



Metro



APPENDIX O

2023 Regional Transportation Plan

Earthquake ready Burnside Bridge preferred alternative

November 30, 2023

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Metro is the federally mandated metropolitan planning organization designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

Regional Transportation Plan website: [**oregonmetro.gov/rtp**](http://oregonmetro.gov/rtp)

The preparation of this strategy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE)	RESOLUTION NO. 23-5306
PREFERRED ALTERNATIVE FOR THE)	
EARTHQUAKE READY BURNSIDE BRIDGE)	Introduced by Chief Operating
PROJECT)	Officer Marissa Madrigal in
)	concurrence with Council President
)	Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland Region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, the most recent update to the RTP was completed on December 6, 2018, following adoption by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the next update to the RTP is currently underway, and will be completed by December 6, 2023; and

WHEREAS, our region’s infrastructure systems need to be resilient and prepared for multiple hazard risks, which include earthquakes, wildfires, landslides, floods, severe weather and volcanic events, and the increasing impacts of climate change; and

WHEREAS, resilient infrastructure systems and emergency management planning will help mitigate the risks these hazards pose to the public health and safety of communities and the region’s economic prosperity; and

WHEREAS, research and experience demonstrate that climate change and natural hazards have a disproportionate effect on historically marginalized communities, including Black, Indigenous and people of color (BIPOC), people with limited English proficiency, people with low income, youth, seniors, and people with disabilities, who typically have fewer resources and more exposure to environmental hazards, and are, therefore, the most vulnerable to displacement, adverse health effects, job loss, property damage and other effects; and

WHEREAS, the Willamette River Bridges, including the Burnside Bridge, provide critical east-west connections that connect the two halves of the region and are of regional economic importance; and

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WHEREAS, the 2018 RTP describes the need for a long-term strategy for maintaining the region's bridges, particularly the bridges spanning the Willamette River; and

WHEREAS, in 1994, the City of Portland identified the Burnside corridor, including the Burnside Bridge, as an Emergency Service Lifeline Corridor; and

WHEREAS, in 1996, Metro identified the Burnside corridor, including the Burnside Bridge, as a Regional Emergency Transportation Route (ETR); and

WHEREAS, the 2018 RTP identified the need for an update to the designated Regional ETRs to support future planning, policymaking and investment related to regional emergency management, transportation recovery and resiliency; and

WHEREAS, updates to the Regional ETRs incorporated changes recommended by the City of Portland, Clackamas, Columbia, Multnomah and Washington counties and ODOT through recent work that evaluated seismic risks along Statewide Seismic Lifeline Routes identified in the Oregon Highway Plan; and

WHEREAS, the 2021 Regional ETR Update Report identified a network of local and state-owned route segments in the region that should be designated as Regional ETRs, and summarized key findings about the resilience and connectivity of these routes and recommendations for future planning work, including a second planning phase to tier and operationalize the routes; and

WHEREAS, the analysis found that many of the Regional ETRs and their bridges are vulnerable to significant seismic and other hazard risks, such as flooding, landslides and liquefaction; and

WHEREAS, the analysis found that the network of Regional ETRs provide adequate connectivity and access to the Statewide Seismic Lifeline Routes as well as the region's population centers, isolated populations, areas with high concentrations of vulnerable populations, and critical infrastructure and essential facilities of state and regional importance; and

WHEREAS, by accepting the findings and recommendations in the 2021 Regional ETR Update, JPACT and the Metro Council recognized that all routes designated in the report are of state and regional importance during an emergency; and

WHEREAS, the 2021 Regional ETR Update Report identified the Burnside corridor, including the Burnside Bridge, as a Regional ETR; and

WHEREAS, the 2021 Regional ETR Update Report identified the Burnside Bridge as the only non-state owned ETR with a direct connection over the Willamette River to downtown Portland; and

WHEREAS, the Burnside Bridge carries approximately 38,000 people daily by car, truck, bus, bicycle and on foot; and

WHEREAS, Multnomah County is the owner and operator of the Burnside Bridge; and

WHEREAS, in the 2015 Willamette River Bridges Capital Improvement Plan, Multnomah County identified the need to either replace the existing Burnside Bridge with a new seismically resilient bridge or complete a major seismic rehabilitation; and

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WHEREAS, from 2016 to 2018 Multnomah County conducted a feasibility study for an Earthquake Ready Burnside Bridge, which developed and screened over 100 river crossing alternatives; and

WHEREAS, in November 2018 the Multnomah County Board of Commissioners approved the Earthquake Ready Burnside Bridge Feasibility Study Report and advanced four bridge alternatives for further study in the Environmental Review phase; and

WHEREAS, from October 2018 to July 2022, Multnomah County convened three stakeholder committees to provide input on the Earthquake Ready Burnside Bridge project: the Community Task Force, the Policy Group, and the Senior Agency Staff Group; and

WHEREAS, on October 29, 2020, the Multnomah County Board of Commissioners approved the Long-span Approach Alternative and the No Temporary Bridge Option as the Preferred Alternative for the Earthquake Ready Burnside Bridge project; and

WHEREAS, on February 5, 2021, Multnomah County and the Federal Highway Administration (FHWA) published a Draft Environmental Impact Statement (DEIS) for the Earthquake Ready Burnside Bridge project that assesses the potential impacts of the project alternatives, including the No-Build Alternative, the Enhanced Seismic Retrofit Alternative, the Replacement Alternative with Short-span Approach, the Replacement Alternative with Long-span Approach, and the Replacement Alternative with Couch Extension; and

WHEREAS, on March 17, 2022, the Multnomah County Board of Commissioners approved three cost-saving refinements to the Preferred Alternative, consisting of a bascule movable span, a westside girder approach and reduced width of the bridge; and

WHEREAS, on April 29, 2022, Multnomah County and the FHWA published a Supplemental DEIS for the Earthquake Ready Burnside Bridge project, which addresses refinements to the Replacement Alternative with Long-span Approach that was published in the February 2021 Draft EIS; and

WHEREAS, on March 3, 2022, the Earthquake Ready Burnside Bridge project Policy Group, which consists of elected officials and agency executives from Multnomah County, the cities of Portland and Gresham, TriMet, ODOT, FHWA and staff representatives from Oregon's Congressional delegation and the Oregon Legislature, endorsed the refinements to the Preferred Alternative as described in the Supplemental DEIS; and

WHEREAS, on July 20, 2022, the Portland City Council adopted Resolution No. 37582, to accept the Locally Preferred Alternative for the Earthquake Ready Burnside Bridge design as defined in the Supplemental DEIS and direct further actions; and

WHEREAS, Multnomah County and City of Portland are actively collaborating on project refinements to address further actions identified in Portland City Council Resolution No. 37582 and in response to public involvement during SDEIS phase; and

WHEREAS, Multnomah County and the FHWA anticipate publishing a Final Environmental Impact Statement and Record of Decision for the Earthquake Ready Burnside Bridge project in 2023; and

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WHEREAS, on July 13, 2020, the Metro Council approved Resolution No. 20-5122 adopting the Get Moving 2020 Corridor Investment Package, which identified the Burnside corridor, including the Earthquake Ready Burnside Bridge project, as a regional funding priority; and

WHEREAS, JPACT and Metro Council identified the Earthquake Ready Burnside Bridge project as a regional funding priority as part of the 2021 Jobs, Climate Action, Transit & Safety: Greater Portland's 2021 Regional Congressional Directed Spending Request; and

WHEREAS, the Earthquake Ready Burnside Bridge project is projected to cost up to \$895 million; and

WHEREAS, federal funding is increasingly competitive at the federal level, and project-specific funding in federal legislation has resumed; and

WHEREAS, the FHWA requires that the construction phase of the Earthquake Ready Burnside Bridge project be included in the RTP financially constrained project list prior to issuing a Record of Decision for the project; and

WHEREAS, the 2018 RTP currently identifies the Earthquake Ready Burnside Bridge as a regionally significant project; and

WHEREAS, the adopted 2018 RTP financially constrained project list includes Earthquake Ready Burnside Bridge Phase 1 and Phase 2 projects (RTP Project 11129 and RTP Project 11376) that reflect planning and project development activities, including planning required under the National Environmental Policy Act (NEPA) process, project design and right-of-way acquisition; and

WHEREAS, the adopted 2018 RTP strategic project list includes additional priority projects the region would pursue if more funding becomes available, including the Earthquake Ready Burnside Bridge Phase 3 (RTP Project 12076) that reflects the construction phase of the project; and

WHEREAS, the 2018 RTP does not currently include the construction phase of the Earthquake Ready Burnside Bridge project in the RTP financially constrained project list or RTP financial plan; and

WHEREAS, since adoption of the 2018 RTP a financial plan for construction of the Earthquake Ready Burnside Bridge project has been completed using best available information that shows project costs and future revenue sources that are reasonably likely to be available and can be included in the 2023 RTP financially constrained revenue forecast, including \$300 million identified in locally committed funding from Multnomah County; and

WHEREAS, on May 5, 2022, Metro Council adopted Resolution No. 22-5255, For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2023 RTP Update, and is therefore no longer accepting formal amendments to the 2018 RTP while the 2023 RTP is being developed; and

WHEREAS, the 2023 RTP call for projects will begin in January 2023; and Multnomah County submitted a letter on December 30, 2022 committing to submit the construction phase of the Earthquake Ready Burnside Bridge project among their list of project priorities recommended for the 2023 RTP financially constrained project list; and

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WHEREAS, in November 2023, Metro Council and JPACT will consider approval of the 2023 RTP and financially constrained project list; and

WHEREAS, at its meeting on February 16, 2023, JPACT recommended approval of the following; now therefore,

BE IT RESOLVED that the Metro Council:

1. Supports the Earthquake Ready Burnside Bridge project as a priority for the region, consistent with federal, state, regional and local resilience priorities, and supports the Burnside Bridge as a Regional Emergency Transportation Route.
2. Supports an Earthquake Ready Burnside Bridge Preferred Alternative as described in Exhibit A, "Earthquake Ready Burnside Bridge Preferred Alternative," attached.
3. Recognizes the extensive, multi-year public process and advanced technical analysis that has been completed to date resulting in the Earthquake Ready Burnside Bridge Preferred Alternative being approved with broad local and regional support.
4. Recognizes that Multnomah County has prepared a finance plan for the project, as described in Exhibit B: "Earthquake Ready Burnside Bridge Financial Plan," attached, which identifies project costs and future revenue sources that are reasonably expected to be available for inclusion in the 2023 RTP financially constrained revenue forecast.
5. Supports Multnomah County's commitment to submit the construction phase of the Earthquake Ready Burnside Bridge project among their list of project priorities recommended for the 2023 Regional Transportation Plan financially constrained project list as described in Exhibit C, "Letter of Commitment from Multnomah County Transportation Division Director," attached.
6. Directs Metro staff to accept the Earthquake Ready Burnside Bridge project submission for inclusion in the list of projects considered in development of the 2023 RTP financially constrained project list.

ADOPTED by the Metro Council this 16th day of March, 2023.



Lynn Peterson, Council President

Approved as to Form:

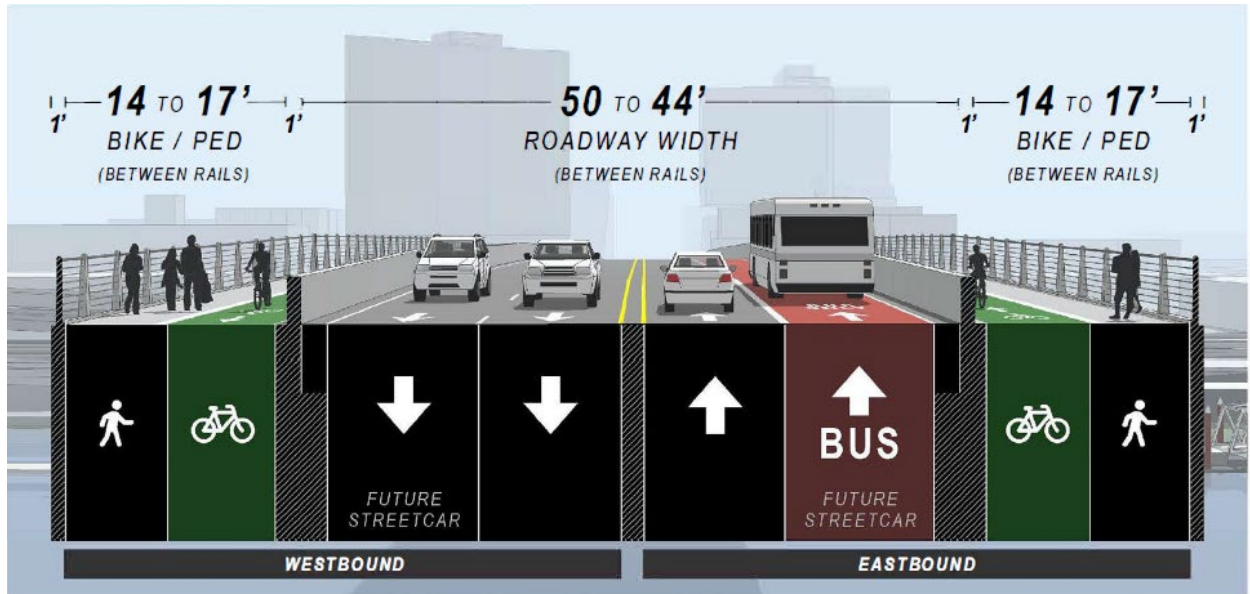


Carrie MacLaren, Metro Attorney

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Exhibit A: Earthquake Ready Burnside Bridge Preferred Alternative

The recommended Preferred Alternative for the Earthquake Ready Burnside Bridge is a girder style bridge for the west span, a bascule for the middle movable span, and four travel lanes with separated pedestrian and bicycle facilities as shown below.



Cross Section: Refined Preferred Alternative (Supplemental Draft EIS)

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Exhibit B: Earthquake Ready Burnside Bridge Project Financial Plan

The Earthquake Ready Burnside Bridge (EQRB) Project is a project led by Multnomah County in collaboration with the Federal Highway Administration, Oregon Department of Transportation, City of Portland, Metro, and TriMet.

The EQRB Project was identified in Multnomah County's Willamette River Bridge Capital Improvement Plan (2015) as the top priority project for the 2015-2035 timeframe. In 2019, Multnomah County Board of County Commissioners approved raising the Vehicle Registration Fee (VRF) by \$19/year, from \$37 to \$56, specifically for the design and construction of this project. It is notable that City of Portland and other small cities within the County waived their allotted portions of the VRF in order to help fund the Project. Collections began January 2021 with estimates anticipating that annual revenues will secure approximately \$328M in bonding capacity. The County is actively pursuing federal funding opportunities to secure the remaining revenue needed to fully fund the Project.

The US Department of Transportation awards capital construction grants on a competitive basis. The EQRB project has been awarded a \$5M RAISE Planning Grant for final design and has submitted an application to the USDOT for a Multimodal Projects Discretionary Grant (2022) and a Bridge Investment Program Grant (2022). In addition, the County was also awarded a \$2 million Community Project Funding Grant from the FY23 federal appropriations bill.

It is reasonable to assume that the Project will be successful in securing federal funds given the increase in funding for new and existing grant programs from the recently passed Infrastructure Investment and Jobs Act (IIJA), available FY22 through FY26. The Project is considered competitive for the grant programs given the County is nearing completion of the NEPA phase, has identified local match for approximately 30% of project costs, the bridge is located on the National Highway System, the Project is scheduled for construction by 2025, and has garnered broad community and agency support.

The project costs and assumed funding sources for the total project are summarized in Table 1 and Table 2 below.

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Table 1: Total Project Costs

<u>Description</u>	Cost*
Preliminary Engineering	\$90.0 M
Construction Engineering	\$81.8 M
Right of Way	\$34.6 M
Construction	\$565.7 M
Construction Contingency	\$122.9 M
Total	\$895.0 M

*escalated to year of expenditure

Table 2: Potential Sources of Project Funds (2022 \$)

<u>Source of Funds</u>	Multnomah County	Community Project Funding Grant	Multimodal Project Discretionary Grant (MPDG)	Rebuilding American Infrastructure with Sustainability and Equity (RAISE) Grant	Bridge Inv. Program Grant	Total
Preliminary Engineering	\$83.0 M	\$2.0 M		\$5.0 M		\$90.0 M
Construction Engineering	\$81.8 M					\$81.8 M
Right of Way	\$34.6 M					\$34.6 M
Construction	\$5.7 M		\$435.0 M		\$125.0 M	\$565.7 M
Construction Contingency	\$122.9 M					\$122.9 M
Total	\$328.0 M	\$2.0 M	\$435.0 M	\$5.0 M	\$125.0 M	\$895.0 M

COUNCIL MEETING STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 23-5306, FOR THE PURPOSE OF
ENDORING THE PREFERRED ALTERNATIVE FOR THE EARTHQUAKE READY
BURNSIDE BRIDGE PROJECT

Date: December 30, 2022
Department: Planning, Development &
Research
Meeting Date: March 16, 2023

Prepared by: Alex Oreschak
Presenter(s) (if applicable): Alex
Oreschak, Metro and Megan Neill and
Taylor Steenblock, Multnomah County
Length: 30 minutes

ISSUE STATEMENT

Multnomah County and the Federal Highway Administration (FHWA) published a Supplemental Draft Environmental Impact Statement for the Earthquake Ready Burnside Bridge (EQRB) Project on April 29th, 2022, followed by a 45-day public comment period. FHWA anticipates publishing a Final EIS and Record of Decision (ROD) for the EQRB Project in 2023. In order to publish a Record of Decision, FHWA generally requires that a project be able to demonstrate fiscal constraint by identifying all phases of the project anticipated during the lifetime of the Regional Transportation Plan (RTP) in the financially constrained project list. Currently, the planning, project development, design, and right of way phases of the project are identified in the 2018 RTP's financially constrained project list. The construction phase of the project is currently in the 2018 RTP's unconstrained project list.

Additionally, on May 5, 2022, Metro Council adopted Resolution No. 22-5255, For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2023 Regional Transportation Plan Update. Metro is no longer accepting formal amendments to the 2018 RTP while the 2023 RTP is being developed.

Alongside the adoption of a Preferred Alternative by JPACT and Metro Council, Multnomah County anticipates submitting the construction phase of the project as part of the 2023 RTP call for projects, to be considered in development of the 2023 RTP financially constrained project list. Inclusion of the construction phase in the 2023 RTP financially constrained project list would satisfy federal requirements that must be met for FHWA to issue a Record of Decision for the project.

On January 6, 2023, Metro's Transportation Policy Alternatives Committee (TPAC) recommended that JPACT recommend adoption of Resolution No. 23-5306, For the Purpose of Endorsing the Preferred Alternative for the Earthquake Ready Burnside Bridge Project. On February 16, 2023, Metro's Joint Policy Advisory Committee on Transportation (JPACT) recommended that Metro Council adopt Resolution No. 23-5306, For the Purpose

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of Endorsing the Preferred Alternative for the Earthquake Ready Burnside Bridge Project as amended.

ACTION REQUESTED

Adopt Resolution No. 23-5306, For the Purpose of Endorsing the Preferred Alternative for the Earthquake Ready Burnside Bridge Project.

IDENTIFIED POLICY OUTCOMES

Adoption of this resolution will allow the project to advance design work, for Multnomah County to submit the construction phase of the project in the 2023 RTP update's call for projects, and for the construction phase of the project to be considered for inclusion in development of the 2023 RTP financially constrained project list.

POLICY QUESTION(S)

Does the Council support the Preferred Alternative for Multnomah County's Earthquake Ready Burnside Bridge Project?

STAFF RECOMMENDATIONS

Adopt Resolution No. 23-5306, For the Purpose of Endorsing the Preferred Alternative for the Earthquake Ready Burnside Bridge Project.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Legal Antecedents

Federal

- National Environmental Policy Act

State

- Statewide Planning Goals
- State Transportation Planning Rule
- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Public Transportation Plan
- Oregon Bicycle and Pedestrian Plan

Local

- Resolution No. 22-5255, For the Purpose of Approving a Work Plan and Public Engagement Plan for the 2023 Regional Transportation Plan Update

Local Jurisdictions

- The City of Portland adopted Resolution No. 37582, to accept the Locally Preferred Alternative for the Earthquake Ready Burnside Bridge design as defined in the Supplemental Draft Environmental Impact Statement and direct further actions

BACKGROUND

The primary purpose of the EQRB Project is to create a seismically resilient Burnside Street lifeline crossing of the Willamette River that would remain fully operational and accessible for vehicles and other modes of transportation immediately following a major Cascadia Subduction Zone (CSZ) earthquake.

The adopted 2018 RTP's financially constrained project list includes Phase 1 and Phase 2 of the EQRB Project, which reflect planning and project development activities, including planning required under the National Environmental Policy Act (NEPA) process, project design and right-of-way acquisition. Additionally, the adopted 2018 RTP's strategic project list, which identifies additional priority projects the region would pursue if more funding becomes available, includes the EQRB Project's Phase 3, reflecting the construction phase of the project.

Over 100 options were studied during the EQRB Project's Feasibility Study Phase (2016-2018), including tunnels, ferries, a fixed bridge, and other bridge alignments. From that study, four bridge alternatives were recommended for further study in an Environmental Impact Statement (EIS). The Replacement Long Span alternative was recommended by the Community Task Force and Policy Group in late fall 2020. Responses from an online public survey showed 88% support for the recommendation. On February 5th, 2021, the County published a Draft Environmental Impact Statement that included the recommended Preferred Alternative followed by a 45-day public comment period.

Following publication of the Draft EIS, the County asked the project team to identify ways to bring the overall cost of the project down, while maintaining the core purpose and need of the project, in order to help ensure a new bridge is funded and built. Any significant changes to the project as a result would be documented in Supplemental Draft Environmental Impact Statement and published for public review and comment. Over the course of the summer of 2021, the project team worked to identify a range of cost saving measures and presented them to the Community Task Force in October 2021. The range of cost saving measures included the selection of a conventional girder style structure type for the west approach span over Tom McCall Waterfront Park, a bascule style structure type for the movable span in the river, and the narrowing of the overall bridge width resulting in the reduction of one vehicular lane of traffic. The Community Task Force then provided a preliminary approval of the range of cost saving measures, subject to hearing feedback from the public on the changes being proposed.

After reviewing the results from the public outreach campaign conducted in late fall of 2021, the Community Task Force voted by majority on January 24th, 2022 to recommend that the cost saving measures be adopted as part of an updated recommended Preferred Alternative. On March 3rd, 2022 the Policy Group of the Earthquake Ready Burnside Bridge Project approved the recommendation put forth by the Community Task Force. The Board of County Commissioners approved the refined recommended Preferred Alternative on

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March 17th, 2022. Subsequently, the Supplemental Draft Environmental Impact Statement was published on April 29th, 2022, followed by a 45-day public comment period.

ATTACHMENTS

Attachment 1: Resolution No. 23-5306, For the Purpose of Endorsing the Preferred Alternative for the Earthquake Ready Burnside Bridge Project

- Is legislation required for Council action? Yes No
- If yes, is draft legislation attached? Yes No

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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

Metro Council President

Lynn Peterson

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