

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

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

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

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

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

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

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

Value: Advancing racial equity

OUTCOMES

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

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

ACTIONS

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

Value: Resiliency and economic prosperity

OUTCOMES

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

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

ACTIONS

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

Value: Reducing greenhouse gas emissions and improving air quality

OUTCOMES

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

options for traveling and to improve access to transit.

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

ACTIONS

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

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

OUTCOMES

- Communication and collaboration with interagency partners is clear, complete, candid, consistent, and predictable, and there is demonstrated alignment regarding

accountability for project outcomes.

- IBRP partners are included in developing screening criteria to evaluate project design and any considerations around changes or reaffirmation of the Locally Preferred Alternative.
- Equity considerations are an integral part of project decision-making and evaluation.
- People with diverse backgrounds and expertise are engaged early enough for meaningful input. This includes engagement prior to decision-making; a more robust effort than a typical NEPA analysis.

ACTIONS

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