

I-5 River Crossing Project Technical Analysis

Intergovernmental Coordination and Communications Plan *Preliminary*

What this Plan Does

This preliminary plan describes the communications and decision process for the I-5 River Crossing project, including:

- The decision process for major issues;
- The role of each affected agency or jurisdiction, either directly or through their participation on committees, in providing consultation, reviewing study conclusions and making recommendations;
- How affected agencies and jurisdictions will be kept informed of study progress and issues.

This plan will be updated and expanded after the public involvement contractor is selected and begins work.

Project Background

The I-5 River Crossing Project is a collaborative bi-state effort among the following jurisdictions and agencies: Oregon Department of Transportation (ODOT); Washington State Department of Transportation (WSDOT); Portland Metro; Southwest Washington Regional Transportation Council (RTC); TriMet; C-Tran; Portland; Vancouver; Clark County; Multnomah County; the Port of Portland; and the Port of Vancouver; and others.

Substantial work related to multi-modal improvements and land uses in the I-5 Trade and Transportation Corridor has already been done, leading to the adoption of the “*Strategic Plan*” by the Governors’ Task Force, along with resolutions passed by partner jurisdictions in June 2002.

This project focuses on the two elements of the *Strategic Plan*: supplementing or replacing the I-5 Bridge and related highway improvements between Columbia Boulevard and SR 500; and high capacity transit to Vancouver. Other elements of the *Strategic Plan* are also being advanced by regional partners, but are not a part of this technical analysis.

The project approach is premised on past experience that time and money can be saved by having (a) modeling and funding assumptions, (b) organizational and procedural issues, and (c) intergovernmental issues resolved prior to starting the DEIS.

It is also premised on utilizing a transportation project development approach that includes “context sensitive solutions”. A number of contractors will be retained to work on various technical aspects of the project, including the development and implementation of a *Public Communications Plan* that will include on-going methods to address context sensitive design solutions and environmental justice. The overall approach will:

- Engage, from the project’s inception, with representatives of affected communities, including elected and appointed officials and a widely representative array of interested citizens;
- Assure that the transportation objectives of projects are clearly described and discussed with local communities in a process that encourages reciprocal communication about local views and needs in the overall project setting;
- Pay attention to and address community and citizen concerns; and
- Ensure the project is a safe facility for both users and the community.

This *Intergovernmental Communications and Coordination Plan* will be amended to address key components of this approach.

Major Decisions

At the completion of this phase of the project, Oregon and Washington will make the decisions necessary to move the project forward.

Scoping: Narrowing of Alternatives for Draft Environmental Impact Statement

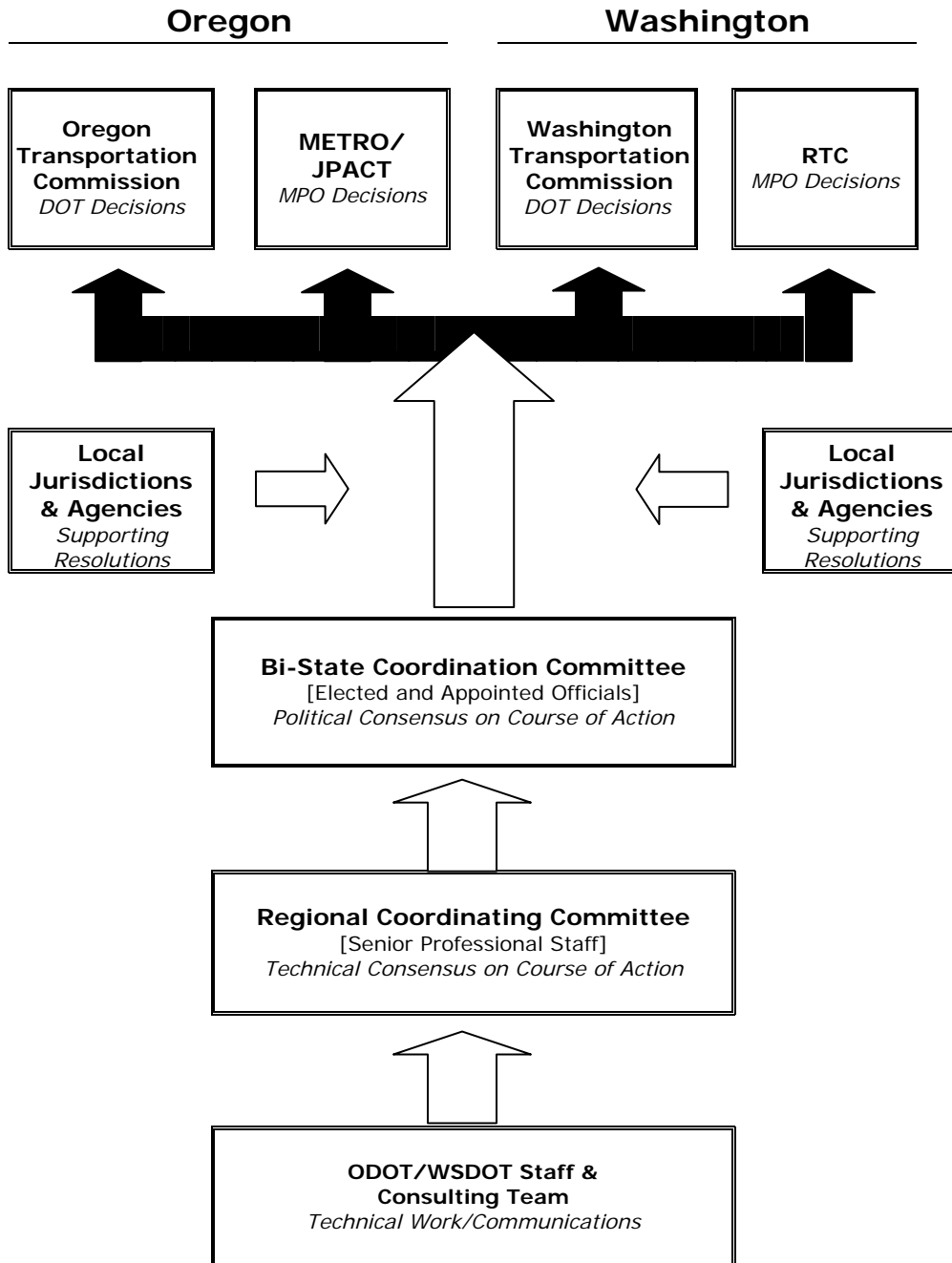
The most significant decision of this phase of the project will be the identification of a limited number of alternatives to carry forward into the DEIS. The final selection of alternatives will be determined by formal actions of the two MPOs and the two state transportation commissions, consistent with the requirements of National Environmental Policy Act (NEPA), State Environmental Policy Act (SEPA), Growth Management Act (GMA) and Federal Highway Administration (FHWA)/Federal Transit Administration (FTA) regulations.

Funding Strategies

The two states will examine a wide range of project funding strategies and select a limited number of options to develop in greater detail and to evaluate in the DEIS.

Decision Making

The graphic below illustrates the decision structure for the I-5 River Crossing project.



The roles of the committees, agencies and jurisdictions are as follows.

Participate and Advise

Community Involvement

It is anticipated that by June 2004, a contractor will be retained to develop and implement a *Public Communications Plan* for this project. That plan will update this *Intergovernmental Communications and Coordination Plan*, and will specifically define how the public, including individuals, and community, business and other interest groups can effectively participate in the project.

Local Jurisdictions and Agencies

Local jurisdictions and agencies are represented on a Regional Government Coordinating Committee through senior professional staff and on a Bi-State Coordination Committee through elected and appointed officials. Local jurisdictions and agencies will be actively involved in the project work through committee communications, as well as in direct consultation with project staff, each other, and their various constituents. They may also choose to take formal action on project recommendations through advisory resolutions.

Regional Government Coordinating Committee (RCC)

The role of the RCC is to develop technical consensus on the project, so that it can move forward successfully.

The RCC consists of senior professional staff from:

- ODOT
- WSDOT
- TriMet
- C-Tran
- Metro
- RTC
- Multnomah County
- Clark County
- Portland
- Vancouver

The RCC will meet monthly. The Committee's agendas will be aligned with the project's overall work plan and schedule of technical work products.

The RCC will receive and review all Technical Memoranda prepared by the staff and consulting team. The RCC will make formal advisory recommendations to the Bi-State Coordination Committee on major project decisions.

Because of their involvement and participation in the RCC, committee members will be able to keep the staffs and elected or appointed officials of their jurisdictions or agencies current with respect to the work of the project.

The table below shows a schedule for the technical memoranda currently planned; more will be added as contractors are brought on board to complete additional technical work.

Table 1: Technical Memoranda to be Reviewed by RCC Preliminary List

No.	Technical Memorandum	Date	RCC Review
<i>Scope Assumptions, Alternatives and Issues for DEIS</i>			
1.4	Process and Organizational Issues	May 2004	✓
1.6	Purpose and Need Statement	May 2004	✓
1.7	Context Sensitive Design Forum Report	June 2004	✓
1.9.1	Evaluation of Alternatives to Commence Scoping	Feb 2005	✓
1.9.6	Recommend Alternatives for DEIS	June 2005	✓
1.9.7	Conceptual Definition of Alternatives	July 2005	✓
<i>Project Intergovernmental Coordination & Communications Plan</i>			
2.1.2	Draft ICCP	Feb 2004	✓
2.1.3	Final ICCP	Apr 2004	✓
<i>Tolling Options</i>			
6.1	Survey of Tolling Experience in Other Areas	April 2004	✓
6.2	ID Tolling Options for Columbia River Crossing	Aug 2004	✓
6.3	Evaluate Tolling Options for River Crossing	Dec 2004	✓
<i>Financial Analysis</i>			
7.2	Potential Funding Sources – Federal State, Local	June 2004	✓
7.4	Capital and Operating Requirements for Transit	Nov 2004	✓
7.5	Preliminary Financial Strategies for Scoping	Feb 2005	✓
7.6	Project Development Process for Scoping Alternatives	June 2005	✓
7.7	Final Financial Strategies for DEIS	Aug 2005	✓
<i>Federal and State Administrative and Statutory Requirements and Procedures</i>			
8.1	Effects of Federal Tolling Statutes	Apr 2004	✓
8.2	Tolling Authority Options	Aug 2004	✓
8.3	Potential Use of Tolling Revenues	Aug 2004	✓
8.4	Use of Toll Revenues as Local Match Credit	Aug 2004	✓
8.5	Effect of Washington State Statutes	Nov 2004	✓
8.6	Effect of Oregon State Statutes	Nov 2004	✓
8.7	Effect of Fed'l Statutes/Regulations on I-5/I-205 Options	Nov 2004	✓
8.8	Bi-State Coordination Requirements	Jan 2005	✓
8.9	Assessment of Bi-State Compact	Jan 2005	✓
8.10	Project Organization Options	Jan 2005	✓

Bi-State Coordination Committee (BCC)

The role of the BCC is to develop political consensus on the project, so that it can move forward successfully.

The Bi-State Coordination Committee is made up of senior elected or appointed officials from:

- Metro
- Clark County
- Multnomah County
- Portland
- Vancouver
- Gresham
- Battle Ground
- C-Tran
- TriMet
- Port of Portland
- Port of Vancouver

The Committee work plan will align with the overall project schedule. ODOT and WSDOT, in consultation with the RCC, will bring key technical information and analysis to the BCC at regular intervals and as major milestones are achieved, as well as formal recommendations on major policy decisions.

The BCC will prepare formal advisory recommendations to the MPOs and the state transportation commissions on major project decisions. The Committee's decisions on its recommendations will be made in accord with its bylaws.

As elected and appointed officials representing their own jurisdictions and agencies, the BCC members will also be able to keep their colleagues current with respect to the work of the project.

Act on Major Decisions

Metropolitan Planning Organizations: Metro/JPACT and RTC

Oregon's Metro Council is a directly elected body that receives recommendations through the Joint Policy Advisory Committee on Transportation (JPACT). JPACT is composed of elected officials and agency directors from throughout the three county region.

The Southwest Washington Regional Transportation Council (RTC) is a federated council with a board of directors comprised of local and state elected officials plus the executive director of C-Tran. Senior staff representative from WSDOT and ODOT and a member of the Metro Council from Oregon also sit on the board.

Metro/JPACT and RTC are the federally designated Metropolitan Planning Organizations (MPOs) for the Portland and Vancouver regions respectively. Their membership and roles are clearly defined in local, state and federal statutes.

With regards to this project, the MPOs will be responsible, at major milestones, for amending the region's adopted plans and policies to incorporate the study conclusions of I-5 River Crossing project. They will also act on the decisions to narrow the alternatives for the DEIS, and to select project funding strategies for further development and study in the DEIS.

State Transportation Commissions: Oregon and Washington

Oregon and Washington both manage their state's transportation departments through transportation commissions appointed by their respective governors. As a cooperative effort of the two states, a DEIS for the I-5 River Crossing Project will be prepared under the leadership of ODOT and WSDOT, under the direction of their commissions.

Action by the two commissions will be the final step in narrowing the alternatives for the DEIS, and identifying funding options for ongoing consideration.

Table 2: Summary of Roles on Major Decisions

	Narrow Alternatives for DEIS	Select Funding Options for Further Study	Amend Local and Regional Plans and Policies
Community Involvement	Roles to be defined in <i>Public Communications Plan</i>		
Local Jurisdictions and Agencies	Advisory resolutions if desired	Action on Local Funding Options if Applicable	ACTION if necessary
Regional Coordinating Committee	Advise BCC	Advise BCC	Advise locals/MPOs if desired
Bi-State Coordination Committee	Advise MPOs and Transportation Commissions	Advise Locals, MPOs and Transportation Commissions	Advise locals/MPOs if desired
MPO: METRO/JPACT	ACTION	ACTION on MTIP Funding Options if Applicable	ACTION if necessary
MPO: RTC	ACTION	ACTION on MTIP Funding Options if Applicable	ACTION if necessary
Oregon Transportation Commission	ACTION	ACTION on State Funding Options if Applicable	Advise if desired
Washington Transportation Commission	ACTION	ACTION on State Funding Options if Applicable	Advise if desired

Major Milestones

Table 1 page 5 details the Technical Memoranda now scheduled to be prepared. Following is a summary schedule of major milestones. This schedule will be expanded after the additional technical contractors are on board.

MILESTONE	Target Date
Public Involvement contractor starts	April 2004
Environmental Justice contractor starts	April 2004
Engineering contractor starts	April 2004
Environmental contractor starts	April 2004
Survey of Tolling Experience	April 2004
Purpose and Need Statement	May 2004
Context Sensitive Design Forum	May 2004
Potential funding sources for Highway/Bridge Improvements	June 2004
Evaluation of Capital and Operating Requirements: Transit	November 2004
Evaluation of Tolling Options	December 2004
Preliminary Financial Strategy Options	February 2005
Evaluation of Alternatives to Commence Scoping	February 2005
Notice of Intent to Prepare DEIS in Federal Register	March 2005
Conceptual Definition of Alternatives	July 2005
Proposed Resolutions to Amend State and Local Plans/Policies	August 2005
Financial Strategy for DEIS	August 2005