



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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**Thursday, May 12, 2022**

**10:30 AM**

**<https://zoom.us/j/615079992> (Webinar ID:  
615079992) or 929-205-6099 (toll free)**

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### **10:30 Call to Order and Roll Call**

#### **Work Session Topics:**

10:35 I5BRP Regular Update: Introduce Draft Modified LPA

[22-5710](#)

Presenter(s): Margi Bradway (she/her), Metro  
Frank Green, IBR  
John Willis (he/him), Metro

Attachments: [Staff Report](#)

**11:20 Chief Operating Officer Communication**

**11:25 Councilor Communication**

**11:30 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស៊ើម្បីទទួលបានកម្មប្រណាំងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំស៊ើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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**I5BRP Regular Update: Introduce Draft Modified LPA**

*Work Session Item*

Metro Council Work Session  
Thursday, May 12th, 2022

COUNCIL WORK SESSION STAFF REPORT  
I-5 BRIDGE REPLACEMENT PROGRAM REGULAR UPDATE: MODIFIED LOCALLY  
PREFERRED ALTERNATIVE

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Date: May 5, 2022

Department: Planning, Development, and  
Research

Meeting Date: May 12, 2022

Prepared by: Matt Bihn,  
[matt.bihn@oregonmetro.gov](mailto:matt.bihn@oregonmetro.gov)

Presenter(s): Margi Bradway, Deputy  
Director, Planning, Development, Frank  
Green, I-5 Bridge Replacement Program (IBR)  
Assistant Program Administrator, John Willis,  
IBR Program Manager

Length: 40 minutes

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### WORK SESSION PURPOSE & DESIRED OUTCOMES

- Purpose: Provide Metro Council with an update on the I-5 Bridge Replacement Program (IBR) (Frank Green).
- Review the modified Locally Preferred Alternative (LPA), including bridge lanes, tolling, Hayden Island/Marine Drive interchange, high capacity transit mode, alignment, and stations (John Willis).
- Outcomes:
  - Metro Council understands the components of the modified LPA.
  - Metro Council understands next steps for LPA endorsement.
  - Metro Council has the information it needs to begin considering Conditions of Approval.

### 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 LPA was approved over a decade ago. 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 presented to the eight local participating agencies for endorsement, with Metro Council asked to consider it by late June or early July 2022. The other seven local participating agencies include 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. This meeting culminates the regular project updates to the Council on LPA components, and prepares the Council for its next meeting to consider endorsement of the modified LPA.

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

|                |   |
|----------------|---|
| <b>May 12</b>  | <b>Metro Council Work Session to Discuss Modified LPA, Conditions of Approval</b> |
| May 25         | TriMet Board of Directors: Modified LPA briefing                                  |
| May/June       | Portland City Council advisory committee meetings                                 |
| <b>June 3</b>  | <b>TPAC Meeting: IBR LPA Resolution</b>   |
| 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                                       |
| June 14        | CTAN Board of Directors: Modified LPA briefing                                    |
| June 15        | Port of Portland Board of Commissioners: Modified LPA briefing                    |
| <b>June 16</b> | <b>JPACT: Endorse Modified LPA</b>  |

|                                     |  |
|-------------------------------------|--|
| 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 |
| June 29                             | Portland City Council: Endorse Modified LPA                          |
| <b>June 30 or July 7(tentative)</b> | <b>Metro Council: Endorse Modified LPA</b>                           |
| July 5                              | RTC Board of Directors: Endorse Modified LPA                         |
| July 12                             | CTran Board of Directors: Endorse Modified LPA                       |
| July 13                             | Port of Portland: Endorse Modified LPA                               |

### **Modified Locally Preferred Alternative Components**

John Willis will describe the components for the modified LPA for Council to consider. The modified LPA will define the preferred project's high capacity transit mode, the number of lanes included on new bridge over the Columbia River, 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.

### **QUESTIONS FOR COUNCIL CONSIDERATION**

- Does Council have questions about the components of the modified LPA?
- Does Council have questions about the overall LPA process and Metro's role?
- Does Council have questions about its next steps in considering the modified LPA?

### **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? None

Materials following this page were distributed at the meeting.





# IBR Program Metro Council Work Session

May 12, 2022

[www.interstatebridge.org](http://www.interstatebridge.org)

# Introduction of Recommended Modified Locally Preferred Alternative (LPA)

Frank Green, Assistant Program Administrator  
John Willis, IBR Program Manager



# Meeting Agenda

- ▶ Transit investments
- ▶ Hayden Island / Marine Drive interchanges
- ▶ Auxiliary Lanes
- ▶ Program recommendation and other considerations

# Transit Investments

# Preferred Transit Investment

- ▶ The IBR Preferred transit investment components:
  - Mode – Light Rail Transit
  - Alignment – I-5 Running/Adjacent
  - IBR Terminus – Near Evergreen
- ▶ Other components that will be studied further:
  - General station locations
  - General Park & Ride location and size
  - Operations and maintenance facility
  - System improvements to transit speed and reliability
- ▶ After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood.

# Transit Investments

## ► Key Takeaways:

- A combination of Vine BRT, LRT, and express bus service utilizing Bus on Shoulder, where available, 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, highlighting the importance of connecting the existing systems.*
- An LRT extension of the Max Yellow Line from Expo Center into Vancouver best integrates existing transit investment in the region.
  - *LRT allows for preservation of the C-TRAN Vine and express bus current and future system while providing convenient connections to new LRT stations.*
- Capacity on LRT options allows the program to maximize trips.
- LRT provides more competitive travel time compared with trips that require a transfer at Expo.
- LRT investments improve access to jobs to a greater degree than BRT alone.
- LRT is more competitive for FTA discretionary funding.

# Transit Investments

## ▶ Additional Considerations:

- Evergreen terminus has fewer potential property impacts and connects directly to the downtown library, the Historic Reserve, jobs, services, and amenities.
- Evergreen terminus maximizes transfer opportunities given direct connections to several local routes as well as planned BRT routes.
- The 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.

# Transit Investments – What We’ve Heard

## ▶ Community Advisory Group Feedback:

- Overall, Community Working Groups were supportive of HCT options, with many preferring LRT or a combined LRT/BRT option.

## ▶ Equity Advisory Group Feedback:

- 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 HCT and low-stress active transportation options.*



# Transit Investments – What We’ve Heard

## ▶ Community Survey Feedback:

- Overall support for implementation of a HCT system, with noted interest in LRT specifically.
- Desire for greater connectivity from Clark County into Portland and the regional transit system.
- Travel time ranked as most important transit priority.
- Highest preferences for potential transit stations located at or near Vancouver Waterfront, Clark College, Expo Center, Hayden Island, Vancouver Library (Evergreen).

## ▶ Community Opinion Polling Results:

- There is strong support among residents in the entire region and solid majority support throughout Clark County for the concept of extending the Max Yellow Line from Expo Station to Vancouver in a dedicated space across the new I-5 bridge.
  - *79% of total respondents strongly or somewhat support light rail across the bridge:*
    - Portland Metro Area (OR): 84%
    - City of Portland: 90%
    - Clark County: 61% (Clark County excluding Vancouver: 57%)
    - City of Vancouver: 69%

# Hayden Island / Marine Drive Interchanges

# Hayden Island/Marine Drive Design Assumptions

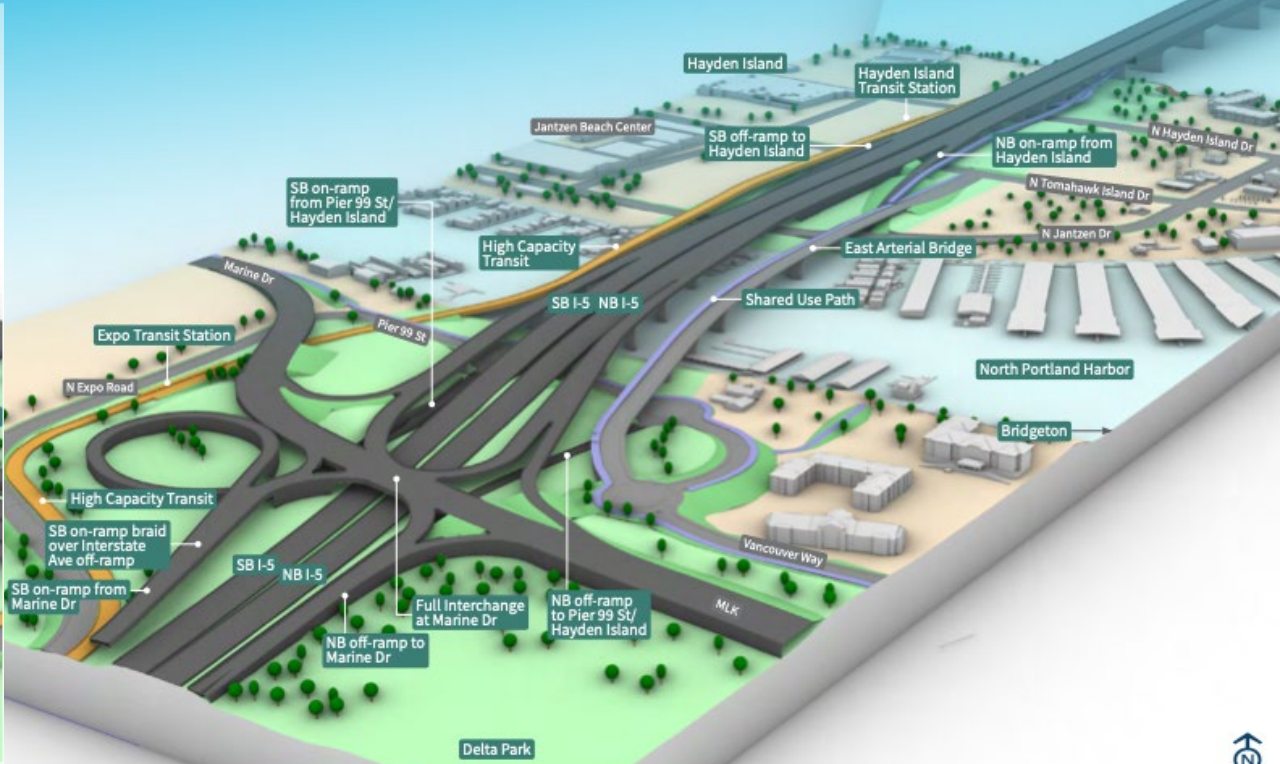
- ▶ North Portland Harbor bridge replacement
- ▶ Local auto access bridge between North Portland and Hayden Island
- ▶ Local pedestrian/bicycle connections with shared use path
- ▶ High-Capacity Transit station on Hayden Island

# Program Recommendation: Hayden Island/Marine Drive Interchange

Partial Interchange



Partial 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.

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# Hayden Island/Marine Drive Interchange: Partial Interchange

## ► Key Takeaways:

- Smaller footprint over North Portland Harbor.
- Fewer floating home impacts.
- Smaller scale/complexity of I-5 over Hayden Island provides higher quality experience for active transportation and transit access on east-west streets.
- Hayden Island vehicle/freight access to/from Portland via local roads and I-5 ramps that cross under Marine Drive.
- Hayden Island vehicle/freight access to/from Vancouver via Jantzen Drive I-5 ramps.

# Hayden Island/Marine Drive Interchange: What We've Heard

## ▶ Community Advisory Group Feedback:

- Preference for option with smallest footprint over Hayden Island.
- Important to consider freight needs.
- Consider active transportation safety and access.

## ▶ Equity Advisory Group Feedback:

- Screening summary demonstrates that **equity was incorporated** into the process. However, it is difficult to understand all the information and tradeoffs.
- Crucial to focus on the **human experience** and impact.
- **Wayfinding** signage needs to be a priority given the complexity.



# Hayden Island/Marine Drive Interchange: What We've Heard

## ▶ Community Survey Feedback:

- Prioritized congestion relief on I-5 near Hayden Island, safe intersections and road improvements, and convenient access to services, shopping, and restaurants.
- Survey respondents who indicated they live in Washington were more likely to prefer direct access to Hayden Island.
- Oregon residents more likely to prefer island access via Marine Drive and local access bridge.

## ▶ Community Opinion Polling Results:

- Oregon residents drive to Hayden Island only a few times a year, if at all. They don't express much interest in what happens regarding the highway interchange options.
- Washington residents are more likely to drive to Hayden Island and are more likely to be interested in the highway interchange options.

# Auxiliary Lanes

# What are Auxiliary Lanes?

- ▶ **Ramp-to-ramp connections** to facilitate acceleration and deceleration, weaving, merging, and diverging for automobiles and trucks between two or more interchanges.

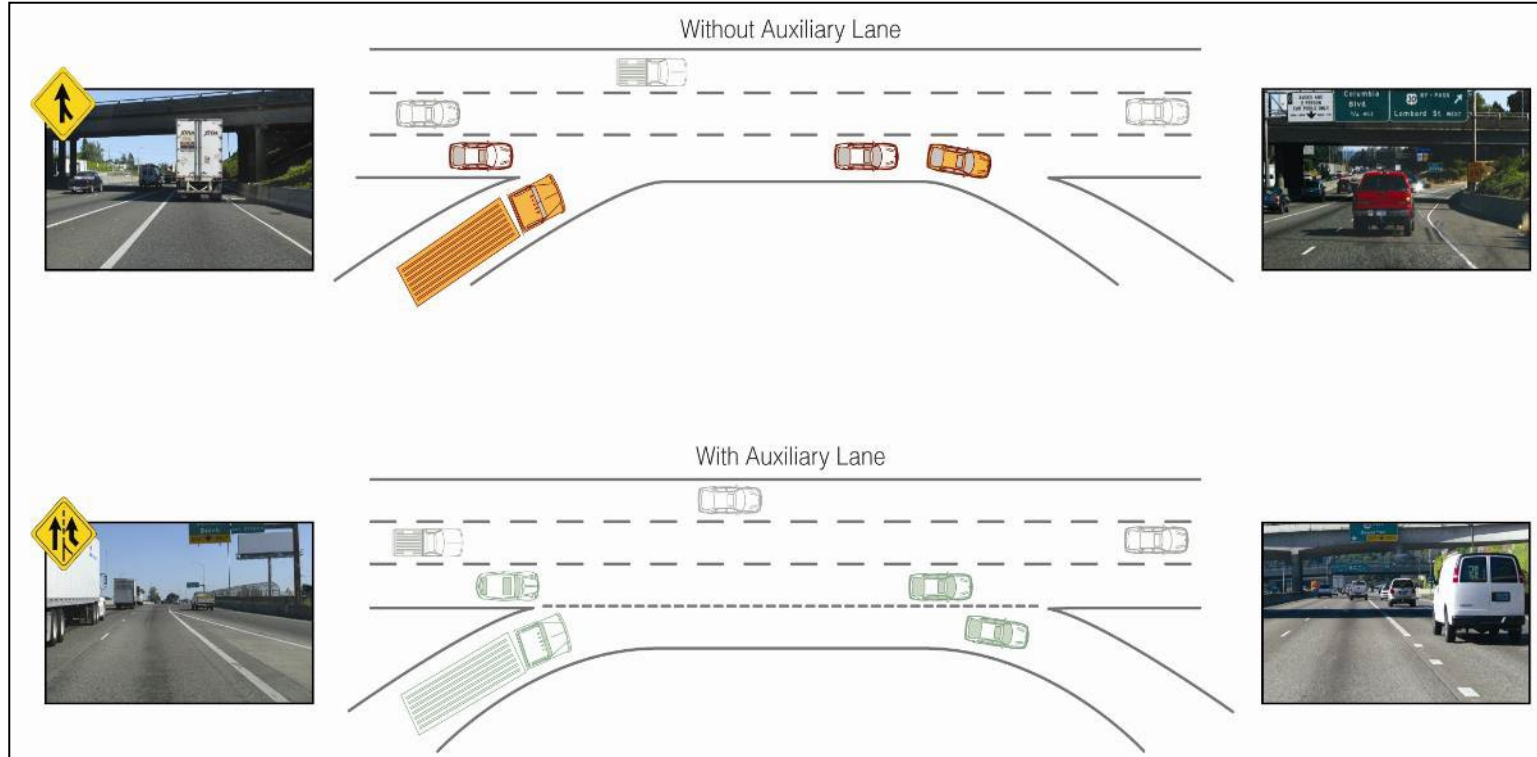
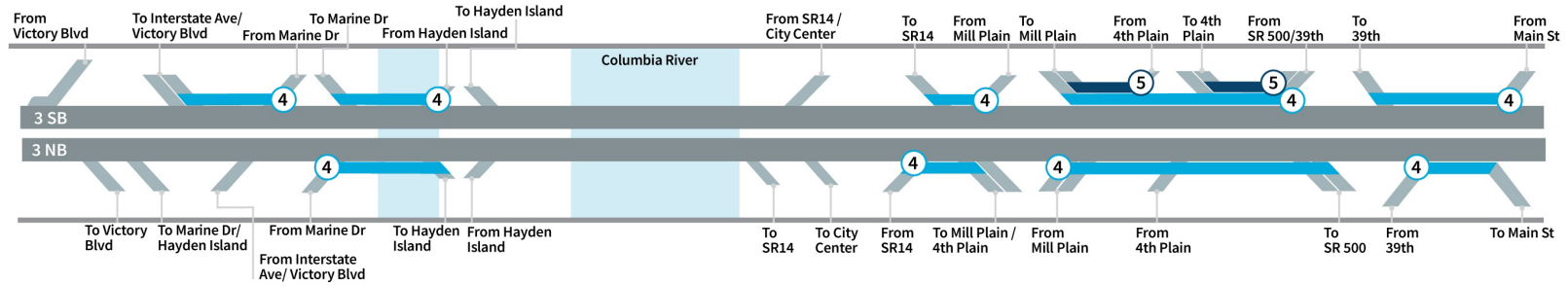


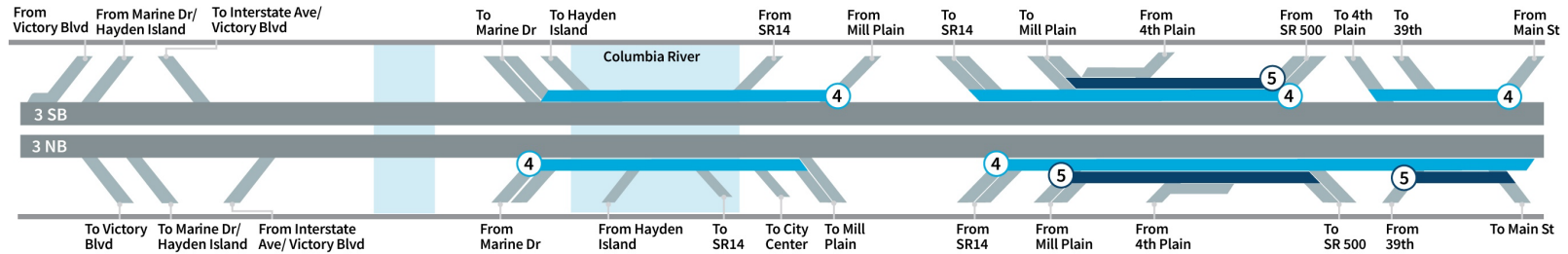
Figure shows typical highway Merge and Diverge Conditions, with (top) and without (bottom) an auxiliary lane.

# IBR Program - Auxiliary Lane Options

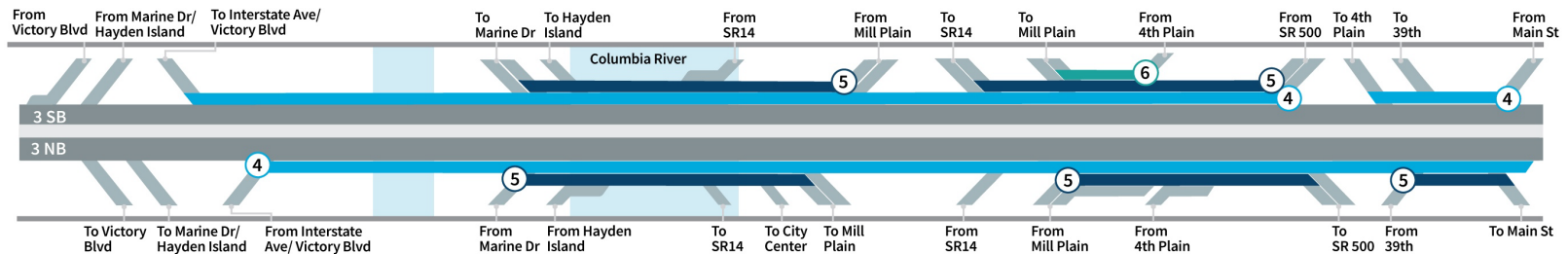
No Build



1 Auxiliary Lane



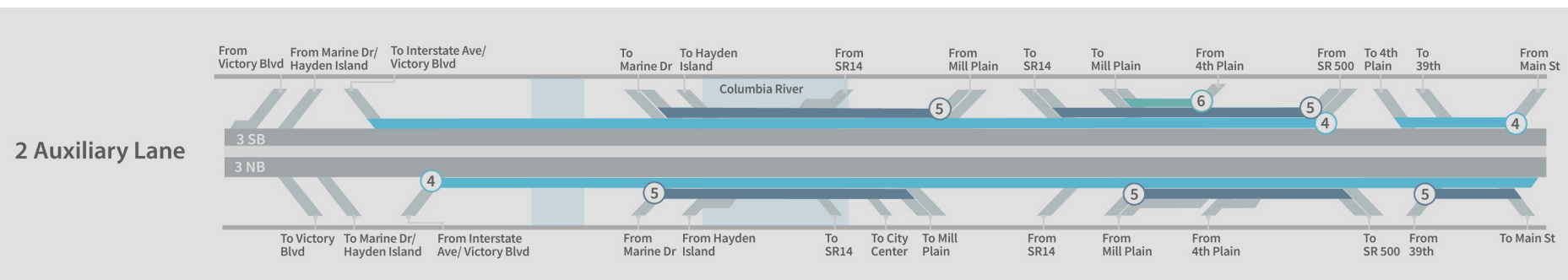
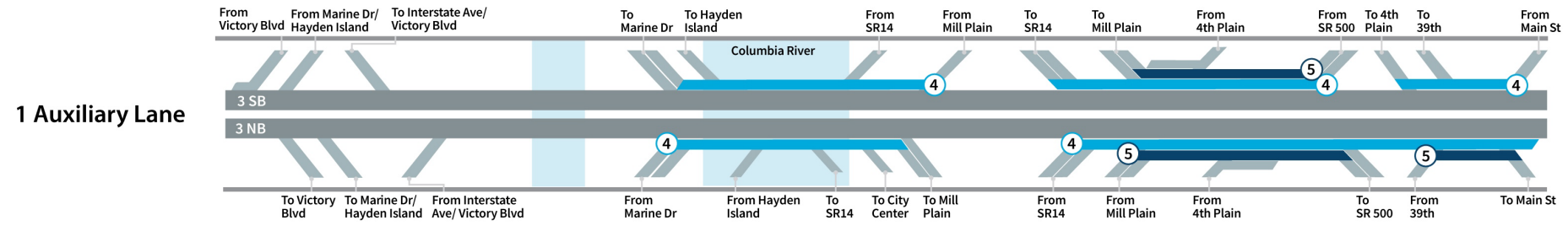
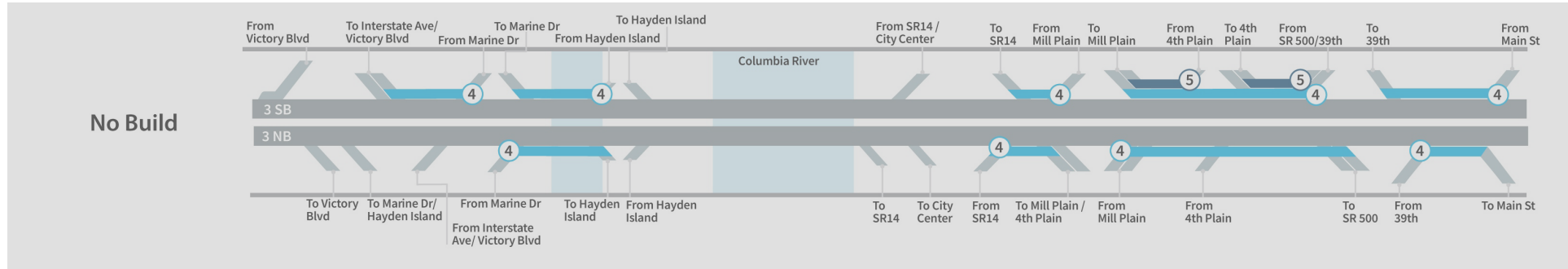
2 Auxiliary Lane



All options, have 3 lanes thru traffic Northbound and Southbound

- Through lanes
- Auxiliary lane 4
- Auxiliary lane 5
- Auxiliary lane 6
- Collector-distributor roads and ramps

# IBR Program - Auxiliary Lane Options



All options, have 3 lanes thru traffic Northbound and Southbound

- Through lanes
- Auxiliary lane 4
- Auxiliary lane 5
- Auxiliary lane 6
- Collector-distributor roads and ramps

# Auxiliary Lanes

## ► Benefits of 1 aux lane compared to 2045 no-build:

### – Travel time improvements

- *SB AM travel time is reduced by 3 minutes between I-5/I-205 split and I-405*
- *NB PM travel time is reduced by 11 minutes between Broadway Ave and SR-500*

### – Reduces overall congestion

- *While congestion is similar in the AM/PM peak, there are off-peak benefits, including weekends*
- *Less diversion to local streets*
- *Faster congestion recovery from crashes and incidents*
- *Decrease in crashes, improving safety*

### – Mode shift—daily transit share is expected to increase 4% from No Build to 11% total

### – Fewer lane changes required (i.e., lane balance)

### – Climate—GHG reduction due to less congestion, VMT reduction, mode shift, and tolling

### – Large safety improvements

- *Lane widths to allow for current vehicle widths, turning, and comfort*
- *Fewer sideswipe crashes*
- *Full shoulders to recover from breakdowns and allow for emergency vehicle access and Bus on Shoulder*
- *Improved visibility*
- *No bridge lifts*



# Auxiliary Lanes – What We’ve Heard

## ▶ Community Advisory Group Feedback

- The option that maximizes capacity and minimizes congestion
- 2 auxiliary lanes seems like the right decision
- Combined with transit considerations, 1 auxiliary lane is appropriate
- 2 auxiliary lanes addresses congestion and is the best value
- Congestion and safety are major CAG values and priorities, having auxiliary lanes addresses these priorities

## ▶ Equity Advisory Group Feedback

- Want to understand differences in property impacts & displacements between 1 and 2 aux lanes
- Both travel time and environmental impacts are important from an equity standpoint
- Consider projected demographic changes

# Auxiliary Lanes – What We’ve Heard

## ▶ Community Survey Feedback:

- Desire to both relieve congestion and reduce greenhouse gas emissions.
  - *Mixed feedback on the number of lanes (some want to see the number of lanes increased, other do not due to environmental concerns).*
- Concern around potential impacts to residences, businesses, and neighborhoods.

## ▶ Community Opinion Poll Results:

- Large majorities of support overall, with one auxiliary lane receiving slightly more support than the two auxiliary lane option:
  - *85% of total respondents strongly or somewhat support the one auxiliary lane option.*
  - *74% of total respondents strongly or somewhat support the two auxiliary lane option.*
  - *After hearing potential tradeoffs, respondents tended to favor the two auxiliary lane option by a slim majority:*
    - Clark County residents were more likely to select the two auxiliary lane option.
    - Oregon residents were more split with the two auxiliary lane option slightly more preferred by those living outside of Portland city limits.

# Program Recommendation

# IBR Recommendation: Modified LPA

Hayden Island/  
Marine Drive:

**Partial  
Interchange**

Transit:  
**Light Rail to  
Evergreen near  
I-5**

River Crossing  
Auxiliary Lanes:

**1**

Variable Rate  
Tolling:

**Yes**



## Partial Interchange Summary



Hayden Island Drive local-only trips and Tomahawk Island Drive extension increase Hayden Island east-west connectivity



Smaller interchange leaves space for a comfortable pedestrian environment and opportunities for open space

Addresses safety and congestion by improving active transportation, adding shoulders, increasing lane widths and improving ramp merges

## Benefits of Expanding LRT from Expo to Evergreen

**4** Stations\* 

**3,000+** Residents are within a half mile walk

**26%** BIPOC  **41%** Low-income

\*Includes the existing Expo station and 3 new stations.

## Equity - Jobs Accessible via Transit (% increase)\*

**68%** General **73%** BIPOC

**59%** Low-income **71%** People w/ disabilities

\*Increase in jobs accessible from the program area within a 45 minute midday transit ride. Percent increase determined by adding LRT Expo to Evergreen compared to 2045 No Build.

## Climate - GHG Reduction\*

**36,000** metric tons/year  
or the equivalent of

**7,000** homes' electricity for one year **OR** **89,400,000** miles driven by gas powered car

\*GHG reduction is an estimate calculated from the displacement (or avoidance) in the shift from cars to transit.

## Strategies to Combat Climate Change



- Demand Management, including Variable Rate Tolling (tolling will consider price reductions for low-income users and low-carbon vehicles)
- Increase traffic operation efficiencies (ramp metering and auxiliary lanes)
- Mode shift from cars to active transportation and transit
- Low-carbon emission construction strategies

# Other Components of the Recommended Modified LPA

- ▶ Current I-5 bridge replacement with a seismically sound bridge with three through lanes northbound and southbound.
- ▶ Prioritizing a comprehensive transit network.
- ▶ Safe and comfortable active transportation.
- ▶ Replacement of the North Portland Harbor Bridge with three through lanes, northbound and southbound.
- ▶ Assumption that Variable Rate Tolling will be used for funding, such as constructing the program, managing congestion, and improving multimodal mobility within the I-5 corridor.
- ▶ Improvements to additional interchanges within the program corridor.

# Developing Program Commitments

- ▶ Identifying a Modified LPA provides an important foundation for what to study in the federal environmental review process.
- ▶ The program is developing a draft list of additional work that will need to be part of considerations moving forward.

# Next Steps



# Near Term Timeline

- ▶ **May 10 – June 14**
  - IBR recommended Modified LPA briefing and discussion at program partner boards, councils, and commissions.
- ▶ **May 19/20**
  - ESG (5/19) and BSLC (5/20) meet to hear ongoing feedback on the recommended Modified LPA and discuss program considerations.
- ▶ **June 16/17**
  - ESG (6/16) and BSLC (6/17) meet to review initial feedback from boards/councils/commissions and confirm Modified LPA language to move forward for board/council/commission action.
- ▶ **June 22 – July 13**
  - Program partner boards/councils/commissions endorse the Modified LPA.
- ▶ **July 21**
  - ESG meets to consider adoption of the Modified LPA.
  - BSLC meets to consider and respond to the Modified LPA.

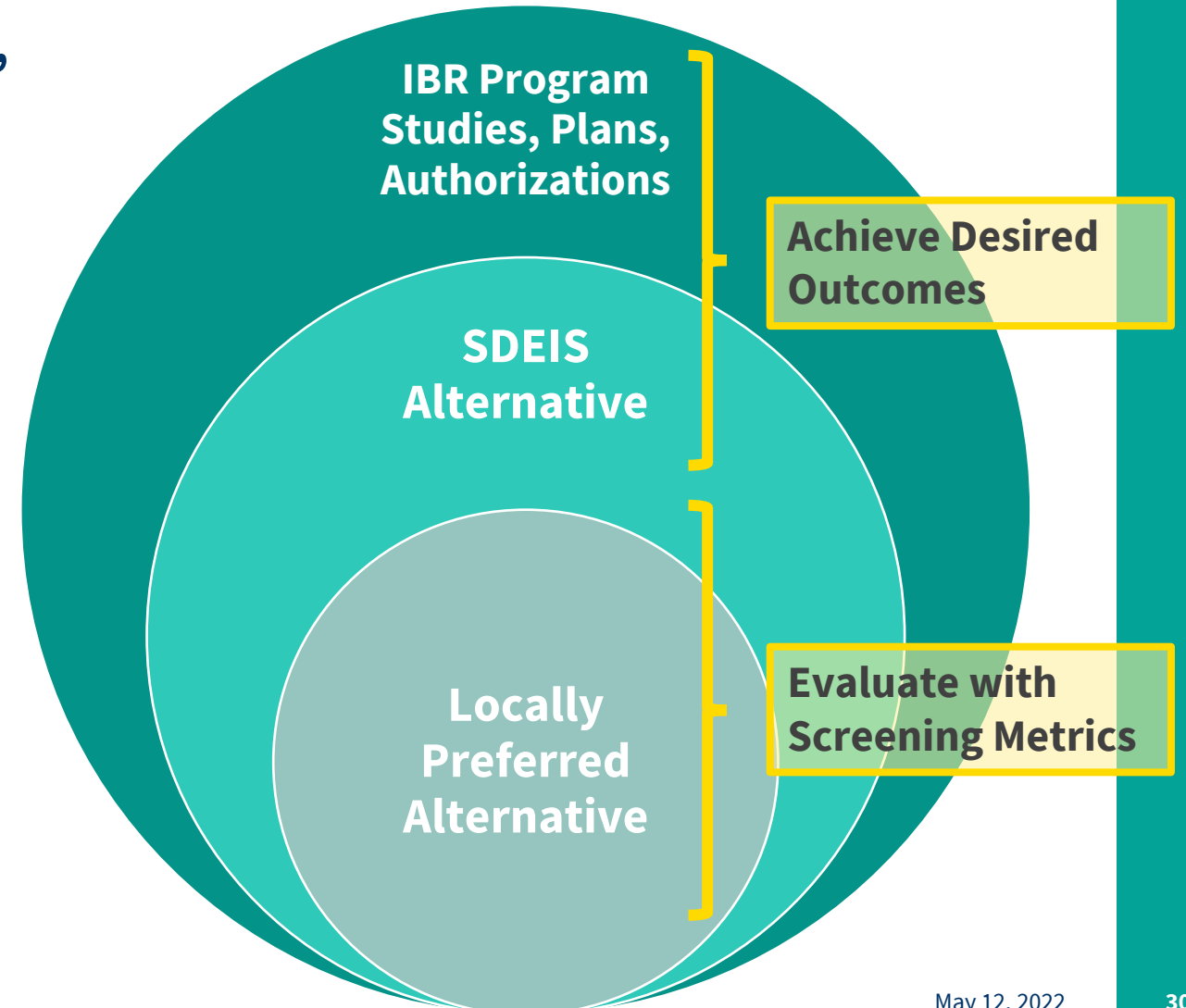


# Upcoming Metro Meetings

- ▶ **May 19: JPACT – Introduction to Modified LPA**
- ▶ **May 24: Metro Council Work Session – Introduce Resolution and Conditions of Approval**
- ▶ **June 3: TPAC; show the JPACT resolution to TPAC; ask them to recommend JPACT recommend to Council**
- ▶ **June 16: JPACT Resolution; Request JPACT to endorse Modified LPA and recommend to Council that it endorses LPA**
- ▶ **July 7: Metro Council considers endorsing LPA with Conditions of Approval**

# Next Steps – How They Fit Together

- ▶ Program requires numerous studies, plans, analyses, authorizations, etc.
- ▶ Supplemental Draft Environmental Impact Statement (SDEIS) is a study where benefits and impacts of the Modified Locally Preferred Alternative will be evaluated for public review and comment.
  - A Locally Preferred Alternative (LPA) identifies the foundational elements of the alternative to be studied in the SDEIS process.



# Timeline Beyond Summer 2022

## ▶ Late 2022 through 2023

- Updates to the Conceptual Finance Plan once details of the Modified LPA are confirmed.
- Additional tolling and funding discussions as part of the 2023 legislative sessions.
- Anticipate applying for federal grant funding opportunities in 2023.

## ▶ Ongoing through 2024

- Additional analysis and continued community engagement as part of the federal environmental review process.
- Additional development of design details such as bridge type, active transportation facilities, transit details, etc.

## ▶ Construction anticipated to begin by late 2025



# Questions or Guidance?



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# Thank you!

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