

Exhibit B

City of Portland Conditions of Approval

for the IBRP Modified LPA

1) Climate and environment

a) Greenhouse gas emissions

i) Set targets

- The Program shall set Greenhouse gas (GHG) and Vehicle Miles Traveled (VMT) reduction targets to be achieved by the program's elements. These targets shall be proportionate to the current bridge's regional share of total trips taken - and VMT driven and GHGs emitted on those trips. The reduction factors for these targets will be derived from existing state, regional, and local targets for GHG and VMT reductions. **ii) Make and evaluate a plan to meet the targets and measure progress toward them**
- **Plan:** The Program shall present a plan to reduce, consistent with state targets for the Portland Metropolitan Area, the vehicle miles traveled (VMT) and greenhouse gases (GHG) emissions produced by all components of the Program, including construction, operations, and forecasted increases in traffic, with demand reduction, local and regional mitigation, and carbon offsets on a year-by-year basis through 2050.
- **Strategies:** The Program shall work to meet the targets through highway design, transportation demand management strategies (including equitably designed variable rate tolling), and the provision and expansion of high-quality alternatives to drive-alone trips.
- **Forecasting and Evaluation:** As a part of the plan to meet the targets, the Program shall present modeled projections for GHG, VMT, VMT/capita, and modal splits for opening year, 2035, 2040, 2045, and 2050. Forecasted demand analysis will use best available methods, such as those currently in use in California and Colorado for latent/induced demand, unless and until the states, regions, and impacted local governments agree to other methodologies. Projections will be used to evaluate the planned demand management strategies and establish budgets for those and for future mitigation, as needed.
- **Monitoring:** The State shall annually monitor and report on GHGs emitted and VMT produced by traffic in the BIA (state and local roadways), accounting for traffic diverted to the I-205 Columbia River crossing based on annual traffic counts of all motor vehicle types and annual fuel type utilization averages (traditional gas/diesel, electric, and other alternative fuels); such monitoring will take place through 2050.

iii) Mitigation when targets are not met

- Emissions and volumes above state and regional GHG and VMT reduction targets should be offset with mitigations that help insulate or benefit the communities impacted by the project. The Program shall demonstrate how it will support the proposed mitigation and offset measures through policy changes (e.g. expanded variable rate/VMT

reduction/demand management tolling), funding for multimodal transportation expansion and use, technical assistance, or other forms of support. Mitigation adequacy will be determined by the extent to which GHG and VMT reduction targets are achieved. If they are not achieved in subsequent years, additional mitigation actions will be required that are likely to achieve the targets.

iv) Implementation

- The existing Climate Technical Working Group will be responsible for providing policy and technical direction for sections i)-iii) above. The Working Group (or a newly chartered Climate Implementation and Monitoring Group following the completion of the program) should continue in operation until the Program's components have met VMT and GHG targets for at least five consecutive years, and if VMT or GHG exceeds targets in any subsequent year. At minimum, ODOT, Metro, City of Portland, City of Vancouver, TriMet, and C-Tran staff should have membership in the group.
- b) **Sustainable design:** Provide a high level of sustainable design and construction practices including a stormwater strategy and minimal impact on fish, wildlife, and watershed health.
 - i) Per Portland City Code, mitigation for project impacts to climate and stormwater shall occur within City boundaries
 - ii) A future bridge must accommodate a new levee elevation
 - c) **Construction management:** Develop a construction management approach that includes appropriate requirements to reduce GHGs and carbon footprint during construction.

2) Equity

- a) **Toll exemptions:** Toll exemptions should be provided for low-income drivers.
- b) **Mitigation:** Mitigation for adverse project impacts must be proximate to where and in which communities those impacts occur.
- c) **Equity Desired Outcomes:** To support implementation of the adopted Equity Desired Outcomes, the Program shall study and describe how the project impacts identity (race, disability, income)based disparities in travel time, access, transportation costs, and exposure to air pollution, road noise, and traffic crashes, and shall commit to project refinements and mitigations that reduce disparities from their levels today.
- d) **Community Benefits Agreement:** Develop Community Benefits Program including community enhancement projects or programs and Disadvantaged Business Enterprise utilization and workforce diversity goals, as well as financial or other program commitments to ensure outcomes are achieved.

3) Active transportation

- a) **Use local guidance:** In providing bike and pedestrian facilities in the BIA, across the bridges, and connections to transit stops, follow local jurisdiction policies and design guidance.
- b) **Provide resting zones:** Bicycle and pedestrian facilities on the river crossing bridges should provide for occasional rest areas with seating and look out points.
- c) **Interchanges:** All new interchange designs, especially Marine Drive/Martin Luther King Jr Blvd, shall include signal-protected bicycle/pedestrian phases for travel through the interchange.

- d) **Wayfinding:** Provide accessible wayfinding and signage for pedestrians and bicyclists for directness and ease of navigation over and around the bridge.
- e) **Limiting noise:** To create conditions that support comfort and long-term health and make bicycling and walking more attractive, the active transportation river crossing should be designed such that decibel levels are reduced from existing conditions, do not exceed healthy levels, and allows active transportation users to have a conversation at reasonable voice level.
- f) **Connections to the bridge:** Incorporate bicycle and pedestrian facility connections and improvements by bringing active transportation connections along Vancouver, MLK, Expo Rd, and to and through Delta Park to current design guidelines to support success of HCT access, neighborhood connectivity, and multimodal use of the river crossing. These improvements shall connect to Portland's existing all-ages and abilities biking and pedestrian networks.

4) Transit

- a) **Future extension:** Develop the new Light Rail Transit terminus, station placement, alignment, and design to allow for future extensions and connections.
- b) **Funding:** The Program shall develop a plan for and ensure delivery of a sustainable funding source for transit operations & maintenance.
- c) **Station location and design:** Locate and design all transit stations to maximize safety, access, convenience and compatibility with surrounding uses, comfort, and personal security for people taking transit, in alignment with the City's Comprehensive Plan Policies on Transit station areas (Policies 3.53-3.59) and TriMet's Design Criteria Manual. Optimize station placement and design for successful station environment, access to it, and integration into the urban fabric of local streets, pedestrian and bicycle path connections, bus transfer connections and adjacent land use development. Conduct station area planning in partnership with cities and transit agencies to define station urban design quality and location of Hayden Island, Expo, Waterfront and Evergreen stations. Coordinate and define joint development opportunities at each station.
- d) **No Transit Rider Left Behind:** The Program shall establish and facilitate a task force with state, regional, and local transit interests before and during the SDEIS for the purposes of maximizing transit ridership potential to meet the project area's high transit demand via an attractive and diverse range of transit options, potentially including but not limited to commuter rail, light rail, bus rapid transit, express bus, local buses, and shuttles or other transit connector services. Use outputs to both optimize LRT extension and to maximize ridership potential and improve the transit network to meet the region's needs today and into the future.
- e) **System capacity analysis and improvements:** Further evaluate horizon year transit demand and estimate transit service and frequency needed to meet the demand. Study impacts of transit service and frequency on light rail and bus system capacity in the project area, the Rose Quarter Transit Center/Steel Bridge area and in the Portland downtown Transit Mall. Define the scope and preliminary design concept of capital improvements to incorporate into the IBR LRT project to address system deficiencies or constraints and achieve acceptable on-time performance of the light rail system. Balance the transit needs of the project with the travel demands, urban design quality and aspirations and redevelopment potential in the Lloyd District area and the Central City as a whole.

5) Local street connections

- a) **New connections:** Tomahawk Island Drive and Hayden Island Drive under the freeway shall be designed as community main streets highlighting the needs of pedestrians and bicyclists and local traffic access. New street connections in the Marine Drive interchange area, such as N Pier 99th St, Expo Road, and Vancouver Way should seek to address access and circulation issues for adjacent property owners and Hayden Island commercial and residential land uses. Design issues to be resolved include the provision of acceptable vertical and horizontal clearances, property access, stormwater management and creating an attractive and safe environment under the freeway.
- b) **Interchange Area Management Plan streets:** streets providing direct access to the interchange shall also serve community needs and provide protected bicycle and pedestrian facilities and street trees to current design guidance and city code. The Program, ODOT, and the City shall work cooperatively in the development and adoption of the required Interchange Area Management Plan (IAMP). The IAMP shall consider the principles of IAMP standards balanced with current and future property access and in coordination with a master street plan for Hayden Island.

6) Local street impacts

- a) **Traffic impact study:** The program shall study and describe traffic volume changes that may result from different project alternatives on streets adjacent and leading to the I-5 corridor in North and Northeast Portland (including Interstate Avenue, Denver Avenue, Expo Rd, Vancouver Way, Vancouver/Williams, MLK Jr Blvd, Marine Dr), including south of the BIA.
- b) **Avoiding impact and mitigation:** The program shall seek to avoid traffic volume increases on adjacent streets; if unavoidable, provide and/or secure resources to monitor and mitigate the impacts of traffic volume increases, including funding for safety and multimodal improvements.

7) Freight movement

- a) **Freight priority:** The program shall study and prioritize freight priority measures before employing general purpose traffic treatments to address freight travel time and reliability issues.
- b) **Demand management:** Study and implement tolling for demand management and general traffic VMT reduction as freight priority strategies.

8) Highway and Bridge Facility size, height, and footprint

- a) **One auxiliary lane:** The number of new lanes, including auxiliary lanes, across the Columbia River shall not exceed one in each direction for a total of four lanes in each direction. Environmental clearance of more than one new lane in each direction is not acceptable.
- b) **Minimize shoulders:** The project shall strive to provide the minimum width for safe operations of the freeway and to address the needs for transit and emergency response use. The city strongly prefers a maximum of one full shoulder and one partial shoulder.
- c) **No restriping or lane reallocation for capacity expansion:** The program and state DOTs shall commit to not use the highway bridge shoulder(s) to expand travel capacity temporarily or permanently by converting them into new travel lanes except during construction and maintenance; the Bus on Shoulder treatment is an agreed-upon use of the highway shoulder and is excepted.

- d) **Minimize fixed-span bridge height:** Due to increased compromise to the multimodal functionality, quality, and comfort of a higher bridge, a fixed span bridge height shall be minimized to sustain active transportation functionality.
- e) **Study a lower bridge:** If a lift span bridge option is required or selected, the Program shall study a lower structure height than the current 116-foot clearance. A lower structure height could have many benefits including: improved active transportation comfort, accessibility, and access and crossing times; transit grades, performance, and station location and access; improved urban design opportunities; improved grades, merging, and safety on the highway; and lower capital cost of construction.
- f) **Hayden Island interchange:** The interchange design on Hayden Island shall be a half interchange as it best balances the need for regional travel, local access, and a low footprint on Hayden Island.
- g) **Disruptions and Displacements:** The program will analyze the project footprint and coordinate with City staff on impacts to residential, commercial, and industrial land and in-water uses in the project area. Minimization and mitigation for project impacts, such as displacement and disruption during construction, should: be consistent with the goals and objectives of the City's Comprehensive Plan, the Hayden Island Plan, and the Bridgeton Neighborhood Plan; optimize equitable, cultural, historical, and efficient use of land and in-water uses; and be fully documented in the SDEIS.

9) Process and Community Engagement

- a) **Conditions of approval:** The IBR program will develop a workplan to address partner requests and conditions of approval. The workplan will address any conflicts that arise between partner agencies independent conditions of approval and will provide a timeline for responding to partner agency requests.
- b) **Portland future involvement:** The City of Portland asserts its right to comment on and participate in major post-LPA decisions including:
 - i) The size, location, design, and aesthetics of the bridges and highway facility in the project area
 - ii) The size, design, and location of bicycle and pedestrian facilities in the project area
 - iii) The location and design of the light rail transit facility including stations
 - iv) The design of the Hayden Island and Marine Drive interchanges
 - v) Reconsideration of the bridge design constraints related to navigation and airspace
 - vi) Project finance plan
 - vii) Analysis of greenhouse gas and induced automobile travel demand forecasts
- c) **Committee Engagement:** Authentically and meaningfully engage with the program advisory groups (ESG, CAG EAG, and future Urban Design Advisory Group) in major program decisions, timelines, and milestones. The program shall do this by: chartering each group with specific responsibilities, including specifying what types of decisions advisory groups will make and what types of decisions advisory groups will just inform; prepare clear and actionable questions for each group to respond to at each meeting; provide opportunity for discussion and collaborative problem-solving; and demonstrate how the Program is using or responding to each piece of feedback.

- d) **Public Engagement:** Commit to a robust community engagement program to solicit and obtain public input for all stages of the program including establishing public priorities for design and evaluation of impacts to the built and natural environment, and input on design options.
- e) **Urban Design Advisory Group:** Re-establish an urban design advisory group with bi-state representation. Implement an inclusive process that provides community members and stakeholders opportunities to advise the project on the urban design and aesthetics of infrastructure and landside improvements needed throughout the project area.
- f) **Program Accountability:** Implement an accountability tracking tool that will include regular staff reports to the program and the EAG regarding how the Equity Framework (and equity more broadly) has shaped decisions and activities.

10) Urban Design of Infrastructure and Landside Improvements

- a) **Urban Design Guidelines:** Revisit and update the CRC DRAFT Urban Design Guidelines in coordination with a re-established Urban Design Advisory Group. Strive for the highest levels of [bridge and infrastructure](#) urban design and aesthetics in designing and funding the gateways into the two states and into the cities of Vancouver and Portland.
- b) **Engage the community:** Work with community, including the City of Portland Design Commission, on a signature design with the highest quality architecture for the Columbia River span, the North Portland Harbor transit span, and the North Portland Harbor arterial bridge.
- c) **Under-bridge activation:** Explore opportunities to adapt under-bridge structure areas for use as continuous active program or active use areas by adjacent public and private property owners.

11) Project financing

- a) **Federal transit funding:** The Program shall design the transit components of the project, including its transit operations plan, to maximize the ability to be funded as a Federal Transit Administration New Starts program.
- b) **Financial plan:** Develop a financial plan including capital sources and uses of funds for presentation to the program partners and the public.
- c) **No local match:** The expectation is that a combination of funding contributions from the states of Washington and Oregon will provide the funding for all components of the project, supplemented by federal funds and future tolling. No local match or similar financial contribution will be required of the City of Portland.

12) Equitably designed variable-priced tolling

- a) **Use of revenue:** The financed elements of the project should include highway elements and key components of transit and local system improvements, including active transportation improvements, that make up the whole project. This includes the development and implementation of a plan for ongoing investment in operations and maintenance, Vision Zero safety and diversion mitigations of the whole project.
- b) **Pricing Options for Equitable Mobility:** The Program shall develop and recommend a variable price tolling scheme consistent with the City of Portland's Pricing Options for Equitable Mobility Task Force recommendations on Highway Tolling, especially:
 - i) The primary goal should be managing traffic demand and using the existing system as efficiently as possible to move people and goods in a more sustainable way.

- ii) To achieve mobility, climate, and equity outcomes, toll prices should be variable based on level of demand and should be adjusted with sufficient frequency to support achievement of VMT and GHG reduction targets agreed to herein.
- iii) Exemptions must be provided for low-income drivers. Determine what specific design would be most equitable and would most minimize overall burdens, while still achieving demand management outcomes.
- iv) Technology and payment systems must be designed to reduce barriers for individuals with limited access to bank accounts and be compatible with other regional tolling schemes.
- v) Tolling revenue must be available to create and support a broad multimodal transportation system to reduce traffic demand on highways, not just fund highway improvements.
- vi) Tolling revenue must be available for mitigation to ensure that traffic diversion from the highways does not make local streets less safe and does not adversely impact transit.
- c) **Regional Mobility Pricing Project:** The Program’s variable-priced tolling scheme shall be developed and implemented in coordination with Oregon’s Regional Mobility Pricing Project (RMPP):
 - i) The IBR tolling program should be coordinated with the Regional Mobility Pricing Project and the I-205 Toll project and consistent with the Congestion Pricing Policy adopted in the 2023 Regional Transportation Plan.
 - ii) If RMPP will not be implemented by the time the I-5 Columbia River crossing is tolled, a toll must be implemented near the I-205 Columbia River crossing (Glenn Jackson Bridge) by that time to avoid significant diversion, increase in VMT/GHG, and impacts to local streets that could come with tolling the I-5 Columbia River crossing alone.

13) Design decision making process and tradeoffs

- a) **Phasing:** Construction of active transportation and transit elements should be prioritized before the highway elements to help reduce demand during the disruptive construction phase of the project and encourage mode shift.
- b) **Process moving forward:** Project management, design, and cost estimates and funding plan shall be conducted via a transparent and participatory process among all project partners and community members in the program area.
- c) **Value engineering:** Cost overruns will be managed in a transparent and participatory process, with all partners agreeing to solutions based on sound project needs supported by their ability to achieve IBRP Desired Outcomes using an agreed-upon values-based approach. Tolling revenue is an appropriate tool to address cost overruns and is preferable to value engineering key elements of the project that support Vision Zero, climate, and equity goals. Value engineering pedestrian, bicycle, and transit components in favor of maintaining or enhancing the motor vehicle elements of the project, including total bridge guardrail-to-guardrail widths (including number of travel lanes and number and width of shoulders) is not acceptable.