANNING

HOLD
OURSELVES
ACCOUNTABLE



Strategic Framework Alignment

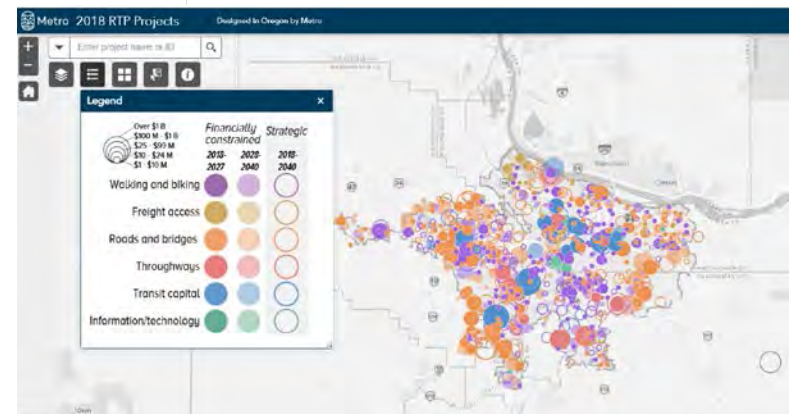
Keeping Our Promises

- Supportive Housing Services



Building Back Better

- Regional Transportation Plan
- Research Center integration
- Recovery funds



Department Organization

Metropolitan Transportation Planning

Equitable Development

Regional Transportation Planning

- MPO Management
- RTP Implementation
- Climate and Resiliency Planning

Resource Development

- MTIP
- RFFA
- RTO
- TSMO
- SRTS

Data, Analytics, Modeling and Forecasting

- RLIS
- Economic Forecasting
- Transportation Modeling
- Internal Client Services

Investment Areas

- Economic Development
- Corridor Planning and Project Development
- Community Placemaking
- Brownfields

Urban Policy and Development

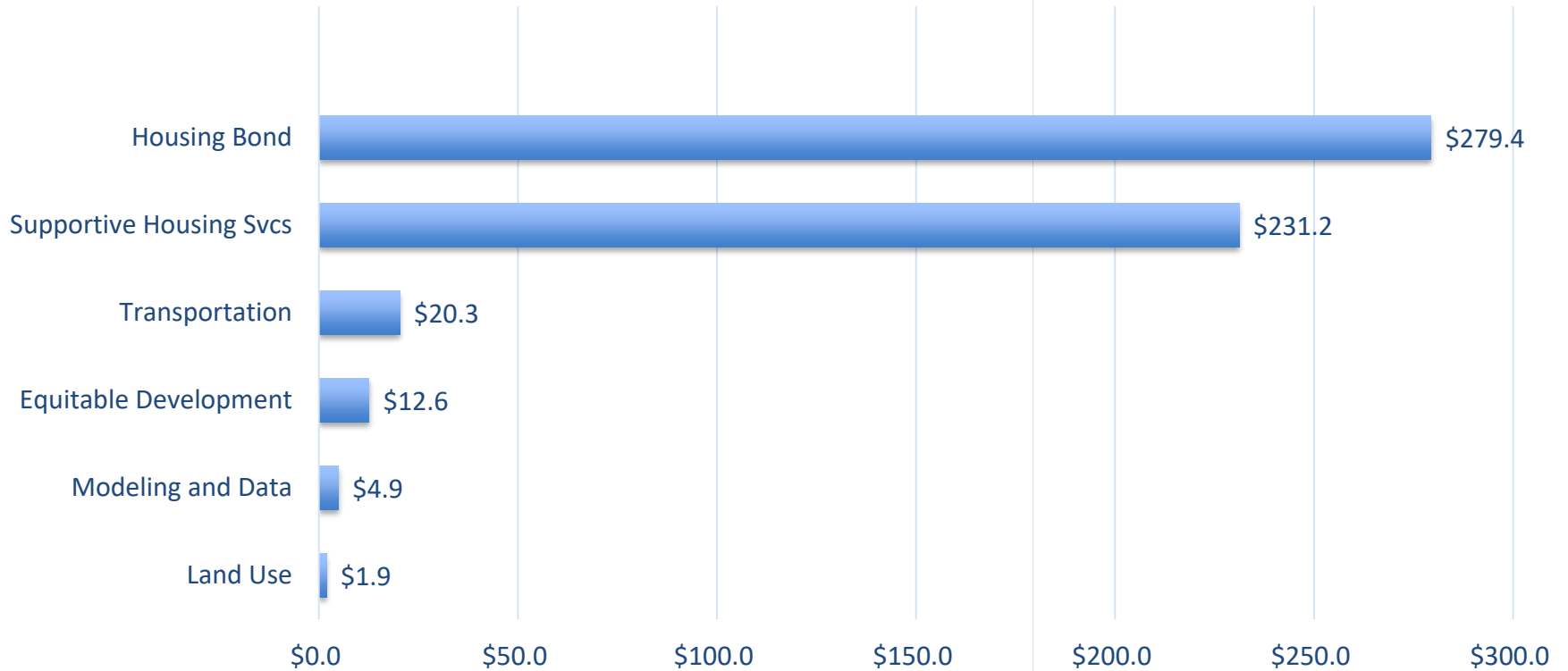
- Urban Growth Management
- 2040 Planning and Development Grants
- Transit Oriented Development
- Housing Site Acquisition Program

Housing

- Affordable Housing Bond
- Supportive Housing Services
- Affordable Housing Funding and Policy

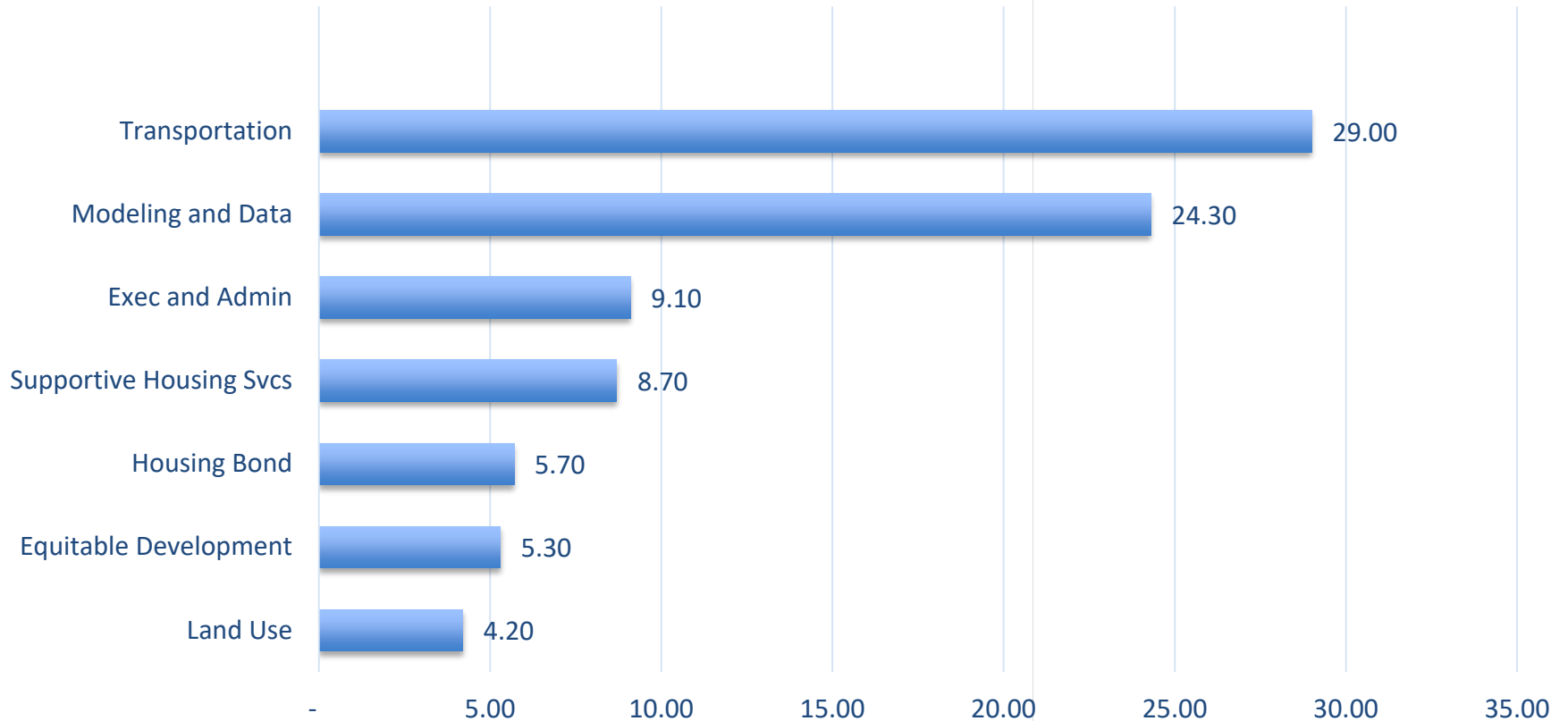
Planning, Development and Research

FY 22-23 Budget *(in millions)*



Planning, Development and Research

FY 22-23 FTE



Transportation

\$20.3 million

Increased investments:

- RTP Update
- Climate Smart
- Better Bus and Transit Planning
- Project Development: TV Highway, 82nd Ave
- 2 FTE convert from limited duration to regular status



Transportation Equity Metrics

Activity	Metrics
Invest in Climate Smart, including modeling, expert panel reviews and policy development. This will look at greenhouse gas emissions across the region , which have a disproportionate impact on communities of color.	Updated Climate Smart Strategy; Climate Smart analytical toolkit
Invest in Better Bus, improving transit service across the region.	Improvement of transit service within and to equity focus areas

Transportation Equity Metrics

Activity	Metrics
<p>Engagement of Black, Indigenous and People of Color (BIPOC) on the Regional Transportation Plan, including but not limited to community forums, interviews of people who represent BIPOC organizations, translation of technical materials into lay-person speak, translation of materials into different languages</p>	<p>Participation by individuals from under-represented communities</p>

Modeling and Data

\$4.9 million

Increased investments:

- Housing support
- Climate modeling
- Travel and land use model improvements
- Aerial photo (winter flight)
- 1 new FTE



Modeling and Data Equity Metrics

Activity	Metrics
Apply an equity lens in the Household Travel Survey, with specific outreach efforts to survey BIPOC communities.	Number of completed surveys from under-represented communities
Continuing development of equity analysis tools , such as Equity Focus Areas and the Social Vulnerability Tool, which provide data-driven ways to include equity in transportation, housing, equitable development and land use project work.	Number of Planning, Development & Research projects that utilize equity analysis tools

Modeling and Data Equity Metrics

Activity	Metrics
Included funding for review of data, methods and tools by community based organizations.	Formation of review team; regular reporting of feedback received and implemented
Eliminated the user fee for the Regional Land Information System (RLIS), making it accessible to all users , regardless of income or resources.	Number of RLIS downloads and/or service usage

Equitable Development

\$12.6 million

Maintained investments:

- Transit Oriented Development
- Community Placemaking
- Economic Development Planning
- Brownfields
- 0.2 FTE increase



Land Use

\$1.9 million

Increased investments:

- Regional Readiness Rapid Response
- Tigard UGB Land Exchange
- Urban Growth Report/2024 Growth Management decision



Affordable Housing Bond

\$279.4 million

Maintained investments:

- Local partner projects
- Site acquisition program



Housing Equity Metrics

Activity	Metrics
<p>The Affordable Housing Bond program has an intentional focus on deep affordability, family size homes, low barriers to access, culturally specific and responsive programming, and locations near public transit and opportunities.</p>	<p>Production goals for family-sized homes and very affordable homes (income level at 30% AMI or less); number of culturally-specific partnerships</p>

Supportive Housing \$231.2 million

Increased investments:

- Local partner disbursements
- Tri-County Advisory Board implementation
- Continued program development
- Integration
- 4 new FTE



SUPPORTIVE HOUSING SERVICES EQUITY GOALS AND METRICS

Activity	Metrics
<p>The Supportive Housing Services program will serve BIPOC at higher rates than the general population, show equal or better outcomes for BIPOC, and reduce overrepresentation of BIPOC in chronic homelessness.</p> <p>The Supportive Housing Services program will assure BIPOC are overrepresented on all decision making and advisory bodies; and BIPOC with lived experience are engaged disproportionately to inform program design and decision making.</p>	<p>Percentage of BIPOC individuals served; Higher rates of BIPOC placed vs households experiencing homelessness; retention rates; Reduction in length of time homeless and returns to homelessness</p> <p>Percentage of all advisory and oversight committee members who identify as Black, Indigenous and people of color or as having lived experience of housing instability or homelessness.</p>

Housing Equity Metrics

Activity	Metrics
<p>The Supportive Housing Services program Increase culturally specific organization capacity with increased investments and expanded organizational reach for culturally specific organizations and programs; and</p>	<p>Scale of investments made through culturally specific service providers to measure increased capacity over time.; Rates of pay for direct service roles and distribution of pay from lowest to highest paid staff by agency to measure equitable pay and livable wages; and Diversity of staff by race, ethnicity, sexual orientation, gender identity, disability status and lived experience.</p>

Housing Performance and Equitable Service Delivery Data

Populations served

Multnomah County

- 46% of households served in shelter identified as BIPOC
- 50% of households placed into housing identified as BIPOC

(includes only the data from providers who were able to provide disaggregated demographic data).

Washington and Clackamas Counties

- BIPOC communities are currently underserved
- Metro 300

Increased partnerships with culturally specific organizations

Coordinated Tri-County Procurement

- 115 qualified providers 30 culturally specific

Capacity building support for culturally specific organizations

- \$50k/year for three years

Supportive Housing

\$231.2 million

Program goals

Metro Supportive Housing Services

Annual program goals



Connect with people living outside
Create outreach teams who connect people to resources



Provide temporary places to stay
Increase shelter capacity and access



Connect more people to permanent housing
Create pathways from shelter to permanent housing



Prevent people from experiencing homelessness
Support people who are struggling to afford housing or would be at a high risk in the event of a financial emergency

Services



Clackamas, Multnomah and Washington counties have worked quickly to expand their network of service providers, especially culturally specific organizations to ensure better access to services for Communities of Color.

Share

10-year program regional goals

5,000+ chronically homeless households connected to supportive housing

10,000+ households at risk of/experiencing homelessness stabilized in permanent housing

Thousands of households stabilized in permanent housing annually

Year-one goals



*900+ total using other funding

Disclaimer: homelessness system interventions are funded by multiple funding sources that fluctuate from year to year.

Questions and Discussion



oregonmetro.gov





**Interstate
BRIDGE**
Replacement Program



Metro Council Work Session

4/12/2022

AGENDA

1. Introductions, Review of Agenda
2. Values Outcomes and Actions
3. Development of Program Alternatives
4. Hayden Island/Marine Drive Interchanges
5. Next Steps

Partner Agency LPA Endorsement

Draft: Dates subject to change

April 21	ESG Meeting: Auxiliary Lanes, Transit, Scenarios
April 26	Metro Council Work Session on Findings around Transit and Auxiliary Lanes
May 5	ESG Meeting: Modified LPA Recommendation
May 10	Portland City Council work session: Modified LPA briefing
May 11	Port of Portland Board of Commissioners: Modified LPA briefing
May 26	TriMet Board of Directors: Modified LPA briefing
May 12 and 24 (holds)	Up to 2 Metro Council Work Sessions to Discuss Modified LPA and findings
May/June	Portland City Council advisory committee meetings
June 6	Vancouver City Council workshop: Review draft resolution on modified LPA
June 7	RTC Board of Directors: Modified LPA briefing
Early June	Portland City Council: Endorse Modified LPA
Mid June	TPAC: Modified LPA presentation
June 16	JPACT: Endorse Modified LPA
June 14	CTran Board of Directors: Modified LPA briefing
June 15	Port of Portland Board of Commissioners: Modified LPA briefing
June 22	TriMet Board of Directors: Endorse Modified LPA
Late June	Metro Council: Endorse Modified LPA
June 27	Vancouver City Council: Endorse Modified LPA
June 28	Port of Vancouver Board of Directors: Share and endorse Modified LPA
July 5	RTC Board of Directors: Endorse Modified LPA
July 12	CTran Board of Directors: Endorse Modified LPA

April 12, 2022

Upcoming Metro Council Work Sessions

- ▶ **April 26**
 - Auxiliary Lanes
 - Transit Performance Results
- ▶ **May – Holds on 12th and 24th**
 - Discussion of Program Recommendation
 - Discussion of Conditions



Values, Outcomes and Actions

Focus Conversation Today

Values serving outcomes and actions

- ▶ Advancing racial equity
- ▶ Resiliency and economic prosperity
- ▶ Reducing greenhouse gas emissions and improving air quality
- ▶ Engaging stakeholders through a transparent decision-making process

Outcomes Linked to Values – IBR Commitments

- ▶ Engaging the public and agency partners
- ▶ Advance equity by co-creation with community
- ▶ Evaluating benefits and impacts of design options to BIPOC, low-income and other transportation-disadvantaged groups
- ▶ Design that is resilient in face of seismic risk and climate change
- ▶ Developing a program that
 - Provides transportation options
 - Produces mode shift
 - Includes demand management
 - Reduces greenhouse gases



Development of Program Alternatives

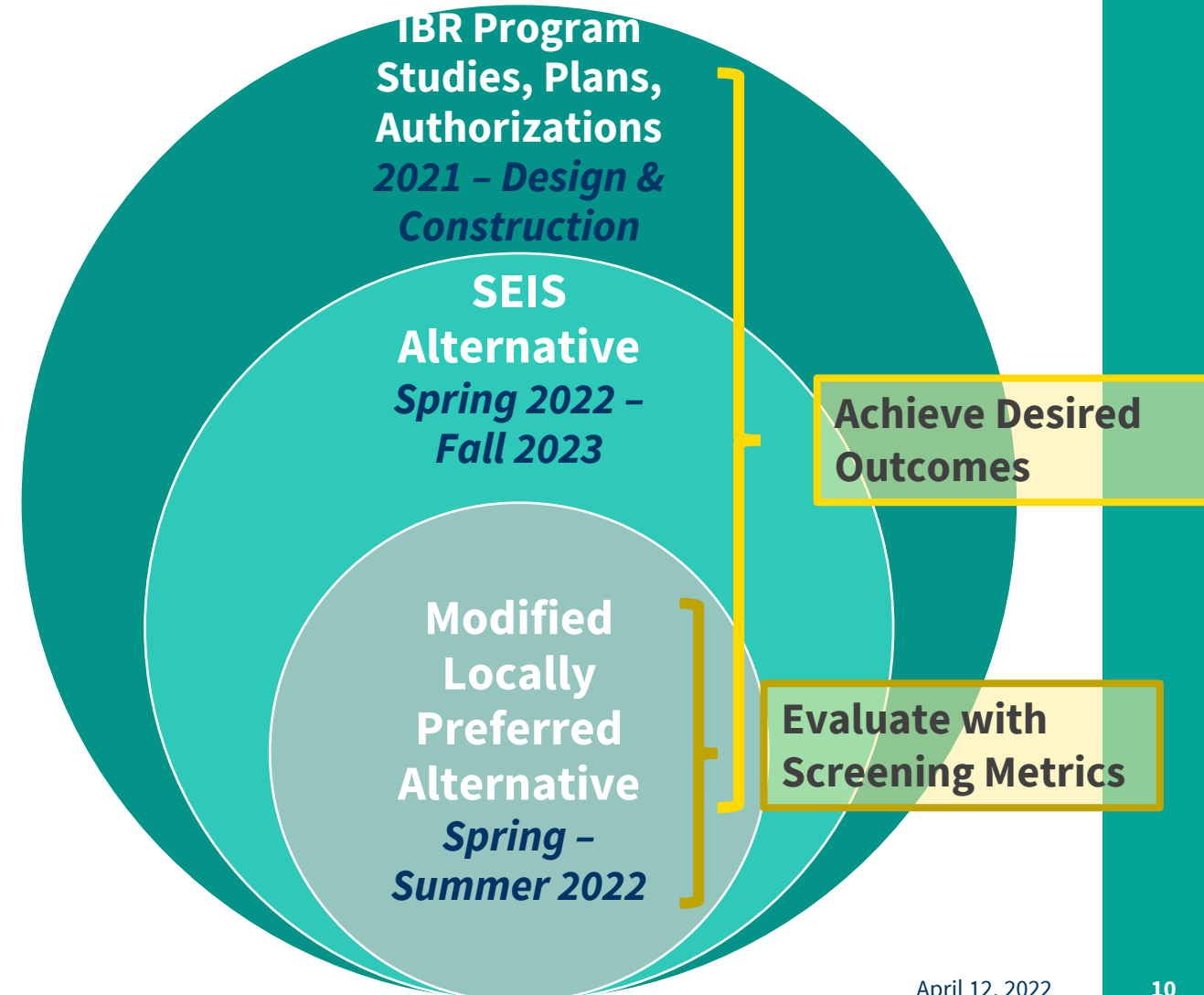


IBR Program Update

- ▶ What's completed or nearing completion?
 - Identified desired outcomes and design option screening metrics
 - Evaluating design options
 - Modeling and evaluating high-capacity transit investment options
- ▶ What's next?
 - Adopt a Modified Locally Preferred Alternative
 - Describe the alternative that will be evaluated in the Supplemental EIS
 - Identify and conduct other studies

Next Steps – How they fit together

- ▶ **Modified Locally Preferred Alternative (LPA)** identifies the foundational IBR program components that are locally agreed upon
- ▶ **Supplemental Environmental Impact Statement (SEIS) Alternative** evaluates the corridor-wide alternative that incorporates the Modified LPA's foundational components
 - Detailed evaluation will identify benefits and impacts of the SEIS Alternative and be shared with the public for review and comment
 - Refinements to the SEIS Alternative will be made in response to Partner, public and tribal engagement as well as additional design detail
- ▶ **Program requires numerous studies, plans, analyses, authorizations, etc. throughout planning, design, permitting and construction**





Modified LPA for the IBR Program

- ▶ High-capacity transit mode and general alignment
- ▶ Marine Drive/Hayden Island interchanges configuration
- ▶ Number of lanes on the Interstate Bridge
- ▶ General statements
 - Replace Interstate Bridge with a new bridge
 - Replace North Portland Harbor bridge
 - Implement variable-rate tolling
 - Advance equity through process and outcomes
 - Reduce the impacts to climate change and enhance climate resiliency
 - Meet the Purpose and Need for multimodal transportation and seismic resiliency
 - Design active transportation facilities for all users and abilities



Hayden Island / Marine Drive Interchanges

Overview of Program Refinements and Screening

What has changed for Hayden Island/Marine Drive since 2013?

- ▶ Increased off-ramp traffic volumes for southbound Marine Drive exit.
- ▶ Changes in business development.
- ▶ Port of Portland marine terminal no longer planned for Hayden Island.
- ▶ Increased need to replace aging North Portland Harbor bridge.
- ▶ Proposed levee system improvements.

Hayden Island/Marine Drive Design Assumptions

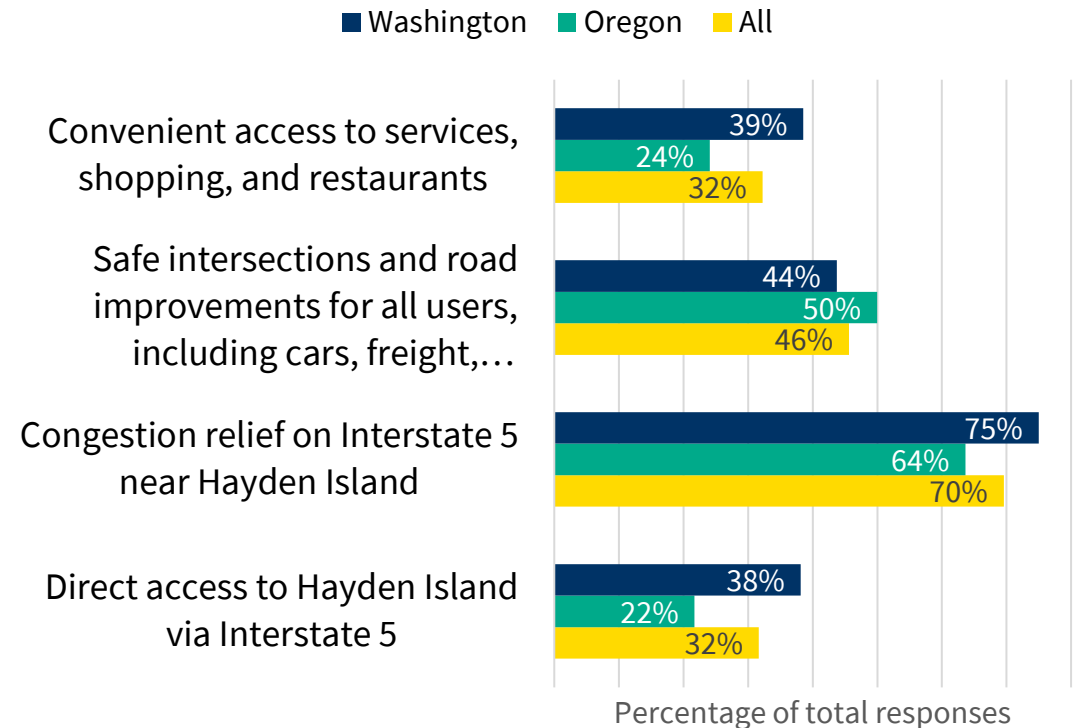
- ▶ North Portland Harbor bridge replacement.
- ▶ Local auto access bridge between North Portland and Hayden Island.
- ▶ Local pedestrian/bicycle connections with shared use path.
- ▶ High-capacity Transit station on Hayden Island.



Hayden Island/Marine Drive Feedback: Survey

- ▶ Congestion relief and safety ranked as most important considerations
- ▶ Mixed response regarding preference for how to access Hayden Island:
 - Washington residents more likely to prefer direct access from I-5
 - Oregon residents more likely to prefer access via Marine Drive and arterial bridges from North Portland
 - 1/3 of respondents indicated no preference
- ▶ Dedicated lanes and safety signals for active transportation were the highest priority for those who walk/bike/roll

When selecting my preference for how to access Hayden Island, what I care most about is:



Community Feedback: Hayden Island/Marine Drive

▶ Community Working Group

- Generally supportive of Hayden Island full interchange options; strong opposition towards no interchange option
- Concerns around construction impacts

▶ Freight Community

- Optimize freight movement, especially for high, wide, and heavy freight
 - *Interest in truck-only lanes*
 - *Removal of height restrictions and bridge lifts*
 - *Freight connectivity, including on/off-ramp locations and east/west access to Terminal 6 in North Portland*
- Interest in alignment and number of lanes
- Concern that I-205 freight congestion may increase if the program doesn't adequately accommodate freight growth on I-5

Hayden Island/Marine Drive Design Options

- ▶ **Overview of design and screening process:**
 - Identify changes since 2013
 - Develop concepts to address changes
 - Development of screening metrics
- ▶ **Design Options:**
 - 2013 Locally Preferred Alternative (LPA): Full interchange
 - Option 1: Full interchange
 - Option 2: Partial interchange
 - Option 3: Partial interchange
 - Option 4: No interchange
 - Option 5: Partial interchange

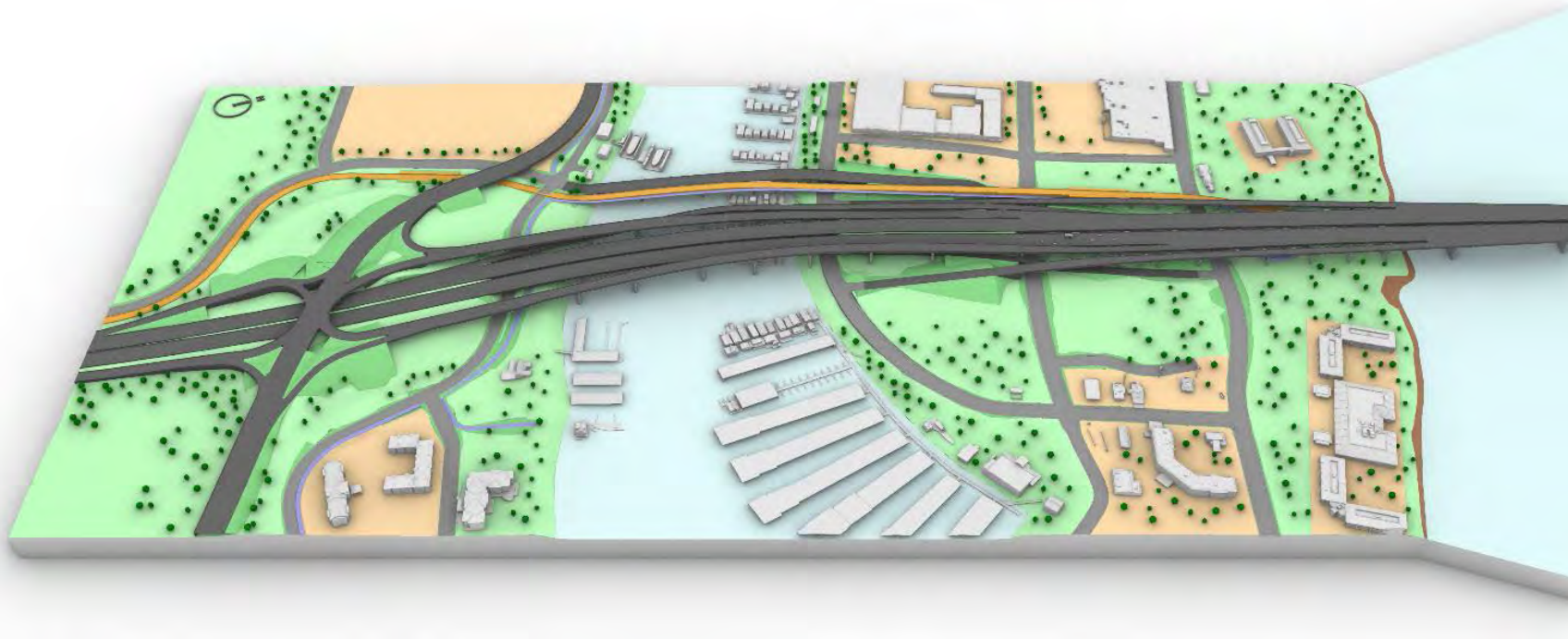
Narrowing Design Options

- ▶ Initial findings identified fatal flaws with Options 2, 3, and 4.
- ▶ Options 2 and 3 (partial interchange on Hayden Island) were found to be unable to serve the high traffic/freight volumes:
 - All Hayden Island traffic to and from I-5 South must use the Marine Drive interchange.
 - Options included loop ramps that were not able to handle the additional traffic from Hayden Island.
 - The option was also limited by multiple design issues including sight distance, ramp grades, and lane transitions.

Narrowing Design Options

- ▶ **Option 4 (no interchange on Hayden Island):**
 - All Hayden Island traffic must use the Marine Drive interchange to access I-5.
 - Substantial traffic/freight impacts on Marine Drive and ramp terminal intersections.
 - Marine Drive and the ramp terminals will not be able to safely accommodate the additional traffic from Hayden Island.

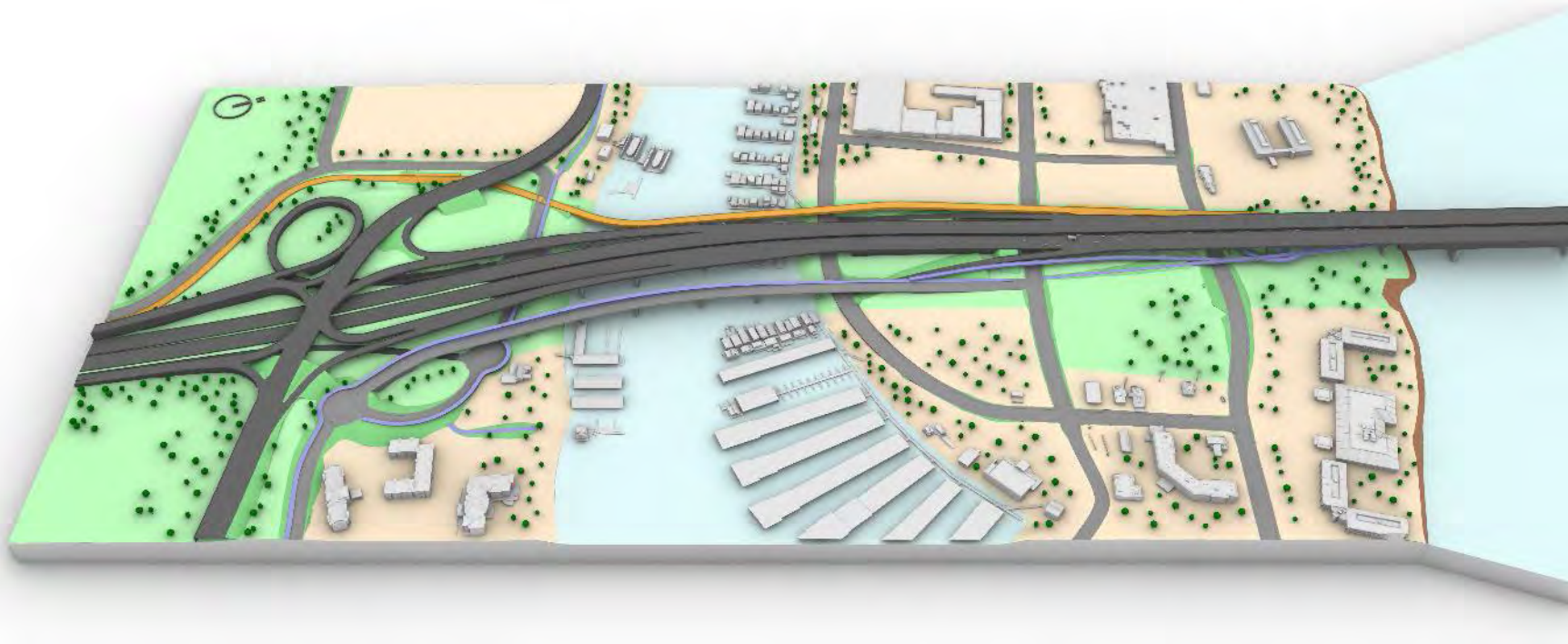
Option 1: Full Interchange



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- ▶ Full I-5 access on Hayden Island.
- ▶ Local east-west island circulation provided on Tomahawk Island Drive extension.
- ▶ Smallest Hayden Island footprint of full interchange options.
- ▶ Provides option for most direct shared use path.
- ▶ Bridgeton and Kenton local access provided by arterial bridge on west.
- ▶ Direct freeway access to/from Hayden Island.

Option 5: Partial Hayden Island Interchange



Visualization is intended as a high-level example for illustration purposes only and does not reflect property impacts or indicate that decisions on design options have been made.

- ▶ Expanded interchange at Marine Drive combined with partial Hayden Island interchange.
- ▶ Ramps to/from south connect to arterial below Marine Drive (Pier 99 St).
- ▶ Traffic destined to Hayden Island avoids Marine Drive.
- ▶ Partial interchange on Hayden Island similar to Design Options 2 and 3.
- ▶ East arterial bridge with closer connection to Bridgeton.
- ▶ Additional route option for Bridgeton to southbound I-5.

Hayden Island/Marine Drive: Draft Findings

- ▶ **Options 1 (full) and 5 (partial) performed the best out of all Design Options.**
- ▶ **They:**
 - Have similar freight/vehicle traffic performance on Marine Drive, including ramp terminal intersections.
 - Are compatible with river crossings options 1 and 3.
 - Are compatible with all transit investments currently under consideration.

Next Steps for Hayden Island Design Options

- ▶ **Initial screening shows Options 1 (full) and 5 (partial) are the best-performing options:**
 - Similar traffic performance on Marine Drive including ramp terminal intersections.
 - Tradeoff of ramp footprint on Hayden Island versus Delta Park vicinity.
 - Tradeoff of direct access to Hayden Island versus footprint on Hayden Island.
- ▶ **Additional screening will be completed to identify the program's recommendation for the Modified LPA:**
 - This will be informed by additional input from partner agencies and advisory groups on how these options align with values and priorities.



Next Steps

Next Steps for Metro

- ▶ **Upcoming Metro Council Work Sessions**
 - April 26: Transit, Auxiliary Lanes
 - May 12 and 24: Up to two sessions to discuss Modified LPA and findings
- ▶ **May – June Activities**
 - Draft LPA Recommendation
 - Develop conditions
 - TPAC and JPACT Meetings
- ▶ **Late June – Council Meeting: Endorse LPA**



Thank you

Questions and Feedback?