

BEFORE THE METRO COUNCIL

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| FOR THE PURPOSE OF ADOPTING METRO |) | RESOLUTION NO. 22-5278 |
| COUNCIL'S CONDITIONS OF APPROVAL FOR |) | |
| THE INTERSTATE BRIDGE REPLACEMENT |) | Introduced by Chief Operating Officer |
| PROGRAM MODIFIED LOCALLY PREFERRED |) | Marissa Madrigal in concurrence with |
| ALTERNATIVE |) | Council President Lynn Peterson |

WHEREAS, the Oregon and Washington sides of the metropolitan region are linked by critical transportation infrastructure vital to each community along the Columbia River; and

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

WHEREAS, the Interstate Bridge carries more than 140,000 people each weekday by car, truck, bus, bicycle and on foot; and

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

WHEREAS, the segment of Interstate 5 in the vicinity of the Columbia River has extended peak-hour travel demand that exceeds capacity, includes bridge spans that are over 100 years old and do not meet current traffic safety or seismic standards; and

WHEREAS, congestion and bridge lifts slow auto, transit, and freight movement along Interstate 5; 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 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, the Ports of Portland and Vancouver, the Federal Highway Administration, and the Federal Transit Administration; and

WHEREAS, Metro is a Participating Agency in the federal environmental review process under the National Environmental Planning Act (NEPA); and

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

WHEREAS, the Metro Council adopted the 2018 Regional Transportation Plan (RTP) 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 IBRP has recommended a Modified Locally Preferred Alternative (LPA) that revises the original LPA previously adopted by the Metro Council as part of the Columbia River Crossing (CRC) project; and

WHEREAS, the Metro Council is considering endorsement of the Modified LPA by adoption of Resolution No. 22-5273 concurrently with this Resolution; and

WHEREAS, in 2008 the Metro Council approved Resolution 08-3960A to endorse the CRC Locally Preferred Alternative, and approved Resolution 08-3938B to declare that further oversight of the project would be needed once the CRC Task Force's planning work was concluded; and

WHEREAS, in 2008 the Metro Council attached to Resolution No. 08-3960B Exhibit A: Metro Council Concerns and Considerations to identify unresolved issues to be addressed as the CRC project moved forward; and

WHEREAS, on January 6, 2022, the Metro Council adopted Resolution 21-5206, For the Purpose of Adopting Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program, which provides direction to the IBRP participants regarding the values, outcomes, and actions expected by the Metro Council for the project; and

WHEREAS, the Metro Council Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative is based on the Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program combined with elements of the 2008 Metro Council Concerns and Considerations and reflects and documents the goals, objectives, and principles in the Regional Transportation Plan, Strategic Plan to Advance Racial Equity and Climate Smart Strategy, as well as input from Council on previous Discussion Drafts; and

WHEREAS, Metro Council adoption of the attached Conditions of Approval provides clear direction to IBRP participants regarding the Metro Council's expectations for necessary project outcomes for each of the eight identified areas of concern; and

WHEREAS, Metro Council approval of Resolution No. 22-5273 endorsing the Modified LPA for the IBRP is contingent on adoption of this resolution; now therefore

BE IT RESOLVED that:

The Metro Council hereby adopts the Metro Council Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative, as shown in the attached Exhibit A to this resolution, to accompany its endorsement of the Modified Locally Preferred Alternative for the Interstate Bridge Replacement Program via Resolution No. 22-5273.

ADOPTED by the Metro Council this 14th day of July 2022.



Lynn Peterson, Council President

Approved as to Form:



Carrie MacLaren, Metro Attorney

RESOLUTION 22-5278**Exhibit A-1****Metro Council Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative**

Metro Council recognizes that endorsement of a Locally Preferred Alternative (LPA) is one important focusing step that enables the project management team to proceed with further analysis of a reduced range of alternatives. Metro Council originally endorsed the LPA for the Columbia River Crossing on July 17, 2008 (Resolution 08-3960B). The project was restarted in 2019 as the Interstate Bridge Replacement Program (IBRP). Metro is a project partner under the National Environmental Policy Act (NEPA) and participated in the original Environmental Impact Statement (EIS) for the project. To achieve regulatory approvals, the project requires a Modified LPA and a Supplemental Environmental Impact Statement (SEIS).

Identifying a Modified LPA provides an important foundation for the project partners to move forward into the SEIS process. However; Metro Council is cognizant that many important issues are unresolved at the time of endorsement of a Modified LPA. A clear articulation of the conditions on which Metro Council's approval is given is required to ensure that these unresolved issues are appropriately addressed and resolved during the next phases of design, engineering, and financial planning, with participation by local communities and their elected representatives, and prior to construction.

While the Metro Council endorses the Modified LPA of the Interstate Bridge Replacement that includes light rail and tolling, as described in Resolution 22-5273, Metro Council simultaneously finds that the following conditions must be met in the upcoming refinement of design, engineering and financial planning.

A. CLIMATE

The IBR program must demonstrate how, with comprehensive variable-rate tolling intentionally designed to manage congestion and repay construction costs and with visionary improvements in transit and active transportation options, it achieves at least a proportionate contribution to the State of Oregon's greenhouse gas (GHG) goals that call for the state to reduce its GHG emissions (1) at least 45 percent below 1990 emissions levels by 2035; and (2) at least 80 percent below 1990 emissions levels by 2050. The construction of the bridge should use methods that provide the greatest level of sustainability possible.

- To create baselines, determine the hourly average vehicle miles traveled (VMT) across the bridge in 2022 by mode and use evidence-based methodologies to estimate the GHG by hour in the project area.
- Prepare an in-depth analysis of VMT in the BIA, taking into account tolling, induced automobile and truck demand, as well as the potential for modal shift resulting from improved transit speed, comfort, convenience, and affordability. The results of the analysis, which should include assumptions regarding tolling consistent with the Oregon Toll Program, must be made publically available.
- Implement a plan with current best practices to reduce GHG during the construction of the bridge, including the use of low-carbon materials and adherence to the Clean Air Construction Program requirements during the construction phase of the project.
- Implement and operate variable rate tolling, along with improvements to transit and active

transportation, in a manner that aims to reduce greenhouse gas emissions.

B. EQUITY AND COMMUNITY

The project should continue to apply the equity framework agreed upon by project partners and meaningfully engage equity priority communities throughout the IBRP to inform decision making and achieve equitable outcomes.

- Develop Community Benefits Agreement(s) with the communities to mitigate for any potential adverse impacts to human health and improve multimodal access for communities in or near the project area.
- Commit to robust community engagement throughout all stages of the project, including design, construction, and naming.
- Evaluate and implement equitable outcomes using the performance measures developed by the IBRP Equity Advisory Group (EAG) to measure benefits and impacts to equity priority communities in the SEIS.
- Under the purview of the EAG, implement contracting and workforce strategies that hire and train local minority-owned contractors and small businesses for both short-term and long-term jobs, both in construction and in bridge system operation and maintenance, using strategies that align with regional Construction Careers Pathways Program.
- Work with local health agencies to develop a health impact assessment.

C. TOLLING AND DEMAND MANAGEMENT

To meet Metro Council's climate, safety, mobility, equity and land use goals as identified in the 2018 Regional Transportation Plan and the 2040 Growth Concept, it is essential that variable rate tolling is implemented in conjunction with providing a range of transportation options with the goal of reducing VMT.

- Implement variable rate tolling as soon as legally and practically permissible, in coordination with the Oregon Toll Program (Regional Mobility Pricing Project) in order to manage congestion and prevent diversion impacts, particularly to the I-205 corridor.
- Develop a variable rate tolling program that advances equity and climate goals.
- Develop a low-income program to address potential financial impacts of tolling on low income persons.
- With implementation of tolling, provide and publicize a wide range of alternative transportation options including high capacity light rail transit with good connections to bus rapid transit and other bus lines, and improved bike and pedestrian facilities easily accessible to the project area; in addition, encourage other low-carbon modes of travel such as vanpooling.
- Conduct an investment grade analysis based on projected traffic volumes with tolling.

D. ACTIVE TRANSPORTATION

The project should commit to exceptional bike and pedestrian facilities on the replacement bridge, bridge approaches and throughout the bridge influence area that provide a desirable transportation option that accommodates current and attracts more active transportation users.

- Undertake additional design to provide high-quality, attractive, safe bike and pedestrian facilities across the bridges and connections to transit stops and neighborhoods throughout the bridge influence area.

- Design of active transportation facilities should adhere to ODOT's Blueprint for Urban Design principles.
- Mitigate for bike and pedestrian access impacts caused by construction, ensuring safe routes and connections for those modes are maintained.

E. TRANSIT

Light rail must be included in the infrastructure package that goes to construction, acknowledging that the region may need to address future projected capacity limits of the light rail line. Transit ridership in the project area should be optimized to improve the transit network to meet the region's needs today and into the future.

- In addition to light rail, the project partners will work together to develop and refine all transit options in or near the project area, including connections between light rail, bus rapid transit and bus service to meet the latent demand for transit service in and near the Bridge Influence Area. Particular attention will be paid to access for lower income and disadvantaged groups that rely on transit.
- Optimize bus routing and station locations on both sides of the river to provide excellent bus access to light rail, improve transit ridership and reduce vehicle miles travelled.
- Develop the high-capacity transit terminus in a manner that allows for future potential expansions.

F. BRIDGE DESIGN

The bridge size, type and aesthetics shall be right-sized to fit community needs and reflect regional and local community values and the historic and cultural importance of the Columbia River corridor.

- Limit the design of the bridge to a total of three through lanes and one auxiliary lane in each direction.
- Minimize the width of the shoulders to address needs for transit and emergency use only. Shoulders must not be restriped and/or used to expand travel capacity except during construction or maintenance or for Bus on Shoulder.
- In design, use outcome-based, practical design principles to minimize negative impacts to communities and mitigate for traffic noise on the bridge.
- Design an architecturally attractive bridge that reflects community values and the historical and cultural significance of the bridge within the given legal and engineering constraints.
- Engage the public to inform the aesthetics of the bridge, including artwork and other cultural elements.
- Allow for efficient movement of freight and commerce, especially to and from the Port of Portland and the Port of Vancouver.

G. FINANCING PLAN

After the LPA endorsement, Metro Council expects transparency and agency partnerships in the development of a financial plan that will support the project.

- The IBR project team will provide frequent updates on the IBR financial plan to Metro Council, including an updated Conceptual Financial Plan by the end of 2022, a Financial Plan by March 2023, and a revised cost estimate at 30% design. The Financial Plan shall include all improvements in the BIA, including local improvements.
- In a joint work session with JPACT and Metro Council, the Washington Department of Transportation will provide a presentation on the Cost Estimate Validation Process (CEVP) development,

independent review, assumptions, and use. The IBR project team will provide a presentation on the cost estimate for the project with an overview of risk.

- Develop a financial plan that indicates the level of federal, state and local sources of revenue.
- The financial plan should include assumptions about how funding from variable rate tolling will be used and implemented with the Oregon Toll Program, including an estimate of the duration of bond repayment. An analysis of the application of the Oregon Toll Program's Low Income Toll Study will be included.
- The financial plan must balance revenue generation and demand management, including project capital and operating costs, sources of revenue, and impact to the funds required for other potential expenditures in the region.
- The financial plan shall take into account the maintenance and operations needs of transit.

H. ENGAGEMENT

Continue a robust public engagement process for input to inform the SEIS. Continue to engage the Community Advisory Committee (CAG), EAG and Executive Steering Group (ESG), and demonstrate how committee feedback is incorporated into project efforts, timelines, and milestones. Consider a public bridge-naming process.

As a project partner, Metro Council expects to be involved in:

- 1) Development and completion of the SEIS and all NEPA-related activities.
- 2) Project design, including, but not limited to: examining ways to provide efficient solutions that meet safety, transportation, equity and climate goals, including consistency with Oregon and Washington's statutory reduction goals for GHG emissions.
- 3) Development of tolling policies, revenue allocation, and toll rate-setting for the IBRP
- 4) Development of the Community Benefit Agreement, and
- 5) Development of any public naming/designation process.

COUNCIL MEETING STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 22-5278, FOR THE PURPOSE OF ADOPTING METRO COUNCIL'S CONDITIONS OF APPROVAL FOR THE INTERSTATE BRIDGE REPLACEMENT PROGRAM MODIFIED LOCALLY PREFERRED ALTERNATIVE

Date: July 1, 2022

Department: Planning, Development, and Research

Meeting Date: July 14, 2022

Prepared by: Matt Bihn,
matt.bihn@oregonmetro.gov

Presenter(s): Margi Bradway, Deputy Director, Planning, Development, and Research; Matt Bihn, Principal Transportation Planner

Length: 30 minutes

WORK SESSION PURPOSE

Purpose: To consider Resolution 22-5278 to adopt Metro Council Conditions of Approval in conjunction with Council endorsement of the Interstate Bridge Replacement Program (IBR) Modified Locally Preferred Alternative (LPA).

BACKGROUND

The IBR program has worked with project partners to develop a Modified LPA with project components that reflect changes since the Columbia River Crossing LPA was approved over a decade ago, with the goal of submitting the Modified LPA to the US Department of Transportation. The Modified LPA was developed with input of the project staff and was informed by technical analysis and ongoing community engagement including feedback from the Community Advisory Group (CAG) and Equity Advisory Group (EAG).

The eight local IBR project partners are in the process of considering endorsement of the IBR Modified LPA. On July 14, 2022, the Metro Council will consider Resolution 22-5273 to endorse the Modified LPA. This resolution was recommended for endorsement by TPAC on June 3, 2022, and endorsed by JPACT on June 16, 2022. While the endorsement an LPA is an important step in the IBR progression through the National Environmental Policy Act (NEPA) process, Metro Council is cognizant that many important issues are generally still unresolved. The Council created the Conditions of Approval to communicate its concerns and to seek commitment from Metro and IBR staff to address these as the project moves on.

Council's Conditions of Approval are based on its Values, Outcomes, and Actions for the I-5 Bridge Replacement Program, adopted by Resolution 21-5206 on January 6, 2022, and on Metro Council Concerns and Considerations regarding the Columbia River Crossing LPA, adopted by Resolution 08-3960B in 2008.

Council will consider Resolution 22-5278, the Conditions of Approval for the IBR Modified LPA, in advance of its consideration Resolution 22-5273 to endorse the IBR Modified LPA.

QUESTION FOR COUNCIL CONSIDERATION

- Does the Council agree with the Conditions of Approval for the IBR Modified LPA as presented, or are modifications required?
- Does Council agree to adopt the Conditions of Approval for the IBR Modified LPA in advance of its decision to endorse the IBR 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?
 - Resolution No. 22-5278
 - Exhibit A: Metro Council Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative

RESOLUTION 22-5278**Exhibit A****Metro Council Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative**

Metro Council recognizes that endorsement of a Locally Preferred Alternative (LPA) is one important focusing step that enables the project management team to proceed with further analysis of a reduced range of alternatives. Metro Council originally endorsed the LPA for the Columbia River Crossing on July 17, 2008 (Resolution 08-3960B). The project was restarted in 2019 as the Interstate Bridge Replacement Program (IBRP). Metro is a project partner under the National Environmental Policy Act (NEPA) and participated in the original Environmental Impact Statement (EIS) for the project. To achieve regulatory approvals, the project requires a Modified LPA and a Supplemental Environmental Impact Statement (SEIS).

Identifying a Modified LPA provides an important foundation for the project partners to move forward into the SEIS process. However, Metro Council is cognizant that many important issues are generally still unresolved at the time of endorsement of a Modified LPA. A clear articulation of Metro Council's concerns is required to ensure that such unresolved issues are appropriately addressed and resolved during the next phases of design, engineering, and financial planning, with participation by the local community and its elected representatives.

While the Metro Council endorses the Modified LPA of the Interstate Bridge Replacement with Light Rail and Tolls, as described in Resolution 22-5273, Metro Council simultaneously finds that the following issues must be satisfactorily addressed in the upcoming refinement of design, engineering and financial planning.

A. CLIMATE

With the introduction of variable-rate tolling and improved transit and active transportation options, the project should contribute to emissions-reducing strategies that cumulatively meet the State of Oregon's greenhouse gas (GHG) goals that call for the state to reduce its GHG emissions (1) at least 45 percent below 1990 emissions levels by 2035; and (2) at least 80 percent below 1990 emissions levels by 2050. The construction of the bridge should use methods that provide the greatest level of sustainability possible.

- Prepare an in-depth analysis of the operations of the bridge, especially as they relate to GHG and the potential for increased vehicle miles traveled through induced automobile demand. The results of the analysis, which should include assumptions regarding tolling consistent with the Oregon Toll Program, must be prominently displayed in the SEIS.
- Implement a plan with current best practices to reduce GHG during the construction of the bridge, including the use of low-carbon materials and adherence to the Oregon Clean Air Construction Program during the construction phase of the project.
- Implement and operate variable rate tolling, along with improvements to transit and active transportation, in a manner that aims to reduce greenhouse gas emissions.

B. EQUITY AND COMMUNITY

The project should continue to apply the equity framework agreed upon by project partners and

meaningfully engage equity priority communities throughout the IBRP to inform decision making and achieve equitable outcomes.

- Develop a Community Benefits Agreement with the community to mitigate for any potential adverse impacts to human health and improve multimodal access for communities in or near the project area.
- Commit to robust community engagement throughout all stages of the project, including design and construction.
- Evaluate and implement equitable outcomes using the performance measures developed by the IBRP Equity Advisory Group (EAG) to measure benefits and impacts to equity priority communities in the SEIS.
- Under the purview of the EAG, implement contracting and workforce strategies that hire and train local minority-owned contractors and small businesses for both short-term and long-term jobs, using strategies that align with regional Construction Careers Pathways Program.

C. TOLLING AND DEMAND MANAGEMENT

To meet Metro Council's climate, safety, mobility, equity and land use goals as identified in the 2018 Regional Transportation Plan and the 2040 Growth Concept, it is essential that variable rate tolling is implemented in conjunction with providing a range of transportation options with the goal of reducing driving.

- Implement variable rate tolling as soon as legally and practically permissible, in coordination with the Oregon Toll Program.
- Develop a low-income program to address potential financial impacts of tolling on low income persons.
- With implementation of tolling, provide and publicize a wide range of alternative transportation options including high capacity transit with good connections to bus rapid transit and other bus lines, and improved bike and pedestrian facilities easily accessible to the project area; in addition, encourage other low-carbon modes of travel such as vanpooling.
- Conduct an investment grade analysis of the toll revenue.

D. ACTIVE TRANSPORTATION

The project should commit to exceptional bike and pedestrian facilities on the replacement bridge, bridge approaches and throughout the bridge influence area that provide a desirable transportation option that accommodates current and attracts new bikers and walkers.

- Undertake additional design to provide high-quality, safe bike and pedestrian facilities across the bridges and connections to transit stops and neighborhoods throughout the bridge influence area.
- Design of active transportation facilities should adhere to ODOT's Blueprint for Urban Design principles.
- Mitigate for bike and pedestrian access impacts caused by construction, ensuring safe routes and connections for those modes are maintained.

E. TRANSIT

Light rail must be included in the infrastructure package that goes to construction, acknowledging that the region may need to address future projected capacity limits of the light rail line. Transit ridership in the project area should be optimized to improve the transit network to meet the region's

needs today and into the future.

- In addition to light rail, the project partners will work together to develop and refine all transit options in or near the project area, including connections between light rail, bus rapid transit and bus service to meet the latent demand for transit service in and near the Bridge Influence Area.
- Optimize bus routing and station locations on both sides of the river to provide excellent bus access to light rail, improve transit ridership and reduce vehicle miles travelled.
- Develop the high-capacity transit terminus in a manner that allows for future potential expansions.

F. BRIDGE DESIGN

The bridge size, type and aesthetics shall be right-sized to fit community needs and reflect regional and local community values.

- In design, use outcome-based, practical design principles to minimize negative impacts to communities and mitigate for traffic noise on the bridge.
- Design an architecturally attractive bridge that reflects community values and the historical significance of the bridge within the given legal and engineering constraints.
- Engage the public to inform the aesthetics of the bridge, including artwork and other cultural elements.
- Allow for efficient movement of freight, especially to and from the Port of Portland and the Port of Vancouver.

G. FINANCING PLAN

After the LPA endorsement, Metro Council expects transparency and agency partnerships in the development of a financial plan that will support the project.

- Develop a financial plan that indicates the level of federal, state and local sources of revenue.
- The financial plan should include assumptions about how funding from variable rate tolling will be used and implemented with the Oregon Toll Program.
- The financial plan must balance revenue generation and demand management, including project capital and operating costs, sources of revenue, and impact to the funds required for other potential expenditures in the region.
- The financial plan shall take into account the maintenance and operations needs of transit.

H. ENGAGEMENT

Continue a robust public engagement process for input to inform the SEIS. Continue to engage the Community Advisory Committee (CAG), EAG and Executive Steering Group (ESG), and demonstrate how committee feedback is incorporated into project efforts, timelines, and milestones. Consider a public bridge-naming process.

As a project partner, Metro Council expects to be involved in:

- 1) Development and completion of the SEIS and all NEPA-related activities.
- 2) Project design, including, but not limited to: examining ways to provide efficient solutions that meet safety, transportation, equity and climate goals, including consistency with Oregon and Washington's statutory reduction goals for GHG emissions.
- 3) Development of tolling policies, revenue allocation, and toll rate-setting for the IBRP, and
- 4) Development of the Community Benefit Agreement.