

Interstate Bridge Replacement Program

2022 Progress Report

December 2022





December 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 December 2022 Interstate Bridge Replacement (IBR) program progress report with you as directed by Washington's 2021-2023 Supplemental Transportation Budget, <u>Engrossed Substitute Senate Bill 5689 (2022)</u>, Section 305(12)(c). Following direction from leadership in both states, the IBR program continues to make significant progress toward replacing the aging Interstate Bridge.

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 the 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."

On July 21, 2022, the Executive Steering Group reached a unanimous recommendation to move the program's Modified Locally Preferred Alternative (LPA) into the federal environmental review process for further study – the next step in addressing replacement of the Interstate Bridge between Oregon and Washington. On the same day, the bi-state legislative committee acknowledged moving the program forward into the next phase of work. Achieving regional alignment around the Modified LPA is a significant milestone demonstrating that our region is serious about getting a replacement bridge built.

As a bi-state, multimodal project spanning a major body of water on a nationally significant economic corridor, there are very few other projects that fit the intent of the federal infrastructure investment opportunities as well as the IBR program. Current program commitments in Move Ahead Washington and the 2021–2023 Washington Supplemental Transportation Budget have helped spur funding

conversations in Oregon as well as secure our first federal grant award. The \$1 million Bridge Investment Program Planning Grant award that was announced in October demonstrates continued momentum for this critical effort to ensure a seismically resilient corridor, while significantly improving safety, mobility, reliability, and accessibility for the traveling public and the movement of freight.

As the program moves into the environmental review process to further refine the Modified LPA and help determine additional details of the multimodal corridor solution, the program will continue to invite input from the community and balance the needs and priorities of the entire bi-state region for all travelers including freight, river users, automobiles, transit, and active transportation. The program understands the vital link the Interstate Bridge plays in connecting the region and is committed to a multimodal solution that will improve our transportation system, now and in the future.

The program will refine and update the cost estimate and financial plan to reflect the key elements identified in the endorsed Modified LPA. An updated financial plan is anticipated in early 2023. The program's Supplemental Draft Environmental Impact Statement will be available for public review and comment during a formal public comment period anticipated in 2023.

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

Sincerely,

Greg Johnson

IBR Program Administrator



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ACRONYMS AND ABBREVIATIONS

ADA Americans with Disabilities Act
CAG Community Advisory Group
COVID-19 Coronavirus Disease 2019
CRC Columbia River Crossing

C-TRAN Clark County Public Transportation Benefit Area

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

I-5 Interstate 5

LPA Locally Preferred Alternative

LRT Light Rail Transit

MEGA USDOT National Infrastructure Project Assistance Program Grants

Metro Oregon Metro

NEPA National Environmental Policy Act
ODOT Oregon Department of Transportation
OTC Oregon Transportation Commission

PNCD Preliminary Navigation Clearance Determination

RTC Southwest Washington Regional Transportation Council

SSB 5165 Substitute Senate Bill 5165

TriMet Tri-County Metropolitan Transportation District of Oregon

USACE United States Army Corps of Engineers

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



EXECUTIVE SUMMARY

1.1 Background

As directed in the Washington State 2021–2023 Supplemental Transportation Budget, <u>Engrossed Substitute Senate Bill 5689 (2022)</u>, Section 305(12)(c), this progress report provides a summary of the significant progress the Interstate Bridge Replacement (IBR) program has made over the past 6 months.

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 mid-2023 and future development work necessary to successfully deliver the program to the beginning stages of construction by late 2025.

On July 21, 2022, the program achieved a significant milestone with a unanimous recommendation from the Executive Steering Group (ESG) and acknowledgment from the bi-state legislative committee to move the program's Modified Locally Preferred Alternative (LPA) into the federal environmental review process for further study. This signifies the next step in addressing replacement of the Interstate Bridge between Oregon and Washington and demonstrates that our region is committed to getting a replacement bridge built. The endorsement of the Modified LPA by the eight local partner agencies is a crucial step toward completing a Supplemental Draft Environmental Impact Statement (EIS) and helps the program's competitiveness when applying for federal funding opportunities.

1.2 Technical and Environmental Work

The Modified LPA represents foundational elements of program design; however, additional work and analysis are necessary to develop a comprehensive multimodal corridor solution. The IBR program continues to work in tandem with local partner agency staff through focused technical working groups to develop, refine, and evaluate a holistic suite of program improvements that will be analyzed through the Supplemental EIS process.

The IBR program also continues to regularly meet with the U.S. Coast Guard (USCG) and other federal partners to identify a solution that best accommodates river navigation while balancing the needs of other modes including freight, automobile, bicyclists, pedestrians, transit, and aviation. In June 2022, USCG issued a <u>Preliminary Navigation Clearance Determination</u> (PNCD) for the IBR program that identifies a vertical clearance of 178 feet to provide for the reasonable needs of navigation on the Columbia River. A preliminary determination is one of the many steps in the process to determine bridge height and does not constitute an approval or final agency determination.

Based on past engineering work and updated river user data, the program has proposed a vertical clearance height of 116 feet with no lift span, which would accommodate all but a few maritime users and vessels and improve freight mobility and reliability for all travelers. The IBR program is engaged in ongoing conversations with USCG, the U.S. Army Corps of Engineers (USACE), and river users to balance the needs of all users as well as impacts to local and other highway connections, land use,



and environmental resources. The program anticipates USCG and USACE issuing their respective permit approvals in early 2026.

This fall, 11 Tribes consulting on the IBR program were invited to serve as participating Tribes during the National Environmental Policy Act (NEPA) process and received a copy of the draft NEPA coordination plan, which outlines the roles and responsibilities of federal, other agency, and tribal partners. The IBR program provided the Tribes with a series of memoranda that identified the proposed methodologies for evaluating various resources (e.g., ecosystems, cultural resources) for their review and comment. The IBR program is now in the process of providing the Tribes with a series of draft technical reports for each resource for their review and comment.

A Notice of Intent to prepare a Supplemental Draft EIS is expected to be published in winter 2022–2023 and will formally reopen the NEPA process that was closed with the 2011 Record of Decision and NEPA re-evaluations prepared in 2012–2013. Preparation of the technical reports to support the Supplemental Draft EIS is underway and includes review by the lead agencies and Tribes. The Supplemental Draft EIS, along with the supporting technical analyses, will be available for public review and comment during a formal public comment period (anticipated in 2023).

1.3 Stakeholder and Community Engagement

The IBR program is committed to a multimodal bridge replacement solution that balances the needs and priorities of the region. Extensive stakeholder and community engagement and guidance from the bi-state legislative committee are being considered alongside technical analysis to inform program work.

Between June and September, the program tabled at six in-person community events, including farmers markets and festivals, and had direct conversations with nearly 500 people through this engagement effort. Beyond summer tabling events, the IBR program continues to prioritize proactive outreach to community stakeholders including neighborhood associations and community-based organizations. Direct outreach to over 200 organizations resulted in discussions with a wide variety of stakeholders regarding the Modified LPA, next steps in the environmental review process, and how to provide meaningful input once the Supplemental Draft EIS is released next year.

Additionally, the program has been holding program area tours for program advisory group members and has participated in 20 speaking opportunities at the national, regional, and local level to engage various stakeholders to share the program's story, inform audiences of the program's progress, and address any concerns.

The IBR program will continue to work with the community, technical and policy staff from the local partner agencies, and regularly engage with the bi-state legislative committee, ESG, Equity Advisory Group, and Community Advisory Group as the program moves through the next phase of the environmental review process.

1.4 Program Funding

The IBR program needs state funding secured to have the best chance to compete for the once-in-ageneration federal funding opportunities available through the Infrastructure Investment and Jobs



Act. The program is pursuing multiple federal funding opportunities to bring federal funding into our regional economy that would otherwise go elsewhere in the United States. The program anticipates at least a third of total costs could be covered by federal sources and will continue to explore opportunities to maximize federal funding. The program also assumes tolling would be implemented to help fund the project. The program anticipates toll revenue collected on the Interstate Bridge to be dedicated to the IBR facility including construction, operations and maintenance, and collection and customer support associated with tolling.

As of November 2022, Oregon and Washington have committed a combined \$100 million for program planning efforts: \$55 million from Oregon and \$45 million from Washington. In addition to the \$45 million allocated to IBR to advance current program work, Washington has allocated \$1 billion through the Move Ahead Washington transportation package to fund the state's share of anticipated costs needed to complete the IBR program. The IBR program and ODOT are currently engaged in robust legislative outreach and engagement in anticipation of conversations during the upcoming 2023 legislative session to discuss consideration of a similar \$1 billion contribution from Oregon.

1.5 Next Steps

The IBR program is refining and updating the cost estimate and financial plan to reflect the endorsed Modified LPA. The full update to the financial plan is anticipated in early 2023. The Modified LPA is undergoing detailed evaluation to be documented in a Supplemental Draft EIS. Additional analysis completed over the next several months will help us better understand the benefits, impacts, and tradeoffs of proposed program improvements. This additional work and analysis will culminate in the publishing of the Supplemental Draft EIS for further review and public comment (anticipated in 2023).

The program will continue to engage with legislators on both sides of the river to identify legislative needs; this includes engaging Oregon legislators in considering a \$1 billion contribution during the upcoming 2023 legislative session.



2. PROGRAM UPDATE

This report is directed in the Washington State 2021–23 Supplemental Transportation Budget, <u>Engrossed Substitute Senate Bill 5689 (2022)</u> (ESSB 5689 [2022]), Section 305(12)(c), which maintains the deliverables set in the Washington State 2021–23 Transportation Budget, <u>Substitute Senate Bill 5165 (SSB 5165 [2019])</u>, 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) specifies that during the 2021–2023 biennium, the department shall have as a goal to conduct all work necessary to prepare and publish a draft Supplemental Draft Environmental Impact Statement (EIS); coordinate with regulatory agencies to begin the process of obtaining environmental approvals and permits; identify a Modified Locally Preferred Alternative (LPA); and begin preparing a Supplemental Final EIS.

For detailed information on the history, background, and activities involved in initiating IBR program work, please refer to the program's <u>June 2022 Progress Report</u>, <u>December 2021 Progress Report</u>, and <u>December 2019 Progress Report</u>. The following sections outline the progress and achievements made since the last legislative progress report was published on June 1, 2022.

2.1 Technical and Environmental Work

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) are the lead federal agencies responsible for ensuring that the program complies with the National Environmental Policy Act (NEPA) and associated regulations and policies. In accordance with the NEPA implementing regulations, the lead agencies must identify any other agencies with jurisdiction by law, special circumstance, or an interest in the program and invite them to become participating and/or cooperating agencies in the environmental review process.

In 2011, FHWA and FTA approved an LPA for the Columbia River Crossing (CRC) project. Environmental review of the IBR program's Modified LPA is required by federal law under NEPA. NEPA requires federal agencies to assess and disclose the environmental effect of federal actions prior to making decisions. The term "environment" is not limited to the natural environment; it includes topics such as transportation access, neighborhood impacts, and public health. The IBR program must study and disclose how changes reflected in the Modified LPA would impact the environment through a Supplemental EIS.

¹ In addition to FHWA and FTA, there are six joint lead agencies: Oregon Department of Transportation (ODOT), Washington State Department of Transportation (WSDOT), Oregon Metro (Metro), Southwest Washington Regional Transportation Council (RTC), Tri-County Metropolitan Transportation District (TriMet), and Clark County Public Transportation Benefit Area (C-TRAN).

² 40 Code of Federal Regulations (CFR) Section 1500-1508, and 23 U.S.C. Section 139 (section 139)



In October 2022, FHWA and FTA sent invitation letters to various federal, state, and local agencies and Tribes inviting them to act as a cooperating agency, participating agency, or as a participating Tribe. The invitation letters described the anticipated roles and responsibilities of the agencies and Tribes and requested that they accept or decline the role within 30 days of receipt. A copy of the draft NEPA Coordination Plan was included with the invitations; the plan identifies key coordination points to solicit continued feedback on the IBR program during the environmental review process. Key coordination points include providing comments on the impact assessment methodologies and technical analyses prepared in support of the Supplemental Draft EIS.

A Notice of Intent to prepare a Supplemental Draft EIS is expected to be published in winter 2022 to 2023 and will formally reopen the NEPA process that was closed with the 2011 Record of Decision and NEPA re-evaluations prepared in 2012-2013. Preparation of the technical reports to support the Supplemental Draft EIS is underway including review by the lead agencies and Tribes. The Supplemental Draft EIS, along with the supporting technical analyses, will be available for public review and comment during a formal public comment period (anticipated in 2023).

2.1.1 Program Milestones

The IBR program team is working in collaboration with Tribes, federal, state, local partners, and the community to complete the federal environmental review process. Figure 1 below shows the key program milestones from program launch to the preparation of draft environmental documentation to be published in the Supplemental Draft EIS.

2.1.2 Equity and Climate Commitments

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 and will be applied to all critical decisions and actions from planning, design, and environmental review to community engagement. It is the collective responsibility of program leadership, staff, local partner agencies,³ and program advisory groups to honor and implement the Equity and Climate Frameworks.

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³ ODOT's and WSDOT's eight 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.



Figure 1. IBR Program Milestones



2.1.2.1 Equity Framework

The <u>Equity Framework</u> includes the program's <u>Equity Definition</u> with a set of equity principles, equity objectives, measures of success, and a toolbox to assist in putting the Equity Framework into action. The Equity Framework is informed by the program's Equity Advisory Group (EAG), community input, program staff expertise, and best practices and language from other projects' equity frameworks and toolkits.

The IBR Equity Framework is intended to guide every element of the program. From planning, design, and environmental review to community engagement, it will be applied to all critical decisions and actions. Responsibility for honoring and implementing the Equity Framework is the collective responsibility of program leadership, program staff, local partner agencies, and program advisory groups.

Over the past 6 months, the EAG has begun discussion on how elements of the IBR Community Benefits Agreement framework will be tied back to equity objectives. To assist the program in tracking progress toward equity objectives, the EAG has been developing key performance indicators. The primary purposes of these key performance indicators are to track progress toward the program's equity goals, support program accountability, and help determine where the program can make a difference in advancing equity and where gaps exist.

2.1.2.2 Climate Framework

The IBR program is committed to four climate outcomes: (1) reducing greenhouse gas (GHG) emissions in support of state climate goals; (2) minimizing operational and embodied carbon during



construction; (3) ensuring structures are resilient to climate disruptions; and (4) limiting environmental impacts that exacerbate effects of climate change.

The Climate Framework will help the IBR program achieve these outcomes through emphasizing design choices and construction practices that:

- Reduce climate impacts from transportation options selected for the program.
- Reduce climate impacts associated with construction, including the materials and methods used.
- Reduce climate impacts associated with maintenance and operation of a new bridge and multimodal facilities.
- Create resilient infrastructure that endures in variable climate conditions and is adaptable to climate-driven environmental and community changes.
- Apply an equity lens to climate concerns and climate actions.
- Evaluate offsets to help mitigate unavoidable GHG emissions associated with the program.

The Climate Framework is an integral part of the program and is a primary factor in the development of:

- Desired outcomes
- Design option screening criteria
- Bridge, highway, and transit design
- Program-level performance measures
- Intergovernmental agreements and community benefits agreements
- Environmental impacts analysis and mitigation
- Construction specifications and procurement strategies
- Program commitments, community enhancements, and mitigation

The IBR program is working closely with local partner agencies in both states to align the IBR Climate Framework and actions with the goals and aspirations of local partner agency and statewide climate plans.

Climate Technical Working Group

The IBR program continues to work in tandem with local partner agency technical staff through focused technical working groups to develop, evaluate, refine, and identify design concepts, transit investments, and modeling and analytical approaches. The IBR program has continued to meet on a bi-monthly basis with climate and planning staff from each of the eight local partner agencies alongside ODOT and WSDOT climate specialists for discussions specific to shared climate goals. Future meetings will focus on the environmental study and explore climate-centered approaches to design refinements and construction plans.



2.1.3 Modified Locally Preferred Alternative

The IBR program would replace the aging Interstate Bridge across the Columbia River with a modern, seismically resilient, multimodal structure. The Modified LPA reflects the best balance of regional needs and priorities informed by technical and screening work along with stakeholder and community feedback. Following screening and evaluation of the design options and transit investments, the IBR program developed recommendations for the key components of the Modified LPA. Together, these key components form a comprehensive multimodal solution that addresses the program's Purpose and Need, meets equity and climate objectives, and supports regional and local priorities and desired outcomes.

The Modified LPA identifies the foundational elements program partners agree should be studied in the federal environmental review process, which includes identifying potential benefits and impacts and a formal public comment period. The endorsement of the Modified LPA demonstrates regional consensus to continue project development and design refinement of one alternative. It does not, however, represent a formal decision by FHWA or FTA 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 environmental review process and is expected in 2024.

Figure 2 is a conceptual visualization of the key components in the IBR program's Modified LPA. The following sections outline each of the key components in more detail.

2.1.3.1 Transit Mode, Alignment, and Termini

Connect existing transit systems by extending light rail transit from Portland to Vancouver.

The IBR program transit investment preference for light rail transit (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. For more information on community support for LRT, please read our summary memo and community opinion survey data.

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 bus rapid transit network and express bus service. The Evergreen Boulevard terminus via Interstate 5 (I-5) offers the best opportunity for merging the two metropolitan area transit systems. The I-5 alignment would provide faster, safer, more reliable service while minimizing disruptions to downtown Vancouver.



Figure 2. IBR Program-Endorsed Modified LPA





2.1.3.2 Hayden Island/Marine Drive Interchange Configuration

Construct a partial interchange at Hayden Island and a full interchange at Marine Drive designed to minimize impacts while making improvements 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.

2.1.3.3 River Crossing Auxiliary Lanes

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, thus 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 by improving safety and helping to relieve congestion with better traffic flow while 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 Supplemental Draft EIS process to confirm that one auxiliary lane can adequately address the desired outcomes for the program and provide safe and effective traffic operations.

2.1.3.4 Additional Considerations

Assumptions included in the 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 the Oregon Transportation Commission (OTC) and the Washington State Transportation Commission (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, as well as developing and evaluating design solutions that contribute to achieving program, regional, and statewide climate goals.
- Evaluating program design options according to their impact to equity priority populations and developing a community benefits agreement.

Additionally, in response to partner feedback the IBR program developed a <u>draft list of program</u> <u>commitments</u> to accompany the Modified LPA. Below are a few examples of program commitments related to the finance plan, freight, and transit:

- Refining costs and revenue estimate including federal, state, and local funding.
- Ensuring auxiliary lane design, interchanges, and bridge configuration meet freight needs.
- Working with partner agencies to optimize the regional transit network.

The program understands that the Modified LPA does not address everything and that additional analysis is necessary. The program commitments identify future work and/or studies including operational details and secondary design elements that support the design concepts outlined in the Modified LPA. The program commitments will evolve to address some of the identified priorities specified in each of the local partner agency's conditions as part of their Modified LPA resolutions.

2.1.4 Modified LPA Endorsement Process

With support from the Executive Steering Group (ESG), the Modified LPA went before local partner agency boards, councils, and commissions for discussion and consideration. The guiding bodies of each of the eight local partner agencies met between June 22, 2022, and July 14, 2022, to consider the program's Modified LPA. These boards, councils, and commissions each voted in support of endorsing the program's Modified LPA through their own agency's resolution at the following meetings:

- June 22, <u>TriMet Board of Directors (Video)</u>
- July 11, Vancouver City Council (Video)
- July 12, Port of Vancouver Board of Commissioners (Video)
- July 12, <u>C-TRAN Board of Directors (Video)</u>
- July 13, Port of Portland Board of Commissioners (Video)
- July 13, <u>Portland City Council (Video)</u>
- July 14, Metro Council (Video)



July 14, RTC Board of Directors (Video)

In addition to the Modified LPA resolutions, many local partner agencies included conditions reflecting their priorities and requests for additional work, considerations, and analysis. As part of the endorsement process, the program received 175 conditions reflecting partner priorities and requests for additional work in the following topics:

- Auxiliary lanes/shoulders
- Community and partner engagement
- Design
- Equity
- Finance
- Climate measurements
- NEPA process
- Traffic
- Transit
- Tolling

After all local partner agencies conducted their votes of endorsement, the ESG was asked to consider a consensus adoption of the recommended Modified LPA to move forward into the federal environmental review process. On July 21, the ESG reached a unanimous recommendation to move the program's Modified LPA into the federal environmental review process for further study – the next step in addressing replacement of the Interstate Bridge between Oregon and Washington. On the same day, the bi-state legislative committee met to discuss the ESG's unanimous endorsement of the Modified LPA and acknowledged moving the program forward into the next phase of work.

The program acknowledges that additional work and/or analysis beyond what is reflected in the Modified LPA is necessary as the program continues to develop a multimodal corridor solution. Conversations have been ongoing with partner agencies to better understand their requests. Most conditions received are built into program elements and analysis. The remainder of conditions are receiving more consideration to identify how they will be addressed, specifically conditions received on auxiliary lanes, transit, GHG analysis, vehicle miles traveled analysis, tolling, and the extent of active transportation improvements. The program has compiled all the Modified LPA resolutions and conditions into a memorandum that has been posted on the program website.

Additionally, the Washington members of the bi-state legislative committee outlined their concerns with the Modified LPA in their <u>Joint Oregon-Washington Legislative Action Committee 2022 Progress Report</u>. The concerns identified are consistent with many of the conditions the program received from the local partner agencies and are built into program elements and analysis or will be addressed through additional workplan development.

2.1.5 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 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.

Tribal consultation is a formal government-to-government dialogue between official representatives of Tribes and federal and state agencies. The IBR tribal consultation process is designed to encourage early and continuous feedback from, and involvement by, Tribes potentially affected by the IBR program to ensure that their input is incorporated into the decision-making process. Although formal government-to-government tribal consultation is being undertaken as a distinct outreach effort, tribal involvement is also occurring during agency coordination and public involvement. The IBR program meets on a regular basis with Tribes through monthly Inter-Tribal Cultural Resources Meetings and Monthly Inter-Tribal Fish and Wildlife Meetings. Additionally, the program has offered and provided regular check-ins with the consulting Tribes. Lastly, all consulting Tribes were given the opportunity to establish Inter-Governmental Agreements, which two Tribes accepted.

In October 2022, the 11 consulting Tribes on the IBR program were invited to serve as participating Tribes during the NEPA process and received a copy of the draft NEPA coordination plan, which outlines the roles and responsibilities of federal and other agency and tribal partners. In fall 2022, the IBR program provided the Tribes with a series of memoranda that identified the proposed methodologies for evaluating various resources (e.g., ecosystems, cultural resources) for their review and comment. The IBR program is now in the process of providing the Tribes with a series of draft technical reports for each resource for their review and comment.

2.1.5.1 United States Coast Guard Permit

The CRC project proposed a horizontal clearance of 400 feet and a vertical clearance of 116 feet for the primary navigation channel. The U.S. Coast Guard (USCG) issued a permit for a fixed-span bridge with a vertical clearance of 116 feet in 2013 that was contingent on receipt of the U.S. Army Corps of Engineers (USACE) Section 408 authorization and implementation of impact minimization measures for affected river users. The 2013 USCG permit has since expired.

With concurrence from FHWA and FTA, the IBR program is building off past work and an existing Record of Decision that included a bridge with 116 feet of vertical clearance. In November 2020, the IBR program initiated discussions with USCG; monthly coordination meetings have been occurring for nearly 2 years. As part of the requirements for a Rivers and Harbors Act Section 9 Bridge Permit, the IBR program completed a Navigation Impact Report (NIR) and submitted the NIR to USCG in late 2021. The IBR program's update to the NIR in 2021 concluded that there have been no significant changes related to river users since the CRC project was discontinued.

While the IBR program is not a new project, it is seeking a new permit from USCG. Although the bridge design for the IBR program (including horizontal and vertical clearances) has not been determined, the program has proposed a fixed vertical clearance of 116 feet in the NIR. The program's proposed bridge height of 116 feet would accommodate all but a few maritime users and vessels while improving freight mobility and reliability for all travelers by eliminating the need for bridge lifts. A replacement bridge with a higher vertical clearance or movable span could pose challenges that would need to be considered such as airspace restrictions, grade requirements, and connections for freight, transit, and active transportation. Additionally, a movable span would come with increased



construction costs when compared to a fixed span, as well as increased long-term operations and maintenance costs to staff the bridge and maintain the mechanical parts of a lift. Bridge lifts would also come with safety and congestion impacts to highway traffic and transit.

In June 2022, USCG responded to the NIR and issued a <u>Preliminary Navigation Clearance</u> <u>Determination</u> (PNCD) for the IBR program that prescribed a vertical and horizontal navigation clearance for the river crossing that would have a high likelihood of obtaining a favorable permit decision. The PNCD identified a vertical clearance of 178 feet, which is consistent with the existing bridge clearance (when the lift span is raised). This represents the initial USCG position of maintaining freedom of navigation on the Columbia River at the Interstate Bridge. The PNCD is one of the many steps in the process to determine bridge height and does not constitute an approval or final agency determination. As new information becomes available, the navigation clearance identified may change.

USCG also requires that the horizontal navigation clearance meet the USACE requirement. The existing horizontal clearance of the primary navigation channel is 263 feet, and USACE is requesting the new primary channel be 300 feet with 50-foot buffers on each side for a total horizontal clearance of 400 feet. The IBR program is engaged in ongoing conversations with USCG, USACE, and river users to balance the needs of river navigation with the needs of highway, transit, active transportation, and freight users, as well as to consider impacts to local and other highway connections, land use, and environmental resources.

While USCG is specifically charged with addressing the needs of river navigation, the IBR program has a responsibility to identify a multimodal solution that not only addresses the needs of river users but those of all program area users including air, transit, freight, vehicle, and active transportation. The IBR program continues to collaborate with USCG, other federal partners, and river users to reach a final navigation clearance determination on the vertical clearance that addresses the reasonable needs of each of these users for decades into the future. The program anticipates USCG and USACE to issue their respective permits in early 2026.

2.1.5.2 United States Army Corps of Engineers Section 408 Permit Process

In September 2021, the IBR program requested that the USACE issue separate Section 408 permissions for the proposed alterations to two federal civil works projects consisting of the Columbia River federal navigation channels (primary and barge) and Vancouver turning basin and the federally authorized Peninsula Drainage District Number 1 and Number 2 levees. The purpose of the request is to ensure feasibility of contracting and construction in conjunction with future funding availability, and to meet program milestones.

2.2 Stakeholder and Community Engagement

The IBR program is committed to a multimodal bridge replacement solution that balances the needs and priorities of the region. Extensive stakeholder and community engagement and guidance from the bi-state legislative committee is being considered alongside technical analysis to inform program work.



The IBR program will continue to work with the community and technical and policy staff from the local partner agencies and regularly engage with the bi-state legislative committee, ESG, EAG, and Community Advisory Group (CAG) during the next phase of the environmental review process. Below is a high-level summary of the engagement work completed with each of the program oversight and advisory groups as well as the broader community since the last legislative progress report.

2.2.1 Bi-State Legislative Committee

Together, the <u>Joint Interim Committee</u> on the <u>Interstate 5 Bridge</u> (Oregon) and the <u>Joint Oregon-Washington Legislative Action Committee</u> (Washington) form a bi-state legislative committee, which is composed of 16 members: eight from each state. Ongoing bi-state legislative involvement is essential to successfully complete the planning and design processes 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.

Below is a current list of appointed members. An asterisk (*) indicates that the legislator will be retiring at the end of their term in early 2023. New members will be appointed over the next several weeks to replace these retiring legislators on the bi-state legislative committee.

Oregon Legislative Members

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

Washington Legislative Members

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



Since the last legislative progress report submitted on June 1, 2022, the bi-state legislative committee has scheduled four meetings to discuss the following topics:

June 17, 2022

- Program Update
- Continued Conversation on the Modified LPA Recommendation

July 21, 2022

- Program Update
- Continued Discussion of Modified LPA Recommendation and Process
- Acknowledge Moving the Modified LPA into the Supplemental Draft EIS Process for Further Evaluation
 - The bi-state legislative committee discussed ESG's unanimous endorsement of the Modified LPA earlier in the day and acknowledged moving the program forward into the next phase of work.

October 31, 2022

- Program Update
- Advancing the Modified LPA into NEPA

December 12, 2022 (planned)

- Program Update
- Update on Cost Estimate and Financial Plan Process

The 2022 Washington-enacted transportation budget, <u>ESSB 5689 (2022)</u>, included a proviso requiring Washington members of the bi-state legislative committee report back to the full legislature with a description of the Modified LPA selected for the program by August 1, 2022. The Joint Oregon-Washington Legislative Action Committee's 2022 Progress Report is available for review online.

2.2.1.1 Overview of Legislative Engagement

The IBR program understands that legislative engagement is essential to securing the support needed to advance program work from planning and design to construction. The IBR program has continued outreach to Oregon and Washington congressional offices, state legislators, and state elected officials to inform them of the program's progress and address any of their questions or concerns. The IBR program has also been hosting program tours to afford legislators and their staff the opportunity to better understand the context and take a real-life look at the proposed improvement area. Additional legislative outreach to address program needs is ongoing in preparation for the upcoming 2023 legislative sessions.

2.2.2 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 local partner agencies 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, please view the <u>ESG webpage</u> on the program website.

Since the last legislative progress report submitted on June 1, 2022, the ESG has scheduled four meetings to discuss the following topics:

June 15, 2022

- Program Update
- Update on the U.S. Coast Guard River Navigation Clearance Process
- Overview of Program Commitments
- Debrief of the Advisory Group Program Area Tour

July 21, 2022

- Program Update
- Continued Discussion of Modified LPA Recommendation and Process
- Executive Steering Group Member Updates
- Partner Recommendations
 - After the eight local partner agencies conducted their votes of endorsement this summer, ESG was asked to consider a consensus adoption of the recommended Modified LPA to move forward into the federal environmental review process. During the meeting, ESG members unanimously agreed to move the program's Modified LPA into the federal environmental review process for further study – the next step in addressing replacement of the Interstate Bridge between Oregon and Washington.
- Overview of Next Steps

September 15, 2022

- Program Update
 - A new cross section graphic of one possible river crossing concept was shared at the September 15 <u>ESG</u> meeting. The graphic shows one example of how all modes of transportation included in the endorsed Modified LPA could potentially be accommodated. Decisions on bridge width and configuration, bridge type, and aesthetic design have not been determined. The IBR program will study bridge configuration benefits, impacts, and tradeoffs in the Supplemental Draft EIS.
- Advancing the Modified LPA into NEPA

December 16, 2022 (planned)

- Program Update
- Update on Cost Estimate and Financial Plan Process



2.2.3 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 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 typically meets monthly. For more information on the EAG, please view the <u>EAG webpage</u> on the program website.

In June, advisory group members toured the program area to better understand the program context and take a real-life look at the proposed improvement area. Afterward, the program posted a video using footage from the program area tour which can be <u>viewed</u> on the program's YouTube channel.

Since the last legislative progress report submitted on June 1, 2022, the EAG has held four meetings to discuss the following topics:

July 18, 2022

- Program Update
- Report-Outs: Program Area Tour and Census Data Session
- ODOT Low-Income Toll Report
- IBR Community Benefits Agreement Development

September 19, 2022

- Program Update
- Nine-Month Lookahead
- Overview of the Environmental Process
- IBR Community Engagement Update

October 17, 2022

- Program Update
- Key Performance Indicators

November 21, 2022

- Program Update
- Continued Discussion of Key Performance Indicators

2.2.4 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 a broad range of



stakeholder interests represented on the group. These co-chairs also sit on the ESG. For more information on the CAG, please view the <u>CAG webpage</u> on the program website.

In June, advisory group members toured the program area to better understand the program context and take a real-life look at the proposed improvement area. Afterward, the program posted a video using footage from the program area tour which you can <u>view</u> on the program's YouTube channel.

Since the last legislative progress report submitted on June 1, 2022, the CAG has scheduled four meetings to discuss the following topics:

July 14, 2022

- Program Update
- U.S. Coast Guard Preliminary Navigation Clearance Determination
- Debrief of the Advisory Group Program Area Tour
- Recommended Modified LPA Update
- IBR Community Engagement Update

September 8, 2022

- Program Update
- National Environmental Policy Act
- IBR Community Engagement Update

November 10, 2022

Program Update

December 8, 2022 (planned)

Program Update

2.2.5 Community Engagement

The IBR program seeks to provide meaningful, two-way communication and engagement opportunities for the community-at-large. Engagement practices prioritize diversity, equity, inclusion, accessibility, transparency, and innovation. For nearly 2 years, the program has employed the following communications and engagement practices:

- Virtual public meetings, community briefings, focus groups, and affinity listening sessions
- Public input surveys
- Regularly updated content on the program website and in monthly e-newsletters
- Social media engagement including video storytelling
- Direct outreach and presentations to neighborhoods and community-based organizations
- Partnerships with community-based organizations and multilingual community liaisons
- Timely responses to public inquiries via email and phone
- Proactive and responsive media outreach



Due to COVID-19, most IBR engagement opportunities have been held in a virtual environment. Community members and program advisory group members have communicated a desire to continue virtual and/or hybrid engagement opportunities due to accessibility and flexibility needs. Now that states have lifted in-person gathering restrictions and large public events have started to return, the IBR program is identifying in-person engagement opportunities such as the event tabling shown in Figure 3.





As part of ongoing community engagement efforts, the IBR program identified community tabling event opportunities within or near the program area to attend over the summer. The goal of attending these events was to share program information with community members, inform them of the program's progress and next steps, and address their questions or concerns. IBR staff attended the following community events between June and September:

- Good in the Hood, June 26 and 27
- Vancouver USA Pride's Saturday in the Park, July 9
- Alberta Last Thursday, July 28 (Canceled Due to Excessive Heat)
- Vancouver Farmers Market, August 13
- King Farmers Market, August 21
- <u>Kenton Farmers Market</u>, September 7

Presence at these events afforded IBR program staff the opportunity to meet people where they are and share information with populations who might not have previously engaged with the IBR program. This effort resulted in engagement with nearly 500 community members within or near the



program area in Portland and Vancouver. For many individuals, this was the first time they have engaged with the IBR program. Community members were interested in learning about transit, what has changed since previous planning efforts, and how access to areas near the Interstate Bridge might be impacted.





Beyond summer tabling efforts, the IBR program continues to prioritize proactive outreach to community stakeholders, including neighborhood associations and community-based organizations. Direct outreach to over 200 organizations resulted in discussions with stakeholders regarding the Modified LPA, next steps in the environmental evaluation process, and how to provide meaningful input when the Supplemental Draft EIS is released (anticipated 2023).

2.2.5.1 Community Engagement Milestones

June through November 2022

- Provided informational presentations to 59 organizations, including local partner agency boards, councils, and commissions, neighborhood associations, and community-based organizations.
- Attended 20 speaking opportunities to engage a broad range of audiences at the national, regional, and local levels to share the program's story, inform audiences of the program's progress, and address any questions.
- Tabled six community events within or near the program area in Portland and Vancouver between June and September.



- Hosted an equity roundtable discussion, "Why Equity Matters in Infrastructure," with IBR staff and community leaders.
- Hosted three ESG meetings, four EAG meetings, and three CAG meetings.
- Provided a program area bus tour to EAG and CAG members.
- Continued video storytelling efforts through "Q&A with Greg," "Bridge Stories: Delta Park/Vanport," and "Modified LPA Recommendation Tour."
- Updated Accountability Dashboard with community engagement metrics and key takeaways from June September.

Speaking Opportunities

The IBR program is continually identifying speaking opportunities to engage a wide variety of stakeholder audiences at the national, regional, and local level to share the program's story, inform audiences of the program's progress, and address any questions.

Since June 2022, the IBR program has participated in 20 speaking opportunities at the national, regional, and local level.

On September 30, IBR Program Administrator Greg Johnson attended the Congressional Black Caucus Transportation Braintrust Luncheon in Washington, D.C. where he had the opportunity to mention the IBR program and address a question to Secretary Buttigieg. The photo () was taken as Administrator Johnson was addressing Secretary Buttigieg.



IBR program leadership also attended numerous speaking opportunities at regional and local levels to provide an update on the program's progress to various audiences in Oregon and Washington. Each of the conferences and meetings listed below provided an opportunity for attendees to engage in a meaningful twoway dialogue by setting time aside at the end of the presentation for a question-and-answer session:

- American Council of Engineering Companies – ODOT Partner Conference, June 9
- American Society of Civil Engineers Oregon Chapter, June 28
- Columbia River Economic
 Development Council I-5 Task Force,
 July 12
- Leadership Clark County, July 28
- Oregon Association of Minority Entrepreneurs, July 29
- Oregon MPO Consortium, July 29
- Oregon Trucking Associations Annual Convention, August 17
- WSDOT Planning, Training, and Data Academy, August 25
- Local Planning Area Group Meeting, September 6
- Swan Island Business Association, September 14
- Columbia Corridor Association, September 16
- WSDOT 2022 Regional Contracting Forum, September 21
- Daimler Trucks North America, September 29
- National Association of Retired Federal Employees Vancouver Chapter, October 4
- League of Women Voters of Clark County, October 8
- Pacific Northwest Waterways Association Annual Convention, October 13
- AgForestry Leadership Program, October 19
- National Association for the Advancement of Colored People Vancouver, October 29
- American Council of Engineering Companies ODOT Liaison Meeting, November 18

Equity Roundtable Event

In September, IBR program staff and community leaders with equity experience hosted a virtual panel discussion about "Why Equity Matters in Infrastructure." Panelists shared their professional and lived



Figure 5. Greg Johnson at the Congressional Black

Caucus Transportation Braintrust Luncheon in



experiences, underscoring the importance of building equity considerations into both the process and outcomes of infrastructure projects. The panel held a question-and-answer session with over 20 members of the community in attendance. Video of the roundtable was posted to <u>YouTube</u> and <u>Facebook</u>.

Digital Communications Tools and Tactics

Elevating the voices of equity priority communities, including persons with disabilities, means ensuring access to timely and transparent information via the IBR program website and other digital communications tools. To achieve this, the IBR program website is optimized for use by non-English speaking residents and persons with vision or hearing impairment. The IBR Next Steps webpage provides details regarding design options considered, the IBR Modified LPA and process for achieving regional alignment, upcoming work plans, and how best to engage with the program.

Recognizing the power of social media as a storytelling and engagement medium, the IBR program continues to produce timely, informative content for its channels. Videos created for <u>TikTok</u> and <u>Instagram</u> highlight existing conditions and problems the IBR program seeks to address. Utilizing trends and simple language, this content helps a wide audience understand complex and technical issues.

Proactive Media Outreach

The IBR program media team regularly provides proactive updates to the news media via interviews and written communication. When interviews are not feasible, the media team provides comprehensive written statements to queries. As of October 31, we recorded more than 400 stories in 2022 covering the program across local, regional, and national media, which is more than double the 2021 total of 187 stories. Proactive outreach in the coming year will focus on the Modified LPA moving through the environmental review process, opportunities for community engagement, the Supplemental Draft EIS, and funding updates among other program considerations.

Upcoming Community Engagement

Through the end of 2022 and beginning of 2023, the IBR program will continue to provide informational updates to all stakeholders ensuring that the public understands the environmental review process and how to provide meaningful input during the Supplemental Draft EIS comment period. Planned engagement activities include:

Late 2022

- Equity Roundtable Event: Why Equity Matters in Infrastructure
- Neighborhood and community-based organization briefings
- Visually describe the improvements being studied in the Supplemental Draft EIS at public meetings and community briefings

2023

- Equity Roundtable Event
- Mini-grant partnerships with community-based organizations



- Affinity listening sessions
- Online and in-person open houses
- Community briefings
- Public hearings for the Supplemental Draft EIS
- Community event tabling

Future Engagement (2023–2026)

- Design elements such as bridge design, transit station design/access, bridge aesthetics, active transportation begin
- Community benefits and workforce opportunities

2.2.6 Accountability Dashboard

The IBR program's Accountability Dashboard is a voluntary 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 <u>Accountability Dashboard</u> is available on the program website and is updated quarterly with community engagement metrics. Biannual updates related to financial and contracting metrics are also reported.

2.3 Program Funding

For a program of this size, it is anticipated that multiple sources of funding will be necessary including federal, state, and tolling revenue. The IBR program delivered a preliminary <u>Conceptual Finance Plan</u> in December 2020, based on the LPA identified during the CRC project. The program is in the process of updating the cost estimate to reflect the elements of the Modified LPA. Documentation of the updated IBR program cost estimate will be included in the IBR program financial plan update, which will be completed in early 2023.

As part of the effort to account for risks and opportunities in the updated cost estimate, the program is utilizing a Cost Estimate Validation Process. The WSDOT Cost Estimate Validation Process is designed to (1) provide independent review and validation of project cost and schedule estimates and (2) quantify uncertainty in these estimates due to project risks and unknowns. The process involves an intensive series of facilitated workshops attended by a team of subject matter experts representing a wide variety of technical disciplines including design and engineering, environmental permitting, real estate, cost estimation, project delivery, market conditions, financial planning, and risk analysis among others. Risks are quantified, by consensus of the subject matter experts, in terms of potential impacts to project cost and schedule and the likelihood of those impacts occurring to produce a probabilistic cost estimate and schedule for financial planning purposes.

2.3.1 Current Program Commitments

As of November 2022, Oregon and Washington have committed a combined \$100 million for program planning efforts: \$55 million from Oregon (\$9 million in 2019, \$6 million in 2020, and an additional



\$40 million in 2021–2022 through OTC) and \$45 million from Washington (\$35 million in 2019 through Engrossed Substitute House Bill 1160 (2019) [ESHB 1160 (2019)] and \$10 million through ESSB 5975 [2022]).

During the 2022 legislative session, the Washington State Legislature dedicated \$1 billion through the Move Ahead Washington transportation package (ESSB 5975 [2022]) to fund Washington's share of the anticipated costs needed to complete the IBR program. The IBR program anticipates a \$1 billion contribution from Oregon to be considered during the upcoming 2023 legislative session.

In 2016, \$98 million was committed through <u>Connecting Washington</u> for improvements to the Mill Plain Boulevard interchange that are assumed to be needed as part of the future IBR program.

2.3.2 Federal Funding Opportunities

The three federal competitive grant programs most applicable to the IBR program are the FHWA Bridge Investment Program (BIP), USDOT National Infrastructure Project Assistance Program (MEGA), and FTA New Starts Capital Investment Grant Program. All three programs could contribute significant amounts of discretionary funding to the IBR program. The range of potential federal funding will be detailed in the updated financial plan anticipated in early 2023. 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. Endorsement of the program's Modified LPA by the eight local partner agencies is an important milestone that improves the program's competitiveness when applying for federal grant opportunities.

In July, the IBR program applied for two BIP grants and received letters of support signed by 40 organizations including program partners, trade associations, business groups, and community-based organizations. The IBR program requested and was awarded \$1 million in planning funding for geotechnical work on Hayden Island through the BIP grant program. The second BIP grant application requested \$750 million in construction funding. The IBR program applied for this grant at the encouragement of our federal partners, and we anticipate receiving an award decision in 2023. Both BIP grant applications were submitted by ODOT as joint requests from ODOT and WSDOT. In September, the Oregon Joint Emergency Board Committee retroactively approved ODOT's submission of the two BIP grant applications.

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 program anticipates submitting additional federal grant applications next year. Table 1 below outlines the IBR program anticipated federal grant application timeline.

Table 1. Major Federal Discretionary Grant Programs Pertinent to the IBR Program

Grant Program	Application Timeline	Funding Amount Requested	Funding Timeline
FHWA BIP Planning Grant	Applied in 2022	\$1M	Awarded \$1M for Hayden Island Ground Improvement Study in 2022



Grant Program	Application Timeline	Funding Amount Requested	Funding Timeline
FHWA BIP Large Bridge Construction Grant	Applied in 2022	\$750M	Award decision for \$750M request from BIP Large Bridge Construction Grant anticipated in late 2022 to early 2023
USDOT MEGA Grant	IBR program anticipates applying for a MEGA Grant in 2023	To be determined in IBR financial plan update, available in early 2023	The timing of award decisions may be identified in the 2023 Notice of Funding Opportunity
FTA New Starts Capital Investment Grant	IBR program anticipates entering into the Project Development stage in 2023	To be determined in IBR financial plan update, available in early 2023	IBR program anticipates a full funding grant agreement as early as late 2027

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

- USDOT Infrastructure for Rebuilding America
- 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.

2.3.3 Tolling

The IBR program anticipates tolling will be needed in addition to state and federal sources. IBR tolling would be implemented in a bi-state environment. OTC and WSTC are the toll rate-setting authorities in each state. The program will provide OTC and WSTC with information to inform their rate-setting decision, which may include a low-income toll program. The commissions' adoption of toll rates is not anticipated to occur until shortly before tolling is estimated to begin on the facility. The soonest tolling would begin on the Interstate Bridge is late 2025 or 2026, pending legislative authority to toll the facility.

The program and local partner agencies 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

Currently, the IBR program is in the process of completing a Level 2 Toll Traffic and Revenue (T&R) Study which will help to inform IBR financial planning and bolster the competitiveness of federal grant applications. This Level 2 Toll T&R Study will test policies and multiple toll rate scenarios and how



they would affect demand in the corridor, in coordination with OTC and WSTC. The program anticipates completing the Level 2 Toll T&R Study by mid-2023. The Supplemental Draft EIS will include additional analysis around overall program financing and toll revenue.

An Investment Grade Level 3 Toll T&R Study will be initiated prior to the formal OTC/WSTC rate-setting process to inform decisions consistent with the subsequent toll financing. The Level 3 Toll T&R Study is needed for toll bond financing and must be completed close to the beginning of toll operations to meet the needs of investors. The program anticipates completing the Level 3 Toll T&R Study in 2025, shortly before tolling is estimated to begin on the facility.

The program is in close coordination with the Oregon Toll Program on their <u>I-205 Tolling Project</u> and <u>Regional Mobility Pricing Project</u>. Toll revenue collected on the IBR facility would be dedicated to the Interstate Bridge.

2.3.4 Accountability Dashboard

The IBR program's <u>accountability dashboard</u>, available on the IBR website, is a transparency tool designed to share program progress. The dashboard is updated quarterly with community engagement metrics and bi-annually with financial and contracting information. The financial section of the dashboard usually requires 60 to 90 days to compile, remediate, and post the data following the 6-month timeframe being reported, which is a standard timeframe for compiling information associated with contracting and expenditure activities.



3. NEXT STEPS

Achieving regional alignment around the Modified LPA is a significant milestone demonstrating that our region is serious about getting a replacement bridge built. Now that the Modified LPA has been endorsed, the IBR program and ODOT are beginning more robust legislative outreach and engagement in preparation for the upcoming 2023 legislative session. Additional program work includes refining and updating the cost estimate and financial plan.

The Modified LPA is now undergoing detailed evaluation to be documented in a Supplemental Draft EIS. Additional analysis completed in the coming months will provide a better understanding of the benefits, impacts, and tradeoffs of the Modified LPA and associated proposed program improvements. This additional work and analysis will culminate in the publishing of the Supplemental Draft EIS, which will summarize environmental review findings and proposed mitigation for adverse impacts. The program anticipates publishing the Supplemental Draft EIS for further review and public comment in 2023.

Analyzing the Modified LPA through the Supplemental EIS process allows the IBR program to understand the benefits and impacts of the modified design and to continue design refinements if necessary. Elements of the Modified LPA (e.g., auxiliary lane, transit, variable rate tolling, safety shoulders, interchange improvements) will be examined using transportation modeling – forecasts that assess how design elements work together to impact travel patterns and demand in 2045. Along with potential impacts, system performance results for all modes of transportation will be shared in the Supplemental Draft EIS. If the system configuration as defined by the Modified LPA does not meet performance expectations, the Modified LPA could be further refined and studied. Design refinements will be conducted based on findings and public input, resulting in a combined Supplemental Final EIS and Amended Record of Decision issued by FWHA and FTA in 2024.



4. GLOSSARY

Term	Definition
Active transportation	Human-powered modes of transportation, such as walking, biking, or using a wheelchair.
Amended Record of Decision	A Record of Decision is 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 and Federal Transit Administration would issue an Amended Record of Decision for a Supplemental EIS, which is building off of past work and making modifications.
Bi-State Legislative Committee	Together, the <u>Joint Interim Committee on the Interstate 5 Bridge</u> (Oregon) and the <u>Joint Oregon-Washington Legislative Action Committee</u> (Washington) form a bi-state legislative committee, which is composed of 16 members: eight from each state.
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.
Diversity, Equity, and Inclusion	Core values of the IBR program. See the related terms in this section: diversity, equity, and inclusion.



Term	Definition	
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.	
Environmental Justice	 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. The DOT's guiding environmental justice principles are: To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process; 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, To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority or low-income populations. 	
Equity	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.	



Term	Definition	
Equity-priority Communities	The IBR program is committed to centering equity in all aspects of work to not only avoid further harm to equity-priority communities, but also ensure they have a voice to help shape program work and realize economic and transportation benefits. Equity-priority communities for this program include: BIPOC (Black, Indigenous, and People of Color); people with disabilities; communities with limited English proficiency; persons with lower income; houseless individuals and families; immigrants and refugees; young people; and older adults.	
Equity vs. Equality	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. -Annie E. Casey Foundation	
Endangered Species Act	A 1973 federal law designed to protect threatened and endangered species of fish, wildlife, and plants.	
Ethnicity	The fact or state of belonging to a social group that has a common national or cultural tradition.	
FAA	Federal Aviation Administration, an agency that regulates air traffic in the U.S.	
FHWA	Federal Highway Administration, an agency that supports state and local governments in the design, construction, and maintenance of the highway system.	
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.	
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 (ITT)	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 is operated by TriMet and connects Portland City Center with Beaverton, Clackamas, Gresham, Hillsboro, Milwaukie, North/Northeast Portland, and Portland International Airport.	



Term	Definition	
Local Partner Agency	Local 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 agencies make up our local partner agencies: • Metro • RTC • TriMet • C-TRAN • City of Portland • City of Vancouver • Port of Portland • Port of Vancouver	
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.	
Members of the Bi-State Committee	Oregon legislative members (Joint Interim Committee on the Interstate 5 Bridge): Co-Chair, Senator Lee Beyer* Senator Brian Boquist Senator Lynn Findley Senator Lew Frederick Co-Chair, Representative Susan McLain Representative Shelly Boshart Davis Representative Khanh Pham Representative Greg Smith Washington legislative members (Joint Oregon-Washington Legislative Action Committee): Co-Chair, Senator Annette Cleveland Co-Chair, Senator Lynda Wilson Senator Marko Liias Senator Ann Rivers Co-Chair, Representative Brandon Vick* Co-Chair, Representative Sharon Wylie Representative Jake Fey An asterisk (*) indicates that the legislator will be retiring at the end of their term in early 2023. New members will be appointed over the next several weeks to replace these retiring legislators on the bi-state legislative committee.	
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.	



Term	Definition		
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.		
Purpose and Need	A written statement that identifies the key transportation problems that must be addressed by the IBR program.		
Race	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. The ideology of race has become embedded in our identities, institutions and culture and is used as a basis for discrimination and domination. -Annie E. Casey Foundation		
Range of Alternatives	A set of preliminary project options that can be analyzed as part of the supplemental environmental impact statement process.		
Regulatory Agencies	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: Oregon Department of Environmental Quality Washington Department of Ecology Regional Native American tribes Federal Highway Administration Federal Transit Administration Oregon and Washington State Historic Preservation Office(s) – SHPO U.S. Fish and Wildlife Service National Marine Fisheries Service U.S. Army Corps of Engineers Oregon and Washington Departments of Fish and Wildlife Cities of Portland and Vancouver Multnomah County Clark County		
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.		



Term	Definition
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.
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, <u>Engrossed Substitute Senate Bill 5689</u> (2022)

American Transportation Research Institute 2022 Report

Washington 2021-2023 Supplemental Transportation Budget, Substitute Senate Bill 5165 (2022)

Washington 2019-2021 Transportation Budget (Engrossed Substitute House Bill 1160 (2019))

Joint Oregon-Washington Legislative Action Committee 2022 Progress Report

June 2022 IBR Legislative Progress Report

<u>December 2021 IBR Legislative Progress Report</u>

<u>December 2020 IBR Legislative Progress Report</u>

<u>December 2019 IBR Legislative Progress Report</u>

IBR Equity Framework

IBR Equity Definition

Draft List of IBR Program Commitments

June 22, 2022: TriMet Board of Directors (Video)

July 11, 2022: Vancouver City Council (Video)

July 12, 2022: Port of Vancouver Board of Commissioners (Video)

July 12, 2022: C-TRAN Board of Directors (Video)

July 13, 2022: Port of Portland Board of Commissioners (Video)

July 13, 2022: Portland City Council (Video)

July 14, 2022: Metro Council (Video)

July 14, 2022: RTC Board of Directors (Video)

Memorandum: Partner Resolutions and Conditions Regarding the Modified LPA

Preliminary Navigation Clearance Determination

Joint Interim Committee on the Interstate 5 Bridge (Oregon)

Joint Oregon-Washington Legislative Action Committee (Washington)

Executive Steering Group (Webpage)



September 15, 2022: Executive Steering Group (Video)

Equity Advisory Group (Webpage)

Modified LPA Recommendation Tour (Video)

<u>Community Advisory Group (Webpage)</u>

Why Equity Matters in Infrastructure (Video)

Q&A with Greg (Video)

Bridge Stories: Delta Park/Vanport (Video)

Good in the Hood (Webpage)

Vancouver USA Pride's Saturday in the Park (Webpage)

Alberta Last Thursday (Webpage)

Vancouver Farmers Market (Webpage)

King Farmers Market (Webpage)

Kenton Farmers Market (Webpage)

IBR Next Steps (Webpage)

IBR TikTok Account (Webpage)

IBR Instagram Account (Webpage)

IBR Accountability Dashboard (Webpage)

IBR Conceptual Finance Plan

Move Ahead Washington, Engrossed Substitute Senate Bill 5975 (2022)

Engrossed Substitute House Bill 1160 (2019)

Connecting Washington

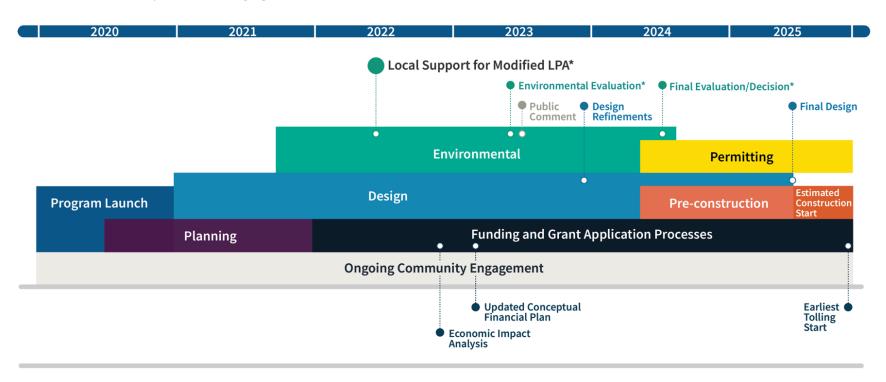
Oregon Joint Emergency Board Committee (Video)

I-205 Tolling Project

Regional Mobility Pricing Project



APPENDIX B: IBR PROGRAM TIMELINE



^{*}Partner agencies confirmed their support for foundational components of the Modified LPA (Locally Preferred Alternative) to advance for further study in the environmental evaluation (Supplemental Draft Environmental Impact Statement or SDEIS). During the SDEIS, public comment will be taken for approximately 45 days and design refinements will be made the following months to respond to findings from the environmental review and public input. Full acceptance of a corridor-wide alternative will not be identified until after public comment and design refinement. At the conclusion of the review process, a Record of Decision (ROD) will be made and the program will enter into final design and pre-construction.



APPENDIX C: 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 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 D: 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 or by calling 360-705-7090 or toll-free at 1-888-259-9143.