MEMORANDUM: PARTNER RESOLUTIONS AND CONDITIONS REGARDING THE MODIFIED LPA

Date: July 20, 2022

The guiding bodies of each of the eight program partners, including the regional transit agencies, cities, MPOs and Ports, met between June 22 and July 14, 2022 to consider the program's Recommended Modified Locally Preferred Alternative (LPA). These boards, councils, and commissions each voted in support of endorsing the program's Modified LPA through their own agency's resolution at the following meetings:

- June 22, 2022 - TriMet Board of Directors
- July 11, 2022 - Vancouver City Council
- July 12, 2022 - Port of Vancouver Commission
- July 12, 2022 - C-TRAN
- July 13, 2022 - Port of Portland
- July 13, 2022 - City of Portland
- July 14, 2022 - Metro
- July 14, 2022 - RTC

In addition to the Modified LPA resolutions, many partners included conditions reflecting their priorities and requests for additional work, considerations, and analysis. The program acknowledges that additional work and/or analysis beyond what is reflected in the Modified LPA is necessary as the program continues to develop a multimodal corridor solution. The program will develop a workplan that identifies how each request made in the conditions might be addressed, including the timing most appropriate to the overall program schedule. The following document contains the Modified LPA resolutions and conditions that reflect the formalized partner endorsement process.

Tri-Met

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

June 22, 2022

TRIMET

Memo

Date: June 22, 2022

To: Board of Directors

From: Sam Desue, Jr.

Subject: **RESOLUTION NO. 22-06-38 OF THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRIMET) AUTHORIZING THE APPROVAL OF THE MODIFIED LOCALLY PREFERRED ALTERNATIVE OF THE INTERSTATE BRIDGE REPLACEMENT PROGRAM**

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1. **Purpose of Item**
   This Resolution requests that the TriMet Board of Directors (Board) authorize the General Manager or his designee to approve the Modified Locally Preferred Alternative (LPA) for the Interstate Bridge Replacement (IBR) Program.

2. **Type of Agenda Item**
   - ☐ Initial Contract
   - ☐ Contract Modification
   - ☒ Other: Adoption of the Modified Locally Preferred Alternative

3. **Reason for Board Action**
   Approval of a Modified LPA confirms foundational program elements that local IBR program partners agree will encourage further NEPA evaluation in the Supplemental Draft Environmental Impact Statement, and ratifies TriMet's key conditions for approval of the IBR Program.

4. **Type of Action**
   - ☒ Resolution
   - ☐ Ordinance 1st Reading
   - ☐ Ordinance 2nd Reading
   - ☐ Other _____

5. **Background**
   The IBR Program is intended to replace the existing Interstate 5 (I-5) bridge across the Columbia River with a modern, seismically resilient, multimodal structure. Current planning work has defined the physical and contextual changes that have occurred in the Program area since 2013, and builds upon previous Columbia River Crossing (CRC) Program planning efforts, including the CRC Record of Decision. In coordination with governmental and community partners, the IBR Program developed updated design options, desired outcomes, and transit investments in order to identify a Modified Locally Preferred Alternative (LPA) that will be further analyzed in a Supplemental Draft Environmental Impact Statement in compliance with the National Environmental Policy Act (NEPA).

The IBR Program includes a transit investment preference for light rail. This transit investment preference was developed in close coordination with the Program's regional governmental partners, including Oregon, Washington, Portland, Vancouver, local counties and C-TRAN, along with extensive stakeholder and community comment and objective data.

Community engagement showed widespread support for expanding public transit and light rail transit, in particular. A light rail transit extension of the MAX Yellow Line from Expo Center into Vancouver will best integrate existing transit investments in the region – including C-TRAN's Vine bus rapid transit network and express bus service. The proposed Evergreen terminus in Vancouver, via an I-5 alignment, is viewed as offering the best opportunity for merging the two metro area transit systems, because the I-5 alignment would provide faster, safer, more reliable service and minimize disruptions to downtown Vancouver. The Modified LPA includes light rail transit to and from Vancouver over the IBR.

TriMet has included a number of significant conditions that must be satisfactorily addressed prior to Program completion. These conditions are set forth on the Exhibit A attached to this Resolution.

6. Financial/Budget Impact

The IBR Program budget is expected to range from $3.2 Billion to $4.8 Billion. At this time, however, other than TriMet's commitment to serve as a Program partner, there is no financial commitment of TriMet funds. All costs to date are being reimbursed from pre-existing State of Oregon and Washington Program funds. Final capital and operations and maintenance costs of the proposed MAX extension are not yet known, but the Program is responsible for securing adequate funding for completion of the IBR. With the approval of the Modified LPA, the process to update the Program's finance plan can begin.

7. Impact if Not Approved

All Program partner approvals are necessary for the Modified LPA to be approved and for the Program to continue. If the Board does not adopt this Resolution, the Program would experience significant delays and miss key deadlines required by the States of Oregon and Washington as conditions of state funding for the Program.

RESOLUTION NO. 22-06-38

RESOLUTION NO. 22-06-38 OF THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRIMET) AUTHORIZING THE APPROVAL OF THE MODIFIED LOCALLY PREFERRED ALTERNATIVE OF THE INTERSTATE BRIDGE REPLACEMENT PROGRAM

WHEREAS, a Bi-state Memorandum of Intent was signed by the Governors of the States of Oregon and Washington in November 2019 that committed each state to initiate the Interstate Bridge Replacement (IBR) Program to replace the aging Interstate 5 Bridge with a modern, seismically resilient, multimodal structure that improves region-wide mobility for people, goods and services; and

WHEREAS, the State of Washington recently passed legislation that allocated $1 billion to fund Washington's share of the anticipated cost needed to complete the IBR Program and the State of Oregon is expected to dedicate funds for Program completion in 2023; and

WHEREAS, the Columbia River Crossing (CRC) Program achieved a Record of Decision (ROD) in 2013, providing environmental clearance for Program components, including Light Rail extension to Vancouver, and the IBR Program builds on the previous planning work completed for the CRC; and

WHEREAS, in coordination with state and local agencies, Federal, state and local permitting agencies, state and local elected officials, tribal governments, community stakeholders and the public, the IBR Program developed design options, desired outcomes and transit investments, in order to identify a Modified Locally Preferred Alternative (LPA) that addresses changes since the CRC's 2013 ROD; and

WHEREAS, the Modified LPA envisions public transit, including TriMet light rail, fixed-route buses, C-TRAN Vine and express buses, along with private automobiles, trucks and bicycles as necessary to satisfy significant and growing demand for transportation connecting downtown Vancouver, Portland and the region, and that expanding these modes of transit mutually enhances and is consistent with current regional transit developments; and

WHEREAS, the IBR Program reflects a vigorous, equity-centered community engagement process that seeks to maximize benefits and minimize burdens for local communities; community advisory groups support high-capacity transit service, congestion relief and transit reliability; and equity advisory groups express broad interest in efficient, reliable, user-friendly transit options; including the extension of light rail service to Vancouver; and

WHEREAS, the Modified LPA will be further analyzed through a Supplemental Draft Environmental Impact Statement in compliance with the National Environmental Policy Act (NEPA);

NOW, THEREFORE, BE IT RESOLVED:

1. That TriMet supports the Modified LPA identified by the IBR Program.

2. That the General Manager or his designee is authorized to support the IBR Program in completion of the Supplemental Environmental Impact Statement to achieve an updated Record of Decision, and to pursue funding for design and construction that secures the extension of TriMet light rail and fixed-route bus service to Vancouver.

3. That the approval of light rail transit (LRT) as part of the Modified LPA for the Interstate Bridge Replacement Program (IBR) is subject to those TriMet conditions set forth on the Exhibit A, attached hereto, and the resolution of each condition must be approved by TriMet and included in the NEPA process, New Starts Funding, and Program design and construction, unless otherwise agreed to by TriMet.

4. That the General Manager or is designee is authorized to pursue agreements and cooperate with other state, regional and local governments to secure completion of the Program and define future operations and maintenance roles for the completed IBR.

Dated: June 22, 2022

Linda C Simmons

Presiding Officer

Attest:

Kimberley Angove

Recording Secretary

Approved as to Legal Sufficiency:

Gregory E. Skillman

Legal Department

EXHIBIT A TO RESOLUTION NO. 22-06-38
APPROVING THE MODIFIED LOCALLY PREFERRED ALTERNATIVE
FOR THE INTERSTATE BRIDGE REPLACEMENT PROGRAM

TriMet's conditions for approval of the Modified Locally Preferred Alternative are described below:

1. **Operations and Maintenance Facility:**

   Design and construct the Ruby Junction expansion as defined in the 2013 CRC ROD. If the number of Light Rail Vehicles needed to support a LRT extension to Vancouver exceed capacity defined in the CRC ROD, IBR must revise the scope to operate, maintain and store the adequate number of Light Rail vehicles needed at Ruby Junction or identify a new location that supports the operation and maintenance facilities necessary to accommodate the vehicles required to accommodate forecasted 2045 LRT IBR headways.

2. **Steel Bridge:**

   Include grade separation concepts as defined by TriMet and identify potential upgraded signal systems to be included in the IBR Program for the Steel Bridge to achieve acceptable future on-time performance of the light rail system and extension crossing the bridge to Vancouver.

3. **Portland Transit Mall/Rose Quarter Study:**

   Assess the impacts on the Portland Transit Mall and Rose Quarter Transit Center caused by 2045 LRT and express bus headways to determine if they cause a degradation in on-time transit performance or reliability and/or otherwise limit the available transit capacity to accommodate future expansions of TriMet and C-TRAN service, and, if required, identify the scope and design concept of improvements to be included in the LRT to mitigate any such impacts.

4. **Waterfront LRT Station:**

   Determine whether the Waterfront LRT Station can be integrated into a contractually-committed joint development by no later than the submission to FTA of the application for a Capital Improvement Grant approval, and, if such station integration is not certain, determine whether the scope, location, or concept design for the Waterfront LRT station should be changed.

5. **Transit optimization:**

   Define TriMet and C-TRAN service adjustments and capital improvements necessary to improve transfers between C-TRAN Vine and TM LRT services.

   Define transit connections to existing and planned pedestrian and bike facilities. Design IBR Program pedestrian and bike facilities to connect transit with existing and planned active transportation network.

   Define appropriate size and location to improve transit access, while minimize impacts to downtown development and traffic.

Conduct Station area planning in partnership with cities to define station urban design quality and location of Hayden Island and Evergreen stations. Coordinate and Define Joint Development opportunities at each station.

Complete value engineering to identify potential cost savings and opportunities to reduce impacts, while maintaining benefits and desired outcomes identified for the LPA. Assess potential yellow line station closure and signal improvements to improve travel time and include in the IBR scope.

6. <u>Operations and Maintenance of LRT:</u>

That operations and maintenance of the LRT will be undertaken pursuant to one or more agreements executed by the IBR Program between ODOT, WSDOT, C-TRAN, and TriMet, wherein:

TriMet will operate and maintain the vehicles, systems, electrification, and track of entire the LRT, and the station areas and other improvements located in Oregon. TriMet will not be responsible for any LRT operations and maintenance costs resulting from the extension into Vancouver. Except to the extent otherwise agreed by TriMet, state or other funding sources will be identified and committed to fund LRT operations and maintenance costs incurred by TriMet that are not otherwise funded by LRT farebox revenues allocated to TriMet, and TriMet cost savings attributable to bus service replaced by the LRT.

Responsibility of C-TRAN and/or TriMet for performing operations and maintenance of park-and-rides, station areas, and other LRT improvements located in Washington will be determined.

ODOT or WSDOT will operate, maintain, and be responsible for costs of operating and maintaining the main river crossing, including any approach ramps, and other structures.

Agreements with other jurisdictions and agencies to define operation and maintenance roles and responsibilities must be executed.

City of Vancouver

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

July 11, 2022

7-11-22

RESOLUTION NO. M-4176

A RESOLUTION relating to selection of a Modified Locally Preferred Alternative (MLPA) for the Interstate 5 Bridge Replacement (IBR) Program, and authorizing action by the City of Vancouver's delegates to the C-TRAN Board, Regional Transportation Council Board, and Metro Joint Policy Advisory Committee on Transportation guided by the principles herein, in support of a MLPA.

WHEREAS, Interstate *5* is a corridor of national significance that serves the entire west coast of the United States, as well as international commerce with Canada, Mexico, and all of the countries of the Pacific Rim that access US west coast sea ports; and

WHEREAS, Interstate 5 between Vancouver, Washington and Portland, Oregon experiences some of the most severe congestion along the entire length of the Interstate 5 corridor; and

WHEREAS, the two existing Interstate 5 bridge spans are functionally obsolete and do not meet current seismic standards; and

WHEREAS, frequent crashes on the Interstate 5 corridor and on the bridge affect public safety; and

WHEREAS, existing bi-state public transit service is inadequate to meet demand, and existing service operates in mixed-traffic which has significant negative impacts on performance and operational outcomes; and

WHEREAS, bicycle and pedestrian facilities on the Interstate 5 bridge are unsafe and do not meet Americans with Disabilities Act standards; and

WHEREAS, the City of Vancouver adopted Resolution M-3975 on August 6, 2018, in support of planning, design, and construction of an Interstate 5 replacement bridge, high-capacity transit with a dedicated guideway, and a multimodal approach to enhance regional travel needs; and

WHEREAS, a Memorandum of Intent was signed by Oregon and Washington Governors Brown and Inslee on November 18, 2018 to begin joint efforts between the two states to replace the Interstate 5 bridge; and

WHEREAS, a program called the Interstate Bridge Replacement Program (IBRP) to plan, design, and construct a replacement bridge across the Columbia River including associated multimodal and urban design enhancements was begun in 2018 by an Oregon-Washington Bi-State Legislative Committee; and

WHEREAS, the IBR Program is a collaboration between the Washington and Oregon Departments of Transportation, the Southwest Washington Regional Transportation Council, Portland

Metro, C-TRAN, TriMet, the Ports of Vancouver and Portland, the Cities of Vancouver and Portland, the Federal Highway Administration, and the Federal Transit Administration; and

WHEREAS, the City of Vancouver is a Participating Agency in the federal environmental review process under the National Environmental Policy Act (NEPA); and

WHEREAS, the City of Vancouver has identified equity and inclusion, safety, innovation, climate sustainability and resiliency, livability, connectivity, aesthetics, and community trust and relationships as guiding principles for the IBRP program; and

WHEREAS, the City of Vancouver adopted Resolution M-4171 on June 6, 2022, acknowledging climate change as threat to the future of our community and directing the City to use City investments to advance infrastructure approaches that achieve significant, long-term GHG reductions and consider alignment with and support of the City's adopted goals in selecting preferred alternatives for large-scale infrastructure projects and developments; and

WHEREAS, Vancouver's adopted comprehensive land use plan, including the transportation element, identify and plan for a comprehensive multimodal project to relieve congestion on I-5, enhance safety for all modes on all transportation facilities, and call for enhancing regional high-capacity transit; and

WHEREAS, there has been broad and comprehensive public engagement on IBR Program options by the citizens of Vancouver; and

WHEREAS, the IBR Program with guidance from the Executive Steering Committee, Community Advisory Group, Equity Advisory Group, and Partner Agencies have developed and evaluated a range of potential solutions; and

WHEREAS, doing nothing is not an acceptable option because it would result in unpredictable and increasing travel delay in the I-5 corridor as a result of increased congestion, bridge lifts and collisions, and would leave in place the ever-present latent risk of bridge failure in a seismic event;and

WHEREAS the IBR Program has recommended a MLPA that is included as Exhibit 1 to this Resolution and that revises and modifies the original LPA adopted by City of Vancouver Council in 2008 as part of the Columbia River Crossing project; and

WHEREAS, identification of a MLPA is one "narrowing" step in a multi-step process and an important opportunity for Vancouver City Council to articulate concerns which need to be weighed at this and subsequent steps; and,

WHEREAS, the IBR Program has committed to addressing issues identified by Program partners during the next phase of the Program and identified in Exhibit 2 to this Resolution, "Commitments"; and

WHEREAS, the City of Vancouver has identified issues requiring further study and cumulative project impacts that exceed those identified in the MLPA and presents, in Exhibit 2 to this Resolution, "Conditions of Approval";

BE IT RESOLVED that:

The City of Vancouver hereby endorses the Modified Locally Preferred Alternative for the Interstate Bridge Replacement Program, attached as Exhibit 1 to this Resolution, along with the Commitments and Conditions of Approval attached as Exhibit 2 to this Resolution.

ADOPTED by the City of Vancouver Council this 11th day of July 2022.

DocuSigned by:
Anne McEnerny-Ogle
6C89D9089EC5424...
Anne McEnerny-Ogle, Mayor

Attest:

DocuSigned by:
Natasha Ramras
BCF6734E40E94AE...
Natasha Ramras, City Clerk

Approved as to form:

DocuSigned by:
9A7DC2E31F694A2...
Jonathan Young, City Attorney

RESOLUTION M-4176
EXHIBIT 1

DRAFT MODIFIEDLOCALLY PREFERREDALTERNATIVERECOMMENDATION

MAY 27, 2022

After regional support is reached on a Modified Locally Preferred Alternative for the Interstate Bridge Replacement (IBR)Program, the program commits to continuing work with the partner agencies and community to identify and refine program elements that have yet to be finalized. The **IBR Program** recommends the following components for the Modified LPA:

1. A replacement of the current I-5 Bridge with a seismically sound bridge.

2. A commitment to increase and implement attractive transit options across the Columbia River by supporting a variety of transit services that meet the needs of customers traveling between varied markets through:

   i. Continuation of C-TRAN express bus service from markets north of the Bridge Influence Area (BIA) to the downtown Portland area utilizing new bus on shoulder facilities, where available, within the BIA.

   ii. Continuation of C-TRAN's currentandfuture Bus Rapid Transit lines as described in adopted regional plans and knownastheVine.

   iii. New Light Rail Transit (LRT) serviceas the preferred mode for the dedicated High-Capacity Transit improvement within theBIA.

   iv. An alignment of LRT that begins with a connection at the existing Expo Center LRT station in Portland, OR, extends north, with a new station at Hayden Island, continues across the Columbia River on a new I-5 bridge, and generally follows I-5 with an interim Minimum Operable Segment not extending north of E. Evergreen Boulevard, in Vancouver, WA. There will be multiple stations in the City of Vancouver to be decided by the Vancouver City Council in consultation with C-TRAN, the Port of Vancouver, and TriMet.

3. Active transportation and multimodal facilities that adhere to universal design principles to facilitate safety and comfort for all ages and abilities. Exceptional regional and bi-state multi-use trail facilities and transit connections will be created within the BIA. Opportunities will be identified to enhance active transportation facilities, with specific emphasis on local and cross-river connections between the region's Columbia River Renaissance Trail and the 40-mile Loop.

4. Theconstruction of a seismically soundreplacementcrossingfor the North Portland Harbor Bridge with three through lanes, northbound and southbound.

5. The construction of three through lanes northbound and southbound onI-5throughout the BIA.

6. The inclusion of one auxiliary lane northbound and one southbound between Marine Drive in Portland and E. Mill Plain Boulevard in Vancouver to accommodate the safe movement of freight and other vehicles.

7. A partial interchange at Hayden Island, and a full interchange at Marine Drive, designed to minimize impacts on the Island's community; and improve freight, workforce traffic, and active transportation on Marine Drive.

8. A commitment to study improvements of other interchanges within the BIA.

9. Variable Rate Tolling will be used for funding, such as constructing the program, managing congestion, and improving multi-modal mobility within the BIA. The Program will study and recommend a low-income toll program, including exemptions and discounts, to the transportation commissions.

10. A commitment to establish a greenhouse gas (GHG) reduction target relative to regional transportation impact, and to develop and evaluate design solutions that contribute to achieving program and state-wide climate goals.

11. A commitment to evaluate program design options according to their impact on equity priority areas with screening criteria such as air quality, land use, travel reliability, safety, and improved access to all transportation modes and active transportation facilities. The Program also commits to measurable and actionable equity outcomes and to the development of a robust set of programs and improvements that will be defined in Community Benefits Agreement.

RESOLUTION M-4176
EXHIBIT 2

Interstate Bridge Replacement Program Commitments and City of Vancouver Conditions of Approval for a Modified Locally Preferred Alternative

July 11, 2022

Overview

Endorsement of a Locally Preferred Alternative is one step of many that enables a program to proceed with further analysis of a reduced range of alternatives. The Interstate Bridge Replacement (IBR) Program, in collaboration with Program partners, have identified a set of "Commitments" that describe further actions to be accomplished as part of refining alternatives identified in the Program Modified Locally Preferred Alternative (MLPA) and in preparation for a Supplemental Environmental Impact Statement (SEIS). The City of Vancouver has identified additional action items, "Conditions of Approval" (COAs), that are not captured in the Program Commitments in a manner that specifically or thoroughly enough addresses desired outcomes as defined by the City.

The following are IBR Program Commitments and City of Vancouver COAs:

A. Process

IBR Program Commitment:

1. The IBR program will develop a workplan to address partner requests and conditions of approval. The workplan will address any conflicts that arise between partner agencies independent conditions of approval and will provide a timeline for responding to partner agency requests.

B. Community and Stakeholder Engagement

IBR Program Commitments:

2. Authentically engage with the program's advisory groups in all major program decisions, timelines, and milestones.
3. Commit to partner engagement to help shape a communications strategy and execution, environmental process, and the development of the program design.
4. Commit to a robust community engagement program to solicit and obtain public input for all stages of the program including establishing public priorities for design and evaluation of impacts to the built and natural environment, and input on design options.
5. Develop a Community Benefits Program.

City of Vancouver Condition of Approval:

6. Engagement must be accessible and open to a wide variety of stakeholders and all community members.

C. Climate

IBR Program Commitments:

7. Provide a high level of sustainable design and construction practices including a stormwater strategy and minimal impact on fish, wildlife, and watershed health.
8. Prepare an in-depth Greenhouse Gas (GHG) analysis including climate change, air quality, carbon emissions and Vehicle Miles Traveled (VMT).

City of Vancouver Conditions of Approval:

9. In collaboration with Program partners define a GHG reduction goal that is Program-specific and supports state, regional, and local GHG emission reduction goals, including the City's goal of carbon neutrality by 2040.
10. The GHG analysis committed to by the IBR Program shall include data related to changes in travel behavior (modal splits and induced demand), modeled vehicle miles traveled atyears 2030, 2040,

and 2050, and assumptions regarding tolling consistent with Oregon and Washington State Departments of Transportation toll programs.

11. Collaborate with Partners to define mitigation strategies for urban heat island effects and air pollutants associated with the infrastructure and vehicular traffic of the Program.
12. Prepare and present a plan that shows how Program-related GHG will be monitored and reported during and after construction, and how it will be mitigated plus funding options for mitigations. There shall be regular updates on progress, including annual reporting on the status of the GHG target and mitigation efforts to offset emissions.

D. Equity

IBR Program Commitments:

13. Prepare an Equity Report that assesses the impact of tolls on low-income people, including toll avoidance and limited access to technology for payment of tolls; the impact of the project on low-income and minority populations in regard to affordable housing and employment; and the impact of the project on populations at or below the poverty level. It entails an examination of access to jobs and services, physical accessibility, potential negative impacts related to construction and/or property acquisition, and other elements in alignment with our equity objectives.
14. Implement an accountability tracking tool that will include regular staff reports to the program and the Equity Advisory Group regarding how the Equity Framework (and equity more broadly) has shaped decisions and activities.
15. Prioritize access, influence, and decision-making power for marginalized and underserved communities throughout the program in establishing objectives, design, implementation and evaluation of success.

City of Vancouver Conditions of Approval:

16. The IBR Program shall assess the impacts of the Program on Black, Indigenous and People of Color (BIPOC) communities, low- and moderate-income residents, renters, people with disabilities and mobility challenges, and other equity-priority populations in the region using partner agreed-upon methodologies and data. This analysis should include an assessment of the distribution of program impacts and benefits (as defined by the Program Equity and Mobility Advisory Committee- #18 below), potential outcomes, and mitigations for equity priority communities at 2030, 2040 and 2050.
17. Evaluate equitable outcomes using performance measures developed by the IBRP Equity Advisory Group to measure benefits and impacts to equity priority communities (including BIPOC).
18. Prioritize historically marginalized and underserved communities within the Program area to establish objectives, design, implement and evaluation of success of the project.

E. Bridge Replacement

IBR Program Commitments ("Design"):

19. Employ high quality architectural design for the North Portland Harbor Bridge and Columbia River main span.
20. Design a bridge that is aesthetically pleasing, cost efficient, and sustainable.
21. Design and construct the program following principles of sustainability, cost efficiency, context sensitivity, and avoidance and minimization of impacts.

City of Vancouver Conditions of Approval:

22. Further analysis is needed to determine design of a bridge that meets the defined Program Purpose and Need.
23. Confirm the constraints on bridge design related to navigation and airspace.
24. The bridge shall have the highest quality architecture for the project allowable by engineering limitations and within reasonable cost to produce a signature design.
25. The bridge cannot negatively impact City of Vancouver's ability to convert Washington Street to a two-way street or any other future changes to the local road network and related facilities as defined by the City through the design phase of the IBR Program.

F. Transit

IBR Program Commitments:

26. Develop the high-capacity transit terminus, station placement, alignment and design to allow for future extensions and connections.
27. Develop options and define impacts and costs for the high-capacity transit alignment accounting for development opportunities, safety and efficiency, traffic movement, construction costs and impacts.
28. Conduct further analysis on the size and design of park and rides accounting for ridership and cost-effectiveness, impacts on the street network and integration with the surrounding land uses; document in the Supplemental Final Environmental Impact Statement (SFEIS).
29. Develop stations, furnishings, roadwork and sidewalk elements in character appropriate to Vancouver and Hayden Island.
30. Refine station locations accounting for safety, compatibility with surrounding uses, cost-effectiveness and efficiency of operations.
31. Develop a plan for Transit Operations & Maintenance funding sources.
32. Optimize the HCT option selected to maximize ridership potential and improve the transit network to meet the region's needs today and into the future; and that fits within the operating plans of the two partner transit agencies: C-TRAN and TriMet.

City of Vancouver Conditions of Approval:

33. Safety and Security is a primary objective of the transit system and specific improvements, strategies and measures should be deployed to ensure maximum security and safety for transit patrons and the adjacent community.
34. All park and ride location(s) within the City of Vancouver will be determined in partnership with the City of Vancouver and C-TRAN, be designed to integrate with the community character and landscape, and not negatively impact multimodal access, safety, and circulation.
35. Ensure that design of the transit guideway allows for access and use by buses and emergency vehicles in addition to light rail transit.

G. Active Transportation

IBR Program Commitments:

36. Undertake additional design to include robust active transportation facilities on the bridge, approaches and throughout the program area; meet or exceed standards; meet the active transportation demand considering tolls and other transportation demand measures.
37. Provide good active transportation connections to HCT stations including infill of missing sections.
38. Retain and enhance multimodal transportation especially in the vicinity of highway overcrossings.

City of Vancouver Conditions of Approval:

39. Active transportation facilities shall be designed to facilitate a comfortable, low stress experience during all seasons and in all types of weather, prioritize safety of vulnerable users and ensure safe and convenient access from the local network to new facilities.
40. Active transportation facilities shall be designed to minimize users' exposure to roadway pollutants such as particulate matter and hazardous chemical compounds.

H. Interchanges and Roadway Design

City of Vancouver Conditions of Approval:

41. More detailed design of interchanges in Vancouver is required to fully evaluate potential community impact, urban development potential, and enhanced access for all users.
42. Interchanges and roadways must be designed with a goal to not impact any properties outside of WSDOT ROW.

I. Freight

IBR Program Commitments:

43. Confirm the configurations of the Marine Drive/Hayden Island and Mill Plain interchanges allow for unimpeded, safe and efficient movement of freight and workforce traffic and complement current and future operations at the region's Port's MarineTerminals and key industrial districts.
44. Ensure the auxiliary lane design and configuration on the bridge allows for safe and efficient movement of freight and general-purpose traffic. Develop the design of the bridge to consider adequate shoulder width and grade to allow for high, wide and heavy and general industrial freight and containers.

City of Vancouver Conditions of Approval:

45. Preserve and enhance freight access in a manner that is safe, efficient, and does not negatively impact community design or character.

J. Transportation Demand Management (TDM) and Tolling

IBR Program Commitments:

46. Develop a comprehensive TDM program that includes variable-rate tolling.
47. Use TDM to help manage peak period auto demand.
48. Implement tolling on I-5 as soon as legally and practically permissible.
49. Develop a plan to educate the public about tolls.
50. Evaluate and seek authorization for pre-completion tolling of the existing bridge under Title 23 Section 129 while the replacement bridge is under construction.

City of Vancouver Conditions of Approval:

51. The Program shall further refine scenarios with variable rate tolls on the existing I-5 Bridge.
52. Demand management strategies shall be developed with the goals to manage auto demand and congestion during peak traffic periods, support downtown Vancouver's circulation goals, reduce greenhouse gas emissions, and must include the use of variable rate tolling.
53. Freeway access streets should receive additional traffic management as warranted and agreed to by the City.

K. Urban Design

City of Vancouver Conditions of Approval:

54. The bridge river crossing shall be an iconic design, connect the historical and interpretive artifacts and landscape elements, and not harm the landscape or existing archeological or cultural resources.
55. Recreational and open space design shall be determined in collaboration with Program partners and the community.
56. The bridge design shall improve the existing user experience in downtown Vancouver, accounting for the health, safety and welfare of the general public. In circumstances where nuisances are reasonably expected from the project design, impacts will be mitigated to the maximum extent practicable.
57. Community connections shall be designed to connect the historical and cultural landscape elements. These include but are not limited to a lid over I-5 connecting Downtown to the Historic Reserve, extension of Main Street, and redevelopment or re-use of land unencumbered by physical structure for the bridge itself or supporting water treatment facilities (5th Street to north bank of the Columbia River).

L. Community Enhancement, Impact Avoidance, and Mitigation

IBR Program Commitments:

58. (General) Right size and develop a transportation program that is responsive to community needs, environmentally responsible, resilient to future climate and social changes, and satisfies the Purpose and Need.

59. (HIA) Work with Multnomah County and other interested agencies to develop a Health Impact Assessment to evaluate the potential impacts and benefits to human health from the program.
60. (NEPA) Prepare a Supplemental Environmental Impact Statement (SEIS) pursuant to the National Environmental Policy Act (NEPA) that assesses potential impacts to the built and natural environments including as assessment of climate change and greenhouse gas emissions; the SEIS will include mitigation measures to avoid or reduce potential impacts as feasible. The SDEIS will include opportunity for public input and comment during a public review period and at public hearing(s).
61. Prepare a sustainability plan.

City of Vancouver Conditions of Approval:

62. The IBR Program shall provide the highest model of environmentally and socially friendly design and construction for a bridge of its proposed size and scale. Temporary screening of construction and staging areas will be aesthetically appealing and help tell the story of the bridge and community.
63. The Program must respect properties outside of WSDOT ROW and have a goal to avoid both short- and long-term impacts to those properties during and after construction. If impacts are unavoidable they must be mitigated to the full extent practicable and as required by prevailing federal, state or local laws and ordinances.
64. The Program must identify proposed mitigation for any potential adverse human or natural health impacts.
65. The City of Vancouver must be included in any Health Impact Assessment (HIA) work included as part of the Program.

M. Construction and Contracting

IBR Program Commitments:

66. Develop a construction management approach that includes appropriate requirements to reduce GHGs and carbon footprint during construction.
67. Set targets to achieve DBE utilization and employ innovative strategies to achieving workforce diversity goals.

City of Vancouver Conditions of Approval

68. The Program shall implement a robust workforce training and apprenticeship program that provides opportunities to Vancouver and Clark County residents.
69. The Program shall minimize and mitigate disruptions to residents, businesses, roadway users and the built environment resulting from construction and staging activities, including maintaining multimodal access and circulation.

N. Financing Plan

IBR Program Commitments:

70. Develop a financial plan including capital sources and uses of funds for presentation to the program partners and the public that indicates federal, state, and local funding.
71. Prepare a Level 2 toll traffic and revenue study.
72. Prepare an investment grade (Level 3) toll traffic and revenue study.

C-TRAN

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

July 12, 2022

C-TRAN

BOARD RESOLUTION BR-22-004

A RESOLUTION OF THE CLARK COUNTY PUBLIC TRANSPORTATION BENEFIT AREA BOARD OF DIRECTORS for selection of a Modified Locally Preferred Alternative (MLPA) for the Interstate 5 Bridge Replacement (IBR) Program.

WHEREAS, C-TRAN was formed July 9, 1980 to provide public transportation services to Clark County; and

WHEREAS, the C-TRAN Board of Directors provides policy and legislative decision-making regarding public transportation services and projects on C-TRAN's system; and

WHEREAS, replacement of the Interstate (I-5) Bridge has been previously identified as in need of replacement by the C-TRAN Board of Directors and approved in Board Resolution #BR-18-005; and

WHEREAS, Interstate 5 is a corridor of national significance that serves the entire west coast of the United States, as well as international commerce with Canada, Mexico, and all of the countries of the Pacific Rim that access US west coast sea ports; and

WHEREAS, Interstate 5, between Vancouver Washington, and Portland Oregon, experience some of the most severe congestion along the entire length of the Interstate 5 corridor; as such all transportation modes that share space within the influence area of the Interstate Bridge Replacement Project (IBRP) will be given full and fair representation to improve all; and

WHEREAS, the two existing Interstate 5 bridge spans are functionally obsolete and do not meet current seismic standards; and

WHEREAS, existing bi-state public transit service is inadequate to meet demand, and existing service operates in mixed-traffic, which has significant negative impacts on performance and operational outcomes; and

WHEREAS, bicycle and pedestrian facilities on the Interstate 5 bridge are unsafe and do not meet Americans with Disabilities Act standards; and

WHEREAS, a program called the Interstate Bridge Replacement (IBR) Program to plan, design, and construct a replacement bridge across the Columbia River, including associated multimodal and urban design enhancements, began in 2018 by an Oregon-Washington Bi-state Legislative Committee; and

WHEREAS, the IBR Program is a collaboration between the Washington and Oregon Departments of Transportation, the Southwest Washington Regional Transportation Council, Portland Metro, C-TRAN, TriMet, the Ports of Vancouver and Portland, the cities of Vancouver and Portland, the Federal Highway Administration, and the Federal Transit Administration; and

WHEREAS, C-TRAN is a Participating Agency in the federal environmental review process under the National Environmental Policy Act (NEPA); and

WHEREAS, C-TRAN has identified equity and inclusion, safety, innovation, climate sustainability and resiliency, livability, connectivity, aesthetics, and community trust and relationships as guiding principles for the IBRP; and

WHEREAS, the IBR Program, with guidance from the Executive Steering Committee, Community Advisory Group, Equity Advisory Group, and Partner Agencies have developed and evaluated a range of potential solutions; and

WHEREAS, in addition to the critical need for public transportation, the Interstate Bridge Replacement Program (IBRP) will ensure that Interstate Commerce in Southwest Washington remains strong, by not restricting freight access throughout the corridor to any of the Washington Ports or travel ways within the bridge influence area; and

WHEREAS, doing nothing is not an acceptable option because it would result in unpredictable and increasing travel delay in the I-5 corridor as a result of increased congestion, bridge lifts, and collisions, and would leave in place the ever-present latent risk of bridge failure in a seismic event; and

WHEREAS, the IBR Program has recommended a MLPA that is included as Exhibit 1 to this Resolution; and

WHEREAS, identification of a MLPA is one "narrowing" step in a multi-step process and an important opportunity for the C-TRAN Board of Directors to articulate concerns which need to be weighed at this and subsequent steps; and

WHEREAS, the IBR Program has committed to addressing issues identified by Program partners during the next phase of the Program; and

WHEREAS, C-TRAN has identified issues requiring further study and cumulative project impacts that exceed those identified in the MLPA and presents, in Exhibit 2 to this Resolution, "Conditions of Approval".

THEREFORE BE IT RESOLVED, this resolution finds that the C-TRAN Board supports a locally preferred alternative for the Interstate Bridge Replacement (IBR) Project, with the conditions outlined in Exhibit 2.

ADOPTED at the regular session of the Board of the Clark County Public Transportation Benefit Area Authority, this 12th day of July 2022.

AYES:	Greg Anderson, Molly Coston, Bart Hansen, Philip Johnson, Temple Lentz, Anne McEnerny-Ogle, Ron Onslow, Ty Stober
NAYS:	Karen Bowerman
ABSENT:	None

Temple Lentz, Chair

Attest:

Debbie Jermann, Clerk of the Board

Exhibit 1: MODIFIED LOCALLY PREFERRED ALTERNATIVE RECOMMENDATION

Interstate BRIDGE Replacement Program

MAY 27, 2022

After regional support is reached on a Modified Locally Preferred Alternative for the Interstate Bridge Replacement (IBR) Program, the program commits to continuing work with the partner agencies and community to identify and refine program elements that have yet to be finalized. The **IBR Program** recommends the following components for the Modified LPA:

1. A replacement of the current I-5 Bridge with a seismically sound bridge.

2. A commitment to increase and implement attractive transit options across the Columbia River by supporting a variety of transit services that meet the needs of customers traveling between varied markets through:

   i. Continuation of C-TRAN express bus service from markets north of the Bridge Influence Area (BIA) to the downtown Portland area utilizing new bus on shoulder facilities, where available, within the BIA.

   ii. Continuation of C-TRAN's current and future Bus Rapid Transit lines as described in adopted regional plans and known as the Vine.

   iii. New Light Rail Transit (LRT) service as the preferred mode for the dedicated High-Capacity Transit improvement within the BIA.

   iv. An alignment of LRT that begins with a connection at the existing Expo Center LRT station in Portland, OR, extends north, with a new station at Hayden Island, continues across the Columbia River on a new I-5 bridge, and generally follows I-5 with an interim Minimum Operable Segment not extending north of E. Evergreen Boulevard, in Vancouver, WA. There will be multiple stations in the City of Vancouver to be decided by the Vancouver City Council in consultation with C-TRAN, the Port of Vancouver, and TriMet.

3. Active transportation and multimodal facilities that adhere to universal design principles to facilitate safety and comfort for all ages and abilities. Exceptional regional and bi-state multi-use trail facilities and transit connections will be created within the BIA. Opportunities will be identified to enhance active transportation facilities, with specific emphasis on local and cross-river connections between the region's Columbia River Renaissance Trail and the 40-mile Loop.

4. The construction of a seismically sound replacement crossing for the North Portland Harbor Bridge with three through lanes, northbound and southbound.

5. The construction of three through lanes northbound and southbound on I-5 throughout the BIA.

Exhibit 2: C-TRAN's CONDITIONS FOR MODIFIED LOCALLY PREFERRED ALTERNATIVE

While C-TRAN supports the Modified Locally Preferred Alternative (MLPA) for the IBR Project as presented, C-TRAN's continuing support is predicated on the following list of conditions being successfully addressed by the IBR Project:

A. **FINANCING:**

1. Capital financing of any portion of the IBR program shall be structured in a way in which the citizens of Southwest Washington and C-TRAN are not disproportionately responsible for funding.
2. C-TRAN will not be responsible for any costs for operations and maintenance of LRT in Vancouver or Clark County, including any new park-and-rides that may be constructed as part of the project. Items such as co-located station maintenance, security, and other operational support items may be considered by C-TRAN and its Board. If the IBR team recommends a scenario - beyond ongoing co-located station costs or security - where C-TRAN through the agency, any PTBA funding, or tax initiative managed by the agency for fiscal responsibility of LRT operations and maintenance in any form, the C-TRAN's Board of Director's approval of this MLPA will be immediately rescinded.

B. **SAFETY AND FREIGHT MOBILITY:**

1. Freight movement must be optimized for safe and efficient entering, traveling on, and exiting I-5, including a study within the supplemental environmental process of a second auxiliary lane, or a "freight-only corridor".

C. **RIVER CROSSING:**

1. A replacement bridge with a minimum of three (3) through lanes in each direction and the necessary number of auxiliary lanes required for the safe and efficient movement of freight, public transportation, and general-purpose traffic throughout the project area.

D. **BUS-ON-SHOULDER:**

1. Both (inside and outside) shoulder lanes on the southbound and northbound structures must be constructed to permit Bus-on-Shoulder operations, with an understanding that this space cannot be modified without C-TRAN's Board of Director approval.

E. **LRT ALIGNMENT:**

1. The LRT alignment must remain adjacent to I-5 with the terminus at Evergreen/Library Square. The design of the LRT stations and, only if unquestionably necessary, the construction of park-and-rides in Vancouver, must accommodate direct access by C-TRAN, including both efficient transfers between modes and a bus layover facility. This notation assumes that the program will move forward without park-and-rides at either station location (Waterfront or Evergreen), until shown categorically necessary by the IBR program or if requested by the City of Vancouver. This will also require approval by C-TRAN's Board of Directors. C-TRAN and if applicable, its Board of Directors and the City of Vancouver have final say on design, utilization, expected management (operations and safety/security), and acquisition of land necessary for construction or operations of LRT stations or right-of-way within the State of Washington.
2. Space that is "dedicated transit right-of-way" and/or funded by the Federal Transit Administration will be constructed to allow access by all transit modes to ensure a "robust hundred-year bridge" including access by emergency response vehicles. The IBR team should provide pricing and requirements necessary for consideration in the following scenarios for final approval by C-TRAN, TriMet, the City of Vancouver, and the City of Portland. In both scenarios, C-TRAN requires embedded track as a condition of construction, including all necessary infrastructure to manage bus and emergency vehicle traffic at a minimum.
    i. A fully functional "shared transit" space
    ii. A partial space where one (1) mode operates in the absence of another for bus bridge opportunities, or potential system outages (i.e., climate change Impacting LRT's operations during extreme heat or cold)

F. **ENVIRONMENTAL:**

1. Highway, bridge and HCT design and construction should reflect principles of sustainability, cost efficiency, context sensitivity, and avoid and minimize adverse impacts.

G. **EQUITY:**

1. Impacts to private properties to historically underserved and underrepresented communities shall be avoided or minimized.

H. **SOUTHWEST WASHINGTON PROJECT PARTNERS ON EXECUTIVE STEERING GROUP:**

1. C-TRAN supports conditions that are requested by Southwest Washington Partners who are members of the Interstate Bridge Replacement Program Executive Steering Group (ESG).

Port of Vancouver

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

July 12, 2022

RESOLUTION 3-2022

A RESOLUTION OF THE PORT OF VANCOUVER BOARD OF COMMISSIONERS FOR THE PURPOSE OF ENDORSING THE MODIFIED LOCALLY PREFERRED ALTERNATIVE FOR THE INTERSTATE BRIDGE REPLACEMENT PROGRAM

WHEREAS, the Port of Vancouver relies on the Interstate 5 Bridge to move freight and support the economic vitality of our region; and have long supported replacing the Interstate 5 Bridge;

WHEREAS, Interstate 5 is a corridor of national significance that serves the entire U.S. West Coast, as well as international commerce with Canada, Mexico and all Pacific Rim countries; and

WHEREAS, the Port depends on a reliable surface transportation system to remain globally competitive in the movement of high, wide, heavy, and long cargo; and

WHEREAS, Interstate 5, including the bridge influence area, is a vital commerce route for Clark County and Washington ports; and

WHEREAS, between 2005 to 2019 average weekday volume on the I-5 bridge saw a 5% increase in general traffic and a 28% increase in freight traffic, while the I-205 bridge saw a 14% increase in general traffic and 45% increase in freight traffic; and

WHEREAS, according to the American Transportation Research Institute, the Interstate Bridge is the 29th biggest truck bottleneck in the nation as measured by the cost of congestion affecting freight movement.

WHEREAS, reliable marine navigation on the Columbia River through the Interstate 5 bridge is critical for international trade, tourism, and the regional economy; and

WHEREAS, the existing Interstate 5 bridge spans are functionally obsolete and do not meet current seismic standards, and in their current condition will hinder regional emergency response and recovery from a major seismic event; and

WHEREAS, Interstate 5 between Vancouver, Washington and Portland, Oregon experiences some of the most severe congestion along the entire length of the Interstate 5 corridor, especially during the daily commuting periods, impacting businesses and hindering the efficient movement of people and freight; and

WHEREAS, high-capacity transit does not currently connect Vancouver and Portland, and high-capacity transit with a dedicated guideway would provide greatly improved transit service with better schedule reliability; and

WHEREAS, bicycle and pedestrian facilities on the Bridge are unsafe and do not meet Americans with Disabilities Act standards; and

WHEREAS, the Interstate Bridge Replacement Program (IBRP) is centered on climate action and equitable processes and outcomes; and

WHEREAS, the Port of Vancouver's Terminal 1 development is expected to bring over 4,000 jobs to the Vancouver waterfront requiring strong multimodal connections from Interstate 5, State Route 14, and local streets; and

WHEREAS, the Port of Vancouver adopted three previous resolutions in February 2017, September 2018, and August 2021 in support of planning, design, funding, and construction of an Interstate 5 replacement bridge, high-capacity transit with a dedicated guideway, and a multimodal approach to enhance regional travel needs; and

WHEREAS, the Port of Vancouver has participated as one of 8 partner agencies tasked with assisting the IBRP in constructing a Modified Locally Preferred Alternative (MLPA) to address key changes in context over the previous planning effort; and

WHEREAS, participation from Port staff and leadership in the IBRP Executive Steering Group, Equity Advisory Group, Freight Working Group, Climate Technical Working Group, and other venues for providing feedback has allowed for freight and port voices to be incorporated into the MLPA; and

NOW, THEREFORE, BE IT RESOLVED that the Port of Vancouver USA Board of Commissioners, endorses the Modified Locally Preferred Alternative for the Interstate Bridge Replacement Program, attached as Exhibit A to this resolution, supported by the additional IBR Program Commitments to address the priorities of the partner agencies listed in Exhibit B and subject to the Port of Vancouver Conditions of Approval as listed in Exhibit C.

ADOPTED by the Board of Commissioners at a regular meeting of the Board of Commissioners held this **12th day of July, 2022** and duly authenticated in open session by the signatures of the Port Commission voting in its favor.

PORT OF VANCOUVER
BOARD OF COMMISSIONERS

President

Vice President

Secretary

Exhibit A - IBRP Modified Locally Preferred Alternative
Exhibit B - IBR Program Commitments
Exhibit C - Conditions of Approval

DRAFT MODIFIED LOCALLY PREFERRED ALTERNATIVE RECOMMENDATION

MAY 27, 2022

After regional support is reached on a Modified Locally Preferred Alternative for the Interstate Bridge Replacement (IBR)Program, the program commits to continuing work with the partner agencies and community to identify and refine program elements that have yet to be finalized. The **IBR Program** recommends the following components for the Modified LPA:

1. A replacement of the current I-5 Bridge with a seismically sound bridge.

2. A commitment to increase and implement attractive transit options across the Columbia River by supporting a variety of transit services that meet the needs of customers traveling between varied markets through:

    a. Continuation of C-TRAN express bus service from markets north of the Bridge Influence Area (BIA) to the downtown Portland area utilizing new bus on shoulder facilities, where available, within the BIA.

    b. Continuation of C-TRAN's current and future Bus Rapid Transit lines as described in adopted regional plans and known as the Vine.

    c. New Light Rail Transit (LRT) service as the preferred mode for the dedicated High-Capacity Transit improvement within the BIA.

    d. An alignment of LRT that begins with a connection at the existing Expo Center LRT station in Portland, OR, extends north, with a new station at Hayden Island, continues across the Columbia River on a new I-5 bridge, and generally follows I-5 with an interim Minimum Operable Segment not extending north of E. Evergreen Boulevard, in Vancouver, WA. There will be multiple stations in the City of Vancouver to be decided by the Vancouver City Council in consultation with C-TRAN, the Port of Vancouver, and TriMet.

3. Active transportation and multimodal facilities that adhere to universal design principles to facilitate safety and comfort for all ages and abilities. Exceptional regional and bi-state multi-use trail facilities and transit connections will be created within the BIA. Opportunities will be identified to enhance active transportation facilities, with specific emphasis on local and cross-river connections between the region's Columbia River Renaissance Trail and the 40-mile Loop.

4. The construction of a seismically sound replacement crossing for the North Portland Harbor Bridge with three through lanes, northbound and southbound.

5. The construction of three through lanes northbound and southbound on I-5 throughout the BIA.

6. The inclusion of one auxiliary lane northbound and one southbound between Marine Drive in Portland and E. Mill Plain Boulevard in Vancouver to accommodate the safe movement of freight and other vehicles.

7. A partial interchange at Hayden Island, and a full interchange at Marine Drive, designed to minimize impacts on the Island's community; and improve freight, workforce traffic, and active transportation on Marine Drive.

8. A commitment to study improvements of other interchanges within the BIA.

9. Variable Rate Tolling will be used for funding, such as constructing the program, managing congestion, and improving multi-modal mobility within the BIA. The Program will study and recommend a low-income toll program, including exemptions and discounts, to the transportation commissions.

10. A commitment to establish a greenhouse gas (GHG) reduction target relative to regional transportation impact, and to develop and evaluate design solutions that contribute to achieving program and state-wide climate goals.

11. A commitment to evaluate program design options according to their impact on equity priority areas with screening criteria such as air quality, land use, travel reliability, safety, and improved access to all transportation modes and active transportation facilities. The Program also commits to measurable and actionable equity outcomes and to the development of a robust set of programs and improvements that will be defined in Community Benefits Agreement.

DRAFT Interstate Bridge Replacement Program Commitments

Number	Category	Commitment	Timing
1	Active Transportation	Undertake additional design to include robust active transportation facilities on the bridge, approaches and throughout the program area; meet or exceed standards; meet the active transportation demand considering tolls and other transportation demand measures.	After ROD
2	Active Transportation	Provide good active transportation connections to HCT stations including infill of missing sections.	During SDEIS
3	Active Transportation	Retain and enhance multimodal transportation especially in the vicinity of highway overcrossings.	During SDEIS
4	Climate	Provide a high level of sustainable design and construction practices including a stormwater strategy and minimal impact on fish, wildlife, and watershed health.	Ongoing
5	Climate	Prepare an in depth Greenhouse Gas Analysis including climate change, air quality, carbon emissions, and VMT.	During SDEIS
6	Community	Develop Community Benefits Program.	Before FDEIS
7	Community	Authentically engage with the programs advisory groups (ESG, CAG and EAG) in all major program decisions, timelines, and milestones	Ongoing
8	Community	Commit to a robust community engagement program to solicit and obtain public input for all stages of the program including establishing public priorities for design and evaluation of impacts to the built and natural environment, and input on design options.	Ongoing
9	Community	Commit to partner engagement to help shape communications strategy and execution, environmental process, and the development of the program design.	Ongoing
10	Construction	Develop a construction management approach that includes appropriate requirements to reduce GHGs and carbon footprint during construction	After ROD

11	Contracting	Set targets to achieve DBE utilization and employ innovative strategies to achieving workforce diversity goals	Ongoing
12	Design	Employ high quality architectural design for the North Portland Harbor Bridge and Columbia River main span.	After ROD
13	Design	Design a bridge that is aesthetically pleasing, cost efficient, and sustainable.	Ongoing
14	Desired Outcomes	Design and construct the program following principles of sustainability, cost efficiency, context sensitivity, and avoidance and minimization of impacts.	Ongoing
15	Equity	Prepare an Equity Report that assesses the impact of tolls on low-income people, including toll avoidance and limited access to technology for payment of tolls; the impact of the project on low-income and minority populations in regard to affordable housing and employment; and the impact of the project on populations at or below the poverty level. It entails an examination of access to jobs and services, physical accessibility, potential negative impacts related to construction and/or property acquisition, and other elements in alignment with our equity objectives.	During SDEIS
16	Equity	Implement an accountability tracking tool that will include regular staff reports to the program and the EAG regarding how the Equity Framework (and equity more broadly) has shaped decisions and activities	Ongoing
17	Equity	Prioritize access, influence and decision-making power for marginalized and underserved communities throughout the program in establishing objectives, design, implementation and evaluation of success	Ongoing
18	Financial Plan	Develop a financial plan including capital sources and uses of funds for presentation to the program partners and the public that indicates federal, state, and local funding.	Before/During SDEIS
19	Financial Plan	Prepare a Level 2 toll traffic and revenue study.	During SDEIS
20	Financial Plan	Prepare an investment grade (Level 3) toll traffic and revenue study.	After SDEIS
21	Freight	Confirm the configurations of the Marine Drive/Hayden Island and Mill Plain interchanges allow for unimpeded, safe and efficient movement of freight and workforce traffic and complement current and future operations at the region's Port's Marine Terminals and key industrial districts.	During SFEIS and After ROD
22	Freight	Ensure the auxiliary lane design and configuration on the bridge allows for safe and efficient movement of freight and general purpose traffic. Develop the design of the bridge to consider adequate shoulder width and grade to allow for high, wide and heavy and general industrial freight and containers.	During SDEIS and SFEIS; By ROD completion

23	General	Right size and develop a transportation program that is responsive to community needs, environmentally responsible, resilient to future climate and social changes, and satisfies the Purpose and Need	Ongoing
24	NEPA	Prepare a Supplemental Environmental Impact Statement (SEIS) pursuant to the National Environmental Policy Act (NEPA) that assesses potential impacts to the built and natural environments including as assessment of climate change and greenhouse gas emissions; the SEIS will include mitigation measures to avoid or reduce potential impacts as feasible. The SDEIS will include opportunity for public input and comment during a public review period and at public hearing(s).	During SDEIS
25	Sustainability	Prepare a sustainability plan.	During SDEIS
26	TDM/Tolling	Develop a comprehensive TDM program that includes variable-price tolling.	Concurrent with ROD
27	TDM/Tolling	Use TDM to help manage peak period auto demand.	After ROD
28	Tolling	Implement tolling on I-5 as soon as legally and practically permissible.	After ROD
29	Tolling	Develop a plan to educate the public about tolls.	Ongoing
30	Tolling	Evaluate and seek authorization for pre-completion tolling of the existing bridge under Title 23 Section 129 while the replacement bridge is under construction.	After ROD
31	Transit	Develop the high-capacity transit terminus, station placement, alignment and design to allow for future extensions and connections.	During SDEIS
32	Transit	Develop options and define impacts and costs for the high-capacity transit alignment accounting for development opportunities, safety and efficiency, traffic movement, construction costs and impacts.	Ongoing
33	Transit	Conduct further analysis on the size and design of park and rides accounting for ridership and cost-effectiveness, impacts on the street network and integration with the surrounding land uses; document in the SFEIS.	During SDEIS
34	Transit	Develop stations, furnishings, roadwork and sidewalk elements in character appropriate to Vancouver and Hayden Island.	After ROD
35	Transit	Refine station locations accounting for safety, compatibility with surrounding uses, cost-effectiveness and efficiency of operations.	During SFEIS
36	Transit	Develop a plan for Transit Operations & Maintenance funding sources.	During SDEIS

37	Transit	Optimize the HCT option selected to maximize ridership potential and improve the transit network to meet the region's needs today and into the future; and that fits within the operating plans of the two partner transit agencies: C-TRAN and TriMet.	Before SDEIS
38	Process	The IBR program will develop a workplan to address partner requests and conditions of approval. The workplan will address any conflicts that arise between partner agencies independent conditions of approval and will provide a timeline for responding to partner agency requests.	Ongoing

Exhibit C – Port of Vancouver Conditions of Approval

Port of Vancouver Conditions for Approval of the Modified Locally Preferred Alternative

The endorsement of a Modified Locally Preferred Alternative (MLPA) is an important step for the program to begin deeper analysis of a focused range of design options for the project. In addition to the elements listed in the MLPA and the priorities outlined in the Purpose and Need Statement for the program, the Interstate Bridge Replacement (IBR) Program team, in consultation with Program partners, has included a list of additional commitments that further describe the actions and direction the IBR team will be undertaking as part of the refinement process in preparation of a Supplemental Environmental Impact Statement (SEIS).

The following are items specific to the Port of Vancouver's Condition of Approval:

1. Study the performance of both one and two auxiliary lanes to identify a final design which maximizes safety and efficiency of freight and general-purpose traffic through the bridge influence area, including but not limited to consideration of High, Wide, Heavy, and Long (up to 80 meters) freight needs.

2. Provide adequate safety shoulders, one inside and one outside of the freeway lanes for both Northbound and Southbound directions to maximize safety, sufficient emergency access, and reliability through the corridor.

3. Accommodate High, Wide, Heavy, and Long (up to 80 meters) freight movements at the Mill Plain Interchange and provide unencumbered connections to key trade routes for the region.

4. Compliment and support the goals and actions listed in the Port of Vancouver's Climate Action Plan Project in Greenhouse Gas (GHG) reduction efforts. Minimize idling of freight and general-purpose traffic.

5. Include a High-Capacity transit station near Terminal 1 with multimodal access and be designed and operated in a manner which maximizes safety and accessibility.

6. Continue to solicit feedback from the port and Terminal 1 stakeholders to ensure the final design compliments and avoids or adequately mitigates negative impacts to existing and proposed developments on that site, including the East Portal and dock structure.

7. Design elements must encourage and accommodate additional small to mid-size Columbia River cruise activity at or near Terminal 1.

8. Design and construct a shared use path (SUP) in a way that allows for convenient access to Terminal 1 and the surrounding waterfront areas year-round.

9. Design and redevelop open spaces that are created or disturbed by the IBR program in consultation with the Port of Vancouver and the City of Vancouver in a manner which emphasizes connectivity with the adjacent developments and uses which complement the character of the surrounding area.

10. Continue to engage the business and freight communities on a regular basis to provide feedback in critical areas such as auxiliary lane configuration, grade, turning radii, and other elements associated with freight and commerce.

11. Involve the port in SEIS and NEPA-related activities, project design, tolling policies, revenue allocation, toll rate-setting, and community benefit agreements.

12. Maximize workforce development opportunities including but not limited to apprenticeship utilization through collaboration with regional workforce partners.

13. Develop tolling structures and systems that do not disproportionately impact freight or inhibit regional access to jobs on either side of the Columbia River.

14. Construct the project in a manner which avoids or minimizes impacts to port properties, tenants, and customers, including marine operations and public gathering places.

Port of Portland

IBR, Modified Locally Preferred Alternative Resolution

July 13, 2022

PORT OF PORTLAND

Agenda Item No. 2

ENDORSEMENT OF THE INTERSTATE BRIDGE REPLACEMENT MODIFIED LOCALLY PREFERRED ALTERNATIVE

July 13, 2022 Presented by: Ivo Trummer
State Affairs Manager

REQUESTED COMMISSION ACTION

This agenda item requests Port of Portland Commission adoption of the resolution endorsing the Modified Locally Preferred Alternative (LPA) for the Interstate Bridge Replacement Program (IBRP). Last month at the June 8 Commission meeting, the Commission heard from the IBRP program administrator, Greg Johnson, describing the alternatives considered by the IBRP. While the Port will not be responsible for funding or constructing the Interstate Bridge Replacement, as a regional public entity the Port's general support for the Program, along with numerous other public entities in the region, indicates a recognition of the importance of the Program for movement of goods and travelers, the need for a seismically stable bridge, and support for the essential features of the bridge. The Modified LPA identifies these foundational elements that will move forward for further evaluation, including potential benefits and impacts and formal public comment.

EXECUTIVE DIRECTOR'S RECOMMENDATION

The Executive Director recommends that the following resolutions be adopted:

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

WHEREAS, The Interstate-5 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 and 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 is a collaboration between the States of 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, The Port of Portland Executive Director and Chief Administrative and Equity Officer and staff participate in the Interstate Bridge Replacement Program Executive Steering Group, Equity Advisory Group, and staff level groups; and

WHEREAS, The Port of Portland's mission is to build shared prosperity for the region through travel, trade and economic development; and

WHEREAS, The Port of Portland is committed to sustainability, climate resiliency, and diversity, equity and inclusion; and

WHEREAS, The Interstate Bridge Replacement Program has recommended a Modified Locally Preferred Alternative that revises the original Locally Preferred Alternative adopted as part of the Columbia River Crossing project; and

WHEREAS, The Modified Locally Preferred Alternative has been endorsed by the Executive Steering Group for the Interstate Bridge Replacement Program; and

WHEREAS, The Port of Portland Commission received a detailed overview of the Modified Locally Preferred Alternative on June 8, 2022; and now, therefore

BE IT RESOLVED, That the Port of Portland Commission hereby endorses the Modified Locally Preferred Alternative for the Interstate Bridge Replacement Program, attached as Exhibit A to this resolution.

DRAFT

DRAFT MODIFIED LOCALLY PREFERRED ALTERNATIVE RECOMMENDATION

MAY 27, 2022

After regional support is reached on a Modified Locally Preferred Alternative for the Interstate Bridge Replacement (IBR) Program, the program commits to continuing work with the partner agencies and community to identify and refine program elements that have yet to be finalized. The IBR Program recommends the following components for the Modified LPA:

1. A replacement of the current I-5 Bridge with a seismically sound bridge.

2. A commitment to increase and implement attractive transit options across the Columbia River by supporting a variety of transit services that meet the needs of customers traveling between varied markets through:

   i. Continuation of C-TRAN express bus service from markets north of the Bridge Influence Area (BIA) to the downtown Portland area utilizing new bus on shoulder facilities, where available, within the BIA.

   ii. Continuation of C-TRAN's current and future Bus Rapid Transit lines as described in adopted regional plans and known as the Vine.

   iii. New Light Rail Transit (LRT) service as the preferred mode for the dedicated High-Capacity Transit improvement within the BIA.

   iv. An alignment of LRT that begins with a connection at the existing Expo Center LRT station in Portland, OR, extends north, with a new station at Hayden Island, continues across the Columbia River on a new I-5 bridge, and generally follows I-5 with an interim Minimum Operable Segment not extending north of E. Evergreen Boulevard, in Vancouver, WA. There will be multiple stations in the City of Vancouver to be decided by the Vancouver City Council in consultation with C-TRAN, the Port of Vancouver, and TriMet.

3. Active transportation and multimodal facilities that adhere to universal design principles to facilitate safety and comfort for all ages and abilities. Exceptional regional and bi-state multi-use trail facilities and transit connections will be created within the BIA. Opportunities will be identified to enhance active transportation facilities, with specific emphasis on local and cross-river connections between the region's Columbia River Renaissance Trail and the 40-mile Loop.

4. The construction of a seismically sound replacement crossing for the North Portland Harbor Bridge with three through lanes, northbound and southbound.

5. The construction of three through lanes northbound and southbound on I-5 throughout the BIA.

6. The inclusion of one auxiliary lane northbound and one southbound between Marine Drive in Portland and E. Mill Plain Boulevard in Vancouver to accommodate the safe movement of freight and other vehicles.

7. A partial interchange at Hayden Island, and a full interchange at Marine Drive, designed to minimize impacts on the Island's community; and improve freight, workforce traffic, and active transportation on Marine Drive.

8. A commitment to study improvements of other interchanges within the BIA.

9. Variable Rate Tolling will be used for funding, such as constructing the program, managing congestion, and improving multi-modal mobility within the BIA. The Program will study and recommend a low-income toll program, including exemptions and discounts, to the transportation commissions.

10. A commitment to establish a GHG reduction target relative to regional transportation impact, and to develop and evaluate design solutions that contribute to achieving program and state-wide climate goals.

11. A commitment to evaluate program design options according to their impact on equity priority areas with screening criteria such as air quality, land use, travel reliability, safety, and improved access to all transportation modes and active transportation facilities. The Program also commits to measurable and actionable equity outcomes and to the development of a robust set of programs and improvements that will be defined in Community Benefits Agreement.

City of Portland

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

July 13, 2022

RESOLUTION No.

Endorse the Modified Locally Preferred Alternative for the Interstate Bridge Replacement Program, with Conditions. (Resolution)

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

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

WHEREAS, the Interstate Bridge carries more than 185,000 people each weekday by car, truck, bus, bicycle and on foot; and

WHEREAS, the existing structures could be significantly damaged in a major earthquake; and

WHEREAS, the existing bridge does not support the needs of today's transportation system as existing pedestrian and bicycle pathways approaching and across the bridge do not meet current standards; existing transit service is slowed across the bridge and transit options are limited; and the movement of freight is hindered; and

WHEREAS, the I-5 Transportation and Trade Partnership Final Strategic Plan (June 18, 2002) recommended congestion and mobility improvements to address the identified bottlenecks within the I-5 Bridge Influence Area that include I-5 at the Columbia River and I-5 at Delta Park; and

WHEREAS, in 2005 the Washington and Oregon Departments of Transportation formed the joint Columbia River Crossing (CRC) project to improve safety, reduce congestion and increase mobility of motorists, freight traffic, transit riders, bicyclists and pedestrians; and

WHEREAS, the Portland City Council adopted Resolution No. 36618 (July 9, 2008), to support a replacement bridge river crossing with light rail transit as the Locally Preferred Alternative (LPA) for the CRC; and

WHEREAS, the Washington and Oregon Departments of Transportation and the Federal Highway Administration (FHWA) and Federal Transit Agency (FTA) completed an Environmental Impact Statement (EIS) of the CRC project under the National Environmental Policy Act (NEPA), and issued a Record of Decision in 2011; and

WHEREAS, the state CRC program, in coordination with local, regional, and federal partners, continued with project development and advanced the planning, engineering and design of the project road and bridge components to 20% and the transit components to 50%; and

WHEREAS, the CRC project did not secure adequate bi-state funding to advance to construction and was discontinued in 2014; and

WHEREAS, the Portland City Council adopted Ordinance No. 189848 (February 5, 2020), to adopt the 2035 Transportation System Plan and the 2035 Comprehensive Plan in compliance with the Regional Transportation Plan, and includes the Major Projects List for the City of Portland that identifies the Replacement of I-5/Columbia River Bridges and Improvement to Interchanges on I-5 (Project ID 30020), Extend Light Rail from Expo Center to Vancouver (Project ID 30033), and Design and Construct an arterial bridge from Expo Center to East Hayden Island and explore feasibility of designs that would prioritize transit, bikes, and emergency vehicle access, and not facilitate cut-through traffic for vehicles that do not have origins or destinations on the island (Project ID 30111); and

WHEREAS, the Portland City Council adopted Resolution No. 37130 (June 17, 2015) to establish Portland as a Vision Zero city – that no loss of life is acceptable on our city streets, and Resolution No. 37431 (June 13, 2019) Portland's Vision Zero Action Plan 2-Year Update, sets out specific, measurable actions to move toward zero traffic deaths or serious injuries on Portland streets; and

WHEREAS, the Portland City Council adopted Resolution No. 37144 (July 8, 2015) to establish citywide racial equity goals and strategies and the Portland Bureau of Transportation (PBOT) developed a Five-Year Racial Equity Plan to further those racial equity goals (January 1, 2017), including ensuring that our transportation systems are inclusive of, meet the needs of, support, and prioritize marginalized or underrepresented communities (race, physical ability, geographic location) where institutional and structural barriers impacting mobility and access have been eliminated, enabling opportunity for both economic and social growth; and

WHEREAS, the Portland City Council adopted Resolution No. 37494 (June 30, 2020) declaring that a climate emergency threatens our city, our region, our state, our nation, humanity and the natural world, and that such an emergency calls for an immediate mobilization effort initiating greater action, resources, collaboration and new approaches to restore a safe climate, and that the City of Portland adopts a new target of achieving at least a 50% reduction in carbon emissions below 1990 levels by 2030 and net-zero carbon emissions before 2050; and

WHEREAS, elected leaders from the City of Portland, Metro, Port of Portland, TriMet, and Multnomah County wrote a letter to the Honorable Kate Brown, State of Oregon Governor and the Honorable Jay Inslee, State of Washington Governor (August 20, 2019) to express support for an Interstate-5 bridge replacement project and the states joint commitment to re-start project development as the Interstate Bridge Replacement Program (IBRP); and

WHEREAS, the 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, City of Portland participates in the IBRP Executive Steering Group, Equity Advisory Group, and staff level groups, and

WHEREAS, the IBRP has recommended a Modified LPA attached here as Exhibit A and that revises the original LPA adopted by Portland City in 2008 as part of the CRC project; and

WHEREAS, City of Portland advisory committees and commissions have received an overview of the Modified LPA and have helped inform the City of Portland Conditions of Approval, attached here as Exhibit B.

NOW, THEREFORE, BE IT RESOLVED, that the City of Portland supports the Modified Locally Preferred Alternative (Exhibit A) with conditions (Exhibit B) that consists of a replacement of the current I-5 Bridge with a seismically sound bridge, new light rail transit (LRT) as the preferred mode for the dedicated high-capacity transit improvement, construction of three through lanes northbound and southbound on I-5 with the inclusion of one auxiliary lane northbound and southbound between Marine Drive in Portland and E Mill Plain Boulevard in Vancouver, a partial interchange at Hayden Island, delivery of exceptional active transportation facilities, variable rate tolling, establishment of a greenhouse gas (GHG) target and commitment to develop and implement a Community Benefit Agreement; and

BE IT FURTHER RESOLVED, further evaluation by the City of Portland will be done consistent with the City's Vision Zero, climate, and equity policies and goals, including informing the IBRP development of GHG and vehicle miles traveled (VMT) climate goals that will evaluate, monitor, and mitigate impacts; and the IBRP determination on how identity (race, disability, income)-based disparities in travel-time, access, transportation costs, and exposure to air pollution, road noise, and traffic crashes are impacted and reduced; and

BE IT FURTHER RESOLVED, City of Portland understands that the bridge size analyzed in NEPA is maximum-impact design and not a commitment on bridge size. The City of Portland recommends that the next phase focus on the smallest bridge possible to meet project and community needs; and

BE IT FURTHER RESOLVED, the City of Portland asserts its right to continue to comment on and participate in all major decisions in furtherance of the Program outlined in Exhibit A; and

BE IT FURTHER RESOLVED, this resolution shall not be interpreted as the City of Portland's final input or acceptance on the design and construction of the project; and

BE IT FURTHER RESOLVED, that IBRP shall develop a workplan to address City of Portland Conditions of Approval, complete additional analysis and evaluation during the Supplemental Draft Environmental Impact Statement phase of the Program, and report back to Portland City Council on progress against established goals and desired outcomes.

Adopted by the Council,

Commissioner Jo Ann Hardesty
Prepared by: Caitlin Reff; CB
Date Prepared: June 9, 2020

MARY HULL CABALLERO
Auditor of the City of Portland
By

Deputy

Exhibit B

City of Portland Conditions of Approval

for the IBRP Modified LPA

1) Climate and environment

a) Greenhouse gas emissions

i) Set targets

- The Program shall set Greenhouse gas (GHG) and Vehicle Miles Traveled (VMT) reduction targets to be achieved by the program's elements. These targets shall be proportionate to the current bridge's regional share of total trips taken - and VMT driven and GHGs emitted on those trips. The reduction factors for these targets will be derived from existing state, regional, and local targets for GHG and VMT reductions.

ii) Make and evaluate a plan to meet the targets and measure progress toward them

- **Plan:** The Program shall present a plan to reduce, consistent with state targets for the Portland Metropolitan Area, the vehicle miles traveled (VMT) and greenhouse gases (GHG) emissions produced by all components of the Program, including construction, operations, and forecasted increases in traffic, with demand reduction, local and regional mitigation, and carbon offsets on a year-by-year basis through 2050.
- **Strategies:** The Program shall work to meet the targets through highway design, transportation demand management strategies (including equitably designed variable rate tolling), and the provision and expansion of high-quality alternatives to drive-alone trips.
- **Forecasting and Evaluation:** As a part of the plan to meet the targets, the Program shall present modeled projections for GHG, VMT, VMT/capita, and modal splits for opening year, 2035, 2040, 2045, and 2050. Forecasted demand analysis will use best available methods, such as those currently in use in California and Colorado for latent/induced demand, unless and until the states, regions, and impacted local governments agree to other methodologies. Projections will be used to evaluate the planned demand management strategies and establish budgets for those and for future mitigation, as needed.
- **Monitoring:** The State shall annually monitor and report on GHGs emitted and VMT produced by traffic in the BIA (state and local roadways), accounting for traffic diverted to the I-205 Columbia River crossing based on annual traffic counts of all motor vehicle types and annual fuel type utilization averages (traditional gas/diesel, electric, and other alternative fuels); such monitoring will take place through 2050.

iii) Mitigation when targets are not met

- Emissions and volumes above state and regional GHG and VMT reduction targets should be offset with mitigations that help insulate or benefit the communities impacted by the project. The Program shall demonstrate how it will support the proposed mitigation and offset measures through policy changes (e.g. expanded variable rate/VMT reduction/demand management tolling), funding for multimodal transportation expansion and use, technical assistance, or other forms of support. Mitigation adequacy

will be determined by the extent to which GHG and VMT reduction targets are achieved. If they are not achieved in subsequent years, additional mitigation actions will be required that are likely to achieve the targets.

iv) Implementation

- The existing Climate Technical Working Group will be responsible for providing policy and technical direction for sections i)-iii) above. The Working Group (or a newly chartered Climate Implementation and Monitoring Group following the completion of the program) should continue in operation until the Program's components have met VMT and GHG targets for at least five consecutive years, and if VMT or GHG exceeds targets in any subsequent year. At minimum, ODOT, Metro, City of Portland, City of Vancouver, TriMet, and C-Tran staff should have membership in the group.

b) **Sustainable design:** Provide a high level of sustainable design and construction practices including a stormwater strategy and minimal impact on fish, wildlife, and watershed health.
   i) Per Portland City Code, mitigation for project impacts to climate and stormwater shall occur within City boundaries
   ii) A future bridge must accommodate a new levee elevation

c) **Construction management:** Develop a construction management approach that includes appropriate requirements to reduce GHGs and carbon footprint during construction.

2) Equity

a) **Toll exemptions:** Toll exemptions should be provided for low-income drivers.

b) **Mitigation:** Mitigation for adverse project impacts must be proximate to where and in which communities those impacts occur.

c) **Equity Desired Outcomes:** To support implementation of the adopted Equity Desired Outcomes, the Program shall study and describe how the project impacts identity (race, disability, income)-based disparities in travel time, access, transportation costs, and exposure to air pollution, road noise, and traffic crashes, and shall commit to project refinements and mitigations that reduce disparities from their levels today.

d) **Community Benefits Agreement:** Develop Community Benefits Program including community enhancement projects or programs and Disadvantaged Business Enterprise utilization and workforce diversity goals, as well as financial or other program commitments to ensure outcomes are achieved.

3) Active transportation

a) **Use local guidance:** In providing bike and pedestrian facilities in the BIA, across the bridges, and connections to transit stops, follow local jurisdiction policies and design guidance.

b) **Provide resting zones:** Bicycle and pedestrian facilities on the river crossing bridges should provide for occasional rest areas with seating and look out points.

c) **Interchanges:** All new interchange designs, especially Marine Drive/Martin Luther King Jr Blvd, shall include signal-protected bicycle/pedestrian phases for travel through the interchange.

d) **Wayfinding:** Provide accessible wayfinding and signage for pedestrians and bicyclists for directness and ease of navigation over and around the bridge.

e) **Limiting noise:** To create conditions that support comfort and long-term health and make bicycling and walking more attractive, the active transportation river crossing should be designed such that decibel levels are reduced from existing conditions, do not exceed healthy levels, and allows active transportation users to have a conversation at reasonable voice level.

f) **Connections to the bridge:** Incorporate bicycle and pedestrian facility connections and improvements by bringing active transportation connections along Vancouver, MLK, Expo Rd, and to and through Delta Park to current design guidelines to support success of HCT access, neighborhood connectivity, and multimodal use of the river crossing. These improvements shall connect to Portland's existing all-ages and abilities biking and pedestrian networks.

4) Transit

a) **Future extension:** Develop the new Light Rail Transit terminus, station placement, alignment, and design to allow for future extensions and connections.

b) **Funding:** The Program shall develop a plan for and ensure delivery of a sustainable funding source for transit operations & maintenance.

c) **Station location and design:** Locate and design all transit stations to maximize safety, access, convenience and compatibility with surrounding uses, comfort, and personal security for people taking transit, in alignment with the City's Comprehensive Plan Policies on Transit station areas (Policies 3.53-3.59) and TriMet's Design Criteria Manual. Optimize station placement and design for successful station environment, access to it, and integration into the urban fabric of local streets, pedestrian and bicycle path connections, bus transfer connections and adjacent land use development. Conduct station area planning in partnership with cities and transit agencies to define station urban design quality and location of Hayden Island, Expo, Waterfront and Evergreen stations. Coordinate and define joint development opportunities at each station.

d) **No Transit Rider Left Behind:** The Program shall establish and facilitate a task force with state, regional, and local transit interests before and during the SDEIS for the purposes of maximizing transit ridership potential to meet the project area's high transit demand via an attractive and diverse range of transit options, potentially including but not limited to commuter rail, light rail, bus rapid transit, express bus, local buses, and shuttles or other transit connector services. Use outputs to both optimize LRT extension and to maximize ridership potential and improve the transit network to meet the region's needs today and into the future.

e) **System capacity analysis and improvements:** Further evaluate horizon year transit demand and estimate transit service and frequency needed to meet the demand. Study impacts of transit service and frequency on light rail and bus system capacity in the project area, the Rose Quarter Transit Center/Steel Bridge area and in the Portland downtown Transit Mall. Define the scope and preliminary design concept of capital improvements to incorporate into the IBR LRT project to address system deficiencies or constraints and achieve acceptable on-time performance of the light rail system. Balance the transit needs of the project with the travel demands, urban design quality and aspirations and redevelopment potential in the Lloyd District area and the Central City as a whole. This work should be done in consultation with City of Portland and the IBR public engagement process should provide community stakeholders opportunity to review design concepts and provide feedback to help inform staff recommendations.

5) **Local street connections**
   a) **New connections:** Tomahawk Island Drive and Hayden Island Drive under the freeway shall be designed as community main streets highlighting the needs of pedestrians and bicyclists and local traffic access. New street connections in the Marine Drive interchange area, such as N Pier 99th St, Expo Road, and Vancouver Way should seek to address access and circulation issues for adjacent property owners and Hayden Island commercial and residential land uses. Design issues to be resolved include the provision of acceptable vertical and horizontal clearances, property access, stormwater management and creating an attractive and safe environment under the freeway.
   b) **Interchange Area Management Plan streets:** streets providing direct access to the interchange shall also serve community needs and provide protected bicycle and pedestrian facilities and street trees to current design guidance and city code. The Program, ODOT, and the City shall work cooperatively in the development and adoption of the required Interchange Area Management Plan (IAMP). The IAMP shall consider the principles of IAMP standards balanced with current and future property access and in coordination with a master street plan for Hayden Island.

6) **Local street impacts**
   a) **Traffic impact study:** The program shall study and describe traffic volume changes that may result from different project alternatives on streets adjacent and leading to the I-5 corridor in North and Northeast Portland (including Interstate Avenue, Denver Avenue, Expo Rd, Vancouver Way, Vancouver/Williams, MLK Jr Blvd, Marine Dr), including south of the BIA.
   b) **Avoiding impact and mitigation:** The program shall seek to avoid traffic volume increases on adjacent streets; if unavoidable, provide and/or secure resources to monitor and mitigate the impacts of traffic volume increases, including funding for safety and multimodal improvements.

7) **Freight movement**
   a) **Freight priority:** The program shall study and prioritize freight priority measures before employing general purpose traffic treatments to address freight travel time and reliability issues.
   b) **Demand management:** Study and implement tolling for demand management and general traffic VMT reduction as freight priority strategies.

8) **Highway and Bridge Facility size, height, and footprint**
   a) **One auxiliary lane:** The number of new lanes, including auxiliary lanes, across the Columbia River shall not exceed one in each direction for a total of four lanes in each direction. Environmental clearance of more than one new lane in each direction is not acceptable.
   b) **Minimize shoulders:** The project shall strive to provide the minimum width for safe operations of the freeway and to address the needs for transit and emergency response use. The city strongly prefers a maximum of one full shoulder and one partial shoulder.
   c) **No restriping or lane reallocation for capacity expansion:** The program and state DOTs shall commit to not use the highway bridge shoulder(s) to expand travel capacity temporarily or permanently by converting them into new travel lanes except during construction and maintenance; the Bus on Shoulder treatment is an agreed-upon use of the highway shoulder and is excepted.

d) **Minimize fixed-span bridge height:** Due to increased compromise to the multimodal functionality, quality, and comfort of a higher bridge, a fixed span bridge height shall be minimized to sustain active transportation functionality.
e) **Study a lower bridge:** If a lift span bridge option is required or selected, the Program shall study a lower structure height than the current 116-foot clearance. A lower structure height could have many benefits including: improved active transportation comfort, accessibility, and access and crossing times; transit grades, performance, and station location and access; improved urban design opportunities; improved grades, merging, and safety on the highway; and lower capital cost of construction.
f) **Hayden Island interchange:** The interchange design on Hayden Island shall be a half interchange as it best balances the need for regional travel, local access, and a low footprint on Hayden Island.
g) **Disruptions and Displacements:** The program will analyze the project footprint and coordinate with City staff on impacts to residential, commercial, and industrial land and in-water uses in the project area. Minimization and mitigation for project impacts, such as displacement and disruption during construction, should: be consistent with the goals and objectives of the City's Comprehensive Plan, the Hayden Island Plan, and the Bridgeton Neighborhood Plan; optimize equitable, cultural, historical, and efficient use of land and in-water uses; and be fully documented in the SDEIS.

9) Process and Community Engagement

a) **Conditions of approval:** The IBR program will develop a workplan to address partner requests and conditions of approval. The workplan will address any conflicts that arise between partner agencies independent conditions of approval and will provide a timeline for responding to partner agency requests.
b) **Portland future involvement:** The City of Portland asserts its right to comment on and participate in major post-LPA decisions including:
    i) The size, location, design, and aesthetics of the bridges and highway facility in the project area
    ii) The size, design, and location of bicycle and pedestrian facilities in the project area
    iii) The location and design of the light rail transit facility including stations
    iv) The design of the Hayden Island and Marine Drive interchanges
    v) Reconsideration of the bridge design constraints related to navigation and airspace
    vi) Project finance plan
    vii) Analysis of greenhouse gas and induced automobile travel demand forecasts
c) **Committee Engagement:** Authentically and meaningfully engage with the program advisory groups (ESG, CAG EAG, and future Urban Design Advisory Group) in major program decisions, timelines, and milestones. The program shall do this by: chartering each group with specific responsibilities, including specifying what types of decisions advisory groups will make and what types of decisions advisory groups will just inform; prepare clear and actionable questions for each group to respond to at each meeting; provide opportunity for discussion and collaborative problem-solving; and demonstrate how the Program is using or responding to each piece of feedback.

d) **Public Engagement:** Commit to a robust community engagement program to solicit and obtain public input for all stages of the program including establishing public priorities for design and evaluation of impacts to the built and natural environment, and input on design options.
e) **Urban Design Advisory Group:** Re-establish an urban design advisory group with bi-state representation. Implement an inclusive process that provides community members and stakeholders opportunities to advise the project on the urban design and aesthetics of infrastructure and landside improvements needed throughout the project area.
f) **Program Accountability:** Implement an accountability tracking tool that will include regular staff reports to the program and the EAG regarding how the Equity Framework (and equity more broadly) has shaped decisions and activities.

10) Urban Design of Infrastructure and Landside Improvements

a) **Urban Design Guidelines:** Revisit and update the CRC DRAFT Urban Design Guidelines in coordination with a re-established Urban Design Advisory Group. Strive for the highest levels of bridge and infrastructure urban design and aesthetics in designing and funding the gateways into the two states and into the cities of Vancouver and Portland.
b) **Engage the community:** Work with community, including the City of Portland Design Commission, on a signature design with the highest quality architecture for the Columbia River span, the North Portland Harbor transit span, and the North Portland Harbor arterial bridge.
c) **Under-bridge activation:** Explore opportunities to adapt under-bridge structure areas for use as continuous active program or active use areas by adjacent public and private property owners.

11) Project financing

a) **Federal transit funding:** The Program shall design the transit components of the project, including its transit operations plan, to maximize the ability to be funded as a Federal Transit Administration New Starts program.
b) **Financial plan:** Develop a financial plan including capital sources and uses of funds for presentation to the program partners and the public.
c) **No local match:** The expectation is that a combination of funding contributions from the states of Washington and Oregon will provide the funding for all components of the project, supplemented by federal funds and future tolling. No local match or similar financial contribution will be required of the City of Portland.

12) Equitably designed variable-priced tolling

a) **Use of revenue**: The financed elements of the project should include highway elements and key components of transit and local system improvements, including active transportation improvements, that make up the whole project. This includes the development and implementation of a plan for ongoing investment in operations and maintenance, Vision Zero safety and diversion mitigations of the whole project.
b) **Pricing Options for Equitable Mobility:** The Program shall develop and recommend a variable price tolling scheme consistent with the City of Portland's Pricing Options for Equitable Mobility Task Force recommendations on Highway Tolling, especially:
    i) The primary goal should be managing traffic demand and using the existing system as efficiently as possible to move people and goods in a more sustainable way.

ii) To achieve mobility, climate, and equity outcomes, toll prices should be variable based on level of demand and should be adjusted with sufficient frequency to support achievement of VMT and GHG reduction targets agreed to herein.
iii) Exemptions must be provided for low-income drivers. Determine what specific design would be most equitable and would most minimize overall burdens, while still achieving demand management outcomes.
iv) Technology and payment systems must be designed to reduce barriers for individuals with limited access to bank accounts and be compatible with other regional tolling schemes.
v) Tolling revenue must be available to create and support a broad multimodal transportation system to reduce traffic demand on highways, not just fund highway improvements.
vi) Tolling revenue must be available for mitigation to ensure that traffic diversion from the highways does not make local streets less safe and does not adversely impact transit.

c) **Regional Mobility Pricing Project:** The Program's variable-priced tolling scheme shall be developed and implemented in coordination with Oregon's Regional Mobility Pricing Project (RMPP):
i) The IBR tolling program should be coordinated with the Regional Mobility Pricing Project and the I-205 Toll project and consistent with the Congestion Pricing Policy adopted in the 2023 Regional Transportation Plan.
ii) If RMPP will not be implemented by the time the I-5 Columbia River crossing is tolled, a toll must be implemented near the I-205 Columbia River crossing (Glenn Jackson Bridge) by that time to avoid significant diversion, increase in VMT/GHG, and impacts to local streets that could come with tolling the I-5 Columbia River crossing alone.

13) Design decision making process and tradeoffs

a) **Phasing:** Construction of active transportation and transit elements should be prioritized before the highway elements to help reduce demand during the disruptive construction phase of the project and encourage mode shift.
b) **Process moving forward:** Project management, design, and cost estimates and funding plan shall be conducted via a transparent and participatory process among all project partners and community members in the program area.
c) **Value engineering:** Cost overruns will be managed in a transparent and participatory process, with all partners agreeing to solutions based on sound project needs supported by their ability to achieve IBRP Desired Outcomes using an agreed-upon values-based approach. Tolling revenue is an appropriate tool to address cost overruns and is preferable to value engineering key elements of the project that support Vision Zero, climate, and equity goals. Value-engineering pedestrian, bicycle, and transit components in favor of maintaining or enhancing the motor vehicle elements of the project, including total bridge guardrail-to-guardrail widths (including number of travel lanes and number and width of shoulders) is not acceptable.

Metro

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

July 14, 2022

BEFORE THE METRO COUNCIL

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

RTC

IBR, Modified Locally Preferred Alternative Resolution and Conditions of Approval

July 14, 2022

RESOLUTION 07-22-20

TO:	Southwest Washington Regional Transportation Council Board of Directors
FROM:	Matt Ransom, Executive Director MHR
DATE:	July 7, 2022
SUBJECT:	**Interstate Bridge Replacement Program – Modified Locally Preferred Alternative**

AT A GLANCE

To endorse the description of a Modified Locally Preferred Alternative and Conditions related thereto for further environmental impact studies of the Interstate Bridge Replacement Program.

MODIFIED LOCALLY PREFERRED ALTERNATIVE

Pursuant to the process documented in the IBR Program's National Environmental Policy Act (NEPA) Re-Evaluation, the IBR Program, Project Partners, advisory committee, and stakeholders have been developing inputs toward a Modified Locally Preferred Alternative (Modified LPA), its *Foundational Component(s)*, and other features and considerations of a redefined I-5 bridge replacement and corridor improvement project.

The *Foundational Component(s)* of the IBR Program project re-evaluation include the following:

- High Capacity Transit Mode (and general alignment and terminus)
- Marine Drive/Hayden Island Interchange Configurations
- Number of Lanes on Interstate Bridge

In May 2022 the IBR Program, working with Partner agencies, made a recommendation for a Modified LPA. The recommendation and related components are defined on the following pages. Additional details are defined in documents published by the IBR Program and hyperlinked below.

Modified LPA Recommendation documentation (*by Hyperlink*):

- IBR Recommendation for Modified LPA – Summary Memo
- IBR Recommendation for Modified LPA – Briefing Packet

PRELIMINARY POLICY ANALYSIS

RTC has completed a Preliminary Policy Analysis of the IBR Program Modified LPA in relation to RTC Policies, Plans, Programs, and Performance Measures. The preliminary analysis finds the IBR Program Modified LPA is consistent with and/or would implement specific policy Resolutions and components of RTC's regional transportation investment Vision and Goals, Project and Program strategies. In addition, RTC staff noted areas where further study of specific project details may be warranted, which may serve to optimize system performance, mobility, finance plan equity, economic development, and community benefit outcomes.

Preliminary Policy Analysis of Interstate Bridge Replacement Program – Modified Locally Preferred Alternative, as of May 2022 (*by Hyperlink*): IBRPrelimAnalysis.pdf

MODIFIED LPA RESOLUTION

The purpose of the Modified LPA description is to define the foundational components of a revised project scope, and to identify additional considerations that should be studied further. Endorsement of the Modified LPA, would serve to redefine the Columbia River Crossing project scope and Final Environmental Impact Statement (FEIS) project scope, and initiate the IBR Program FEIS Re-Evaluation Process. The proposal of terms which define the Modified LPA, for incorporation into the Resolution, are described in Attachment 1.

Note: During the formal NEPA SEIS process, changes to the Modified LPA may occur in order to address any number of issues, which could include to avoid/minimize direct and indirect impacts, to respond to/address stakeholder needs and concerns, and to advance forward the most optimal project scope and mitigation program that addresses the Purpose and Need of the project and advances community goals and objectives.

POLICY IMPLICATION

RTC's Preliminary Policy Analysis of the Modified LPA has made the following findings.

The Interstate Bridge Replacement Program Modified Locally Preferred Alternative Recommendation (May 2022) is consistent with, and/or, would implement specific policy Resolutions and components of RTC's regional transportation investment Vision and Goals, Project and Program strategies from the following:

- Precedent policy Resolutions;
- Regional Transportation Plan for Clark County (2019);
- Clark County High Capacity Transit System Plan (2008)
- Congestion Management Process (2021), and,
- Improves transportation system performance and advancement towards state and regional Transportation Performance Management goals/targets by prospectively improving system performance measures among the following metrics: Safety (PM1), Bridge & Pavement conditions (PM2), and System & Freight conditions (PM3).

BUDGET IMPLICATION

None at this time. RTC Transportation Improvement Program may be amended in future years to program committed project funding for agency use.

PRECEDENT ACTIONS

- Resolution: Endorsing the Locally Preferred Alternative for the Columbia River Crossing Project and Amending the 2008 Metropolitan Transportation Plan (Resolution 07-08-10)
- Resolution: Authorizing the Southwest Washington Regional Transportation Council's Signature on the Columbia River Crossing Final Environmental Impact Statement (Resolution 08-11-14)
- Resolution: Recommendation to the State of Washington that a Future I-5 Bridge Replacement Project be Designated as a Transportation Project of Statewide Significance (Resolution 02-17-03)

- Resolution: Supporting the Replacement of the Interstate 5 Bridge between the State of Washington and the State of Oregon (Resolution 10-18-24)
- Regional Transportation Advisory Committee – June 17, 2022
  - Action: *Finding of Consistency* between Interstate Bridge Replacement Program Modified Locally Preferred Alternative, and the Findings of RTC's Preliminary Policy Analysis.

ACTION REQUESTED

Adoption of Resolution 07-22-20, endorsing supplemental environmental impact study of the Interstate Bridge Replacement Program Modified Locally Preferred Alternative (Attachment 1), and, which is conditioned by additional terms attached thereto (Attachment 2).

ADOPTED this 14th day of July 2022, by the Southwest Washington Regional Transportation Council.

SOUTHWEST WASHINGTON
REGIONAL TRANSPORTATION COUNCIL

Shawn Donaghy
Chair of the Board

ATTEST:

Matt Ransom
Executive Director

Attachments:
1) Modified Locally Preferred Alternative (May 27, 2022)
2) Southwest Washington Regional Transportation Council; Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative

Attachment 1

DRAFT MODIFIED LOCALLY PREFERRED ALTERNATIVE RECOMMENDATION

MAY 27, 2022

After regional support is reached on a Modified Locally Preferred Alternative for the Interstate Bridge Replacement (IBR) Program, the program commits to continuing work with the partner agencies and community to identify and refine program elements that have yet to be finalized. The **IBR Program** recommends the following components for the Modified LPA:

1. A replacement of the current I-5 Bridge with a seismically sound bridge.

2. A commitment to increase and implement attractive transit options across the Columbia River by supporting a variety of transit services that meet the needs of customers traveling between varied markets through:

   i. Continuation of C-TRAN express bus service from markets north of the Bridge Influence Area (BIA) to the downtown Portland area utilizing new bus on shoulder facilities, where available, within the BIA.

   ii. Continuation of C-TRAN's current and future Bus Rapid Transit lines as described in adopted regional plans and known as the Vine.

   iii. New Light Rail Transit (LRT) service as the preferred mode for the dedicated High-Capacity Transit improvement within the BIA.

   iv. An alignment of LRT that begins with a connection at the existing Expo Center LRT station in Portland, OR, extends north, with a new station at Hayden Island, continues across the Columbia River on a new I-5 bridge, and generally follows I-5 with an interim Minimum Operable Segment not extending north of E. Evergreen Boulevard, in Vancouver, WA. There will be multiple stations in the City of Vancouver to be decided by the Vancouver City Council in consultation with C-TRAN, the Port of Vancouver, and TriMet.

3. Active transportation and multimodal facilities that adhere to universal design principles to facilitate safety and comfort for all ages and abilities. Exceptional regional and bi-state multi-use trail facilities and transit connections will be created within the BIA. Opportunities will be identified to enhance active transportation facilities, with specific emphasis on local and cross-river connections between the region's Columbia River Renaissance Trail and the 40-mile Loop.

4. The construction of a seismically sound replacement crossing for the North Portland Harbor Bridge with three through lanes, northbound and southbound.

5. The construction of three through lanes northbound and southbound on I-5 throughout the BIA.

6. The inclusion of one auxiliary lane northbound and one southbound between Marine Drive in Portland and E. Mill Plain Boulevard in Vancouver to accommodate the safe movement of freight and other vehicles.

7. A partial interchange at Hayden Island, and a full interchange at Marine Drive, designed to minimize impacts on the Island's community; and improve freight, workforce traffic, and active transportation on Marine Drive.

8. A commitment to study improvements of other interchanges within the BIA.

9. Variable Rate Tolling will be used for funding, such as constructing the program, managing congestion, and improving multi-modal mobility within the BIA. The Program will study and recommend a low-income toll program, including exemptions and discounts, to the transportation commissions.

10. A commitment to establish a GHG reduction target relative to regional transportation impact, and to develop and evaluate design solutions that contribute to achieving program and state-wide climate goals.

11. A commitment to evaluate program design options according to their impact on equity priority areas with screening criteria such as air quality, land use, travel reliability, safety, and improved access to all transportation modes and active transportation facilities. The Program also commits to measurable and actionable equity outcomes and to the development of a robust set of programs and improvements that will be defined in Community Benefits Agreement.

Attachment 2

Southwest Washington Regional Transportation Council
Conditions of Approval for the Interstate Bridge Replacement Program Modified Locally Preferred Alternative

System Performance and Auxiliary Lanes

- *Additional location specific auxiliary lanes or extended on-off ramp lengths may be warranted, where forecasts indicate they could: remedy congested merge/diverge queueing conditions, improve traffic safety, and where large truck (high-wide-heavy-long) activity warrants unique design considerations.*
    - *Implement additional Auxiliary lane(s) on Columbia River bridge and other locations as warranted to address known deficiencies and forecast needs.*
    - *Implement additional Auxiliary lane and system improvements within the project area to provide significant reductions in multi-modal travel times and peak-hour system congestion.*

Finance Plan

- *Update, monitor and regularly report the program Finance Plan ensuring equity between the states and to ensure fiscal responsibility is allocated where program costs are planned.*
- *Toll Policy:*
    - *Implement exemption, rebate and/or equity programs for Washington residents and businesses, to mitigate toll cost burdens.*
    - *Limit the cost of tolls to funding construction costs of the IBR Program, after other sources of Federal and State revenues are exhausted.*

Transit System

- *Synchronize high-capacity transit system components to fit within C-TRAN's existing transit plans, funding capacity and safety strategies, and to align with local development and resource enhancement plans.*

Community Benefits

- *Protect cultural resources within the project limits*
- *Implement aggressive job training, career development pathways, and local sourcing of materials and labor to maximize economic development outcomes created by the project.*