

*I-5 Columbia River Crossing  
Technical Analysis*

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# Inventory of Project Related Plans and Policy Actions

Technical Memo 2.1.1

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***REVIEW DRAFT***

*I-5 Columbia River Crossing Technical Analysis*

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**Contents**

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I. Purposes of Report.....1

II. Summary of Findings.....3

III. Background: Columbia River Crossings.....4

IV. Recent Studies and Plans – Summaries .....6

V. Project Status in Adopted Plans and Policies.....18

Illustrations

- Bridge Improvement Area Map .....5
- Portland/Vancouver I-5 Transportation and Trade Partnership Strategic Plan  
Recommendations.....10

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## **I. Purposes of This Report**

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The purposes of this report are to:

- **provide an introduction** to prior studies and plans for those who are not familiar with the I-5 Columbia River Crossing project; and
- **document the status** of the project vis-a-vis locally adopted plans and policies.

### **Introduction to Prior Studies**

**Analysis, Evaluation, Consensus and Action.** The studies and plans documented here have several overlapping purposes, including to:

- Build political consensus regarding what the problem is, what to do about it, and when and how to do it – including how to pay for it.
- Conduct technical analysis and evaluation of issues and alternatives.
- Meet the statutory requirements for local, state and federal participation in the project. This requires that the project elements be included formally adopted plans.

This report looks at studies and plans over the last 5 years, although improvements in the I-5 Columbia River bridge crossing have been under consideration nearly constantly since the opening of the original span in 1917.

**Bi-State Leadership Committee.** In 1998, the governors of Oregon and Washington appointed a 14-member bi-state Leadership Committee and asked them to examine the problems in the I-5 Trade Corridor and to recommend next steps. Members represented business and community interested in the corridor. The committee published its *Portland/Vancouver I-5 Trade Corridor Study Summary Report* in December 1999, concluding:

- Doing only the current planned projects in the Corridor is unacceptable.
- The magnitude of the problem requires new freight and passenger capacity across the Columbia river.
- Funding for major improvements cannot be accomplished within existing resources.

**Committee recommendation.** The committee recommended the Portland/Vancouver region initiate a public process to develop a strategic plan for improvements in the corridor that:

- Is multi-modal;
- Includes new funding mechanisms; and
- Considers land use, providing a better balance between housing and jobs on both sides of the river.

**I-5 Transportation and Trade partnership.** The original partners in the Trade Corridor Study included both states, the two metropolitan planning organizations, the two ports, and the cities and counties on each side of the bridge. The partners acted on the committee's recommendations by forming the *Portland/Vancouver I-5 Transportation and Trade Partnership*.

A 28-member bi-state task force, again appointed by the two governors, led the partnership's work. The task force, comprised of appointed and elected officials, and business and community representatives, completed and adopted a *Final Strategic Plan* in 2002. The *Strategic Plan* recommendations are now being implemented through this project as well as other activities.

Chapter IV, below, details the recent studies and plans now completed, related to the I-5 Columbia River Crossing project.

### **Document Status of Local Plans and Policies**

To qualify for state and federal funding, transportation projects must, by law, be included in the region's Metropolitan Transportation Plans, which are formal plans and project lists adopted by the federally designated metropolitan planning organizations – Metro in Portland, and the Southwest Washington Regional Transportation Council (RTC) in Vancouver. Projects must also be included in formally adopted Transportation Improvement Program project lists.

In addition, to qualify for regional and local approval, projects must be consistent with regional and local land use and transportation plans and policies.

Chapter V in this report documents the status of local and regional plans and policies relative to this project.

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## II. Summary of Findings

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The "foundation" of the I-5 Columbia River Crossing project is work of the Portland/Vancouver Transportation and Trade Partnership and its *Strategic Plan* completed in 2000.

The *Strategic Plan* laid the foundation for building political consensus to support the technical work needed to develop a detailed project plan and, ultimately, to move forward with the project.

State and federal planning and funding rules require that the project be formally adopted into local and regional plans. That process has also begun.

### **DOTs**

Both Oregon's and Washington's Departments of Transportation have funded the ongoing work of this project and are devoting considerable staff resources and the attention of their Commissions to the project.

### **MPOs**

The region's federally designated Metropolitan Planning Organizations are Metro in Oregon and the Southwest Washington Regional Transportation Committee (RTC).

**Metro** has adopted the *Trade and Transportation Partnership Study* as a project amendment to its *2004 Transportation Plan Update*.

**RTC's** *Metropolitan Transportation Plan*, most recently updated in 2002, includes projects that support the TTP *Strategic Plan* recommendations.

### **Regional Transit Agencies**

**TriMet** (Oregon) has included the Clark County HCT loop, as well as Light Rail to downtown Vancouver, as elements in its *2003 Transit Improvement Program*.

**C-Tran** (Washington) is currently in the process of developing and adopting a *2-Year Transit Development Plan*.

### **Cities**

**Portland's** *Comprehensive Plan* and *Transportation Plan* both support key elements of the TTP *Strategic Plan*, including pricing strategies, expansion of light rail to Vancouver, Washington, improvement of the I-5 Columbia River Bridge, and the widening of I-5 to three lanes in each direction from Lombard to the Expo Center.

**Vancouver's** *Comprehensive Plan* and *Transportation Plan* are both in the process of being updated and are expected to be adopted by City Council in the spring of 2004. Both draft plans are consistent with the TTP *Strategic Plan*.

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### III. Background: Columbia River Crossings

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#### Columbia River Bridges

Portland and Vancouver are linked by interstate highway bridges on I-5 and I-205, and a railroad bridge to the west of the I-5 bridge. The next nearest Columbia River crossings, the Lewis and Clark Bridge between Rainier and Longview to the west, and the Bridge of Gods to the east, are too far from the urban area to serve as alternate routes for daily travel.

#### Pacific Highway/I-5 Bridges

The original Pacific Highway drawbridge across the Columbia River opened on Valentine's Day in 1917 with a toll of 5 cents. The ferry service that had served the crossing for years made its final trip the same day. Streetcars crossed the bridge until 1940, when the tracks were paved over. Originally built and owned by the two counties, the bridge was taken over by the states in 1929, the tolls were removed, and the remainder of the bonds was repaid with tax dollars.

To serve the growing traffic on the new I-5 freeway, a second parallel drawbridge opened in 1958 and, after an additional two-year refurbishment of the old bridge, tolls were reinstated in 1960 to pay off the new bonds. The refurbishment included raising the center span to reduce the frequency of drawbridge openings. Toll rates were:

<u>Vehicle Type</u>	<u>Toll</u>
Cars	20¢
Light Trucks	40¢
Heavy Trucks	60¢
Busses	60¢

The new tolls were so unpopular one newspaper likened their effect to the barriers of communism:

Drivers complained of the "traffic jam" at the toll booths, hindering their speedy progress down Interstate 5. The *Columbian* of January 11, 1960, remarked, "Now Russia has its 'Iron Curtain', Asia has its 'Bamboo Curtain', and Vancouver-Portland have a 'Toll Curtain.'"<sup>1</sup>

In 1967 the bridge debt was retired and the tolls were removed.

#### I-205 Glenn Jackson Bridge

The Glenn Jackson Bridge opened in December 1982 connecting I-205 in Washington and Oregon for the first time. In 1983, with the second crossing open, traffic on the I-5 bridge dropped by 20,000 vehicles a day, all of which was diverted to the new I-205 bridge along with 18,000 new trips, for a 14% increase in total river crossings that year. The I-205 bridge now carries about 10% more traffic than the I-5 bridge.

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<sup>1</sup> Coleen Bauman, *Across the Wide Columbia - Interstate I-5 Bridge*, Clark County History, 1990

### BNSF Railroad Bridge

The BNSF Portland-Vancouver Bridge was completed in 1908. Previously, trains crossing the river between the states were carried on a train ferry that operated between Goble, Oregon and Kalama, Washington. At the time the railroad bridge was built, the idea of providing capacity for vehicles (horse-drawn and otherwise) was also discussed, but ultimately set aside.

### Traffic Yesterday and Today

On its opening day, 40,000 people walked across the original Pacific Highway bridge. In the last year of single-bridge operation daily traffic was about 34,000 vehicles, but it actually dropped after both bridges were open, because of the tolls. The year the tolls were removed traffic increased over 20%. Since then traffic across the river has continued to grow. The rate of increase is slowing, but that may well reflect the physical capacity limitations of the spans. Single highest day volumes to date are 150,000 for the I-5 bridge, and 167,000 for the I-205 bridge.

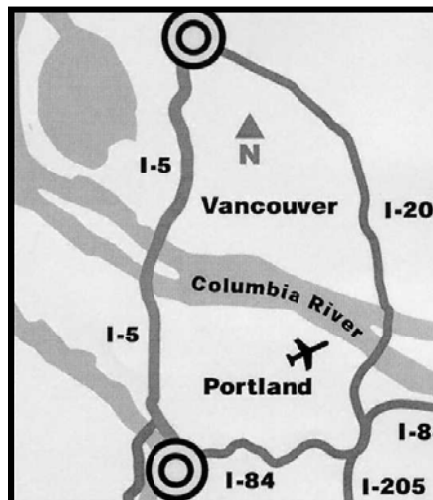
#### Average Weekday traffic

Year	I-5 Bridge	I-205 Bridge	Total	Pct. Increase
1980	108,600	n/a	108,600	N/A
1985	91,400	52,600	144,000	+ 32%
1990	95,400	87,100	182,500	+ 27%
1995	116,600	106,100	222,700	+ 22%
2000	126,900	132,100	259,000	+ 16%
2002	128,150	141,850	270,000	+ 4%

[Source: RTC Congestion Management Report, June 2003, p 28]

### Bridge Influence Area

For the purposes of project planning work, a Bridge Influence Area has been defined as shown on this map:



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**IV. Recent Studies and Plans**

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This section provides a set of summaries of studies, plans and projects related to the I-5 Columbia River Crossing project.

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**Bi-State Studies and Plans**

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**1999 Portland/Vancouver I-5 Trade Corridor Study**

<b>Leadership Committee</b>	14 business and civic leaders appointed by region's transportation policy makers
<b>Technical work sponsors</b>	ODOT/WSDOT
<b>Policy Committee</b>	ODOT, WSDOT, Metro, RTC, TriMet, C-Tran, Portland, Vancouver, Ports of Portland and Vancouver, Clark County
<b>Charge of Leadership Committee</b>	<ul style="list-style-type: none"> <li>▪ Magnitude of problem</li> <li>▪ Costs of inaction</li> <li>▪ Improvements needed</li> <li>▪ Funding</li> <li>▪ Next steps</li> </ul>
<b>Conclusions</b>	<ul style="list-style-type: none"> <li>▪ I-5 corridor is critical – congestion threatens regional economy</li> <li>▪ New freight and passenger capacity is needed – planned projects alone are inadequate</li> <li>▪ Existing resources are inadequate – new funding is needed</li> <li>▪ Federal funds, tolling, and state funds together can meet need</li> </ul>
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>▪ Region needs to develop <b>Strategic Plan</b> for Corridor</li> </ul>



**2000 | Portland/Vancouver I-5 Transportation and Trade Partnership**

**Preparing the plan**

<b>Bi-State Task Force</b>	Oversaw the study. It was made up of appointed and elected officials, and business and community representatives, and was appointed by the governors of the two states.
	Reported results to Governors, RTC and Metro, WSDOT and ODOT.
<b>ODOT/WSDOT</b>	Conducted the study with funding from the Federal Highway Administration.
<b>Bridge Influence Area</b>	Defined as area between I-5/I-84 Interchange in Oregon, and I-5/I-205 Interchange in Washington, along I-5, and along I-84/I-205.
<b>River Crossing Capacity Options</b>	<p>Evaluated a range of options including:</p> <ul style="list-style-type: none"> <li>▪ Express bus/3 lanes</li> <li>▪ Light rail – 3 lanes</li> <li>▪ Express bus – 4 lanes</li> <li>▪ Light rail – 4 lanes</li> <li>▪ West arterial road</li> </ul>
<b>Starting Point</b>	<ul style="list-style-type: none"> <li>▪ Doing nothing in the I-5 Corridor is unacceptable.</li> <li>▪ There must be a multi-modal solution, there is no silver bullet.</li> <li>▪ Paying for improvements will require new funds – tolls are not new; tolls were used to construct the original I-5 bridges.</li> <li>▪ The region must promote transportation-efficient development.</li> </ul>
<b>Outreach</b>	January 2001 to June 2002 – Held a series of community forums and open houses. Supported with broad advertising and public information campaign, surveys, and speaking engagements. Nearly 1,7000 people participated.
<b>Source Document</b>	Portland/Vancouver I-5 Transportation and Trade Partnership Final Strategic Plan, June 2002

**continued**

**Summary of Recommendations**

<b>Transit</b>	<ul style="list-style-type: none"> <li>▪ Clark County phased light rail loop</li> <li>▪ Peak hour premium express bus: I-5 &amp; I-205 corridors where not well served by LRT</li> <li>▪ Increase transit service over 20 years per regional plans</li> </ul>
<b>I-5</b>	<ul style="list-style-type: none"> <li>▪ Maximum 3 through lanes, each direction, between Fremont Bridge and I-205 interchange</li> <li>▪ Widen to 3 lanes between Delta Park/Lombard and 99<sup>th</sup> St./ I-205</li> <li>▪ New supplemental or replacement bridge: up to 2 auxiliary and/or arterial lanes in each direction plus 2 light rail tracks</li> <li>▪ Improve interchanges between SR 500 and Columbia Blvd. – make Columbia Blvd. full interchange</li> <li>▪ Try to: avoid displacements/encroachments; minimize highway footprint; minimize local trips on freeway</li> </ul>
<b>Added Rail Capacity</b>	<ul style="list-style-type: none"> <li>▪ Infrastructure improvements to accommodate 20-year freight rail growth and frequent passenger rail service</li> <li>▪ Establish public/private Bi-State Rail Forum to advise</li> <li>▪ Encourage funding: More inter-city passenger service; High speed rail service; Replace swing span with lift span closer to center of river channel.</li> </ul>
<b>Land Use</b>	<ul style="list-style-type: none"> <li>▪ Adopt Bi-State Coordination Accord to protect existing and new capacity and support economic development</li> <li>▪ Jurisdictions agree on plan to manage land development</li> </ul>
<b>TDM and TSM</b>	<ul style="list-style-type: none"> <li>▪ Commit to TDM/TSM Strategies: alternative modes; work-based; policy and regulatory; pricing.</li> <li>▪ Pursue additional funds for transit and TDM/TSM.</li> <li>▪ Prepare I-5 TDM/TSM Corridor Plan guided by Bi-State Coordination Committee</li> <li>▪ Fund and implement TDM/TSM now</li> </ul>
<b>Environ'l Justice</b>	<ul style="list-style-type: none"> <li>▪ Establish Community Enhancement Fund</li> <li>▪ Map low income and minority communities</li> <li>▪ Incorporate EJ into EIS and public outreach</li> <li>▪ Two EIS working groups – public involvement and EJ</li> </ul>
<b>Finance</b>	<ul style="list-style-type: none"> <li>▪ Develop financing plan</li> <li>▪ Increased revenues for TriMet and C-Tran</li> <li>▪ Regional financing for: aggressive bi-state TDM; expand transit to support light rail loop</li> <li>▪ Seek funding for I-5 widening to 3 lanes (as above)</li> </ul>

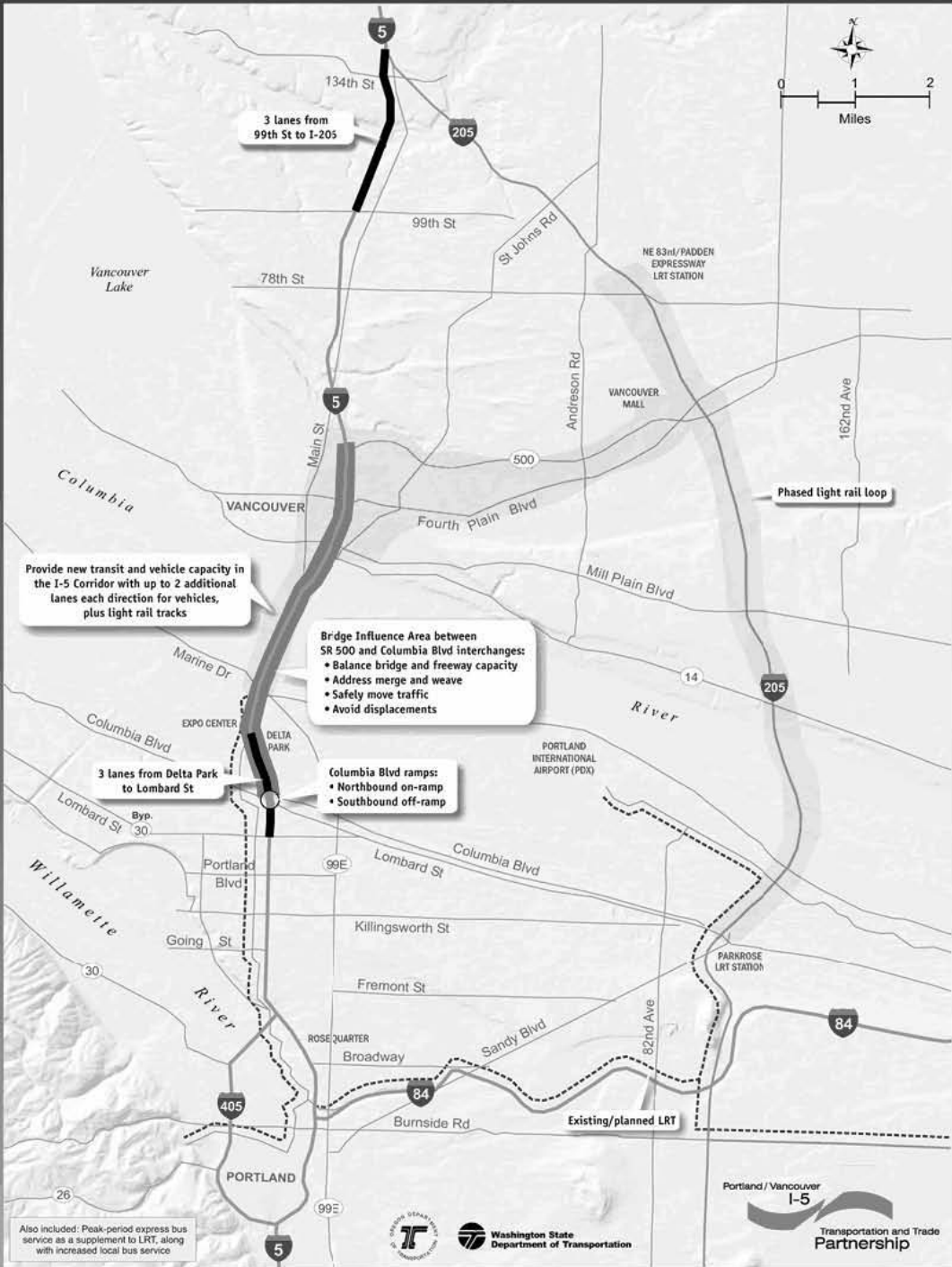
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**Next Steps/Tentative Implementation Schedule**

2003-2005	Environmental Assessment and Preliminary Engineering: widen I-5 to 3 through lanes from Delta Park to Lombard
2005-2007	Final Design, Permitting and Right-of-Way: Delta Park to Lombard
2004-2009	<ul style="list-style-type: none"><li>▪ Environmental Impact Statement (EIS) for new supplemental or replacement bridge</li><li>▪ Interchange improvements between SR 500 and Columbia Blvd</li><li>▪ Light rail</li></ul>
2008-2009	Construction of Delta Park to Lombard Project (subject to funding availability)
2010+	Construction of improvements in the Bridge Influence Area (BIA).

A map illustrating the *Strategic Plan* recommendations is shown on the following page.

# Final Strategic Plan Recommendations



Source: **Portland/Vancouver I-5 Transportation and Trade Partnership Strategic Plan**

2003 | TRANSPORTATION AND TRADE PARTNERSHIP: I-5 Rail Capacity Study

<p><b>Technical Advisory Committee</b></p>	<p>BNSF and UP railroads, Amtrak, Ports of Portland and Vancouver, cities of Portland and Vancouver, ODOT, WSDOT, Metro, RTC. Reviewed results and made recommendations to Partnership Task Force.</p>
<p><b>Purpose</b></p>	<ul style="list-style-type: none"> <li>▪ Estimate existing and future capacity of Portland/Vancouver rail network</li> <li>▪ Determine improvements to increase capacity for freight and passenger rail</li> </ul>
<p><b>Findings</b></p>	<ul style="list-style-type: none"> <li>▪ Rail system is very congested with little additional capacity.</li> <li>▪ Rail congestion creates significant costs for railroads and regional economy.</li> <li>▪ Lack of rail capacity threatens long term economic health of region.</li> <li>▪ Ports cannot be expanded without additional rail capacity.</li> <li>▪ Small incremental improvements could meet needs for 5-10 years.</li> <li>▪ Construction of a <i>new</i> heavy rail bridge across the Columbia is not necessary; the bridge is not the critical bottleneck.</li> <li>▪ Improvements to the existing bridge are needed – adding capacity and replacing the swing span with a lift span.</li> <li>▪ Passenger trains are not the primary cause of congestion, but more capacity is needed for more trains.</li> <li>▪ Commuter rail cannot be accommodated.</li> </ul>
<p><b>Recommend "How-To"</b></p>	<ul style="list-style-type: none"> <li>▪ Bi-State Coordination Committee should establish a "Bi-State Rail Forum"             <ul style="list-style-type: none"> <li>○ Public-Private forum to implement recommendations</li> <li>○ Members: Same membership as Technical Advisory Committee</li> <li>○ Advisory to Bi-State Coordination Committee</li> </ul> </li> </ul>
<p><b>Recommend Freight Rail</b></p>	<ul style="list-style-type: none"> <li>▪ Study and pursue infrastructure improvements to meet 20-year needs</li> <li>▪ Negotiate cost allocations between public and private partners</li> <li>▪ Work collaboratively to identify federal state, regional and local funding.</li> <li>▪ Explore funding for replacing Columbia River bridge swing span with lift span closer to center of channel.</li> <li>▪ Cooperate to encourage Coast Guard to recognize navigation hazard of current swing span location and award Truman-Hobbs Act funding for replacement.</li> </ul>
<p><b>Recommend Passenger Rail</b></p>	<ul style="list-style-type: none"> <li>▪ Coordinate bi-state effort for more funding for High Speed Rail Corridor – recognizing need to compensate freight railroads for loss of capacity</li> <li>▪ Coordinate with Congressional delegations to enhance funding for High Speed Rail service in corridor</li> <li>▪ Cooperate with freight railroads to add capacity to existing lines to accommodate intercity passenger rail</li> <li>▪ Support capacity improvements outside region to improve train speeds and accommodate passenger rail</li> </ul>
<p><b>Recommend Commuter Rail</b></p>	<ul style="list-style-type: none"> <li>▪ Do not pursue</li> </ul>

ODOT and WSDOT Studies, Plans and Projects

1998 | ODOT: I-5 Northbound HOV Lane Pilot Project

<b>What and Where</b>	Northbound, peak period, HOV lane between Fremont Bridge and I-5 Columbia River bridge. Operates from 3:00-6:00 PM on weekdays.
<b>Results</b>	At opening: HOV lane carried 2,400 persons per lane per hour, more than either general-purpose lane. At opening; HOV lane saved 5-7 minutes per vehicle. Project considered a success and lane made permanent after initial six-month trail.

2001 | ODOT: I-5 Preservation Project

<b>Where</b>	I-5 in Oregon between Interstate Bridge and Oregon Street
<b>What</b>	Replace failed concrete; increase clearance at overpasses; construct sound walls.
<b>Status</b>	Work completed in 2002.

2001 | ODOT: EA for Widening I-5 from Delta Park to Lombard Street

<b>Overview</b>	Environmental Assessment for proposed widening of I-5 to three lanes. Consistent with recommendations of I-5 Partnership <i>Strategic Plan</i> . The project is also identified in the <i>Regional Transportation Plan</i> .
<b>Project Elements</b>	<ul style="list-style-type: none"> <li>▪ Widen highway to a three-lane section southbound between Delta Park, at Victory Boulevard, and the Lombard Interchange.</li> <li>▪ Widen the Columbia Slough Bridge median and shoulder widths.</li> <li>▪ Realign the Columbia and Victory Boulevard ramps to improve ramp geometry.</li> <li>▪ Reconstruct sound walls impacted by the project.</li> </ul>
<b>Process</b>	Consistent with National Environmental Policy Act (NEPA): <ul style="list-style-type: none"> <li>▪ public involvement</li> <li>▪ environmental analysis</li> <li>▪ alternative development and selection</li> </ul>
<b>Schedule</b>	2001-2002: Planning. Status – now complete. 2003-2004: Environmental Assessment and Preliminary Engineering 2004-2006: Final Design, Permitting and Right-of-Way 2006-2008: Construction (subject to funding availability)

**2002 | ODOT/METRO: Traffic Relief Options Study – Peak Period Pricing**

<b>Task Force</b>	<p>Role: Oversee study.                  Members: 13 citizens, plus Metro executive director and Oregon Transportation Commission chair as ex-officio members.                  Reported to: JPACT/METRO and OTC.</p>
<b>Project Management Group</b>	<p>Members: Director level staff from agencies and jurisdictions.                  Role: Met around key decision points, 2-4 times per year</p>
<b>Technical Advisory Committee</b>	<p>Members: Technical staff from jurisdictions, agencies, trucking, environmental, FHWA consultant and interested resident.                  Role: Met twice monthly.</p>
<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ Conduct technical evaluation of peak period pricing as a tool to manage congestion</li> <li>▪ Develop process for increasing public understanding of pricing</li> <li>▪ Determine whether peak period pricing is a desirable traffic management tool for Portland area</li> <li>▪ Determine whether support can be generated for a pilot project</li> </ul>
<b>Recommend</b>	<ul style="list-style-type: none"> <li>▪ Peak period pricing can manage congestion and raise revenues.</li> <li>▪ Peak period pricing is an appropriate tool when adding new capacity.</li> <li>▪ Pilot project should be undertaken.</li> <li>▪ Need to build public support prior to a demonstration project.</li> </ul>
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>▪ Recommendations were incorporated into 2000 Regional Transportation Plan</li> </ul>

**2003 | ODOT: Regional Economic Effects of the I-5 Corridor/Columbia River Crossing Transportation Choke Points**

<b>Technical Study</b>	<p>Prepared in support of Portland/Vancouver Transportation and Trade Partnership work.</p>
<b>Findings</b>	<ul style="list-style-type: none"> <li>▪ I-5/Columbia River Bridge congested period will grow from 4 hours today to 10 hours by 2020</li> <li>▪ Congestion will affect trucks in midday period, increasing cost of delay by 140% to \$34 million.</li> <li>▪ Rail network is equally congested – average delay per train is 40 minutes, twice Chicago's.</li> <li>▪ Glenn Jackson (I-205) bridge will be equally congested by 2020.</li> </ul>
<b>Recommend</b>	<ul style="list-style-type: none"> <li>▪ Supports recommendations in Portland/Vancouver Transportation and Trade Partnership <i>Strategic Plan</i></li> </ul>



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## MPOs – Metro and RTC Studies and Plans

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### **Metro**

The details of Metro's project-related plans are covered in Section V. below; they relate to the formal processes required for qualifying for state and federal funding.

### **The Bi-State Transportation Committee**

The Bi-State Transportation Committee is a subcommittee of Metro's Joint Regional Policy Advisory Committee on Transportation (JPACT) and Southwest Washington Regional Transportation Council (RTC). The role of the committee is to review all issues of bi-state significance for transportation and present recommended actions to JPACT and RTC. The committee is comprised of six members from Clark County and seven members from the Portland metro area.

### **Southwest Washington Regional Transportation Council (RTC)**

RTC is the federally designated MPO for the Clark County portion of the Portland/Oregon urbanized area, and the state-designated Regional Transportation Planning Organization (RTPO) for the Clark, Skamania and Klickitat counties.

**RTC Board of Directors.** The RTC has a federated board made up of local elected officials from member jurisdictions, state senators and representatives from member legislative districts, and senior staff from member agencies. In addition to representatives from Washington state, ODOT's Region 1 Manager sits on the board, as does one representative from Portland's Metro.

In addition to plans fulfilling RTC's MPO/RTPO roles, covered in Chapter V, below, RTC has conducted other, project-related studies which are detailed here.

**Regional Transportation Advisory Committee:** RTAC is an advisory committee to the RTC Board. RTAC coordinates and guides the regional transportation planning program in accordance with the policy of the Board. The Committee is responsible for coordination of regional transportation technical issues and for providing technical advice to the Board.

**Joint Regional Policy Committee:** Washington State law requires a JRPC be formed to oversee high capacity transit planning. By law, a JRPC is a federated committee of government officials and as the RTC Board meets this requirement, it is able to serve as the JRPC as well.



1998 | RTC: Clark County High Occupancy Transportation Study

RTC/JRPC	RTC Board also Joint Regional Policy Committee for project
Citizen Stakeholders Committee	10 neighborhood representatives and 2 business representatives
Purpose	<ul style="list-style-type: none"> <li>▪ Develop HOV plan for Clark County               <ul style="list-style-type: none"> <li>○ Identify needs and benefits of HOV system</li> <li>○ Describe location of possible HOV facilities and corridors</li> <li>○ Define regional HOV policies and objectives</li> <li>○ Identify changes to MTP and city and county plans needed</li> </ul> </li> </ul>
Recommended HOV System Plan	<ul style="list-style-type: none"> <li>▪ Goals               <ul style="list-style-type: none"> <li>○ Improve person/freight capacity by emphasizing person-carrying capacity over vehicle-carrying capacity</li> <li>○ Priority to shared ride commute trips to manage congestion</li> <li>○ Ensure bi-state coordination</li> </ul> </li> <li>▪ Policies               <ul style="list-style-type: none"> <li>○ Implement HOV where congestion is high and potential bus/carpool travel time savings are significant</li> <li>○ HOV facilities and programs in place before HOV is considered</li> <li>○ Long range goal to add capacity for HOV; a long range strategy could phase conversion of general purpose capacity to HOV</li> <li>○ Conversion to HOV will maintain option for High Occupancy Toll (HOT) lane in the future</li> </ul> </li> </ul>
HOV Elements	<ul style="list-style-type: none"> <li>▪ I-5 Corridor               <ul style="list-style-type: none"> <li>○ 134<sup>th</sup> to Main Street – Add one lane new capacity for HOV</li> <li>○ I-5 Bridge – New bridge with one additional lane for HOV</li> <li>○ Marine to Columbia (Oregon) – Add one lane capacity for HOV</li> <li>○ Columbia to Going (Oregon) – Convert GP lane to HOV</li> <li>○ Ramp bypasses for HOV at: 134<sup>th</sup>, 78<sup>th</sup>, 99<sup>th</sup>, Main, Fourth Plain Blvd and Mill Plain Blvd.</li> <li>○ Increase transit from 17 buses to 28 buses in peak hour.</li> </ul> </li> <li>▪ I-205 Corridor               <ul style="list-style-type: none"> <li>○ 83<sup>rd</sup> to I-205 Bridge – Add one lane new capacity for HOV</li> <li>○ I-205 Bridge – Convert inside shoulder to HOV</li> <li>○ I-205 Bridge to I-84 (Oregon) – One lane new capacity for HOV</li> <li>○ Rap bypasses for HOV at: 83<sup>rd</sup>, 18<sup>th</sup>/28<sup>th</sup>, and Mill Plain Blvd.</li> <li>○ Increase transit from 10 buses to 21 buses in peak hour.</li> </ul> </li> </ul>
Next Steps	<ul style="list-style-type: none"> <li>▪ Conduct feasibility analysis of providing additional HOV capacity across Columbia River without (i.e. before) replacing Interstate Bridge.</li> <li>▪ Analyze corridor traffic operations and traffic flow to assess HOV lane and its impact on general-purpose travel lanes.</li> <li>▪ Develop conceptual design for HOV facility in I-5 corridor</li> <li>▪ Conduct public information effort to engage community opinion.</li> </ul>

**2000 | RTC: I-5 HOV Corridor Operational Study**

<b>Purpose</b>	Begin implementation process for Clark County HOV plan recommendations.
<b>Bi-State Transportation Committee</b>	Role: Consider study findings and conclusions and recommend any bi-state actions to RTC and Metro's JPACT.
<b>RTC Board</b>	RTA managed study. The RTC Board received study findings and conclusions from RTAC and forwarded to Bi-State Transportation Committee.
<b>Regional Transportation Advisory Committee</b>	Reviewed and commented on TAC findings and recommendations and advised RTC Board.
<b>Technical Advisory Committee</b>	Staff from WSDOT, C-Train, Vancouver, Clark County and ODOT. Provided technical expertise and comment on technical analysis. Forwarded findings and recommendations to RTAC.
<b>Options Evaluated</b>	<ul style="list-style-type: none"> <li>▪ Washington-only HOV</li> <li>▪ Oregon-only HOV</li> <li>▪ Bi-State HOV: HOV in Washington and Oregon but no HOV on Interstate Bridge</li> </ul>
<b>Selected Option</b>	<ul style="list-style-type: none"> <li>▪ Bi-State HOV               <ul style="list-style-type: none"> <li>○ Washington                   <ul style="list-style-type: none"> <li>- 2 general-purpose lanes plus HOV lane from 134<sup>th</sup> to SR 500.</li> <li>- Re-stripe I-5 from SR 500 to Mill Plain Blvd to add HOV lane.</li> </ul> </li> <li>○ Oregon                   <ul style="list-style-type: none"> <li>- Added capacity for HOV from Marine Drive to Lombard through widening (see Delta Park/Lombard project under ODOT, above).</li> </ul> </li> </ul> </li> </ul>
<b>Key Findings</b>	<ul style="list-style-type: none"> <li>▪ In AM peak 2 hour period: selected option increases bus ridership by 180 people; HOV use by 1,120 people. HOV time savings 8-10 minutes per vehicle.</li> <li>▪ Most of the projected time savings occurs in Washington (7-8 minutes)</li> <li>▪ Project addressed HOV options <i>without</i> bridge replacement.</li> </ul>
<b>Adoption and Implementation</b>	<ul style="list-style-type: none"> <li>▪ 2000 – RTC Board, JPACT and Bi-State Committee support project implementation</li> <li>▪ 2000 – Washington State Transportation Commission adopts HOV concepts and operational strategies</li> <li>▪ 2001 – Vancouver AM southbound HOV lane grand opening</li> </ul>

## Ports of Portland and Vancouver

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### 2004 Port of Portland Transportation Improvement Plan

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**Commissioners** Nine-member commission appointed by the Governor for 4-year terms.

- Objectives**
- Identify 5, 10 and 20-year transportation system investments to provide and maintain access to Port.
  - Develop long-range vision of financial implications of transportation system investments and integrate with 10-year capital program.
  - Increase public awareness of Port's needs.
  - Facilitate coordination between Port and public and private transportation system stakeholders to make improvements and investments to enhance access to markets.

- Projects**
- I-5 North: Provide additional capacity for freight movement – improve freight mobility on I-5 between Lombard Street and I-5 Bridge.
  - Install northbound access ramps at Columbia Blvd and i-5.
  - Rail access to support West Hayden Island development.
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### 2004 Port of Vancouver Transportation Improvement Plan

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**Commissioners** Three member port commission directly elected for 6-year terms.

**Objectives** ▪

**Projects** ▪

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## V. Project Status in Adopted Plans and Policies

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### Metro

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**Metro Council.** The Metro Council is a directly elected regional body, and is the federally designated Metropolitan Planning Organization for the three-county Portland Metropolitan Region, encompassing Multnomah, Clackamas and Washington counties. Formal action by the Metro Council is required to adopt regional land use and transportation plans.

**JPACT.** The Joint Regional Policy Committee on Transportation is a 17-member committee that provides a forum for elected officials and agency representatives to evaluate transportation needs in the region. JPACT recommends priorities and develops the region's transportation plan, based on input from the Transportation Policy Alternatives Committee. JPACT is advisory to the Metro Council.

**TPAC.** The Transportation Policy Alternatives Committee consists of 21 members; 15 represent technical staff from government agencies and 6 are interested citizens appointed to two-year terms. They advise JPACT.

### 2040 Growth Concept

The Land Use basis of Metro's planning efforts is the 2040 Growth Concept, the region's 50-year plan for managing growth. The 2040 Growth Concept encourages growth in centers and corridors with increased emphasis on redevelopment within the urban growth boundary.

### Regional Transportation Plan

The Regional Transportation Plan was updated for federal purposes in 2004. This RTP update meets Metro's requirement to demonstrate that it complies with the federal Clean Air Act. The next required state update is in 2007; work will begin in 2005.

### Consistency with I-5 Transportation and Trade Partnership Strategic Plan

The RTP adopts, as a project amendment, the I-5 Partnership Corridor Study. In addition, it includes the following projects that support the I-5 TTP *Strategic Plan*.

Project No. 1002 Vancouver Light Rail Loop – moved to preferred system pending approval of LRT strategy in Clark County, Washington

Project No. 4009 I-5 Trade Corridor Study and Tier 1 DEIS – \$15,000,000

## **Southwest Washington Regional Transportation Committee (RTC)**

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RTC's *Metropolitan Transportation Plan* for Clark County, originally adopted in 1994, was most recently updated in 2002. The Plan's horizon year is 2023. The Plan meets the air quality conformity requirements of the federal Clean Air Act Amendments and Washington Clean Air Act.

The MTP projects that support the I-5 Transportation and Trade Partnership *Strategic Plan* recommendations include:

- LRT to the Expo Center in Oregon
- HCT corridors along I-5, I-205 and SR 500
- Transportation System Management through the VAST Program(Vancouver Area Smart Trek), which includes ITS initiatives.
- Transportation Demand Management through the Commute Trip Reduction program, as well as a study to specifically review the TTP *Strategic Plan* recommendations.
- New I-5 Columbia River Crossing

In addition, project recommendations speak to the I-5 Columbia River Bridge and the Light Rail Loop:

- Interstate 5 Columbia River Bridge
  - Status: "Replace or supplement the Interstate 5 Bridge with 3 through travels lanes and up to 2 supplemental or auxiliary lanes for a total of five lanes in each direction. For transit there should be 2 light rail tracks... The process for moving the analysis forward involves incorporating the package of I-5 partnership study recommendations into Metro's and RTC's long-range regional transportation plans and specifically initiating an EIS process to determine the feasibility of a new Columbia River crossing." (MTP Appendix B: December 2002)
- I-5/I-205/SR-500 Light Rail Loop
  - Status: "The land use element associated with the LRT loop concept is being considered by the City of Vancouver via their Growth Management Comprehensive Plan land use scenario that would focus growth toward activity centers many of which are within the LRT loop corridors... This process includes many individual steps and approvals along the way. One of the most significant decisions to be made in the near future would be the decision to initiate the New Start process for the light rail loop." (MTP Appendix B: December 2002)

RTC's State Transportation Improvement Program (STIP) was most recently updated in 2003 and contains a project list for the years 2004-2006. In this time frame, the STIP does not contain projects directly related to the I-5 Columbia River Bridge.

## **Transit Operators, TriMet and C-Tran**

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### **TriMet**

TriMet's 2003 Transit Improvement Program acknowledges the work of the I-5 Transportation and Trade Partnership and identifies the Clark County, Washington HCT loop on its map of proposed expansion of HCT investments. It also maps a light rail connection to downtown Vancouver.

### **C-TRAN 20-Year Transit Development Plan**

C-TRAN has been engaged in developing its first 20-Year Transit Development Plan over the last couple years with Board adoption anticipated in 2004. When the plan is finalized and adopted it will be included here.

## **CITY OF PORTLAND**

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The City of Portland's plans and policies appear to be consistent with the project recommendations from the I-5 Transportation and Trade Partnership *Strategic Plan*.

### **Comprehensive Plan**

Portland's *Comprehensive Plan* was adopted in 1980; the most recent update was 2003. The *Comprehensive Plan* includes broad policy statements, district-by-district objectives for each plan area, including land use and transportation, and specific elements such as a street classification system.

Policies and Objectives in the plan that relate to this project include:

- Support expansion of Northwest Corridor passenger rail service.
- Support pricing strategies that are based on the environmental and social costs of motor vehicles.
- Support experiments in equitable and efficient pricing of new motor vehicle transportation facilities
- Support light rail to Vancouver, Washington.

### **Transportation Plan**

The *Portland Transportation System Plan* specifically cites that it is based on Metro's 2040 Growth Concept and is consistent with the *Regional Transportation Plan*.

The Plan's project list includes projects consistent with the I-5 TTP's *Strategic Plan*:

Project No. 30020: Improve I-5 Columbia River Bridge based on recommendations of I-5 Trade Corridor Study.

Project No. 30022: Widen I-5 to three lanes in each direction from Lombard to Expo Center.

Project No. 30023: I-5/Columbia Blvd North, construct a full interchange based on the recommendations of the I-5 North Trade Corridor Study.

Project No. 30033: Extend light rail service from Expo Center to Vancouver, Washington.

### **City of Vancouver**

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Vancouver's *Comprehensive Plan* and *Transportation Plan* are in the process of being updated and are expected to be approved by the City Council in the spring of 2004. As soon as that action occurs, this document will be updated to reflect the policies and projects in those plans.

Briefly, the *draft* plans as presented for council and public review are consistent with the recommendations of the I-5 Transportation and Trade Partnership *Strategic Plan*.

The target year for both plans is 2023.