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community



# Interstate Bridge Replacement Program

## 2022 Progress Report

June 2022



**Washington State  
Department of Transportation**

June 1, 2022

*(Electronic Transmittal Only)*

The Honorable Governor Kate Brown  
Oregon Transportation Commission  
Oregon Joint Committee on Transportation

The Honorable Governor Jay Inslee  
Washington State Transportation Commission  
Washington Senate and House Transportation  
Committees

Dear Governors, Transportation Commissions, and Transportation Committees:

I am pleased to share the June 2022 Interstate Bridge Replacement (IBR) program progress report with you, as directed by Washington's 2021–2023 Supplemental Transportation Budget, [Engrossed Substitute Senate Bill 5689 \(2022\)](#), Section 305(12)(c). Following direction from leadership in both states, the IBR program continues to make significant progress toward identifying a Modified Locally Preferred Alternative (LPA) and coordinating with regulatory agencies to begin the process of preparing a draft Supplemental Environmental Impact Statement (SEIS). This report will inform you of the steps we have taken over the past six months to develop the IBR program's Modified LPA recommendation, as well as a brief preview of the upcoming work planned through December 2022.

As the only continuous north-south interstate on the West Coast between Canada and Mexico, Interstate 5 is a vital regional, national, and international trade route that connects communities along its corridor. According to American Transportation Research Institute's [2022 Report](#), the Interstate Bridge is the worst bottleneck in Washington, the second worst bottleneck in Oregon, and the 33rd worst bottleneck in the nation. The corridor continues to experience crash rates over three times higher than statewide averages for comparable facilities. With one bridge span now 105 years old, it is at risk for collapse in the event of a major earthquake and no longer satisfies the needs of modern commerce and travel.

Replacing the aging Interstate Bridge across the Columbia River with a seismically resilient, multimodal structure that provides improved mobility and reliability for people, goods, and services is critical to the vitality of our transportation system and is a high priority for Oregon and Washington. During remarks in January of this year on the recent passage of the Infrastructure Investment and Jobs Act, President Biden identified the IBR program as “one of the most economically significant bridge projects in the nation.”

Over the past year and a half, we have had over 30,000 touch points with community members as part of our commitment to provide ongoing and inclusive engagement opportunities to gather feedback. The community has told us they want to replace the Interstate Bridge. They have also shared priorities relating specifically to equity and climate. The community has also expressed a strong desire for a

replacement bridge that is accessible to all travelers – not at any one group’s expense and not to the detriment of our climate. We are listening to the community and acting on these concerns.

The program is using previous planning work to maximize investments and support efficient decision-making. The IBR program has re-engaged partner agencies, citizens, and stakeholders to identify physical and contextual changes that have occurred within the program area since the previous planning effort. The IBR program’s Modified LPA recommendation identifies the foundational elements local partners agree should move forward for further evaluation including potential benefits and impacts and formal public comment. Detailed evaluation of the Modified LPA will begin this fall and will be documented in a draft SEIS.

Given the recent passage of the Infrastructure Investment and Jobs Act, as well as Move Ahead Washington and the 2021–23 Washington Supplemental Transportation Budget, the decision to build upon previous work means the program will be able to take advantage of federal funding opportunities in the near term. The IBR program is in the preliminary design stages of a multi-year process required to replace the current Interstate Bridge. We know that doing nothing is simply not an option as it would only exacerbate the issues we have before us, which are clearly defined in the Purpose and Need and the Vision and Values for our program.

I am proud of the IBR program because it is setting a very high bar for infrastructure programs across the country by centering equity and climate, which is a departure from the historical way of building infrastructure. The program is deeply committed to doing right by the community and building a modern replacement bridge to meet the region’s needs both now and in the future.

Ongoing bi-state legislative involvement will be essential to successfully complete the planning, design, and environmental review process and as we move to construction. Direction from bi-state legislative committee members will continue to shape program work by providing guidance on the approaches to developing key program decisions, reviewing and providing feedback on progress, and evaluating outcomes.

We thank the Oregon and Washington governors, legislatures, and transportation commissions for your ongoing support and collaboration with us to move the IBR program forward. We are proud to share the IBR program progress report with you and the public. We look forward to your continued support and engagement in the work that lies ahead.

Sincerely,

A handwritten signature in black ink, appearing to read "Greg Johnson". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Greg Johnson  
IBR Program Administrator

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- B IBR Program Timeline
- C IBR Program Team Organizational Structure
- D Americans with Disabilities Act (ADA) Information
- E Title VI Statement to the Public

## ACRONYMS AND ABBREVIATIONS

ADA	Americans with Disabilities Act
AM	Ante Meridiem “Before Midday”
BIPOC	Black, Indigenous, People of Color
BRT	Bus Rapid Transit
CAG	Community Advisory Group
CFP	Conceptual Financial Plan
CIG	FTA New Starts Capital Investment Grants
CONST	Construction
COVID-19	Coronavirus Disease 2019
CRC	Columbia River Crossing
C-TRAN	Clark County Public Transportation Benefit Area
DOT	Department of Transportation
EAG	Equity Advisory Group
EIS	Environmental Impact Statement
ESG	Executive Steering Group
ESHB 1160 (2019)	Engrossed Substitute House Bill 1160 (2019)
ESSB 5689 (2022)	Engrossed Substitute Senate Bill 5689 (2022)
ESSB 5975 (2022)	Engrossed Substitute Senate Bill 5975 (2022)
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
IBR	Interstate Bridge Replacement
IGA	Intergovernmental Agreement
IIJA	Infrastructure Investment and Jobs Act
INFRA	Infrastructure for Rebuilding America
I-5	Interstate 5
I-205	Interstate 205
LPA	Locally Preferred Alternative
LRT	Light Rail Transit
MEGA	USDOT National Infrastructure Project Assistance Program Grants
Metro	Oregon Metro
MOU	Memorandum of Understanding

MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act
NOFO	Notice of Funding Opportunity
ODOT	Oregon Department of Transportation
OTC	Oregon Transportation Commission
PM	Post Meridiam “After MIDDAY”
PMG	Project Managers Group
RMPP	Regional Mobility Pricing Project
ROD	Record of Decision
RTC	Southwest Washington Regional Transportation Council
SEIS	Supplemental Environmental Impact Statement
SHPO	State Historic Preservation Office
SSB 5165	Substitute Senate Bill 5165
TriMet	Tri-County Metropolitan Transportation District of Oregon
USC	United States Code
USCG	United States Coast Guard
USDOT	United States Department of Transportation
WSDOT	Washington State Department of Transportation
WSTC	Washington State Transportation Commission



# 1. EXECUTIVE SUMMARY

As directed in the Washington State 2021–23 Supplemental Transportation Budget, [Engrossed Substitute Senate Bill 5689 \(2022\)](#) [ESSB 5689 (2022)], Section 305(12)(c), this progress report provides a summary of the significant progress the Interstate Bridge Replacement (IBR) program has made toward identifying a Modified Locally Preferred Alternative (LPA) – a crucial step toward completing a draft Supplemental Environmental Impact Statement (SEIS). This progress report is structured into two sections: (1) an update on the program work and activities over the past 6 months and (2) a preview of the program’s work plan through December 2022 and future development work necessary to successfully deliver the program to the beginning stages of construction by late 2025.

Work completed prior to the milestones listed in this report includes:

- Establishment of program advisory and oversight groups including the Executive Steering Group (ESG), Equity Advisory Group (EAG), Community Advisory Group (CAG), and the bi-state legislative committee.
- Significant outreach and engagement with Oregon and Washington communities including equity-priority populations.
- Development of an [Equity Framework](#) by the EAG – a tool used to inform equitable program approaches and processes.
- Development of current [Community Values and Priorities](#) by the CAG, which was informed through broad community engagement feedback.
- Development of a Climate Framework to guide climate-friendly program recommendations in alignment with local, regional, and state climate policies and goals.
- Confirmation that the previous project’s Purpose and Need statement is still valid as the problems identified still exist. The Columbia River Crossing (CRC) Purpose and Need can be found in [Chapter 1 of the Final EIS](#).
- Preliminary identification of finance plans, federal funding opportunities, toll rate schedules, and possible governance structures.

## 1.1 Summary of Environmental and Technical Work

In late December 2021, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) provided their determination that an SEIS is necessary to identify and disclose potential new adverse impacts and mitigation associated with the IBR program that could result from physical and contextual changes since the previous 2011 Record of Decision (ROD) was issued. This determination confirmed the program’s assumption that an SEIS was needed.



While the 2011 ROD is still valid, many changes to the physical environment, regulatory context, and local jurisdictions' and communities' priorities have shifted. To address these changes, the IBR program, in coordination with program partners<sup>1</sup> and the community, used an iterative process to develop desired outcomes, design concepts, program transit investments, screening metrics, and other elements to propose a Modified LPA.

The IBR program's Modified LPA recommendation is informed by technical and environmental analysis and feedback received from program partners, advisory groups, and the community. The recommendation includes key components representing foundational transportation improvements: transit investments, interchange configuration for Hayden Island/Marine Drive, and the number of auxiliary lanes across the bridge. The IBR program's Modified LPA recommendation has been presented to the ESG, EAG, CAG, and the bi-state legislative committee and is now moving through partner agency boards, councils, and commissions for approval. The IBR program anticipates asking the ESG to adopt the Modified LPA and for the bi-state legislative committee to consider and respond to the Modified LPA prior to August 1, 2022, to support the deadline set forth in [ESSB 5689 \(2022\)](#).

## 1.2 Stakeholder and Community Engagement

Extensive community and stakeholder engagement, ongoing work with regional partners (including technical and policy staff), regular advisory group meetings, and guidance from the bi-state legislative committee are being considered alongside technical analysis to inform program work. Methods used to share information and solicit feedback from the community have included online open houses, digital surveys, equity-priority listening sessions, community briefings, community working groups, and public meetings with verbal and written comment submission options. The program's engagement efforts have resulted in over 30,000 touch points with the community since the start of 2021; this includes the collection of over 18,000 survey responses and 16,000 comments.

The program's steering and advisory groups were created to ensure ongoing engagement with a broad range of stakeholders representing a variety of constituencies and priorities throughout the program development and design process. The ESG provides regional leadership recommendations on key program issues. The EAG and CAG ensure that the IBR program remains centered on equity and that the program outcomes reflect community needs, issues, and concerns. Both advisory groups have provided input that has informed recommendations on the key components of the Modified LPA.

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<sup>1</sup> ODOT's and WSDOT's local partner agencies include Oregon Metro (Metro), the Southwest Washington Regional Transportation Committee (RTC), Tri-County Metropolitan Transportation District of Oregon (TriMet), Clark County Public Transportation Benefit Area (C-TRAN), the City of Portland, the City of Vancouver, the Port of Portland, and the Port of Vancouver.

## 1.3 Program Funding

The IBR program delivered a preliminary [Conceptual Financial Plan \(CFP\)](#) in December 2020. The program will be updating the CFP after the Modified LPA is selected this summer. For a program of this size, it is anticipated that multiple sources of funding will be necessary including federal, state, and tolling revenue. As of April 2022, Oregon and Washington have committed a combined \$90 million for program planning efforts: \$45 million from Oregon (\$9 million in 2019, \$6 million in 2020, and an additional \$30 million in 2021 through the Oregon Transportation Commission [OTC]) and \$45 million from Washington (\$35 million in 2019 through [Engrossed Substitute House Bill 1160 \(2019\)](#) [ESHB 1160 (2019)] and \$10 million through Move Ahead Washington, [Engrossed Substitute Senate Bill 5975 \(2022\)](#) [ESSB 5975 (2022)] in 2022).

In addition to the \$10 million allocated to IBR to advance current program work, Move Ahead Washington, [ESSB 5975 \(2022\)](#), also allocated \$1 billion to fund Washington's share of the anticipated costs needed to complete the IBR program. The IBR program anticipates conversations with the Oregon Legislature to begin in 2023 as it considers how the state can make its contribution to the program.

### 1.3.1 Federal Funding Opportunities

The three federal competitive grant programs most applicable to the IBR program are the FHWA Competitive Bridge Investment Program, United States Department of Transportation (USDOT) National Infrastructure Project Assistance Program Grants (MEGA), and FTA New Starts Capital Investment Grants (CIG). All three programs could contribute significant amounts of discretionary funding to the IBR program. While each of these programs has its own set of procedures and criteria, they all depend in part upon securing a local match (including state funds) and the identification of a regionally supported solution. Current efforts to obtain endorsement of a Modified LPA by local partners' boards, councils, and commissions this summer is an important milestone that will improve the program's competitiveness when applying for federal grant opportunities.

### 1.3.2 Discussion on Tolling

The program anticipates tolling would be needed in addition to state and federal sources. The soonest tolling would begin on the Interstate Bridge is late 2025 to early 2026 pending legislative authority to toll the facility. The Oregon Transportation Commission (OTC) and the Washington State Transportation Commission (WSTC) are the toll rate-setting authorities in each state. The program will provide the commissions with information to inform their rate-setting decision, which is not anticipated to occur until shortly before tolling is estimated to begin on the facility in 2025. The draft SEIS will include additional analysis around overall program financing, as well as possible toll revenue.

## 2. PROGRAM UPDATE

This report is directed in the Washington State 2021–23 Supplemental Transportation Budget, [ESSB 5689 \(2022\)](#), Section 305(12)(c), which maintains the deliverables set in the Washington State 2021–23 Transportation Budget, [Substitute Senate Bill 5165 \(SSB 5165 \[2019\]\)](#), including progress reports on activities to the governor and the transportation committees of the legislature by December 1, 2021, June 1, 2022, and December 1, 2022.

[ESSB 5689 \(2022\)](#) also requires that the Washington members of the bi-state legislative committee report back to the Washington State Legislature by August 1, 2022 regarding the progress of the committee and its work to advance the project to build a new Interstate Bridge spanning the Columbia River, including a description of the Modified LPA ultimately identified as part of the IBR program.

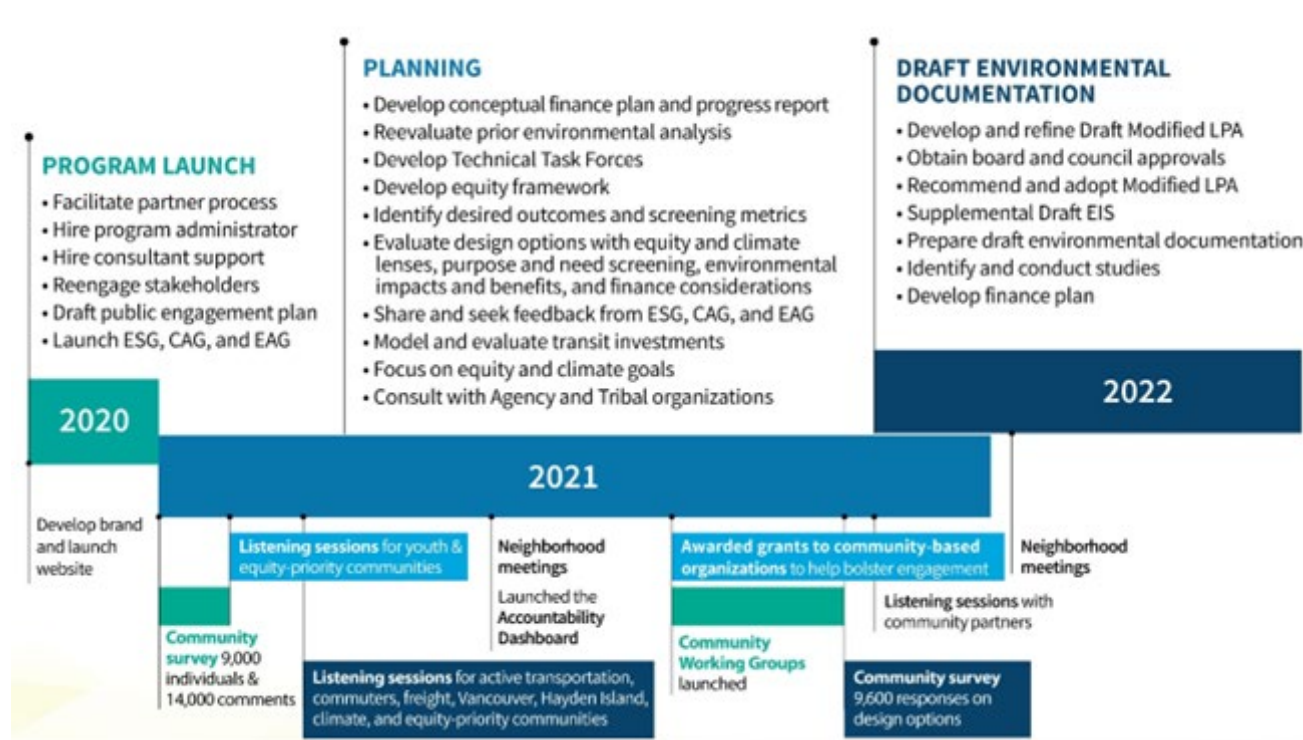
[ESSB 5689 \(2022\)](#) specifies that the work of the program office is to study the possible different governance structures for a bridge authority that would provide for the joint administration of the bridges over the Columbia River between Oregon and Washington including the feasibility and necessity of an interstate compact in conjunction with the National Center for Interstate Compacts. The program is also directed to conduct all work necessary to prepare and publish a draft SEIS; coordinate with regulatory agencies to begin the process of obtaining environmental approvals and permits; identify an LPA; and begin preparing a final SEIS.

For detailed information on the history, background, and activities involved in initiating the IBR program work, please refer to the program’s [2021 Progress Report](#), the [2020 Progress Report](#), and the [2019 Progress Report](#). The following sections outline the progress and achievements made since the last legislative progress report was published on December 1, 2021.

### 2.1 Program Milestones

The IBR program team is working in collaboration with local, state, federal and tribal partners, and the community to complete the federal environmental review process over the next 18 months. Figure 1 below shows the key program milestones from program launch to the development of draft environmental documentation.

Figure 1. IBR Program Milestones



## 2.2 Equity and Climate Considerations

As key program objectives, equity and climate remain focal points in the development and evaluation of program elements and are prominent in the program’s desired outcomes. The Equity and Climate Frameworks are intended to guide every element the IBR program from planning and design to environmental review and community engagement.

At the core of the Equity Framework is a program-specific equity definition with a set of equity principles and six equity objectives. The Equity Framework focuses on equity in both process and outcomes and includes accountability mechanisms to ensure its implementation throughout the program. The EAG developed the Equity Framework and since December 2021, has contributed to program work through the following ways:

- Refined equity-focused screening criteria.
- Reviewed and provided input on the results of design option analysis.
- Began development of an accountability tool that will be used to demonstrate how the Equity Framework is being implemented throughout the program.
- Discussed how the IBR program can ensure program elements contribute to equity objectives.

To ensure program elements contribute to equity objectives, the EAG recommends the IBR program avoid further harm rather than simply mitigate disproportionate impacts on equity-priority populations; find opportunities for and implement local community improvements in addition to required mitigations; ensure economic opportunities generated by the program benefit minority and women-owned firms, BIPOC workers, workers with disabilities, and young people; improve mobility, accessibility, and connectivity, especially for lower income travelers, people with disabilities, and communities who experience transportation barriers; and integrate equity, area history, and culture into the physical design elements of the program including bridge aesthetics, artwork, amenities, and impacts on adjacent land uses.

Current climate challenges within the program area include limited capacity for low-emissions travel (e.g., walking, biking, and rolling), constrained transit options, and significant congestion resulting in idling vehicles contributing to emissions. The IBR program is committed to seeking outcomes that reduce emissions within the program area, minimize operational and embodied carbon during construction, produce structures resilient to climate disruptions, and limit environmental impacts that exacerbate the effects of climate change. The program's Climate Framework guides all areas of program work including desired outcomes, screening criteria, program-level performance measures, intergovernmental and community benefits agreements, and construction specifications and procurement strategies. The IBR program aims to address climate by minimizing emissions and building resilient infrastructure, in accordance with regional objectives.

The IBR program climate objectives were developed in collaboration with agency partners, advisory groups, and the community. The following climate objectives were included in the screening process for consideration of design options:

- Support mode shift to low- or no-emission travel (i.e., active transportation, walking, rolling, biking).
- Support complete communities.
- Support compatibility with low carbon construction.
- Support intelligent transportation systems.
- Support low-emission operations and maintenance.
- Improve resilience to uncertain climatic conditions.
- Reduce idling of vehicle (freight, single-occupancy vehicle, transit).
- Support mode shift to transit (i.e., improve access, travel time, reliability).

## 2.3 Environmental Process and Technical Work

In late December 2021, FHWA and FTA provided their joint determination that an SEIS is necessary to identify and disclose potential new adverse impacts and mitigation that could result from changes that have happened since the CRC ROD was issued. This determination confirmed the program's

assumption that an SEIS was needed. An SEIS is a detailed process that requires extensive analysis and documentation along with formal public engagement to achieve a federal ROD granting approval to proceed to construction.

To produce an SEIS, the IBR program must first identify a Modified LPA for further study in compliance with the National Environmental Policy Act (NEPA). The IBR program recommendation for the Modified LPA includes key components representing foundational transportation improvements: transit investments, interchange configuration for Hayden Island/Marine Drive, and the number of auxiliary lanes. Additional considerations are also assumed to be part of the Modified LPA.

Since December 2021, the IBR program has continued the work to identify a Modified LPA recommendation by finalizing desired outcomes, design options, transit investments, and screening metrics. Desired outcomes are observable and measurable accomplishments that the IBR program aspires to achieve at a program level. Design options are variations of IBR program components (e.g., Hayden Island/Marine Drive interchanges) developed to support the program's Purpose and Need and desired outcomes. Screening metrics are specific, measurable metrics that provide differentiating data between design options for a given program component (i.e., Hayden Island/Marine Drive interchanges). Screening metrics were used to identify the benefits and trade-offs between the design options and ultimately assess how well a design option met the program's Purpose and Need and desired outcomes.

In addition to screening metrics, travel demand modeling and traffic data analysis were used to evaluate design options and transit investments. The IBR program worked in tandem with partner agency technical staff through focused technical task forces and working groups to develop, evaluate, refine, and identify design concepts, transit investments, and modeling and analytical approaches.

### 2.3.1 Desired Outcomes

Using the established Purpose and Need statement and the Equity and Climate Frameworks, the IBR program developed desired outcomes and screening criteria to evaluate and refine design concepts and key program components (e.g., transit investments, interchange configuration for Hayden Island/Marine Drive, and the number of auxiliary lanes) to develop the IBR program Modified LPA recommendation.

Desired outcomes are observable and measurable accomplishments that the IBR program aspires to achieve at a program level. Input from partners,<sup>2</sup> the public, EAG, and CAG was used to identify the program's desired outcomes. The desired outcomes align with the program's Purpose and Need

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<sup>2</sup> ODOT's and WSDOT's local partner agencies include Metro, RTC, TriMet, C-TRAN, the City of Portland, the City of Vancouver, the Port of Portland, and the Port of Vancouver.



statement, as well as with the equity objectives adopted by the EAG, the IBR program’s climate objectives, and the [Community Values and Priorities](#) adopted by the CAG.

Table 1 identifies the desired outcomes that are associated with the program’s Purpose and Need statement, and Table 2 identifies additional desired outcomes in alignment with program values including desired outcomes specific to equity and climate resiliency. Many of the desired outcomes for the Purpose and Need statement also relate to equity and climate objectives because equity and climate are inherently tied to transportation projects. Desired outcomes were only developed for program values that are applicable to the screening of high-level design options (e.g., “foster leadership and cooperation” does not apply).

**Table 1. Desired Outcomes Associated with the Purpose and Need Statement**

Purpose and Need for the Program	Desired Outcomes
Growing travel demand and congestion	More people can move through the program area.
	People of all ages, abilities, and incomes have access to move through the program area regardless of mode.
	Regional trips stay on I-5.
	Travel times through the program area are faster and more predictable.
	Increased transportation choices and efficient travel patterns through coordinated land use and transportation planning.
Impaired freight movement	Freight travel through the program area is more reliable.
	Freight travel times through the program area are faster.
	Existing and future routes can accommodate high, wide, and heavy cargo.
Limited public transportation operations, connectivity, and reliability	More people have access to high-quality, affordable, and reliable transit.
	Transit connects people to their origins and destinations.
	Travel by transit is competitive with other modes.
	More people use transit.
	Travel by transit is predictable, reliable, and consistent.



Purpose and Need for the Program	Desired Outcomes
Safety and vulnerability to accidents	Reduced overall crashes on I-5, including severe injury and fatal crashes.
	Reduced overall crashes including severe injury and fatal crashes on I-5 ramps, local streets, and active transportation networks in the program area.
	Safety is reflected in the design of all modes.
	Fewer diverted trips from I-5 to local streets.
Substandard bicycle and pedestrian facilities	Active transportation is an attractive mode, and more people walk and cycle, both to access transit and instead of traveling by autos.
	More people have access to high-quality active transportation facilities.
	Traveling by walking, biking, and rolling feels safe because facilities are separated from moving vehicles and the shared-use path environment is visible and connected.
	The high-quality networks for walking/biking/rolling are convenient and connect destinations that are important for most trips.
Seismic resiliency	Bridges will be designed and constructed so that they will not collapse and will remain operable in a Cascadia Subduction Zone earthquake.

Table 2. Additional Desired Outcomes

Additional Desired Outcome Category	Desired Outcomes
Climate change and resiliency	Reduced emissions in support of state climate goals.
	Minimized operational and embodied carbon during construction.
	All structures are resilient to and operable following anticipated climate disruptions (e.g., heat events, flooding, sea level rise).
	Program limits other environmental impacts that exacerbate effects of climate change (e.g., heat island, runoff).
Equity	Improved mobility, accessibility, and connectivity especially for lower income travelers, people with disabilities, and communities who experience transportation barriers.
	Fewer identity-based disparities in travel time, access, transportation costs, and exposure to air pollution, road noise, and traffic crashes.
	Local community improvements are implemented in addition to required mitigation.
	Economic opportunities generated by the program benefit minority- and women-owned firms, BIPOC workers, workers with disabilities, and young people.
	Equity-priority populations have access, influence, and decision-making power throughout the program in establishing objectives, design, implementation, and evaluation of success.
	Disproportionate impacts on equity-priority populations are avoided rather than simply mitigated.

Additional Desired Outcome Category	Desired Outcomes
Cost effectiveness and financial resources	Pursue and leverage any and all federal, state, and other funding sources that support all modes and address long-term needs.
	Identify equitable tolling and pricing strategies supporting multimodal construction costs and improved operations and access in coordination with statewide tolling programs and in support of each state's climate goals.
	Ensure fiscal responsibility across the program and into the future including new technology to solve future problems.

The draft desired outcomes were presented to the ESG on October 21, 2021, and to the bi-state legislative committee on October 27, 2021. The list above reflects the suggestions and discussion from those groups. The ESG concurred on the process for developing desired outcomes.

## 2.3.2 Screening Process

The IBR program, in collaboration with partner agencies and advisory groups, used an iterative process to develop the Modified LPA recommendation. This involved first identifying the relevant physical and contextual changes that have occurred since 2013. To address these changes in accordance with the Purpose and Need and with equity and climate lenses, the IBR program developed and refined desired outcomes, screening criteria, design concepts, and transit investments. These components were developed and refined through the engagement avenues highlighted in Section 2.5. This development process provided a continual feedback loop to advance work while incorporating input, which allowed the IBR program to arrive at a Modified LPA recommendation that truly encompasses the values and priorities of partner agencies and the community.

### 2.3.2.1 Screening Metrics

Screening metrics that reflect the program's Purpose and Need and desired outcomes were developed in fall 2021. Screening metrics are specific, measurable metrics that provide differentiating data between the design options for a given program component (e.g., the river crossing). The metrics were used during screening to identify the benefits and trade-offs between the design options and ultimately assessed how well a design option met the Purpose and Need and desired outcomes (see Table 1 and Table 2 above).

Working in collaboration with partners, the IBR design and environmental teams developed a menu of potential screening metrics for design components through an iterative process, which included input from the EAG who reviewed and identified screening metrics that could be used to advance the program's equity objectives. To align with the Purpose and Need and desired outcomes, the screening metrics were organized into the following categories:

- Climate Impacts/Adaptation
- Natural Environment
- Built Environment
- Active Transportation
- Transit Access
- Vehicles
- Freight
- Cost
- Seismic

As screening metrics were developed, IBR staff, partner agencies, and the EAG identified whether a metric was representative of a desired outcome, an equity objective, or a climate objective; in many cases, a metric was representative of more than one desired outcome or objective. Additional metrics were identified to help assess a design option's effects on the natural and built environments. Metrics were modified during the evaluation process if it became apparent that additional differentiators were needed or if the selected metrics were not highlighting differences among the options.

### 2.3.2.2 Equity and Climate Lenses

The task forces and the EAG identified whether a screening metric was related to or could be used to measure the design option's equity and/or climate performance. The following equity objectives apply to the screening of high-level design options, and were subsequently included in the screening process:

- **Avoid Harm:** Avoid rather than simply mitigate disproportionate impacts on equity-priority populations.
- **Community Benefits:** Find opportunities for and implement local community improvements in addition to required mitigations.
- **Economic Opportunity:** Ensure that economic opportunities generated by the program benefit minority- and women-owned firms, BIPOC workers, workers with disabilities, and young people.
- **Mobility and Accessibility:** Improve mobility, accessibility, and connectivity especially for lower income travelers, people with disabilities, and communities who experience transportation barriers.

- Physical Design: Integrate equity, area history, and culture into the physical design elements of the program including bridge aesthetics, artwork, amenities, and impacts on adjacent land uses.

The IBR program’s climate objectives were developed in collaboration with agency partners, advisory groups, and the community. The following climate objectives were included in the screening process for consideration of design options:

- Active Transportation: Support mode shift to low- or no-emission travel (i.e., active transportation: walking, biking, rolling).
- Complete Communities: Supports complete communities.
- Construction: Compatible with low carbon construction.
- Intelligent Transportation Systems: Supports intelligent transportation systems.
- Operations and Maintenance: Supports low-emission operations and maintenance.
- Resilience: Improves resilience to uncertain climatic conditions.
- Reduces Idling: Reduces idling of vehicles (i.e., single-occupancy vehicles, freight, transit).
- Transit: Supports mode shift to transit (i.e., improves access, travel time, reliability).

During screening, each design option received a rating under the Equity Lens and Climate Lens. These ratings range from low to high and were based on how a design option scored on equity-specific and climate-specific metrics, as well as other metrics that were correlated to equity and/or climate objectives.

### 2.3.2.3 Tolling Sensitivity Analysis

In late 2021, the program received a letter from Metro and the City of Portland requesting that the program analyze the impact that congestion pricing and full transit capacity would have on the holistic program design including transportation demand and the possible mode shift achievable. To address this request, the program completed a tolling sensitivity analysis.

The purpose of the tolling sensitivity work completed during screening was to understand the high-level impacts of different toll scenarios on traffic/transit volumes on I-5 and I-205. The sensitivity testing is not to be used to generate a recommendation for a toll rate structure or revenue generation along the corridor or to address toll administration. The program will complete additional analysis in the next few years to review possible toll discounts and exemptions and to estimate possible revenue generation. Toll rates are expected to be set by the transportation commissions in the 2025 timeframe. Scenarios considered in this work assumed the following:

- Tolling the Interstate Bridge only – at different levels.
- Tolling the Interstate Bridge along with a reflection of congestion pricing south of the Columbia River on I-5 and I-205 through the Portland Metro area meant to represent what is

being considered ODOT's Regional Mobility Pricing Program (RMPP). This program is not currently in the Regional Transportation Plan, so it was not accounted for in other modeling.

Some high-level takeaways and conclusions of this analysis are discussed below. These are draft sensitivity tests that will be updated between the completed first round of modeling (screening) and upcoming future modeling (environmental, traffic and revenue work) as additional details and refinements to assumptions are developed.

Initial takeaways of the tolling sensitivity analysis:

- Tolling at different rates of increase on I-5 reduces volumes on I-5; some trips divert to I-205. It also results in an overall reduction in trips across the river on both I-5 and I-205. The largest reduction in cross-river travel is seen in discretionary trips rather than commute trips. There is limited impact to commute trips (e.g., home to work, or work to home, during the peak travel periods). Tolling at any level on I-5 increases transit demand. When tolling on I-5 is added along with a representation of tolling that is being studied as part of the RMPP, more trips stay on I-5 during peak periods rather than diverting to I-205. The addition of congestion pricing south of the river on I-5 and I-205 also results in a reduction of discretionary trips, which primarily show up in off-peak periods.
- Given the fact that peak-period auto trips are not significantly reduced even when taking into consideration the potential for tolling, increased rates, and higher transit mode share, safety improvements that include auxiliary lanes (ramp to ramp connections) are still needed to address the numerous safety issues experienced by travelers in the corridor. These safety issues include close interchange spacing that does not allow drivers adequate time to make on/off decisions; short merge, weave, and diverge spacing that does not allow space needed to accelerate to freeway speeds; and high on- and off-ramp volumes all entering the freeway in short distances between ramps.

### 2.3.3 Technical Coordination with Partner Agencies

The IBR program worked in tandem with partner agency technical staff through focused technical working groups to develop, evaluate, refine, and identify design concepts, transit investments, and modeling and analytical approaches. Descriptions of these efforts with partner agencies follow.

#### 2.3.3.1 Technical Staff Task Forces

The IBR program's design team worked in tandem with partner agency staff through focused technical task forces to develop, refine, and winnow design concepts and transit investments. These technical meetings served as a venue for developing a shared understanding of local conditions, needs, and planned transportation improvements. The task forces identified the design options for

screening, considered trade-offs, and engaged in the development of the materials presented in this document. Technical staff task force groups include:

- Hayden Island/Marine Drive
- Downtown Vancouver
- Vancouver Interchanges
- River Crossing/Alignment
- Transit Options Technical Sessions
- Climate Technical Work Group
- Travel Demand Modeling Technical Group

The task force groups include technical staff from the IBR program and the following partner agencies:

- ODOT
- WSDOT
- Local transit agencies: Clark County Public Transportation Benefit Area (C-TRAN) and Tri-County Metropolitan Transportation District of Oregon (TriMet)
- Metropolitan planning organizations: Oregon Metro (Metro) and Southwest Washington Regional Transportation Council (RTC)
- The Cities of Portland and Vancouver
- The Ports of Portland and Vancouver

### 2.3.3.2 Transit Options Technical Session

Representatives from Metro, RTC, TriMet, C-TRAN, and the Cities of Portland and Vancouver convened to discuss an array of transit scenarios and their varying performance and operating characteristics. This team was convened under the name of the Transit Options Technical Session and met eight times between October 2021 and February 2022.

An array of potential transit investments was developed by the IBR program and the partner agency transit technical teams to better understand how different combinations of mode (bus rapid transit [BRT], light rail transit [LRT]), alignment, station locations, termini (end points), and park and ride locations could perform relative to each other. Each of the representative transit investments was run through the regional travel demand model to arrive at forecasts for the year 2045. Transit demand (e.g., ridership, access mode), travel time, and access for equity-priority populations are some of the transit performance measures developed for each of the potential transit investments.

The IBR team found that all the Build options would substantially improve transit demand over the 2045 No-Build Alternative. Any option considered would include the provision of bus-on-shoulder



capability. The high transit demand and mode diversification needed to meet that demand would require efficient and comfortable connections in the TriMet and C-TRAN systems. When comparing the same representative alignment, LRT options would have higher ridership than BRT options. When comparing the same representative alignment, LRT options would have higher capital cost and lower operations cost per rider than BRT options.

The IBR team found that representative transit investments that include more stations would serve a higher number of residents within walking distance including BIPOC and low-income populations. All transit investments would improve access to jobs including for BIPOC and low-income populations. LRT investments would improve access to jobs to a greater degree than BRT investments. Park and ride demand is greatest for facilities that provide the most convenient access from I-5.

### 2.3.3.3 Hayden Island/Marine Drive Task Force

The purpose of the Hayden Island/Marine Drive task force was to have focused, detailed technical discussions on what transportation improvements the IBR program could make to Hayden Island and Marine Drive, as well as to understand local conditions, needs, and planned transportation improvements.

The Hayden Island/Marine Drive task force met 18 times between late spring 2021 and early winter 2022. There was an average of 50 participants per meeting including staff from 10 partner agencies and technical staff from the IBR program. The task force discussions covered a wide variety of topics including the interchange compatibility and function, integration of active transportation improvements, connections to the local street network, and reducing environmental impacts. These discussions assisted in the identification of site-specific needs and refining metrics for screening design options.

Following agency and public input, the Hayden Island/Marine Drive task force identified five design options, in addition to the 2013 LPA (Design Option 0), to advance for screening:

- Design Option 1: Full Interchange
- Design Option 2: Partial Interchange 1
- Design Option 3: Partial Interchange 2
- Design Option 4: No Interchange
- Design Option 5: Partial Interchange 3

Note: All options above included a full interchange at Marine Drive.

During the screening process, the task force identified traffic and design flaws in Design Options 2, 3, and 4. From a traffic perspective, high off-ramp volumes (1,600 to 2,000 vehicles per hour during the AM peak in 2045; 18 percent of which are trucks) would exceed the southbound I-5 loop ramp capacity under Design Options 2 and 3. From a design perspective, the location of the loop ramp would not

allow sufficient room to provide the distance required to navigate multiple lanes on a steep curve in a safe manner. The steep grade from I-5 to Marine Drive is also not preferable for freight traffic. The curve of the loop ramp, the steep grade, and limited sight distance for vehicles precluded the design from providing sufficient storage length for the high traffic volumes accessing the intersection on Marine Drive. Design Options 2 and 3 were not advanced to the Modified LPA recommendation discussion since they would not serve the high traffic and freight volumes in a safe manner and would not meet the Purpose and Need.

Based on preliminary traffic data, Design Option 4 (No Interchange on Hayden Island) was expected to have similar issues as Design Options 2 and 3. The magnitude of the traffic impacts would be greater because all Hayden Island traffic would have to use the Marine Drive Interchange. This would result in substantial traffic/freight impacts on Marine Drive and the ramp terminal intersections. The resulting ramp queueing from Marine Drive onto I-5 would also create unsafe conditions related to speed differences in merging traffic. These findings are consistent with previous planning studies that investigated combining the Hayden Island and Marine Drive interchanges into one interchange. For these reasons, Design Option 4 would not serve the high traffic/freight volumes and would not meet the Purpose and Need. Therefore, this option was not advanced.

The task force recommended Design Options 1 and 5 for Hayden Island/Marine Drive. The 2013 LPA (Design Option 0) was included in the screening for comparison to Design Options 1 and 5, but it was not recommended to be advanced for inclusion in the recommended Modified LPA. The 2013 LPA (Design Option 0) was not recommended for several reasons including that it would retain the aging North Portland Harbor bridge, which does not meet the seismic resiliency desired across the Columbia River. Furthermore, it does not include a Tomahawk Island Drive or Vancouver Way extension and results in a larger footprint on Hayden Island.

#### 2.3.3.4 Climate Technical Working Group

The IBR program invited climate and planning staff from each of the partner agencies to join ODOT and WSDOT climate specialists to convene for discussions and strategies to support shared climate goals. The climate technical work group meetings are held monthly and cover topics such as methods to assess emissions associated with the program, emission reduction goals and targets, and the need for mutually supportive policies and programs to support shared climate goals. Future meetings will address design refinements, the environmental study, construction means and methods, and investigate potential mitigation or offsets.

#### 2.3.3.5 Travel Demand Modeling Working Group

Representatives from the IBR program, Metro, RTC, TriMet, C-TRAN, the Cities of Vancouver and Portland, and the Ports of Portland and Vancouver met to review and discuss methods and assumptions related to travel demand modelling being used in support of analysis for the IBR program. This group met approximately monthly starting in June 2021 to discuss many aspects of the

travel demand modelling process including data collection, land use, travel markets, big data analysis, tolling (for IBR as well as modeling coordination with the Oregon Toll Program), definition of model assumptions for screening of highway and transit options, and post-processing for traffic analysis. The group also reviewed screening criteria and analysis related to modeling to support the evaluation of options.

### 2.3.4 Federal Agencies and Tribes

The coordination between the IBR program and federal agencies is formalized through the environmental review process. Federal statute 23 United States Code (USC) 139 requires that agencies that have jurisdiction by law or a special interest in a project are provided an opportunity to formally participate in that project's environmental review process. The NEPA coordination plan is in development and will outline the roles and responsibilities of federal and other agency partners.

The IBR Tribal consultation process is designed to encourage early and continuous feedback from, and involvement by, Tribes potentially affected by the IBR program and to ensure that their input is incorporated into the decision-making process. Although Tribal coordination and government-to-government Tribal consultation is being undertaken as a distinct outreach effort, Tribal involvement is also occurring during agency coordination and public involvement. A Tribal consultation plan is currently in development and will outline consultation milestones and strategy. IBR is working with 11 consulting tribes on the program. Tribes have asked to be deeply engaged throughout the program lifecycle. To date, Tribes have raised similar concerns to those expressed during the CRC project: impacts to natural and cultural resources, particularly fisheries, habitat loss, and mitigation, as well cultural sites in and around the Fort Vancouver area.

#### 2.3.4.1 United States Coast Guard Permit

Late last year, the program submitted a Navigation Impact Report to the United States Coast Guard (USCG), which includes detailed river user information and possible impacts and is the first step in the process to apply for a bridge permit. The primary navigation channel under the existing bridges' lift spans has a horizontal clearance of 263 feet and a vertical clearance of 39 feet in the closed position and 178 feet in the raised position.

While the bridge design for the IBR program (including horizontal and vertical clearances) has not been determined, the program proposed a minimum fixed vertical clearance of 116 feet in the Navigation Impact Report. The CRC project proposed a horizontal clearance of 400 feet and a vertical clearance of 116 feet for the primary channel. The IBR program is engaging in ongoing conversations with USCG, the U.S. Army Corps of Engineers, and river users to balance the needs of river navigation with the needs of highway, transit, active transportation, and freight users, as well as impacts to local and other highway connections, land use, and environmental resources.

USCG has the authority to permit the required bridge height and horizontal clearances needed for navigation. The program anticipates receiving a preliminary navigation clearance determination from USCG later this year as the next step in the process and anticipates submitting a final permit application in 2025.

## 2.4 Developing the Modified LPA for the IBR Program

The IBR program will replace the aging Interstate Bridge across the Columbia River with a modern, seismically resilient, multimodal structure. A Modified LPA identifies the foundational elements program partners agree should be retained for further evaluation, which includes identifying potential benefits and impacts and formal public comment. The adoption of a Modified LPA demonstrates regional consensus to continue project development and refine the design of one alternative. It does not, however, represent a formal decision by the federal agencies leading the NEPA process or any federal funding commitment. A formal decision by FHWA and FTA regarding the preferred alternative and its design and mitigation will be formalized during the NEPA process.

### 2.4.1 IBR Program Modified LPA Recommendation

Following screening and evaluation of the design options and transit investments, the IBR program began to develop recommendations for the key components of the Modified LPA. Together, these key components will be part of a multimodal, comprehensive solution that can address the Purpose and Need, meet equity and climate objectives, and support regional and local priorities and desired outcomes. The following sections outline the IBR program's recommendation for the key components of the Modified LPA. The program believes the recommended Modified LPA reflects the best balance of regional needs and priorities informed by technical and screening work along with stakeholder and community feedback.

#### 2.4.1.1 Transit Recommendation

**Extend LRT from the Expo Center in Portland, Oregon, north to a new station on Hayden Island, where it continues across the Columbia River on the new Interstate Bridge, and follows I-5 to multiple stations in the City of Vancouver including a northern terminus at Evergreen Boulevard in Vancouver, Washington.**

The IBR program transit investment preference for LRT was developed in close coordination with transit partners TriMet and C-TRAN, and was informed by extensive stakeholder and community input and data. Community engagement has shown widespread support for expanding transit and LRT, specifically.

An LRT extension of the MAX Yellow Line from the Expo Center into Vancouver best integrates existing transit investments in the region including the C-TRAN BRT network and express bus service. The Evergreen Boulevard terminus via I-5 offers the best opportunity for merging the two metropolitan

area transit systems. The I-5 alignment provides faster, safer, more reliable service while minimizing disruptions to downtown Vancouver.

### Technical Takeaways

- An LRT extension of the MAX Yellow Line from the Expo Center in Vancouver best integrates existing transit investment in the region including the C-TRAN BRT and express bus current and future system.
- Capacity on LRT options allows the program to maximize trips.
- LRT provides more competitive travel time compared with trips that require a transfer at the Expo Center.
- LRT investments improve access to jobs to a greater degree than BRT alone.
- For IBR, LRT is expected to be more competitive for higher levels of FTA discretionary funding.
- An Evergreen Boulevard terminus has fewer potential property impacts and connects directly to the downtown library, the Historic Reserve, jobs, services, and amenities.
- An Evergreen Boulevard terminus maximizes transfer opportunities given direct connections to several local routes as well as planned BRT routes.

### Community Feedback<sup>3</sup>

- Desire for greater connectivity from Clark County into Portland and the regional transit system.
- Support for high-capacity transit options, with many preferring LRT or a combined LRT/BRT option.
- Strong support among residents in the entire region and solid majority support throughout Clark County for the concept of extending the MAX Yellow Line from Expo Center to Vancouver in a dedicated space across the new Interstate Bridge.
  - 79 percent of total community opinion survey respondents strongly or somewhat support LRT across the bridge including 84 percent of Portland metropolitan area respondents and 61 percent of Clark County respondents.
- Reliability and travel time of mode expressed as the most important transit priorities.

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<sup>3</sup> Community feedback synthesizes what the program has heard from targeted community engagement efforts to gather feedback around design options. This engagement has included a variety of tools, including an online community survey with over 9,600 responses, over 300 listening session participants across multiple sessions, four Community Working Groups, and over two dozen public meetings of the program's steering and advisory groups between October 2021 and May 2022. A comprehensive [community engagement report](#) is available on the program website. A [community opinion survey](#) was also conducted in April 2022 to gather additional input.

- Equity-priority populations expressed high interest in accessible and dependable transit options including a desire for multiple transportation options that are efficient, reliable, and user-friendly and infrastructure that promotes high-capacity transit.
- Highest preferences for transit stations located at (or near) the Expo Center, Hayden Island, Vancouver Waterfront, Vancouver Library (Evergreen Boulevard), and Clark College.

#### 2.4.1.2 Hayden Island/Marine Drive Interchange Configuration Recommendation

**Construct a partial interchange at Hayden Island and a full interchange at Marine Drive designed to minimize impacts while making improvement to freight and workforce traffic and active transportation on Hayden Island and Marine Drive.**

This option would provide an expanded interchange at Marine Drive combined with a partial Hayden Island interchange. Traffic on I-5 coming from the north would be able to access Hayden Island through direct ramps at Jantzen Drive. Traffic on I-5 accessing Hayden Island to/from the south would use an upgraded interchange at Marine Drive and an arterial bridge connection between Marine Drive and Hayden Island. Local streets would also be reconnected under I-5.

The recommendation for a partial interchange on Hayden Island recognizes the desire to balance vehicle and freight access with a preference expressed by the community to minimize the footprint over Hayden Island. It also provides the opportunity for improved active transportation and transit access.

#### Technical Takeaways

- A partial interchange will create a smaller footprint over North Portland Harbor than a full interchange option with fewer floating home impacts.
- Smaller scale and complexity of I-5 over Hayden Island provides higher quality experience for active transportation and transit access on east-west streets.
- This option considers Hayden Island vehicle and freight access to/from Portland via local roads and I-5 ramps that cross under Marine Drive.
- This option considers Hayden Island vehicle and freight access to/from Vancouver via Jantzen Drive I-5 ramps.

### Community Feedback<sup>4</sup>

- Prioritize the option with smallest footprint over Hayden Island.
- Consider freight needs, as well as active transportation safety and access.
- Prioritize congestion relief on I-5 near Hayden Island, safe intersections and road improvements, and convenient access to services, shopping, and restaurants.
- Oregon residents preferred Hayden Island access via Marine Drive and a local access bridge.
- Washington residents preferred direct access to Hayden Island.

#### 2.4.1.3 Auxiliary Lane Recommendation

##### **Include one auxiliary lane northbound and one auxiliary lane southbound between Marine Drive and Mill Plain Boulevard to accommodate the safe movement of vehicles and freight.**

The IBR program intends to maintain the three existing through-traffic lanes in each direction to remain consistent with the existing system on either side of the bridge. Auxiliary lanes are ramp-to-ramp connections designed to give drivers space to merge safely when entering or exiting the roadway, reducing bottlenecks, and optimizing traffic flow. The addition of auxiliary lanes can help optimize the three through-lanes and allow for more efficient movement through the corridor – improving safety, helping to relieve congestion with better traffic flow, and reducing emissions from vehicles idling in congestion.

The program is committed to “right sizing” the bridge replacement investment to best meet the needs of the region. The recommendation to study one auxiliary lane in each direction recognizes the desire to balance all the regional needs and priorities including safe, efficient, and reliable travel, as well as equity and climate goals. Additional analysis will be completed as part of the draft SEIS process to confirm that one auxiliary lane can adequately address the Purpose and Need for the program and provide safe and effective traffic operations.

#### Technical Takeaways:

The addition of one auxiliary lane in each direction would provide a number of benefits compared to the 2045 No-Build Alternative, including:

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<sup>4</sup> Community feedback synthesizes what the program has heard from targeted community engagement efforts to gather feedback around design options. This engagement has included a variety of tools, including an online community survey with over 9,600 responses, over 300 listening session participants across multiple sessions, four Community Working Groups, and over two dozen public meetings of the program’s steering and advisory groups between October 2021 and May 2022. A comprehensive [community engagement report](#) is available on the program website. A [community opinion survey](#) was also conducted in April 2022 to gather additional input.



- Travel time improvements of 3 minutes (5 percent faster) southbound during the AM peak between the I-5/I-205 split and I-405 and 11 minutes (30 percent faster) northbound during the PM peak between Broadway Avenue and SR-500.
- Congestion reduction:
  - Reduces overall congestion during off-peak travel.
  - Reduces local street diversion.
  - Faster congestion recovery from incidents.
- Mode shift: The daily transit share is expected to increase from 7 percent in the No-Build to 11 percent in the Build.
- Fewer lane changes will be required (i.e., lane balance).
- Climate: Reduced emissions are expected, due to less congestion, as well as a reduction in vehicle miles traveled.
- Safety improvements realized due to fewer sideswipe crashes and improved visibility.

### Community Feedback<sup>5</sup>

- Support for the addition of auxiliary lanes consistently expressed.
- Feedback received from advisory groups and surveys was mixed on the preference for the number of auxiliary lanes:
  - Prioritize the option that maximizes capacity and minimizes congestion.
  - Both travel time and environmental impacts are important from an equity standpoint.
  - Prioritize the option that is most environmentally friendly, including a reduction in emissions.
  - Combined with transit considerations, one auxiliary lane is appropriate.
  - Two auxiliary lanes meet community values on congestion and safety issues.
  - Oregon residents were split between one and two auxiliary lane options.
  - Clark County residents were more likely to select the two auxiliary lane option.

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<sup>5</sup> Community feedback synthesizes what the program has heard from targeted community engagement efforts to gather feedback around design options. This engagement has included a variety of tools, including an online community survey with over 9,600 responses, over 300 listening session participants across multiple sessions, four Community Working Groups, and over two dozen public meetings of the program's steering and advisory groups between October 2021 and May 2022. A comprehensive [community engagement report](#) is available on the program website. A [community opinion survey](#) was also conducted in April 2022 to gather additional input.

#### 2.4.1.4 Additional Considerations

Assumptions included in the recommended Modified LPA:

- Replacing the current Interstate Bridge over the Columbia River with a seismically sound bridge.
- Replacing the North Portland Harbor Bridge with a seismically sound crossing.
- Constructing three through-lanes northbound and southbound throughout the program corridor.
- Creating exceptional regional and bi-state multi-use trail facilities and transit connections within the program corridor by including active transportation and multimodal facilities that adhere to universal design principles and facilitate safety and comfort for all ages and abilities.
- Studying improvements to other interchanges within the program corridor.
- Implementing a variable rate toll on motorists using the river crossing with a recommendation to OTC and WSTC to consider a low-income toll program, including exemptions and discounts.
- Establishing an emissions reduction target relative to regional transportation and land use impacts, and to develop and evaluate design solutions that contribute to achieving program, regional, and statewide climate goals.
- Evaluating program design options according to their impact on equity-priority populations and developing a community benefits agreement.

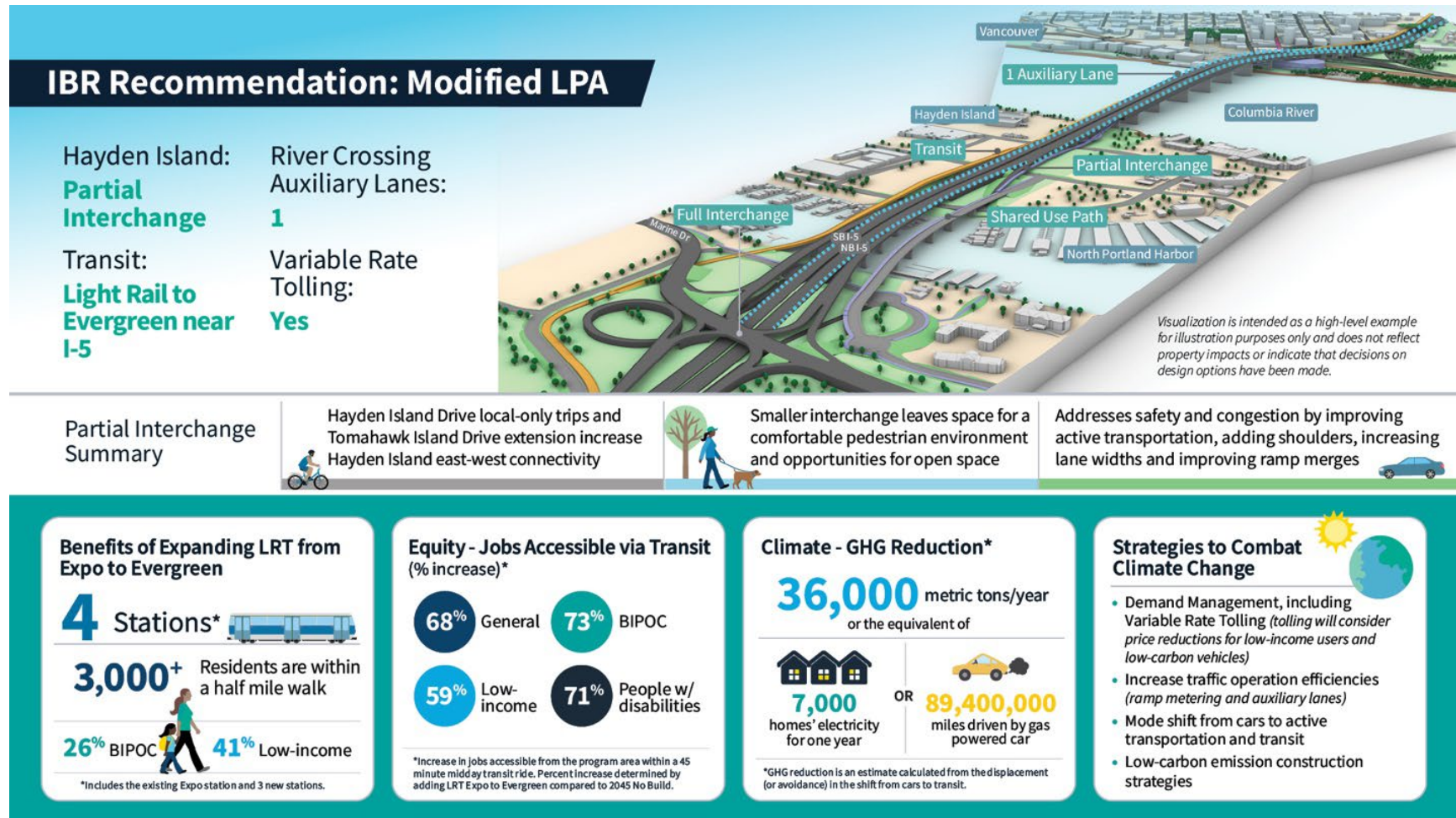
Additionally, in response to partner feedback, the IBR program is developing a list of commitments that will accompany the Modified LPA. The commitments are operational details and secondary design elements that support the design concepts outlined in the Modified LPA.

#### 2.4.1.5 Next Steps for the IBR program's Modified LPA Recommendation

The IBR program will seek consensus on the recommended Modified LPA from the ESG as well as the local partner agency boards, councils, and commissions this summer, with the goal of receiving approval by the end of July 2022. In late July, the IBR program anticipates asking the ESG for a consensus recommendation to move the Modified LPA forward and for the bi-state legislative committee to consider and respond to the recommendation to move the Modified LPA into the draft SEIS process for further evaluation. An update on progress from the Washington members of the bi-state legislative committee, including the detail of the Modified LPA, is due to the Washington State Legislature by August 1, 2022.

Figure 2 is a conceptual visualization of the key components placed together into the IBR program's Modified LPA recommendation. Once approved, the Modified LPA will undergo detailed evaluation and be documented in a draft SEIS, which the program currently anticipates publishing in spring 2023.

Figure 2. IBR Program Modified LPA Recommendation



## 2.5 Stakeholder and Community Engagement

The program is committed to identifying a multimodal bridge replacement solution that balances the needs and priorities of the region. Extensive community and stakeholder engagement, ongoing work with regional partners (including technical and policy staff), regular advisory group meetings, and guidance from the bi-state legislative committee is being considered alongside technical analysis to inform program work. This section briefly lists the different groups that have been engaged and contributed to the advancement of the IBR program, as well as the substantial community engagement efforts that have ensured that public voices are heard and incorporated into the program.

### 2.5.1 Bi-State Legislative Engagement

Together, the [Joint Oregon-Washington Legislative Action Committee](#) and the [Joint Interim Committee on the Interstate 5 Bridge](#) form a bi-state legislative committee, which is composed of 16 members: 8 from each state. The bi-state legislative committee provides ongoing guidance and oversight of key program work. Appointed members as of June 1, 2021, are as follows:

#### Oregon Legislative Members

- Co-Chair, Senator Lee Beyer
- Senator Brian Boquist
- Representative Shelly Boshart Davis
- Senator Lynn Findley
- Senator Lew Frederick
- Co-Chair, Representative Susan McLain
- Representative Khanh Pham
- Representative Greg Smith

#### Washington Legislative Members

- Co-Chair, Senator Annette Cleveland
- Representative Jake Fey
- Representative Paul Harris
- Senator Marko Liias
- Senator Ann Rivers
- Co-Chair, Representative Brandon Vick
- Co-Chair, Senator Lynda Wilson
- Co-Chair, Representative Sharon Wylie

### 2.5.1.1 Overview of Bi-State Legislative Committee Engagement

Ongoing bi-state legislative involvement is essential to successfully complete the planning and design process before construction begins. Direction from members of the bi-state legislative committee continues to shape program work and their feedback and guidance will be instrumental in ensuring the program's success as the program approaches key decisions and evaluates outcomes.

The following topics were addressed at the bi-state legislative committee meetings held in 2021–2022:

#### **December 6, 2021**

- Centering Equity Through Community Engagement
- Governance Structures Study
- Introduction to Economic Impact Analysis

#### **January 24, 2022**

- Process to Identify the Modified LPA
- Fall 2021 Community Engagement and Design Options Feedback

#### **March 23, 2022**

- Update on the Process to identify the Modified LPA
- Transit and Design Options Evaluation Process
- Hayden Island/Marine Drive Interchanges Evaluation Process

#### **April 21, 2022**

- Update on Evaluation of Key Components of the Modified LPA
- Transit Investment Considerations and Findings
- Update on Ramp-to-Ramp Connections (Auxiliary Lanes)
- Overview of Scenario Development

#### **May 6, 2022**

- Program Recommendation on Modified LPA Components

#### **May 20, 2022**

- Continued Discussion on Recommended Modified LPA

#### **June 17, 2022 (*planned*)**

- Continued Discussion on Recommended Modified LPA

### July 21, 2022 (*planned*)

- Review ESG Consensus Recommendation to Move the Modified LPA into the Draft SEIS Process

## 2.5.2 Executive Steering Group

The ESG directly supports IBR program progress. ODOT and WSDOT convened the 12-member group to provide regional leadership support on key program issues. Members of the ESG include representatives from ODOT and WSDOT and the eight partner agencies<sup>6</sup> with direct delivery or operational roles in the integrated, multimodal transportation system around the Interstate Bridge, as well as a community representative from each state. The two community representatives serve as the co-chairs of the CAG. For more information on the ESG, see [ESG | Interstate Bridge Replacement Program \(interstatebridge.org\)](#).

Between December 1, 2021, and May 31, 2022, the ESG met six times to discuss the following topics:

- Program work plan updates
- Overview of the Modified LPA recommendation process
- Review and discussion of community engagement efforts
- Tolling administration
- Advisory group updates
- Review and discussion of all design options and representative transit investments, including analysis and screening results
- Overview of modeling efforts
- Climate program overview
- Review and discussion of the IBR program's recommended Modified LPA

At the May 5, 2022, ESG meeting, partners confirmed unanimous support to take the Modified LPA recommendation to their respective boards, councils, and commissions for further discussion and consideration.

## 2.5.3 Equity Advisory Group

The EAG helps ensure that the IBR program remains centered on equity. The group refined equity-focused screening criteria and has made recommendations to IBR program leadership on the

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<sup>6</sup> ODOT's and WSDOT's local partner agencies include Metro, RTC, TriMet, C-TRAN, the City of Portland, the City of Vancouver, the Port of Portland, and the Port of Vancouver.



components of the Modified LPA while evaluating options through an equity lens to advance the program's equity objectives. The EAG developed multiple screening criteria for the different design components. The EAG meets monthly. For more information on the EAG, see [EAG page](#) on the program website.

Since December 2021, the EAG has reviewed and discussed the creation and analysis of design options and transit investments over the course of numerous meetings. The key takeaways from their collective feedback are summarized below.

### 2.5.3.1 EAG Transit Investments Feedback

Feedback from the EAG on the transit analysis included:

- Rely on data, especially potential rider demographics.
- A one-seat ride is desirable, and the fewer transfers riders need to make the better, especially considering impacts on people with disabilities.
- The Equity Framework needs to be front and center in evaluating options.
- Gentrification and displacement are major concerns.
- There needs to be strong coordination between TriMet and C-TRAN to ensure the functionality of the overall transit system.
- Improving travel time and reducing congestion are priorities.
- Bicycle and active transportation improvements are important.
- Seismic resiliency (of the transit mode) is important.
- More options to cross the river are needed.
- Climate considerations are important.
- Reliability of mode is important.
- Crime statistics on different transit modes would be good to see.
- Bi-state cooperation is considered when deciding transit mode.
- Protect and honor cultural history when looking at impacts and design.
- Including C-TRAN's BRT system in all transit options is a good idea.
- BRT is less desirable, especially if ending at Delta Park.
- LRT is most dependable and has greater ridership capacity.
- LRT is a signal of where transit-oriented development should be focused.
- From a freight perspective, the investment that leads to less traffic is best, which points to LRT.
- Predictive modeling is needed.



- Consensus for LRT is desirable.
- Having park and rides is important.
- For LRT, the terminus is important.
- Equity perspective is needed – extend the terminus farther than Evergreen Boulevard.
- Express bus service is important, so glad to see that its staying.

### 2.5.3.2 EAG Hayden Island/Marine Drive Feedback

Feedback from the EAG on the Hayden Island/Marine Drive interchange configurations and screening results included:

- Wayfinding signage needs to be the priority given complexity (particularly for the partial interchange).
- Crucial to focus on the human experience and impact.
- Screening summaries demonstrate equity was incorporated into the process; however, it is still difficult to understand all the information and trade-offs.

### 2.5.3.3 EAG Auxiliary Lanes Feedback

Feedback from the EAG on the auxiliary lane analysis included:

- Want to understand differences in property impacts, cultural costs, and displacements between one and two auxiliary lanes.
- Both travel time and environmental impacts are important from an equity standpoint.
- Consider projected demographic changes (e.g., increasing number of seniors and people with disabilities means fewer and fewer people driving).

## 2.5.4 Community Advisory Group

The CAG is composed of community members from both Oregon and Washington. The IBR program shares information with the CAG, which then discusses and provides input in a public forum to help ensure program outcomes reflect community needs, issues, and concerns. CAG members and the program team engage in dialogue with a commitment to meaningful, two-way feedback. The CAG generally meets monthly. Two co-chairs, one representing each state, lead the group's diverse and inclusive membership. These co-chairs also sit on the ESG. For more information on the CAG, see the [CAG page](#) on the program website.

Since December 2021, the CAG has reviewed and discussed the creation and analysis of design options and transit investments over the course of numerous meetings. The key takeaways from their collective feedback are summarized below.

### 2.5.4.1 CAG Transit Investments Feedback

Feedback from the CAG on the transit analysis included:

- Rely on data, especially potential rider demographics.
- A one-seat ride is desirable, and the fewer transfers riders need to make the better, especially considering impacts on people with disabilities.
- The Equity Framework needs to be front and center in evaluating options.
- Gentrification and displacement are major concerns.
- There needs to be strong coordination between TriMet and C-TRAN to ensure the functionality of the overall transit system.
- Improving travel time and reducing congestion are priorities.
- Bicycle and active transportation improvements are important.
- Seismic resiliency (of the transit mode) is important.
- More options to cross the river are needed.
- Climate considerations are important.
- Reliability of mode is important.
- Crime statistics on different transit modes would be good to see.
- Bi-state cooperation is considered when deciding transit mode.
- Protect and honor cultural history when looking at impacts and design.
- Including C-TRAN's BRT system in all transit options is a good idea.
- BRT is less desirable, especially if ending at Delta Park.
- LRT is most dependable and has greater ridership capacity.
- LRT is a signal of where transit-oriented development should be focused.
- From a freight perspective, the investment that leads to less traffic is best, which points to LRT.
- Predictive modeling is needed.
- Consensus for LRT is desirable.
- Having park and rides is important.
- For LRT, the terminus is important.
- Equity perspective is needed – extend the terminus farther than Evergreen Boulevard.
- Express bus service is important, so glad to see that its staying.

#### 2.5.4.2 CAG Hayden Island/Marine Drive Feedback

Feedback from the CAG on the Hayden Island/Marine Drive interchange configurations and screening results included:

- Making data-driven decisions is important.
- The interchange option that reduces traffic congestion the most is what should be built.
- Active transportation safety and access should be considered a priority.
- Keeping the commercial/freight industry up to date and hearing their concerns should be ongoing.
- The size of the bridge footprint over Hayden Island should be considered in decision-making.
- The ability to access Hayden Island without I-5 is important.

#### 2.5.4.3 CAG Auxiliary Lanes Feedback

Feedback from the CAG on the auxiliary lane analysis included:

- How does the program measure damage to the community: cultural costs and sacrifices made for more auxiliary lanes.
- Consider the safety constraints and trade-offs for merging lanes versus auxiliary lanes.
- Prefer the option that maximizes capacity and minimizes congestion.
- User operation of auxiliary lanes could cause confusion and complications.
- Combined with transit considerations, one auxiliary lane is appropriate.
- Congestion and safety are major CAG values and priorities; having auxiliary lanes addresses these priorities.
- Two auxiliary lanes address congestion and are the best value; southbound morning congestion is persistent.

### 2.5.5 Targeted Community Engagement Efforts

The IBR program offers ongoing opportunities for the community-at-large to provide input and feedback. Methods used to share information and solicit feedback include online open houses, digital surveys, equity-priority population listening sessions, community briefings, community working groups, and public comment submission via email and phone. Engagement efforts have resulted in over 30,000 touch points with the community to date including collection over 18,000 survey responses and 16,000 comments.

In the fall and winter of 2021, the program held its second targeted period of community engagement intended to gather feedback and input on the design options and weigh in on elements that informed the Modified LPA recommendation. These engagement opportunities were advertised via the

program website, social media, mailed postcards, media advisories, in-person canvassing, multilingual community liaison outreach, program newsletters, and partnerships with local community-based organizations. A comprehensive [Community Engagement Report](#) details all feedback received. Key takeaways include:

- Preference for design options that improve travel times, relieve congestion, improve safety, and mitigate negative impacts to people and the environment.
- Equity-priority populations rely on transit for a diverse range of needs.
- Trip time is the most influential factor when choosing how to make trips in the future. Ease of trip and avoiding a toll were the second- and third-most influential factors, respectively.
- While preferences for how to access Hayden Island/Marine Drive are heavily influenced by a respondent's geographic location, when asked to identify the priority for any Hayden Island Interchange design, nearly 70 percent of all survey respondents agreed that congestion relief on I-5 near Hayden Island is most important.
- Survey results indicate Washington residents prefer direct access to Hayden Island from I-5, while Oregon residents prefer to access Hayden Island via Marine Drive and new arterial bridges.
- The top preferences for a transit station were locations at or near the Expo Center, Hayden Island, the Vancouver Waterfront, the Vancouver Library (Evergreen Boulevard), and Clark College.

This extensive feedback is an important input considered by the program throughout the planning and design processes.

## 2.5.6 Engagement with Freight Stakeholders

As a follow-up to the first Freight Movement Listening Session held on May 27, 2021, the IBR program, in partnership with the Ports of Portland and Vancouver, hosted two additional freight engagement sessions on November 19, 2021, and March 8, 2022, with leaders of the regional freight community and IBR program leadership. The purpose of this engagement was to share information regarding the IBR program and to hear from the freight community regarding their issues, needs, and concerns. Attendees from the freight community included representatives from regional ports, industry associations, freight retail, and Oregon and Washington legislative offices. The key themes and takeaways included the following:

- Unimpaired freight movement is important to the local, regional, national, and international economies.
- Congestion through the I-5 corridor increases freight operational costs and negatively impacts ability to attract and retain employees.
- Trucks avoid peak travel times if possible (6 to 9 a.m. and 3 to 9 p.m.)

- Suggestions for improvement include:
  - Truck-only lanes.
  - Reduce the number of on/off-ramps.
  - Remove current height restrictions and bridge lifts.
- Desire that road and pathway alignment be designed with consideration for optimal freight movement.
- Consider high, wide, and heavy freight movement, including bridge and overpass heights.
- Interest in learning about impacts to freight connectivity including on/off-ramp locations and east/west access to Terminal 6 in North Portland.
- Interest in future engagement regarding alignment and number of lanes through the program area.
- Concern that current exponential freight volume growth may increase congestion connected with I-205.

The Purpose and Need of the IBR program identifies impaired freight movement as one of the transportation issues that needs to be addressed to improve the efficient movement of people and goods across the Columbia River. Recommendations and decisions are being made through discussions with the program advisory groups, partner agencies, lead federal agencies, and the bi-state legislative committee. In conjunction with the Ports of Portland and Vancouver, the IBR program developed the following freight-specific desired outcomes and screening metrics to evaluate design options (see Table 3). The Modified LPA will undergo additional environmental impact analysis and design refinements with opportunities for feedback and public comment. The IBR program is coordinating closely with the Ports of Portland and Vancouver to identify opportunities for continued engagement with the freight community.

Table 3. Freight-Specific Desired Outcomes and Screening Metrics

Purpose and Need for the Program	Desired Outcomes	Screening Metrics	Unit of Measurement
Impaired freight movement	Freight travel through the program area is more reliable.	Volume of freight traffic on the Interstate bridge.	Volume
	Freight travel times through the program area are faster.	Improvements in freight access.	Qualitative
		Travel times from select freight origin-destination pairs along I-5 within the program area by vehicle type (freight).	Minutes
	Accommodates high, wide, and heavy cargo in existing and future routes.	Hours of vehicle/freight congestion along I-5 within the program area.	Hours (average weekday)

### 2.5.7 Accountability Dashboard

The IBR program’s accountability dashboard is a transparency tool designed to share key community engagement metrics and hold the IBR program accountable to the public. This is also a space where the public can learn about what the program has heard from the community and how the program is responding. The [Accountability Dashboard](#) is available on the program website and is updated quarterly.

## 2.6 Program Funding

Transportation projects of this size typically require multiple sources of funding including federal, state, and tolling revenue. The IBR program delivered a preliminary [Conceptual Financial Plan \(CFP\)](#) in December 2020. The preliminary range of costs for the program is \$3.2 to \$4.8 billion. The program will be updating the CFP after the Modified LPA is selected this summer.

As of April 2022, Oregon and Washington have committed a combined \$90 million for program planning efforts: \$45 million from Oregon (\$9 million in 2019, \$6 million in 2020, and an additional \$30 million in 2021 through OTC and \$45 million from Washington (\$35 million in 2019 through [ESHB 1160 \(2019\)](#) and \$10 million through Move Ahead Washington, [ESSB 5975 \(2022\)](#), in 2022).

In addition to the \$10 million allocated to IBR to advance current program work, Move Ahead Washington, [ESSB 5975 \(2022\)](#), also allocated \$1 billion to fund Washington's share of the anticipated costs needed to complete the IBR program. An additional \$98 million is committed through [Connecting Washington](#) for improvements to the Mill Plain Boulevard interchange that are assumed to be needed as part of the future IBR program. The IBR program anticipates conversations with the Oregon Legislature to begin in 2023 as they consider how the state can make its contribution to the program.

The program's cost estimate and finance plan will be refined as additional detail on new federal grant programs is known and as program details are determined as part of the Modified LPA. Securing the local match (including state funding) is an important step to successfully secure federal grants. It is not yet known how much will be able to be obtained from the new grant programs until they begin allocating awards next year. The program anticipates tolling would be needed in addition to state and federal sources.

The IBR program delivered a preliminary [Conceptual Financial Plan \(CFP\)](#) in December 2020, as directed by [ESHB 1160 \(2019\)](#). The CFP addressed the statutory requirements by:

- Updating the 2012 capital cost estimates for the CRC alternatives to provide a range of conceptual costs for the IBR program at the program outset.
- Identifying and evaluating potential funding sources and financing mechanisms.
- Preparing conceptual cash flow analyses to determine the funding gap range.
- Establishing next steps for identifying or securing funding.

The IBR program team will be updating the CFP once the details of the Modified LPA are confirmed; updates are anticipated to be available in the fall of 2022. This will involve:

- Preparing updated capital cost estimates of the Modified LPA in year-of-expenditure dollars.
- Updating the assessment of potential funding sources based on the recommended Modified LPA selection, particularly those outlined in the Infrastructure Investment and Jobs Act (IIJA).
- Updating ongoing assessments of selected transit alternative(s) against CIG grant criteria.
- Preparing a toll traffic and revenue study to inform the potential toll funding contribution.
- Developing and maintaining a financial plan model that includes sources and uses of funds and related funding gap/needs.

### 2.6.1 Move Ahead Washington

On January 10, 2022, the Washington State Legislature convened its 60-day short session. The Move Ahead Washington transportation package, which included [ESSB 5975 \(2022\)](#), was passed during this session; it allocated an additional \$10 million in program development funding and \$1 billion to fund Washington's share of the anticipated costs needed to complete the IBR program. The legislation also



came with a proviso requiring Washington members of the bi-state legislative committee to report back to the Washington State Legislature with a description of the Modified LPA selected for the program by August 1, 2022.

## 2.6.2 Federal Funding Opportunities

The program is well positioned to be competitive for federal grant opportunities from the IIJA. The CIG, along with the FHWA Competitive Bridge Investment Program and/or MEGA appear to be the best fit for IBR to apply. IBR anticipates applying for federal grant funding in 2023.

Each of these programs has its own set of procedures and criteria. For a multimodal bridge project such as the IBR program, it could be possible to successfully apply for more than one of the major federal grant programs, though an award from all three may be unlikely unless grant criteria allow for flexibility in eligibility for multiple programs. Since federal grant programs prefer to provide the “last dollar in.” It can also be difficult to assemble and deliver project funding when combining grants from several federal competitive sources.

The program will continue working closely with federal agency partners and the congressional delegations to monitor opportunities as grant application criteria and funding awards become available. The IBR program has been repeatedly identified as a strong candidate for new federal infrastructure grant programs by members of the congressional delegation as well as by President Biden who referred to the Interstate Bridge as “one of the most economically significant bridges in the nation” and positioned it as a potential recipient of funding from the infrastructure bill during remarks in January 2022. Senator Cantwell held a press event in April 2022 at the Interstate Bridge where she shared that she wrote the standard for the National Infrastructure Project Assistance Program with IBR in mind. She also shared that IBR is well positioned to apply for the new bridge grant program. The speaking portion of the event also included City of Vancouver Mayor Anne McEnerny-Ogle, Port of Vancouver CEO Julianna Marler, and IBR Program Administrator Greg Johnson. After the speaking portion, the Senator participated in a tour of the 105-year-old bridge and invited the press to join her on this tour.

Table 4 provides an overview of the three major federal competitive grant programs most applicable to the IBR program, two of which were newly created by the IIJA and recently signed into law by President Biden on November 15, 2021.

Table 4. Major Federal Discretionary Grant Programs Pertinent to the IBR Program

Funding Program	Funding Available <sup>1</sup>	Matching Requirements	Procedures
FHWA Competitive Bridge Investment Program	\$12.5 B from FY '22 to FY '26, at least half reserved for projects costing >\$100 M, \$3.6 B subject to future appropriations Minimum award = \$50 M	Grant share may not exceed 50% of total project costs; total federal assistance not to exceed 80%.	FHWA will announce annual notice of funding opportunities (NOFOs).
USDOT National Infrastructure Project Assistance Program Grants (MEGA)	\$5 B from FY '22 to FY '26, half reserved for projects costing >\$500 M, \$5 B subject to future appropriations	Grant award may not exceed 60% of eligible project costs. Total federal assistance not to exceed 80% of total project cost.	Combined NOFO with INFRA and Rural grant programs announced in FY '22 with applications due in May 2022.
FTA New Starts Capital Investment Grants (CIG)	\$8 B from FY '22 to FY '26, \$15B subject to future appropriations	Grant award may not exceed 60%.	Established process that requires FTA approvals through Project Development, Engineering, and Full Funding Grant Agreement phases.

<sup>1</sup> For programs that show a range of funding, the low end represents the amount already funded through advanced appropriations in the IIJA, and the high end represents this amount plus authorized appropriations that Congress may approve in the future.

Other competitive programs that could benefit the IBR program, but to a lesser degree, are listed below:

- USDOT Infrastructure for Rebuilding America (INFRA)
- USDOT Rebuilding American Infrastructure with Sustainability and Equity
- FHWA Advanced Transportation and Congestion Management Technology Deployment
- FHWA Accelerating Innovative Deployment Demonstration Program

Additionally, the IBR program could be a strong candidate for leveraging USDOT's Transportation Infrastructure Finance and Innovation Act program as a financing tool since toll revenue could be pledged as a repayment stream to demonstrate creditworthiness.

The new programs established by the IIJA may offer a unique opportunity for the IBR program. As USDOT, FHWA, and FTA go through the process of defining (or redefining) evaluation criteria and processes for these programs, the program and both state departments of transportation will remain

in close contact with the administering agencies. In March 2022, both state departments of transportation traveled to Washington DC to meet with various congressional members from both states, as well as with FHWA and FTA, to discuss the program, federal grant opportunities, and the anticipated timeline for application.

### 2.6.3 Tolling

The soonest tolling would begin on the Interstate Bridge is late 2025/early 2026 – pending legislative authority to toll the facility. Oregon has authorized I-5 as a toll facility beginning at the state line in the Portland metropolitan area. Tolling of the Interstate Bridge is not currently authorized in Washington State. The OTC and WSTC are the toll rate-setting authorities in each state. The program will provide them with information to inform the rate-setting decision, which is not anticipated to occur until 2025 shortly before tolling is estimated to begin on the facility. The draft SEIS will include additional analysis around overall program financing, as well as toll revenue.

The program and local agency partners assume that IBR will include variable rate tolling with the goal to support:

- Revenue generation to fund construction and facility operations and maintenance
- Reduce congestion and manage demand
- Improve mobility through the corridor

Future tolling analysis will consider possible discounts, including those for low-income travelers, and analyze possible revenue generation. The initial traffic and revenue study completed by the program will begin in mid-2022, with the goal to complete it by mid-2023. This Level 2 Toll Traffic and Revenue Study will test policies and multiple toll-rate scenarios and how they affect demand in the corridor in coordination with OTC and WSTC. The program anticipates completing an Investment Grade Traffic and Revenue Analysis in 2025, which is needed for toll bond financing and must be completed close to the beginning of toll operations to meet the needs of investors.

#### 2.6.3.1 IBR Coordination with the Oregon Toll Program and Regional Mobility Pricing Project

The IBR program continues to coordinate with Oregon’s Toll Program and its work on RMPP, which is analyzing variable rate tolling along all lanes of I-5 south of the IBR program improvement area through Portland to the Boone Bridge south of the I-205/I-5 interchange, as well as all of the I-205 corridor. Tolling on the southern portion of I-205 is expected to begin late 2024; RMPP tolling is expected to begin late 2025. Both programs have coordinated to ensure that consistent tolling assumptions are used by both the IBR and RMPP traffic modeling teams for their preliminary analyses. Coordination between the IBR program and RMPP will continue as these separate but related programs develop.

### 2.6.3.2 Tolling Administrator Decision and Justification

In early March, a decision was reached between the state departments of transportation, with OTC concurrence, that ODOT should administer tolls on the Interstate Bridge. This administrative decision did not set policy, but it determined which agency would be responsible for toll collection and customer service. Given the proximity of the Interstate Bridge to other Oregon facilities, this decision will allow ODOT to account for IBR in its upcoming process to seek tolling vendors and facilitate consistent communications about customer service, accounts, and payment options. The customer experience, ease of use, and support in learning a new system were the primary drivers for the decision.

To document the decision, the IBR program prepared a bi-state tolling Administration Memorandum of Understanding (MOU). The MOU was circulated and discussed with the relevant divisions with ODOT and WSDOT, as well as with legal counsel for both states; it was signed by the director of ODOT and the secretary of WSDOT in March 2022.

The program is committed to implementing IBR tolling in a bi-state environment. Toll revenue collected on the Interstate Bridge will be dedicated to the IBR facility including construction, operations and maintenance, and collection and customer support associated with tolling. Each state's legislative requirements and framework for transportation policy and investments will be accounted for as the IBR tolling approach is developed. OTC and WSTC will jointly set rates, exemptions, and discounts including possible low-income discounts. Oregon will continue to be responsible for the costs to set up the Oregon Toll Program, but additional costs required to implement tolls on IBR will be shared by both states. Any administrative agreements between the agencies that are required for operations and revenue sharing will also be developed in support of the bi-state approach.

### 2.6.4 Overview of Current Expenditures

The program's current funding sources, expenditures, and disadvantaged business participation goals are reported biannually within the [Accountability Dashboard](#).

The IBR program has negotiated intergovernmental agreements (IGAs) with the eight local partner agencies (Metro, RTC, TriMet, C-TRAN, the Cities of Vancouver and Portland, and the Ports of Portland and Vancouver). Through the IGAs, partner agencies receive program support via reimbursement to dedicate staff time to participate with roles clearly outlined. This arrangement also allows them to engage in discussions and contribute to program deliverables related to planning, community engagement, engineering, and design of a replacement bridge solution. The agreement amounts range from \$100,000 to close to \$3,000,000 depending on the number of staff and level of engagement the partners currently have with the program.

Table 5 below shows current program expenditures for ODOT, WSDOT, and the General Engineering Consultant. Table 6 shows the authorized budget for each of the partner agencies and what the

agencies have spent through December 2021. The program will continue working with partners on the details of these agreements. Table 7 shows the detailed authorized budget breakdown within current areas of program work through January 2022.

Table 5. Current Expenditures

IBR Program Work	Spent through December 2021*
ODOT	\$1,053,332
WSDOT	\$2,123,139
General Engineering Consultant	\$30,517,483

\* Spending reflects all costs associated with program work, including labor, equipment, and expenses

Table 6. Current Intergovernmental Agreement Authorized Budget and Expenditures

Intergovernmental Agreement	Authorized Budget *	Spent through December 2021 *
Metro	\$2,590,861 **	\$0.00
RTC	\$238,115	\$55,573.33
TriMet	\$1,833,737	\$80,075.91
C-TRAN	\$471,874 **	\$0.00
City of Portland	\$2,861,580 **	\$0.00
City of Vancouver	\$2,546,331 **	\$0.00
Port of Portland	\$193,124 **	\$0.00
Port of Vancouver	\$109,690	\$29,229.75

\* "Authorized Budget" figures reflect the reimbursement limit included in each respective agreement, the majority of which include the level of work estimated through the end of 2022. "Spent to Date" totals with no value indicate that payments have not yet been made for work done.

\*\* Some IGA-authorized budget estimates were not yet been finalized as of December 2021.

Table 7. Detailed Budget Breakdown through January 2022

Current Areas of Work	General Engineering Consultant Authorized Budget through January 2022*	Expenditures Through December 2021
Program Management	\$6,039,611	\$5,051,056
Program Controls	\$4,114,020	\$3,804,393
Financial Structures	\$1,331,557	\$972,216
Communications	\$6,662,620	\$6,019,500
Transportation Planning	\$2,233,063	\$2,082,007
Environmental	\$4,234,393	\$2,888,834
Transit Planning/Engineering	\$2,744,820	\$2,366,400
Design Engineering	\$5,236,505	\$4,552,633
Major Structures	\$2,259,252	\$1,749,641
Direct Expense	\$1,768,306	\$1,030,803
<b>Total</b>	<b>\$36,624,147</b>	<b>\$30,517,483</b>

\*Spending reflects all costs associated with program work, including labor, equipment, and expenses

### 3. PROGRAM PLAN INTO 2023

The Interstate Bridge has and will continue to be an important transportation corridor connecting communities locally in Oregon and Washington as well as along the entire west coast between Mexico and Canada. Previous planning efforts identified critical concerns that remain unaddressed. The IBR program is learning from these previous efforts and leveraging the investment made in the previous project to inform program development efforts. The ongoing commitment and support of executive and legislative leadership in both states to replace the Interstate Bridge demonstrates a clear recognition that addressing these issues is a critical transportation need for the region.

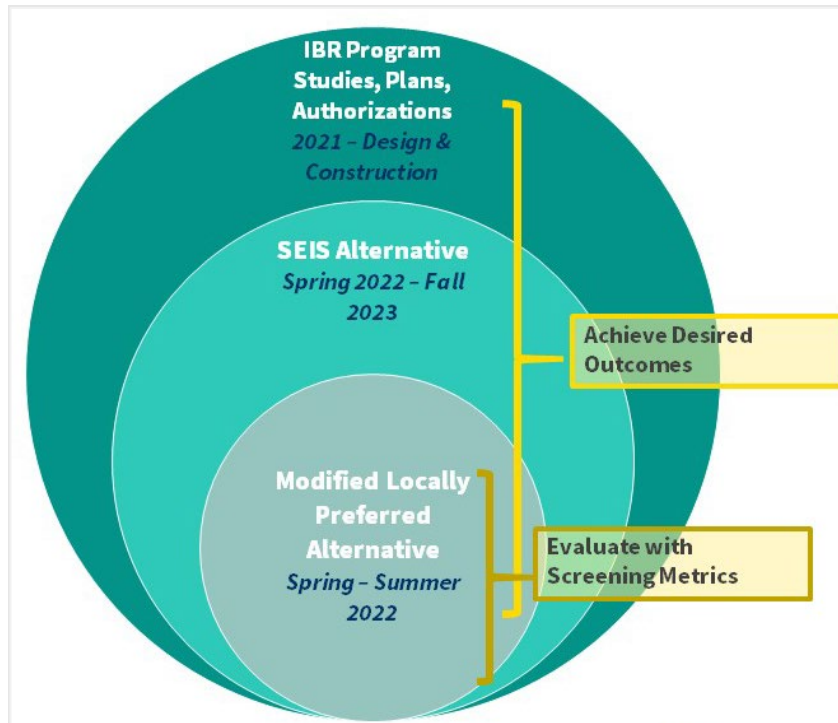
The IBR program is dedicated to leading a transparent, data-informed process in collaboration with elected leaders, stakeholders, and the public to identify and advance the best possible solution to meet the needs of the region. It is essential that the IBR program's Modified LPA recommendation is in alignment with the community's values and priorities while meeting current and future needs. Currently, the boards and councils of the local partner agencies are being asked to consider and endorse the IBR program's Modified LPA recommendation by the end of July 2022. The IBR program intends to advance to the next phase of the federal environmental review process once a Modified LPA is confirmed this summer.

The adoption of a Modified LPA demonstrates regional consensus to continue project development and refine the design of a corridor-wide program alternative. The adoption of the Modified LPA by the partner agencies does not represent a formal decision by the federal agencies leading the NEPA process or any federal funding commitment. A formal decision by FHWA and FTA regarding the preferred alternative and its design and mitigation is formalized as part of the NEPA process. FHWA and FTA selected an LPA during the CRC project. That LPA was recorded in the CRC ROD. An Amended ROD is anticipated for the IBR program upon completion of an SEIS that will evaluate a modified corridor-wide program alternative, based on the Modified LPA, in comparison to an updated No-Build Alternative.

Further studies will be used to evaluate the program alternative. Figure 3 shows how the modified LPA provides the foundational elements of the program, and how future studies, plans, and authorizations will build upon that foundation.



Figure 3. Next Steps



A critical part of upcoming work will be the development and distribution of a draft SEIS for public review and comment; this is currently expected in spring 2023. The draft SEIS will work from previously defined constraints and commitments and analyze benefits and impacts of the of the Modified LPA and other elements of the program alternative, which could include displacements, noise and vibration, effects on historic and other cultural resources, impacts to ecosystem resources, and other benefits, and impacts to the community and environment. As part of the NEPA evaluation, the program will work to avoid, minimize, and mitigate adverse impacts to the extent practicable. Refinements will be made in response to partner, public, and Tribal engagement, as well as additional design analysis. After the public review of the draft SEIS, a combined final SEIS and Amended ROD will be prepared in compliance with NEPA and other federal regulations.

The IBR program will continue to emphasize inclusive and robust community engagement and the use of effective tools to share program information to incorporate public input at critical decision points and milestones as the program advances through the NEPA process. The program advisory groups will continue to help shape program work; however, the groups' respective charters and purposes will be re-evaluated once the program is near the start of construction, which is currently planned to begin by late 2025.

Once the Modified LPA is confirmed, part of the program's work will include updating the draft CFP in advance of the 2023 legislative sessions to identify funding needs and line up state commitments for federal funding opportunities so the program can continue to move forward. Future work will also

include the identification of milestones around tolling for additional engagement with the community, program partners, and the transportation commissions of both states.

## 4. GLOSSARY OF TERMS

Term	Definition
Active transportation	Human-powered modes of transportation, such as walking, biking, or using a wheelchair.
Bi-State Legislative Committee	A panel composed of eight Oregon and eight Washington legislators who provide the IBR program guidance and feedback on key program decisions.
Bus rapid transit	Bus-based transit systems that deliver fast and efficient service that <i>may include</i> dedicated lanes, busways, traffic signal priority, off-board fare collection, elevated platforms and enhanced stations. They are usually larger and can carry more riders per vehicles than standard buses. Bus Rapid Transit currently runs in several corridors throughout Clark County, and is operated by C-TRAN.
CAG	Community Advisory Group, a group of community members from the greater Portland and Vancouver region that provides advice and recommendations to the Executive Steering Group and IBR program administrator on issues of importance to the community.
Community-Based Organizations	Groups representing varied local interests and concerns, such as the environment, business, labor, social services, affordable housing, recreation, transit, etc.
Community engagement	The IBR program’s ongoing efforts to hear community concerns, values and interests, maintain open, two-way communications, and reflect community interests in key program decisions.
Community survey	A data-driven IBR public survey of diverse community members and organizations to assess public concerns and interests related to the region’s transportation system.
CRC	Columbia River Crossing, a 2005-2014 multimodal project conducted by the states of Oregon and Washington that studied options for replacing the Interstate Bridge. The project completed the federal environmental review process and reached a Record of Decision on a locally preferred alternative. It did not move into construction due to lack of funding.

Term	Definition
Diversity, Equity, and Inclusion	Core values of the IBR program. See the related terms in this section: diversity, equity, and inclusion.
Disability	Defined by the Americans with Disabilities Act (ADA) as a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment.
Diversity	Includes all the ways in which people differ, and it encompasses all the different characteristics that make one individual or group different from another.
Demographics	Statistical data relating to the population and particular groups within it. The IBR program uses demographic data to understand the general characteristics and geographic locations of communities potentially affected by the program, and to inform community engagement strategies.
DOT	Department of Transportation
EAG	Equity Advisory Group, a diverse group of community members who will make recommendations to IBR program leadership regarding processes, policies and decisions that potentially could affect equity-priority communities.
EIS	Environmental Impact Statement, a document that outlines the effects a proposed project has on the surrounding natural and built environment; it describes ways to reduce or mitigate those effects.
ESG	Executive Steering Group, a panel of representatives from regional partner agency and Community Advisory Group co-chairs that provides guidance and recommendations on key IBR program development issues.

Term	Definition
Environmental Justice	<p>U.S. Dept. of Transportation definition: The fair treatment and meaningful involvement of all people, regardless of race, ethnicity, income, national origin, or educational level with respect to the development, implementation and enforcement of environmental laws, regulations and policies.</p> <p>The DOT’s guiding environmental justice principles are:</p> <ul style="list-style-type: none"> <li>• To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process;</li> <li>• To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority or low-income populations; and,</li> <li>• To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority or low-income populations.</li> </ul>
Equity	<p>A core value for the IBR program centered on elevating the voices of communities of concern and ensuring they can realize the program’s economic and transportation benefits, and not suffer further harm from transportation decisions. Broadly, equity is achieved when one’s identity cannot predict the outcome. It is the absence of inequities and injustices in social sectors that are required for all to thrive, and it is both an outcome and a process.</p>
Equity vs. Equality	<p>Equity involves trying to understand and give people what they need to enjoy full, healthy lives. Equality, in contrast, aims to ensure that everyone gets the same things in order to enjoy full, healthy lives. Like equity, equality aims to promote fairness and justice, but it can only work if everyone starts from the same place and needs the same things.</p> <p><i>–Annie E. Casey Foundation</i></p>
Endangered Species Act	<p>A 1973 federal law designed to protect threatened and endangered species of fish, wildlife and plants.</p>
Ethnicity	<p>The fact or state of belonging to a social group that has a common national or cultural tradition.</p>
Federal Aviation Administration	<p>Agency that regulates air traffic in the U.S.</p>
FHWA	<p>Federal Highway Administration, an agency that supports state and local governments in the design, construction and maintenance of the highway system.</p>

Term	Definition
FTA	Federal Transit Administration, an agency that provides financial and technical assistance to local public transit systems, including bus, subway, light rail, commuter rail, trolley and ferry systems. The FTA also oversees safety measures.
HCT	High-Capacity Transit, a term that encompasses different transit options, such as BRT and LRT, that will be explored during alternatives development.
IBR	Interstate Bridge Replacement program, a joint effort by the states of Oregon and Washington to replace the aging, structurally vulnerable Interstate Bridge over the Columbia River with a modern, seismically resilient, multimodal structure that can reliably serve the Portland-Vancouver region into the next century.
Inclusion	Elimination of barriers that prevent the full participation of all people.
Immersed tube tunnel	An underwater highway or rail tunnel built off site in segments, then placed into a riverbed or seabed trench; the trench is backfilled to cover and protect the tunnel.
Light rail transit	A form of high-capacity transit that operates in its own fixed guideway and is powered by overhead electrical current. Currently light rail connects Portland City Center with Beaverton, Clackamas, Gresham, Hillsboro, Milwaukie, North/Northeast Portland and Portland International Airport and is operated by TriMet.
Locally Preferred Alternative	The highest-ranked design solution for improving a transportation system; the LPA is selected with the community after a thorough, lengthy screening process of transportation options.

Term	Definition
Members of the Bi-State Committee	<p>Oregon legislative members (Joint Interim Committee on the Interstate 5 Bridge):</p> <ul style="list-style-type: none"> <li>• Co-Chair, Senator Lee Beyer</li> <li>• Senator Brian Boquist</li> <li>• Representative Shelly Boshart Davis</li> <li>• Senator Lynn Findley</li> <li>• Senator Lew Frederick</li> <li>• Co-Chair, Representative Susan McLain</li> <li>• Representative Khanh Pham</li> <li>• Representative Greg Smith</li> </ul> <p>Washington legislative members (Joint Oregon-Washington Legislative Action Committee):</p> <ul style="list-style-type: none"> <li>• Co-Chair, Senator Annette Cleveland</li> <li>• Representative Jake Fey</li> <li>• Representative Paul Harris</li> <li>• Senator Marko Liias</li> <li>• Senator Ann Rivers</li> <li>• Co-Chair, Representative Brandon Vick</li> <li>• Co-Chair, Senator Lynda Wilson</li> <li>• Co-Chair, Representative Sharon Wylie</li> </ul>
NEPA	National Environmental Policy Act, a 1970 federal law that requires federal agencies to assess and disclose the environmental effects of proposed projects or actions prior to making project decisions.
Notice of Intent	A published document informing the public of an upcoming environmental analysis for a proposed project.
Online open house	A virtual meeting held online to provide the public with information and solicit public feedback on a project.
Open house	An in-person meeting for providing the public with information on a project and responding directly, one-on-one, to questions meeting participants may have.
Project scoping	The process of identifying and documenting a project's goals, outcomes, milestones, tasks, costs, and timelines.



Term	Definition
Purpose and Need	A written statement that identifies the key transportation problems that must be addressed by the IBR program.
Race	<p>Race is a socially constructed system of categorizing humans largely based on observable physical features (phenotypes), such as skin color and ancestry. There is no scientific basis for or discernible distinction between racial categories.</p> <p>The ideology of race has become embedded in our identities, institutions and culture and is used as a basis for discrimination and domination.</p> <p>–Annie E. Casey Foundation</p>
Range of alternatives	A set of preliminary project options that can be analyzed as part of the supplemental environmental impact statement process.
Record of Decision or ROD	A document that records a federal agency’s decision regarding a planned project for which an environmental impact statement was prepared. For the IBR program, the Federal Highway Administration would issue the Record of Decision for a Supplemental EIS.
Regional partner agency	<p>Regional partner agencies have a direct role in any future improvements due to their position as an owner, operator, policymaker, regulatory agency or public economic development entity reliant on direct access to operations within the Interstate Bridge area. For IBR, the following regional agencies make up our regional partners:</p> <ul style="list-style-type: none"> <li>• Oregon Metro</li> <li>• Southwest Washington Regional Transportation Council</li> <li>• TriMet</li> <li>• C-TRAN</li> <li>• City of Portland</li> <li>• City of Vancouver</li> <li>• Port of Portland</li> <li>• Port of Vancouver</li> </ul>

Term	Definition
Regulatory agencies	<p>Federal, state and local agencies that can monitor and enforce laws and regulations affecting a capital project. For the IBR program, key regulatory agencies include:</p> <ul style="list-style-type: none"> <li>• Oregon Department of Environmental Quality</li> <li>• Washington Department of Ecology</li> <li>• Regional Native American tribes</li> <li>• Federal Highway Administration</li> <li>• Federal Transit Administration</li> <li>• Oregon and Washington State Historic Preservation Office(s) – SHPO</li> <li>• U.S. Fish and Wildlife Service</li> <li>• National Marine Fisheries Service</li> <li>• U.S. Army Corps of Engineers</li> <li>• Oregon and Washington Departments of Fish and Wildlife</li> <li>• Cities of Portland and Vancouver</li> <li>• Multnomah County</li> <li>• Clark County</li> </ul>
Screening criteria	A set of transportation components used to evaluate and score the effectiveness of various transportation improvement options, usually weighed against a No-Build Alternative.
Section 106	A key section of the National Historic Preservation Act that requires federal agencies to evaluate the effects federally funded projects may have on historic properties.
SEIS	Supplemental Environmental Impact Statement, a review of the findings of an existing EIS, including the introduction of new or changed conditions or planned improvement options that have occurred, often years after the prior EIS was completed.
Title VI	Prohibition against exclusion from participation in, denial of benefits of, and discrimination under federally assisted programs on ground of race, color or national origin
Transit dependent	Describes someone whose only means of transportation is public transit (i.e., TriMet, C-TRAN). It generally refers to those who do not have the choice to drive a personal vehicle due to income, age, ability, access, and/or legal restrictions. Transit dependence can be a temporary circumstance.

Term	Definition
Vision and Values	A written statement that identifies community values and goals related to potential transportation improvements.

## APPENDIX A: KEY RESOURCES REFERENCED IN THIS REPORT

Washington 2021-2023 Supplemental Transportation Budget ([Engrossed Substitute Senate Bill 5689 \(2022\)](#))

[American Transportation Research Institute 2022 Report](#)

Washington 2021-2023 Transportation Budget ([Substitute Senate Bill 5165 \(2022\)](#))

Washington 2019-2021 Transportation Budget ([Engrossed Substitute House Bill 1160 \(2019\)](#))

[2021 IBR Legislative Progress Report](#)

[2020 IBR Legislative Progress Report](#)

[2019 IBR Legislative Progress Report](#)

[Community Values and Priorities](#)

[Equity Advisory Group](#)

[Community Advisory Group](#)

[Joint Oregon-Washington Legislative Action Committee](#)

[Joint Interim Committee on the Interstate 5 Bridge](#)

[Spring 2021 Community Engagement Report](#)

[Fall 2021 Community Engagement Report](#)

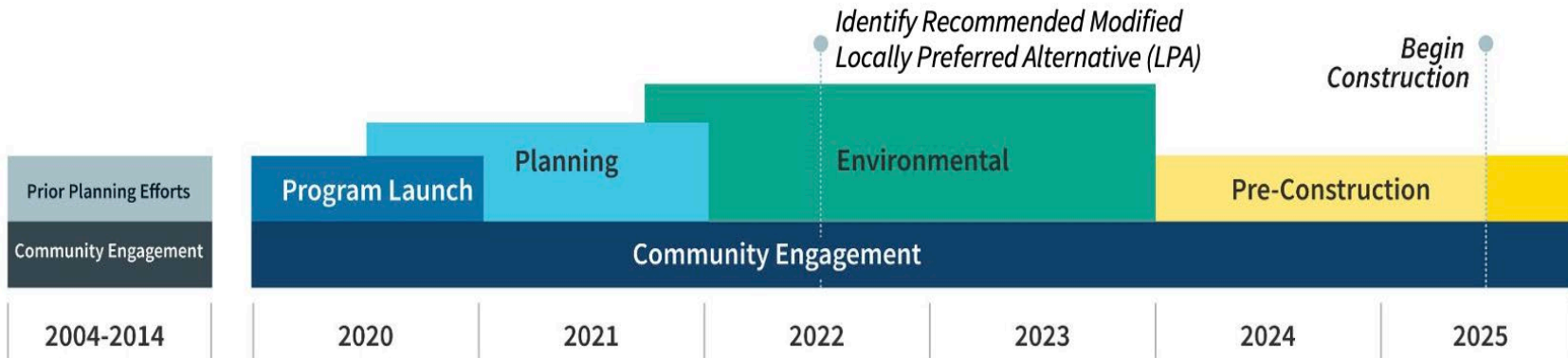
[IBR Accountability Dashboard](#)

[IBR Video: Overview of Auxiliary Lanes](#)

[2020 IBR Conceptual Financial Plan](#)

[April 2022 Community Opinion Survey](#)

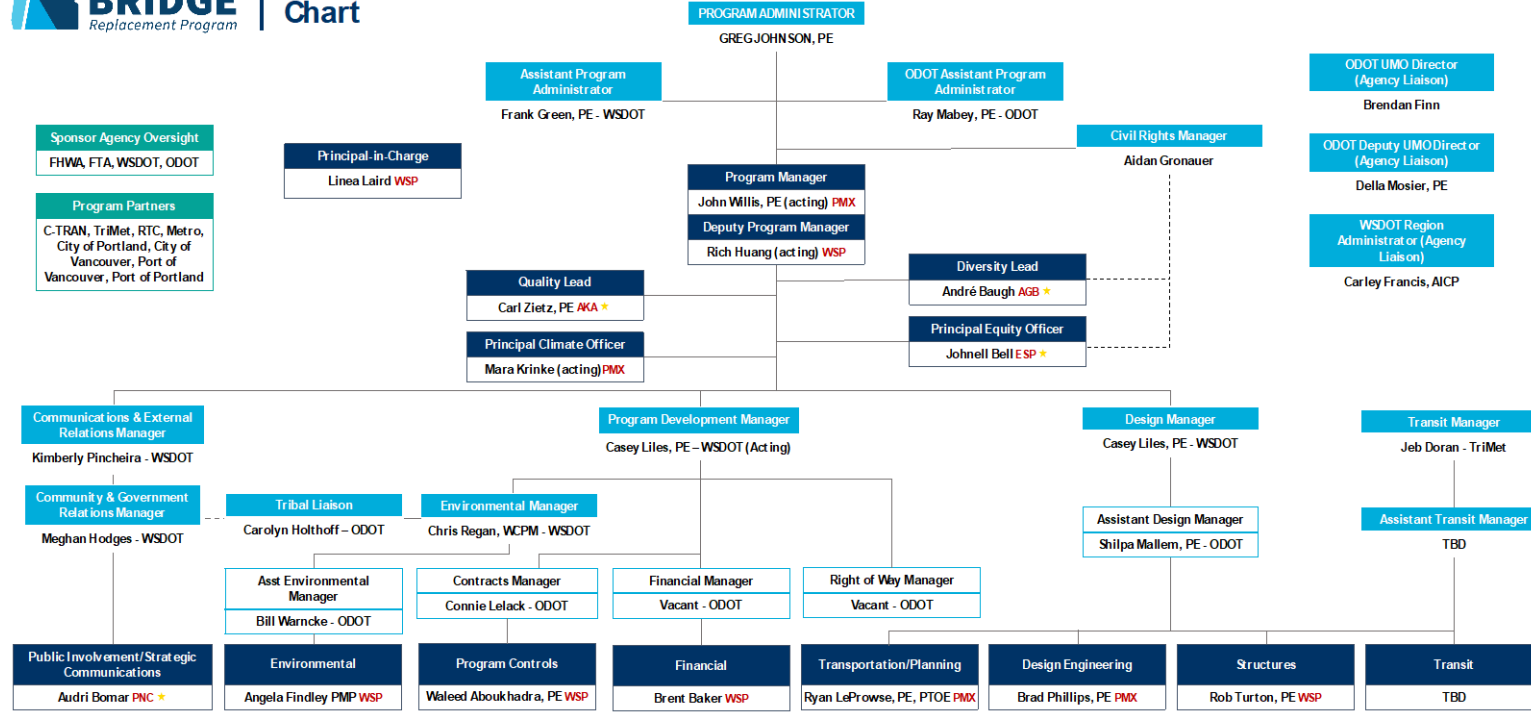
## APPENDIX B: IBR PROGRAM TIMELINE



# APPENDIX C: IBR PROGRAM TEAM ORGANIZATIONAL STRUCTURE



## Organization Leadership Chart



- \* DBE Partner
- Team Firms (specific personnel resources to be added as needed to support program tasks)

<b>WSP</b> WSP USA	<b>ENV</b> EnviroIssues *	<b>LAP</b> LEEKA, Architecture & Planning *	<b>S&amp;W</b> Shannon & Wilson	<b>WML</b> The Winning Mark
<b>PMX</b> Parametrix	<b>ELS</b> Epic Land Solutions *	<b>NRC</b> Tom K. Iverson Natural Resource Consulting	<b>SCS</b> Stantec Consulting Services	<b>WWR</b> Wolfe Water Resources *
<b>ACS</b> Arment Consulting Services	<b>ESP</b> Espousal Strategies *	<b>OEI</b> O'Brien Engineering *	<b>SMS</b> Steven M. Siegel	<b>ZGF</b> ZGF Architects
<b>AGB</b> Group AGB *	<b>GKM</b> GKM dba/Amico Public Relations	<b>OTT</b> Ott-Sakal & Associates *	<b>TCC</b> TCC & Associates *	
<b>APD</b> Alta Planning + Design	<b>IML</b> IML Services *	<b>PKS</b> PKS Intl. *	<b>TTC</b> Thy Tu Consulting *	
<b>AKA</b> Akana *	<b>K&amp;W</b> Kearns & West	<b>PNC</b> Point North Consulting *	<b>TRI</b> Trinity *	
<b>EDL</b> Emerio Design *	<b>KAL</b> Knight Architects	<b>ROL</b> RhinoOne *	<b>WCR</b> Willamette Cultural Resources	

Note: This is a functional organizational chart and does not denote all program team positions or necessarily indicate specific hierarchy. Vacant positions noted above will be pursued by the program as work progresses. Revision Date 5/2/2022

## APPENDIX D: AMERICANS WITH DISABILITIES ACT (ADA) INFORMATION

Accommodation requests for people with disabilities in Washington can be made by contacting the WSDOT Diversity/ADA Affairs team at [wsdotada@wsdot.wa.gov](mailto:wsdotada@wsdot.wa.gov) or by calling toll-free, 855-362-4ADA (4232). Persons who are deaf or hard of hearing may make a request by calling the Washington State Relay at 711.

For Americans with Disabilities Act of Civil Rights Title VI accommodations, translation/interpretation services, or more information for those in Oregon, please call 503-731-4128, TTY 800-735-2900 or Oregon Relay Service 711.

## APPENDIX E: TITLE VI STATEMENT TO THE PUBLIC

It is the IBR program's policy to ensure that no person shall, on the grounds of race, color, national origin or sex, as provided by Title VI of the Civil Rights Act of 1964, be excluded from participation in, be denied the benefits of, or be otherwise discriminated against under any of its programs and activities. Any person who believes their Title VI protection has been violated may file a complaint with WSDOT's Office of Equal Opportunity. For additional information regarding Title VI complaint procedures and/or information regarding our non-discrimination obligations, please contact the Office of Equal Opportunity's Title VI Coordinator at [TitleVI@wsdot.wa.gov](mailto:TitleVI@wsdot.wa.gov) or by calling 360-705-7090 or toll-free at 1-888-259-9143.