

## **Bylaws of the Bi-State Coordination Committee**

### **Role**

The Bi-State Coordination Committee replaces the Bi-State Transportation Committee. Further the Bi-State Coordination Committee shall abide by the Bi-State Coordination Committee Charter that is incorporated into these bylaws as Attachment A.

The Committee will review all issues of major bi-state significance for transportation and land use. In addition, when economic development or environmental justice issues are directly related to transportation or land use issues of bi-state significance, the Committee may also review and make recommendations concerning these topics to the appropriate agencies. The Committee will present advisory actions to Southwest Washington Regional Transportation Council (RTC) and Metro's Joint Policy Advisory Committee on Transportation (JPACT), and Metro on issues of bi-state transportation significance. The Committee will advise the appropriate local and regional governments on issues of bi-state land use issues. On economic development or environmental justice issues related to transportation or land use issues of bi-state significance, the Committee may provide recommendations to the appropriate agencies.

Each member agency shall have the responsibility to identify items over which it has direct responsibility that have bi-state significance to the Committee. Timely information about decisions to be made should be provided to the Committee so that recommendations can be made and forwarded in a timely manner prior to agency action.

The Committee holds no regulatory authority, but builds and sustains regional dialogue and works together on solving problems related to evolving linkages among transportation, land use, and economic development. Member jurisdictions retain their full existing authorities, but consider carefully and give weight to Committee recommendations. Jurisdictions also agree, according to their authorities, to create their own strategies and plans that contribute to managing land uses and economic development to protect transportation investments throughout the corridor.

JPACT and RTC Board shall take no action on an issue of bi-state transportation significance without first referring the issue to the Bi-State Coordination Committee for their consideration and recommendation. Any member of JPACT or the RTC Board may request referral of an item for consultation prior to action, but it takes a majority of the JPACT or RTC Board to refer an item to the Bi-State Coordination Committee. The Bi-State Coordination Committee members may also select items for consideration.

### **Membership**

Membership will be drawn from member agencies serving on JPACT and RTC Board and consist of elected officials as well as leadership from key agencies and organizations. Committee membership includes: Cities of Portland and Vancouver; Clark and Multnomah Counties; one smaller city each in Multnomah and Clark Counties; Oregon Department of Transportation; Washington State Department of Transportation; Ports of Vancouver and Portland; Tri-Met; C-Tran; and Metro. Each agency shall select their member for the Bi-State Coordination Committee and shall also identify an alternate. Membership will be valid as long

**Public Notice**

The public shall be notified of the Bi-State Coordination Committee meetings consistent with other public meeting notices required by Metro or RTC.

**Administrative Support**

Metro and RTC shall share in the costs for administrative support and staffing to the Bi-State Coordination Committee.

**Budget/Expenses**

Expenses for conducting Bi-State Coordination Committee meetings shall be equally shared between Metro and the RTC.

## **Charter**

### **Establishing Bi-State Coordination Committee**

October 23, 2003 – As Discussed with Bi-State Transportation Committee and Revised

#### **Committee Charter Text**

**Purpose:** This charter defines voluntary participation by jurisdictions within the cross-Columbia River area of the I-5 corridor between Clark County in Washington and Multnomah County in Oregon. This region is linked by economic development and land use objectives, which also drive a shared objective to preserve and add to critical transportation investments. The existing Bi-State Transportation Committee has been constructive in addressing bi-state transportation issues within the corridor. This charter expands the scope of the bi-state effort to include both transportation and land use. Review of land use and transportation issues of bi-state significance may prompt review of these topics in the context of economic development, environmental, and environmental justice issues. It also ensures that regionally significant aspects of transportation – highway, bridge, transit, freight rail, and transportation system and demand management – are considered.

The new Committee, the Bi-State Coordination Committee, replaces the Bi-State Transportation Committee. It serves as a forum to share information, coordinate review, and discuss implications of significant legislative land use and transportation issues which may have environmental, economic development and environmental justice implications for actions taken within the corridor. It encourages regional collaboration to facilitate decision making by individual jurisdictions on issues affecting the broader corridor. The results of the Committee's deliberations are advisory to the Southwest Washington Regional Transportation Council (RTC), Metro's Joint Policy Advisory Committee on Transportation (JPACT), and Metro, on issues of bi-state transportation significance. On issues of bi-state land use and economic significance, the Committee advises the local and regional governments appropriate to the issue.

The Committee holds no regulatory authority, but builds and sustains regional dialogue and works together on solving problems related to evolving linkages among transportation, land use, and economic development. Member jurisdictions retain their full existing authorities, but consider carefully and give weight to Committee recommendations. Jurisdictions also agree, according to their authorities, to create their own strategies and plans that contribute to managing land uses and economic development to protect transportation investments throughout the corridor.

**Membership:** The Bi-State Coordination Committee consists of elected officials from the jurisdictions within the corridor, as well as leadership from key agencies and organizations. The membership structure includes:

- Cities of Portland, OR and Vancouver, WA
- Clark and Multnomah Counties
- One smaller city each in Multnomah and Clark Counties

**Draft Framework – Columbia River Crossing Project**  
**Joint WSDOT and ODOT**  
**Communications and Outreach Plan Covering June 2004 through Mid-2005**  
EnviroIssues – June 1, 2004

*Guidance comes from WSDOT and ODOT objectives for finding solutions that respond to the context of the project area. This calls for a proposed transportation project... “planned not only for its physical aspects as a facility serving specific transportation objectives, but also for its effects on the aesthetic, social, economic and environmental values, needs, constraints and opportunities in a larger community setting.” (WSDOT guidance on Context Sensitive Solutions)*

**Communications and Outreach Objectives:** To communicate clearly about the Columbia River Crossing Project with all interests in the project -- citizens, people and groups with particular areas of focus, the business community, affected jurisdictions and agencies, natural resource agencies, tribes, regional decision makers, and other project constituents. Carrying the recommendations and the spirit of the I-5 Partnership’s *Final Strategic Plan* to completion will demand enthusiasm and broad support. “Communication and outreach” means to share information, seek ideas and reactions, and build strong regional support for a river crossing solution that is sensitive to corridor communities and that measures up to the region’s transportation, economic, and quality-of-life ambitions.

**Plan Elements:** Communications and outreach target all levels within the bi-state project area, including working collaboratively with local, state, regional, and federal officials and their staffs within the region. Early, proactive involvement with the full range of “publics” will help the project decision-making structure (ODOT, WSDOT, Federal Highways Administration, Federal Transit Administration, Oregon/Washington Joint Transportation Commission Working Committee, Bi-State Coordination Committee, etc.) identify issues and opportunities, weigh trade-offs, and identify an achievable and acceptable environmental process. The broadly community-based approach will integrate efforts to include disadvantaged or underrepresented populations as defined in federal environmental justice requirements. Elements of the plan during this pre-EIS phase, from June 2004 through approximately August 2005, include activities to:

- Create a detailed and up-to-date profile of project constituents at all levels, analyzing communications needs and channels, and updating and building project communications infrastructure such as outreach tracking, distribution lists, online communications mechanisms, and project outreach team.
- Develop a communication and outreach schedule keyed to identifying project data and policy needs, preparing project work products, defining and supporting decision points, and identifying timing and needs for public input; establish WSDOT and ODOT as strong leaders, highly motivated to make progress.
- Develop project information materials that help people understand the project’s need and resulting goals, boundaries and area of influence, potential benefits,

constraints and potential effects. Establish and maintain a clear balance among commuter needs, freight and commerce goals, land use changes, and economic development factors.

- Engage people and organizations in further defining project concepts, using the I-5 Partnership recommendations as a starting point, and developing broadly accepted approaches to how the project will be permitted, funded, built, and managed
- Build on earlier work to structure a communication and outreach approach that will transition seamlessly into the next phase of alternatives evaluation and environmental review.

**Structure for Work Plan:** Communication and involvement activities are organized in several “waves” during this pre-EIS phase. Those activities will be coordinated with the regional decision-making structure, and are illustrated in Figure 1 (to be developed following 6/2 discussion), and include:

- June – July, 2004, “Getting Organized” -- Prepare project work plan, assemble project team, organize communications team integral to overall project team; assemble existing public involvement documentation; determine working and advisory approach with regional decision-making structure; standardize project formats and graphic standards; develop media strategy
- August – September, 2004, “Getting the Word Ready” – Conduct team training in environmental justice and context-sensitive design approaches; prepare project information materials (interactive website, project “prospectus” and supporting written materials, media information package, etc.); develop detailed community profiles, including demographic analysis to define environmental justice outreach; work with regional business organizations to define collaborative structure; refine and augment project distribution lists and comment tracking systems; develop strategy to address sensitive project issues such as tolling and high-capacity transit.
- October 2004 – January, 2005, “Getting the Word Out” -- Continue coordination with regional decision-making structure; support technical team in preparing user-friendly versions of tolling, financial, contracting, traffic, and conceptual engineering work products and sharing them with appropriate groups; kick off project outreach throughout corridor cooperatively with jurisdictions, businesses, neighborhoods, and other parties, focusing on interactive public workshops, online communications, work with existing interest and community groups, media outreach, and other mechanisms. Institute collection of comments and inputs, track responses and share information with project team. Prepare NEPA scoping plan, including purpose and need, NOI, project background, definition of options as potential alternatives. Launch notification for scoping meetings, accompanying scoping with broader public information and outreach opportunities.
- February – June 2005, “Establishing the Scope of Environmental Review” -- Conduct agency and public scoping meetings, sharing project information and gathering input on options to be considered, range of potential project effects,

community values and preferences; continue coordination with regional decision-making structure and existing groups; continue media outreach. Analyze public input for consideration in developing EIS scope and approach; work closely with technical/environmental team to address community ideas and concerns, ensuring compliance with environmental justice requirements and context-sensitive design guidelines. Continue to develop and disseminate user-friendly versions of project work products. Develop communications and outreach plan for next project phase, and adjust project messages, materials, resources, team organization, etc.

## Himes, Dale

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**From:** dean.lookingbill@rtc.wa.gov  
**Sent:** Wednesday, April 21, 2004 8:03 AM  
**To:** Cotugnoa@metro.dst.or.us; himesd@wsdot.wa.gov; WagnerD@wsdot.wa.gov; john.gillam@pdxtrans.org; jfratt@portvanusa.com; karen.c.schilling@co.multnomah.or.us; Laurel.wentworth@pdxtrans.org; lynneg@c-tran.org; turpelm@metro.dst.or.us; matthew.l.garrett@odot.state.or.us; mcfarn@trimet.org; Peter.Capell@clark.wa.gov; Thayer.Rorabaugh@ci.vancouver.wa.us; lahses@portptld.com  
**Cc:** Craig.Pridemore@clark.wa.gov; BurkholderR@metro.dst.or.us  
**Subject:** Bi-State Staff Meeting Report

To All,

As promised, I have attached the meeting report from the April 15 Bi-State Staff meeting. Thank you all for attending, it turned out to be a good meeting and I believe it produced the product requested by the Bi-State Transportation Committee.

I have also attached the Bi-State Committee memorandum and revised flow chart that resulted from our meeting. These were e-mailed to the Bi-State Committee e-mail list, but I am unsure who among you are and are not on that list. Apologies if you have not already received them.

If you have any questions please let me know.

Thanks,

Dean

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4/21/2004

**Bi-State Transportation Staff Meeting  
Meeting Report  
April 15, 2004**

**I. Welcome and Statement of Meeting Purpose**

The meeting of the Bi-State Transportation Staff Meeting was called to order by Dean Lookingbill, RTC Director at 12:10 p.m. at the Clark County Public Service Center Room 433, 1300 Franklin Street, Vancouver, WA. Those in attendance follow:

Pete Capell, Clark County  
Andy Cotugno, Metro  
Matt Garrett, ODOT  
John Gillam, City of Portland  
Dale Himes, WSDOT  
Robin Katz, Port of Portland  
Dean Lookingbill, RTC  
Scott Patterson, C-TRAN  
Matt Ransom, City of Vancouver  
Karen Schilling, Multnomah County  
Mark Turpel, Metro  
Don Wagner, WSDOT  
Laurel Wentworth, City of Portland  
Diane Workman, RTC

Mr. Lookingbill reviewed the meeting packet information that was distributed. He said the purpose of the meeting is to discuss and hopefully agree upon the role of the Bi-State Coordination Committee in regard to the I-5 Columbia River Crossing Project.

The product or mission of the meeting would be to be to conclude the meeting with a statement of what this staff group has agreed to and e-mail that out to the members of the Bi-State Committee. The meeting packet for the April 22 meeting will be mailed out today. He said Committee members would be notified that an e-mail resulting from this meeting would follow their mail out packet.

Mr. Lookingbill suggested that the starting point for this meeting is the draft resolution and accompanying cover memo that was presented but held over from the March 25, 2004 Bi-State meeting. The group was charged with using that as a starting point to form the role and responsibility of the Bi-State Committee in the I-5 project.

Andy Cotugno said he would like to take that a step further. His goal is to have a joint recommendation from the Bi-State Committee and other DOTs staff to the May 25<sup>th</sup> joint meeting of the two Commissions. It would be a common recommendation on decision-making roles and responsibilities. Alternatively, recognize that we are going to the Commissions with a split position.



Mr. Lookingbill asked everyone introduce themselves.

## **II. Review Bi-State Transportation Committee Request of March 25, 2004 Meeting**

Mr. Lookingbill referred to the handout of agenda item II, the Draft of the Meeting Report for the March 25, 2004, Bi-State Transportation Committee. Mr. Lookingbill highlighted some of the discussion and key issues that were raised by Committee members at the meeting. The discussion reinforced the point that feedback was needed to go back to the two DOTs as they organize the joint meeting on May 25<sup>th</sup>.

Mr. Lookingbill said that at the meeting Rex Burkholder said that this discussion would be entrusted to staff. They could meet and prepare something to bring back to Committee Members on April 22.

## **III. Overview of Proposed Columbia River Crossing Decision Chart**

Mr. Lookingbill referred to a draft flow chart for the Columbia River Crossing Project Decision Making Process. The chart showed the flow of project work activities and also a decision-making progression. He said the chart's intent was for the planning, pre EIS, scoping process. He said it might look different if the project was in final engineering or project implementation phase. This is a way to get the project moving and a process for the EIS scoping.

Mr. Lookingbill provided an overview of the chart, working from the bottom up. The process would start with the Project Work Activities, which would be done by the Technical Work Teams: Agency Staffs and consultants. This work would be pulled together by the Regional Project Management Team, which would be primarily made up of the top-level staff members of the Bi-State Committee. From there it goes to the Regional Project/Policy Decisions, consisting of the two MPOs and the Bi-State Coordination Committee. The core of the bi-state activities would flow to the Bi-State Coordination Committee and to the two MPOs. Following input from RTC and Metro/JPACT, it would come back to the Bi-State Committee. It would then go up to the Bi-State Joint State Transportation Commission Working Committee. Mr. Lookingbill said the asterisks on the chart note the possibility of business, citizens, and federal officials becoming participants in the process along with the actual Bi-State Coordinating Committee members. While the Charter does not allow them to be members, there could be a way to add them in to the discussion for this project. Commissioner Francesconi had indicated the need to have businesses on the committee. From the Bi-State Committee it would go to a State Financing / Policy Decisions level. This would be the new Joint Commission Working Committee, with a possibility of adding the Bi-State Chair and Vice Chair. From the Joint group on up to the Oregon and Washington Commissions and on to the Legislatures.

Mr. Lookingbill welcomed Don Wagner into the meeting, and informed him of the agenda item that was being discussed and asked for any comments.

John Gillam asked if the Joint Transportation Commission Committee was a regular standing group or newly formed for this project. Mr. Lookingbill said he understood that it would be for this project, but referred the question to Don Wagner.

Don Wagner said the Joint Committee is specific to this project. It consists of three members from each of the two states' Transportation Commissions. At this time, it appears that it will be chaired by the Chair of each of the two Commissions. Mr. Wagner said on the Washington side, it is not a quorum; on the Oregon side, it would be constituted as a quorum of their Commission. This means that all meetings will be open public meetings. Mr. Lookingbill asked if what the Joint Committee does will be advisory to the two Commissions. Mr. Wagner said that is yet to be understood. They have not yet met to discuss any of their policies or practices or governing structure. He said the role of the two Commissions is different in each state. It may very well be that on one side, their action would be considered the action of their Commission for approval. On the other side it may not. John Gillam said he saw the Bi-State Committee's role as expanded; it goes beyond this project. He was asking if that was the case for the Joint Commission group, which it sounds as though it is specific to this project.

Mr. Wagner confirmed that May 25 is the six member Joint Transportation Commission meeting. On May 26, the whole Washington Transportation Commission will be meeting in Vancouver as well.

Mr. Lookingbill said at the Bi-State Transportation Committee meeting in March, the letter that called for the creation of the Joint Commission Committee was distributed. He said it was his understanding that at their first meeting on May 25<sup>th</sup>, they would be putting together who and what they will be. Mr. Lookingbill said as was discussed earlier, the purpose of today's staff meeting is to develop a written document for the Bi-State Committee for their April 22 meeting that would communicate their role to the Joint Commission Committee. Mr. Wagner said the draft agenda that has gone to his commission in Olympia, would have a spot for Bi-State to present. He said originally, it had Bi-State, and Metro and RTC making presentations. He said they were open to having others, JPACT or RTC. It was felt that it could be the Chair and Vice Chair of Metro and RTC or the Bi-State Committee. Mr. Wagner said if it is agreed, to have the Chair and Vice Chair of the Bi-State Committee, then they would take the two MPOs off. Mr. Wagner said it is not clear at this time that the Committee is prepared to make any decisions at that meeting. He said the Washington Commissioners consist of one from Vancouver and the other two are from the Seattle area, with one new to the Commission. On the Oregon side, he was not sure if any of the Commissioners were from the Portland area. That first meeting is really to get started from where are we, where are going, and hear a lot of information. Mr. Wagner said he had no direction from his Commission to pose any decisions for them at that first meeting.

Laurel Wentworth asked why the public outreach was located where it was on the flow chart. There was discussion, but no decision on exactly how to address it at this point. Mr. Lookingbill said a key part of where to place it on the chart is a decision of whether this becomes a citizen committee or a citizen input process. There was further discussion of the public outreach

process. Pete Capell said the outreach process will be at multiple levels. He suggested not even listing them at this point. Ms. Wentworth agreed. John Gillam said the process has not yet been established. He said the Partnership set up a high standard for public involvement. Members of the public that were involved in that are going to have high expectations, which is something to keep in mind as this is set up. It was agreed that they need to be recognized as a part of the project at multiple levels, and to put a dashed box along the side to represent this.

Don Wagner suggested not listing any boxes referring to the two individual State Transportation Commissions or the two state legislatures above the Joint Commission Committee. He said it is best to let them decide how they will take interface with this process. He said in the case of Washington Commission, they set policy. It comes back to WSDOT for projects implementation. Andy Cotugno asked if it is a non-decision-making body. Don Wagner said possibly, that they could decide to delegate authority. Mr. Lookingbill said in drafting the chart, he was trying identify a place to recognize that state and financing/policy decisions would be made at that level. He said the intent of the flow chart was an attempt to show the planning/EIS scoping process and not project implementation/construction process. Mr. Wagner said if this is only through the EIS, they may not even need to involve the legislature in the process. Karen Schilling said the flow chart was named to appear as if this was for the whole process, and suggested to change the name to just refer to the planning and EIS scoping phase.

Dale Himes said to keep in mind that there is still going to be a scope of work to do a public involvement plan. As part of the work over the 18 months, the scope of work and part of the contract effort will be put into developing a public involvement plan. The community outreach as previously discussed will be included as part of this public involvement process.

Matt Garrett arrived at the meeting and Robin Katz said that she attended the last Bi-State meeting and noted the lengthy discussion. She asked Mr. Garrett to summarize what his concerns were at that time.

Matt Garrett said he had two concerns. One, that they were to have a joint commission meeting on May 25<sup>th</sup> and not knowing how they want to include the Bi-State. He said the role of the Bi-State Committee, he was still trying to get his hands around that as well. He asked if it was a forum where issues are vetted; it becomes a political bell weather; it allows to steer clear of some trip wires that may be out there; that conversation takes place and gets us all on the same page, and then goes back to the MPOs. His concern was that it had grown to something more, where it was advisory and they had the final decision. He said at the end of the meeting, Commissioner Pridemore's conversation had assured him that the Committee is still advisory; it is not the final decision, but they make advice that will work its way through the channel. He said the way the decision-making process is as agreed at the last meeting, it would flow up from the Bi-State into the Joint Commission meeting if that is what they choose. He was more comfortable after that conversation. He said he was on unsure footing as to what his role and as DOT being impacted. He was concerned of being usurped. He said since that meeting and conversations, he was comfortable with the flow of the decision-making process and using the Bi-State Committee as it stands now, or if it includes business, which is another conversation.

Dean Lookingbill referred Mr. Garrett to the flow chart, and highlighted the discussion that had taken place earlier. He said from the Regional Project Management Team, the arrows go to the two MPOs, which would be a path to ensure that both MPO's have the opportunity to discuss issues particularly relevant to their state and not necessarily a bi-state issue. Bi-State issues first go to the Bi-State Coordination Committee. An example would be if there is a range of alternatives, and there is interest to narrow those to certain kinds of transit options within those alternatives. It would go to the Bi-State and they would send it back to the MPOs for their endorsement and then go back to the Bi-State Coordination Committee and on to the Joint Commission Committee.

Mr. Lookingbill also said the group had previously discussed the Joint Commission Committee and the idea of listing or not the next levels of the two Commissions and the two Legislatures. In the discussion, Mr. Wagner questioned listing a level above the Joint Commission Committee. It was suggested to label the process a planning/EIS scoping phase decision-making process. Other phases, may take on a different flow. If it is agreed to rename the process flow chart as such, there would not be a need to have the Washington and Oregon legislatures listed. The question is to take off the two commissions and legislatures or just the legislatures. Mr. Lookingbill said by listing the two Commissions the chart identified the state component of the process.

Mr. Wagner said in Washington, at the EIS level, they do not take EIS information to their Commission. Laurel Wentworth said that is different than getting confirmation about a policy and not a decision about some element of a project. She said in thinking back on every large project that has been done in the region for Oregon, the tradition, because everyone has a financial stake in the decision-making, that each have a single vote, at least once, if not multiple times. On that model, she said it is cumbersome, but doable. She said that it seems that you would want to have that in this project. Then by the time you go to engineering or PE or final design you have made sure everyone is on board. She said she is comfortable with how it is laid out, and she does think for Oregon, that they would always go back to the Oregon Transportation Commission because they are part of the Partnership.

Mr. Wagner said he would not support the flow chart as it is with the Commissions and Legislatures listed.

Mr. Lookingbill said we are nearly out of time and offered a summary of what has been said: 1) take out community outreach/input process and note it at the bottom. Matt Ransom suggested not taking it out completely so others don't ask where it is. He suggested listing it as a side bar as a Community/Public Involvement Process. 2) take the Oregon and Washington legislatures off the top.

It was unclear how to show the Oregon and Washington Commissions. Matt Ransom suggested listing a descriptive acknowledging their roles, but noting that it has not yet been determined. Don Wagner said he would acknowledge that there is something above the Joint Commission Committee, but not to try and list that at this time. Mr. Lookingbill said it could be noted that it

will be determined at the May 25, 2004 meeting of the Joint Committee. John Gillam noted that there is decision making and there is communications. It may be helpful to note the difference. He also noted the change in the name of the flow chart to Columbia River Crossing Project Scoping Phase. There was discussion of having to go through this again for another phase. It was noted that this could be the same flow chart for other phases, but that would be determined after this phase is complete.

Andy Cotugno said the most important decision is at the end of the DEIS that selects the preferred alternative. He said that is the bottom line decision. He said it does not matter if there is a public/private partnership; it is still the bottom line decision. It is the most important one in the whole process. He said he would expect a Bi-State Coordination Committee would be the one making the final recommendation to the formal decision-making bodies. He said he would see this as the decision-making process for the EIS phase not just the pre EIS Scoping phase.

Matt Garrett said he thought that Mr. Cotugno was probably right, but at this point he thought we should stay with what we have and the direction that we are going. He said for all intents and purposes, he thought we had come to some agreement last time, and now we are going back to where we were. He said he does have some concerns with the Washington Legislature and the Oregon Legislature and how that plays in to it and timing, and mechanics and such. If those are going to be removed, he said this is fine with this chart.

Don Wagner referred to the two asterisks listed, one that possibly adds the Chair and Vice Chair of the Bi-State Coordinating Committee to the Joint Transportation Commission Committee. It was agreed that this would be removed.

The second asterisk lists possible addition of Ad Hoc Members, Business Citizens, and Federal Officials. Mr. Wagner asked the meaning of Ad Hoc. He said the Coordination Committee could possibly have some additional citizens or federal officials. Mr. Lookingbill said the idea was to make it clear that the charter did not allow them become full members, but recognition that for this project there is willingness to bring business, citizens, and federal officials on board. The Bylaws discuss creating additional committees. Mr. Wagner said if they are brought on the project with the understanding that they are inclusive for the purposes of this project only as voting members.

Andy Cotugno said part of that answer is still the public involvement process and what that consists of. No one has explored yet if we want to do something like the previous Task Force. Pending the resolution, he said this was a useful way to say this is still an outstanding issue. One possibility is some members might be added to this group. Another possibility might add six different committees. It was decided that the additional members option would remain, but the term Ad Hoc would be removed. Mr. Cotugno said it might be worthwhile to have one of each of the Transportation Commission members as possible additional members as well.

#### **IV. Role of Bi-State Coordination Committee in I-5 Partnership Process and Columbia River Crossing Project**

Mr. Lookingbill referred to the memorandum from the Chair and Vice Chair of the Bi-State Transportation Committee and the attached draft resolution that was distributed at the March 25 meeting. Andy Cotugno said he felt the list under decision-making was comprehensive of the whole project, and not just decision-making per se. He said not all of the list would require a formal approval process. Pete Capell said that not all items listed under decision-making are policy related. He suggested just saying policy decisions and not qualifying each individual listing.

Matt Garrett asked what was meant by economic development opportunities. Mr. Lookingbill said the idea was that those are elements of the analysis, where economic development opportunities might very well be criteria by which we evaluate some of the alternatives. He said did not seem to be the intent to have a specific decision as to the land use. The Bi-State Charter says that they do not make those decisions. It needs to be clarified that those are part of the analysis and not decisions. He said it is most important to identify the policy decisions. He said in his mind modal balance or mode choice is a key policy decision that needs to happen in this process. He said whether or not there is a light rail line into Clark County or bus/rapid transit line or HOV is a policy choice. Those are significant policy modal decisions.

Mr. Lookingbill said he has heard from Thayer who has said that Vancouver is very concerned as are the Oregon players, that when it comes to the discussion of how many lanes and how wide a bridge and freeway, that was a major decision that has been made and should not be completely revisited. Don Wagner asked Matt Garrett if he was clear on what was said. He agreed.

Mr. Lookingbill reminded the group that the goal for today is to take a joint recommendation from this meeting to the April 22 Bi-State Committee for them to carry a recommendation of their roll to the May 25th Joint Commission meeting. Mark Turpel said maybe part of the confusion is the term decision-making in that paragraph. He said some are for discussion and some are for decision-making to go to a higher level. He said an example might be some of the land use considerations or environmental justice factors mitigation. Presumably those are things that are not going to go through the whole process. They are regulatory elements that happen under the bigger package, but prior to those being crafted, the Bi-State Committee may want to discuss and make some recommendations.

John Gillam said he was thinking something similar. The Partnership had many recommendations. So what this is really about is a river crossing. The decision structure has many pieces. This is just one of those pieces. He said the Partnership had several recommendations. This has to do with just the river crossing part of it. The other things such as land use consideration, economic development opportunities, and environmental justice is just a viewpoint of this one part.

Mr. Lookingbill said that was true for such item like the rail crossing/arterial bridge. As you make the decision on the bridge and what ever is looked at north and south of that becomes a part of this process. To be able to make only a bridge decision out of this, when you come down

to that preferred alternative, if it is not connected to whatever happens north and south (the bridge influence area), it is only a partial decision. He said he believes this project is more than a river crossing; it is funnels into a I-5 corridor project.

Don Wagner said he agreed on the context of the bridge influence area. He said he did not believe that ODOT plans to take Delta Park and that process to the level of a Joint Commission Committee. Updates have been brought to the Bi-State Committee. He said he does not see the 99<sup>th</sup> /Salmon Creek project being anything that would go to this Joint Commission Committee. Matt Garrett said he did not see those as items in the Commissions role. They could ask, and we could provide, but it would be a request from them.

Karen Schilling asked Matt Garrett if he was comfortable with the conversation, or if the economic development opportunities are an issue.

Matt Garrett said if the Commission were to ask about it, he said he could not explain it. He said that conversation plays itself way down this road from where we are right now. He said he is telling his Commission that here we are now, we are trying to gather information, explore it, analyze it, and try to be smarter as we position ourselves to get to that EIS step. He said to get into land use and economic opportunities, is too far down the road. He said his vision is not going that far. He said he is trying to articulate what we are in the glide path over the next 16 months.

Dean Lookingbill said the intent was not to describe these as decisions per se, but as we look at a project and a series of alternatives, it would seem that, as the Mayor of Vancouver says the reason that we are doing this project is because of its economic opportunities. It is an underlying driving element of why we are considering this level of transportation investment.

Mr. Garrett agreed. He said at that high of level, we are talking about a transportation project and economic implications across the board and the impacts as they ripple through the corridor. He is fine with that, but cannot go beyond that.

Andy Cotugno said if what we are trying to do here is to have a statement of what the role of the Bi-State Coordination Committee is what accompanies the diagram, maybe their role in the diagram is to review findings of the process and to concur with the conclusions of this process related to the purpose and need and alternatives to be considered in the EIS step. He said that is the basic product. To feed that purpose and need and range of alternatives to take into an EIS process. If we want to go farther, then we are starting to talk about the EIS process itself. 1) Review findings, and 2) concur on the purpose and need and range of alternatives to take into the EIS.

Robin Katz asked if the intent of this is to focus on the EIS. Mr. Lookingbill said the first step seemed to have more to do with the initial planning process and scoping for the EIS. He said he could not at this point say if this chart fully addressed the whole extent of the project all the way to construction and financing. He said we can offer for discussion on April 22 is to say we

understand this much of it. He said much of this will come from the policy makers themselves and their discussions.

Don Wagner said in conversations with the Commission Chair, he did not ask the Joint Committee to figure out if we go to an EIS or not. His views are if we are going to build a billion dollar project out there, we need to make certain that we have all the appropriate players at the table at the right time through the entire process to assure not only the Commission, but the legislatures, and our federal delegation that this is a real project with real local support. Mr. Wagner said he thought we would find some element of that in what the Joint Commission Committee is trying to do. He said if this decision-making process works well, why not use it for the next phases as well.

Matt Garrett said this could play itself out as they in Oregon move to the 2005 legislative session, and their Governor puts down on the table a multi-modal agenda that includes heavy rail, passenger rail, short line, it may blend into this conversation. He said there is significant heavy rail conversation surrounding the bridge influence area. It would no longer be just a highway, transit bridge project any more.

Mr. Wagner said this would be addressed as we move along. He said at this point, the only thing that we know about now is that ODOT has \$4 million toward this project that can be spent. WSDOT has money but cannot spend it. Until the reauthorization, we will not know what those numbers look like. He said his belief as they go through this project, they will go from a potential \$4 million project to a potential \$24 million, hopefully in the next couple months. He said he is hearing some good things from his federal delegation. He said they are asking what does that get you, and how much more might you need to get to the end of the EIS and asked if they will be ready to ask for that in 2005. He said there is a lot of external support. We need to look at all that it is going to take. He said his Commission Chair is asking if we will be able to get our state representatives to support this project enough to give us state money in order to match this. He said they are talking about getting Senator Horn, and Senator Murray somehow engaged in this flow chart. He said at this point through our state legislature, there is zero state money. This project cannot move forward if that is the legislative belief.

#### **V. Summary/Conclusions and Recommendations for April 22, 2004 Bi-State Transportation Committee Meeting**

Mr. Lookingbill said we are nearly out of time and began to summarize the conversation to see if the others agreed. What is the key bottom line of the Bi-State Committee's role in determining the preferred alternative that goes in the DEIS and then sent the question around the room. Andy Cotugno: on reviewing the findings and the concurrence related to the purpose and need statement and range of alternatives in the EIS. Those are succinct. Don Wagner: in relating to the sub committee (Joint Commission Committee) to look past this and the EIS and see a real project and local support.



Matt Ransom said that if this flow chart works well, we believe that it should proceed through the next phase, with the caveat that it will be reviewed at the end of each phase and may tweak it based on what is found. There was further discussion of this and the fact of this project becoming much bigger than just a local project.

Don Wagner agreed saying that the issue that he has heard from his executives, they would like to bring in those players earlier rather than later. Before millions of dollars are asked for, they understand at the beginning they have bought into this. Matt Garrett said bottom line is if you look at the glide path and the timing of some of the information, both legislatures will be better informed for 2005.

Andy Cotugno said we have a good start. Laurel Wentworth said we need to start somewhere and move forward, and change it as we need to. She said not to be shy about it if doesn't work.

Matt Ransom asked if the flow chart goes to the Bi-State Committee with the attached resolution. Mr. Lookingbill said the group may decide to use a letter format rather than a resolution. It was the group's feeling that a letter format may be best.

Mr. Wagner noted to Mr. Garrett that the presentation to the Joint commission Committee would be made by the Bi-State Committee.

The meeting adjourned at 1:30 p.m.

# Bi-State Transportation Committee

The Bi-State Committee is appointed by Metro's Joint Policy Advisory Committee on Transportation and the South-west Washington Regional Transportation Council.

Clark County  
Commissioner Craig Pridemore  
CHAIR

Metro  
Councilor Rex Burkholder  
VICE CHAIR

Multnomah County  
Commissioner Serena Cruz

City of Vancouver  
Mayor Royce Pollard

City of Portland  
Commissioner Jim Francesconi

City of Battle Ground  
Eric Holmes, City Manager

City of Gresham  
Councilor Larry Haverkamp

C-TRAN  
Lynne Griffith, Executive  
Director/CEO

Tri-Met  
Fred Hansen, General Manager

Port of Vancouver  
Larry Paulson, Executive Director

Port of Portland  
Bill Wyatt, Executive Director

WSDOT  
Don Wagner, SW Administrator

ODOT  
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## MEMORANDUM

**TO:** Bi-State Transportation Committee  
**FROM:** Dean Lookingbill, RTC  
Mark Turpel, Metro  
**DATE:** April 19, 2004  
**SUBJECT:** I-5 Transportation and Trade Partnership – Columbia River Crossing

At their March 25<sup>th</sup> meeting the Bi-State Transportation Committee charged Bi-State staff with the responsibility for drafting a proposed set of roles, responsibilities, and decision-making process for the Bi-State Committee's consideration at their April 22, 2004 meeting. Staff representing most Bi-State Committee member agencies met on April 15, 2004 and has worked together to draft the attached draft Columbia River Crossing communication/decision-making chart and the following proposed role and responsibilities for the Bi-State Committee.

The attached flow chart is intended to be descriptive of the structure for both communications and decisions to be accomplished in this phase of the Columbia River Crossing Project. Staff discussed the chart in terms of the current planning and EIS scoping process but also recognized that if this structure "works" it could be followed in the EIS and engineering phases of the project.

The chart itself identifies a progression for the levels of project development that occur. These include (working from the bottom up): 1) technical project analysis coordinated across agency staff and consultants; 2) initial project alternatives development and technical evaluation; 3) regional project policy and alternatives decisions, and 4) state project policy and financing decisions. The boxes in the chart represent the responsible multiple jurisdictional entities that work together to communicate and make the various levels of recommendations. The new Bi-State Coordinating Committee is essentially at the center of the regional decision making process yet advisory to RTC and JPACT as the MPO's and to the Oregon/Washington Joint Transportation Commission Working Commission.

The Joint Working Commission is a new concept, formulated to address the unique state-level bi-state issues involved with the I-5 Columbia River Crossing Project. As indicated on the chart, this is still

work in progress and at this point it is still being decided what the formal linkages will be to the Oregon and Washington Transportation Commissions. The intent of their initial May 25, 2004 meeting is to begin this discussion.

Proposed roles and responsibilities for the Bi-State Coordination Committee concerning the Columbia River Crossing Project resulting from Bi-State staff discussion on April 15, 2004 meeting are:

- The Bi-State Coordinating Committee's (BCC) key role would be to make policy recommendations. For example, these would include transit mode, highway sizing and range of alternatives for environmental impact analysis. The analysis process to make these policy decisions would include such considerations as economic development opportunities, land use considerations, environmental justice and other environmental factors.
- The BCC's role throughout the project is to review the findings of the project development process and to concur with the analysis related to the purpose and need statement and range of alternatives for the EIS.
- The BCC's "bottom line" action to be taken in the first phase of the project would be to recommend alternatives for environmental impact analysis. Once the draft EIS is completed, the BCC would recommend a preferred alternative to the Joint Working Committee for consideration.

While its complete mission is still work in progress, the fundamental purpose of the WSDOT/ODOT Joint Working Commission is to assure that as the project development phase moves forward, it results in a construction project consistent with local support.

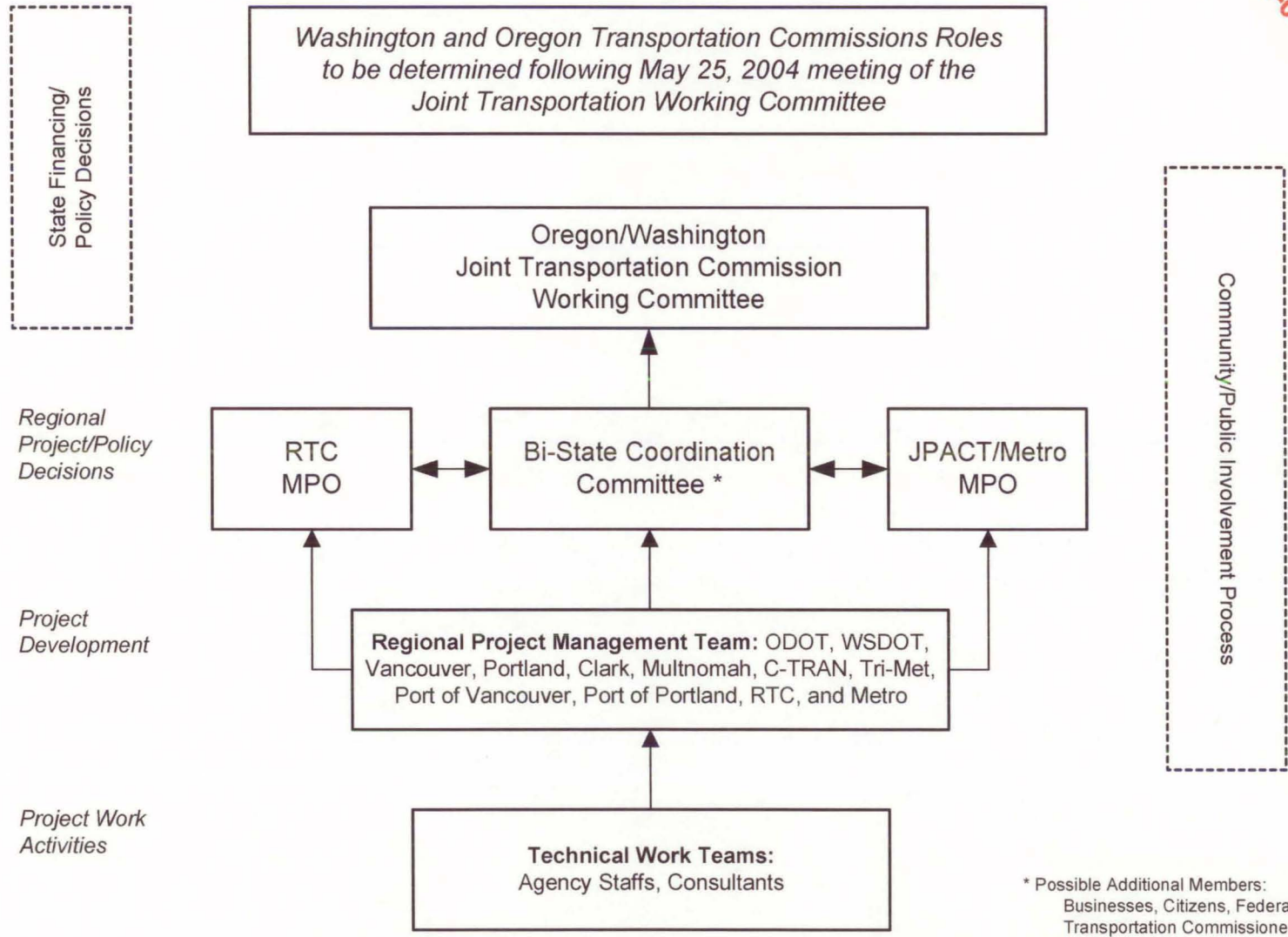
The attached draft flow chart and this proposed description of role and responsibilities are for further discussion and consideration by the Bi-State Committee at their April 22, 2004 meeting.

# Columbia River Crossing Project: Planning/EIS Scoping Phase

## Communication and Decision Making Process

DRAFT

04-22-04



\* Possible Additional Members:  
Businesses, Citizens, Federal Officials,  
Transportation Commissioners