

PBOT

PORTLAND BUREAU OF TRANSPORTATION

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September 16, 2024

To: Portland City Council: Mayor Wheeler, Commissioner Gonzalez, Commissioner Mapps, Commissioner Ryan, Commissioner Rubio
Michael Jordan, City Administrator
Priya Dhanapal, Deputy City Administrator, Public Works
Donnie Oliveira, Deputy City Administrator, Community & Economic Development
Sonia Schmanski, Deputy City Administrator, Vibrant Communities

RE: Interstate Bridge Replacement Program (IBRP) Supplemental Draft Environmental Impact Statement (SDEIS) status

Mayor, Commissioners and City Administrators:

This fall, the Interstate Bridge Replacement Program (IBRP) will reach a milestone on the path to reconstructing the I-5 crossing of the Columbia River: the publication of the Supplemental Draft Environmental Impact Statement (SDEIS) for public review. **The SDEIS summarizes years of work to understand the impacts, benefits, and burdens of the proposed river crossing.** With the 60-day comment period running from September 20 – November 18, 2024, the public at large will have its first opportunity to review the SDEIS and provide feedback that will inform a Preferred Alternative to advance into the Final Environmental Impact Statement to be assessed and approved by the federal government.

Since 2019, City of Portland staff, along with staff from our partner organizations (City of Vancouver, TriMet, C-TRAN, Metro, the Southwest Washington Regional Transportation Council, the Port of Portland, the Port of Vancouver and the Oregon and Washington Departments of Transportation) have worked closely with IBRP to refine the conceptual design of the project and review its many impacts. On the eve of public release of the SDEIS, **this memo provides staff perspective on the status of IBRP** through the lens of City of Portland priorities and the City Council-adopted 2022 Modified Locally Preferred Alternative Conditions of Approval.

Throughout the life of IBRP, City of Portland priorities have guided how staff have sought to influence the project elements. **Focusing on Climate, Equity, Safety, and Access have helped Portland shape the design** of the project to, for example, include high quality facilities for people walking, biking, and taking transit throughout the project area when the initial concepts were more limited. These improvements stand to improve safety, provide lower-cost transportation alternatives, and help people travel in ways that support our local and regional climate goals. Overall, City of Portland staff have consistently shown up to make sure that this project of regional and national significance **still addresses local needs and impacts.**



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When City Council approved the Modified Locally Preferred Alternative (the project concept that the SDEIS assesses), it did so with a set of conditions for that approval. Portland set forth 55 conditions. By staff reckoning, **IBRP is addressing 45 of 55 conditions, leaving 10 that require more work.** Areas needing additional attention include Climate, Active Transportation, and Urban Design:

- Climate: the Program has yet to set a target for Greenhouse Gas (GHG) emissions that meaningfully contributes to the region-wide need to reduce transportation's burden on the climate. Through the environmental evaluation, IBRP is documenting climate impacts and GHG reduction between Build and No Build scenarios, while the MLPA commitment and condition of approval suggests verifying IBRP performance against state-wide climate reduction targets. Earlier decisions to select MAX Light Rail as the transit mode, limit the number of new auxiliary lanes across the bridge to 1 instead of 2, and include variable-rate tolling all constitute **meaningful and essential climate-supportive elements of the project.**
- Active Transportation: a few significant connections (near the Marine Dr interchange, MLK Jr Blvd, and connections to the local bridge to Hayden Island) still need refinement or further definition to ensure improvements made by the IBR program **connect to Portland's existing all-ages and abilities biking and pedestrian networks using a safe systems approach.** Especially in the case of connections on/off of MLK Jr Blvd, this work must be coordinated closely with Portland Parks due to potential impacts to Delta Park and access for park users. In IBRP's response to PBOT when raising these concerns, the program noted that ODOT, independent of the IBR program, is committed to discussing with PBOT the planning of future active transportation facilities, such as those along NE MLK Blvd south of the IBR program area. ODOT has not yet responded with any detail or formal commitment, which will be necessary as the program advances.
- Urban Design: IBRP has demonstrated a willingness to engage with communities on both sides of the river on urban design. However, IBRP has determined they will not reestablish an Urban Design Advisory Group like the past project effort. With that, IBRP has stated they will **develop a public involvement plan to identify the appropriate stakeholder groups and methods of engagement around urban design elements.** In fall 2023, City Design and Historic Landmarks Commissions communicated to IBRP (through City staff) their interest in collaborating with the City of Vancouver's counterparts to provide coordinated input. This will be essential as IBRP moves into the subsequent design phase.

In each of these categories, **city staff are working with IBRP to make progress, but they will need continued and concerted attention.**

Other issues of interest to City Council in the past include the IBRP approach to equitable variable-priced tolling and coordination with the United States Coast Guard (USCG) approval of the current project design.

Regarding tolling, the Bi-State Legislative Tolling Subcommittee continues to meet regularly to advance the toll program approach. In July 2024, the Subcommittee voted to move four scenarios forward to the Oregon and Washington Transportation Commissions with a recommendation to study the scenarios in the Level 3 Investment Grade Toll Traffic and Revenue Study. The scenarios include toll rates ranging from \$1.55-\$4.70, truck toll multipliers ranging from 1.5x to 4.0x, and a low-income toll program with a 50% discount for registered individuals at or below the 200% federal poverty level. These scenarios will go before the OTS and WSTC on October 1.

Regarding the USCG and bridge configuration, today's I-5 crossing of the Columbia River allows vessels up to 178 feet tall to pass under it with a lift-span bridge. In 2022, the USCG issued a Preliminary Navigation Clearance Determination stating that a new bridge should provide at least 178 feet of vertical clearance – the same as the bridge today. The adopted Modified Locally Preferred Alternative concept studied in the

SDEIS initially only included a project concept with 116-foot clearance. In response, in 2023 USCG submitted a letter requesting the Program analyze an option in the SDEIS that allows for at least 178 feet of vertical clearance. As such, **the Program has analyzed three vertical clearance options within the SDEIS:** 1) a double-deck fixed-span bridge that has 116-foot clearance, 2) a single-level fixed-span bridge which has a 116-foot clearance; and 3) a movable-span bridge similar in design to the fixed span bridge but providing the 178 feet of clearance the Coast Guard has requested.

To advance to the Final Supplemental Environmental Impact Statement and proceed with related engineering and construction planning, the **IBRP needs to confirm which bridge configuration option is to be included as part of the Preferred Alternative and submitted for federal approval.** The selection of a bridge configuration for the Final SEIS is primarily focused on the dimensions and location of the bridge. The type of bridge, including its architectural details, is to be determined as part of final design, following the EIS process. Any selected bridge would need to meet the US Coast Guard and US Army Corps of Engineers permit requirements for navigable waterways; these permit processes would occur after the Final SEIS is published, and a Record of Decision is issued. Some known important factors of the 3 bridge configuration options include the below (additional findings, factors, and detail will be provided within the SDEIS):

- The single-level fixed-span configuration would offer a wider range of bridge architecture design opportunities.
- The lower I-5 profile of the single-level configurations would improve ramp geometry and construction staging considerations.
- Either fixed-span option would require design details to mitigate noise and enhance personal safety for people walking and biking.
- Either fixed-span option is within IBRP's financial plan, but a movable-span option would involve higher capital and operating costs.

While it is currently understood that a fixed span bridge is preferred, the comment period provides an important opportunity to gain deeper public perspective and understanding for these options.

Enclosed are a subset of materials communicating the essentials of project components and impact. Please reach out to PBOT Intergovernmental Affairs Manager, Matt Grumm (matt.a.grumm@portlandoregon.gov) and PBOT Major Projects & Transit Manager, Caitlin Reff (Caitlin.reff@portlandoregon.gov) for additional information or to schedule a briefing with staff.

Sincerely,



Millicent Williams
Director Bureau of Transportation

Cc: Eric Engstrom, Director Planning & Sustainability
Adena Long, Director Portland Parks & Recreation
Dawn Uchiyama, Director Environmental Services
Edward Campbell, Acting Director Water Bureau

Attachments:

1. City of Portland IBRP briefing presentation
2. IBRP Factsheets: why now, program overview, auxiliary lanes, climate, cost & revenue, equity, river navigation, tolling & transit

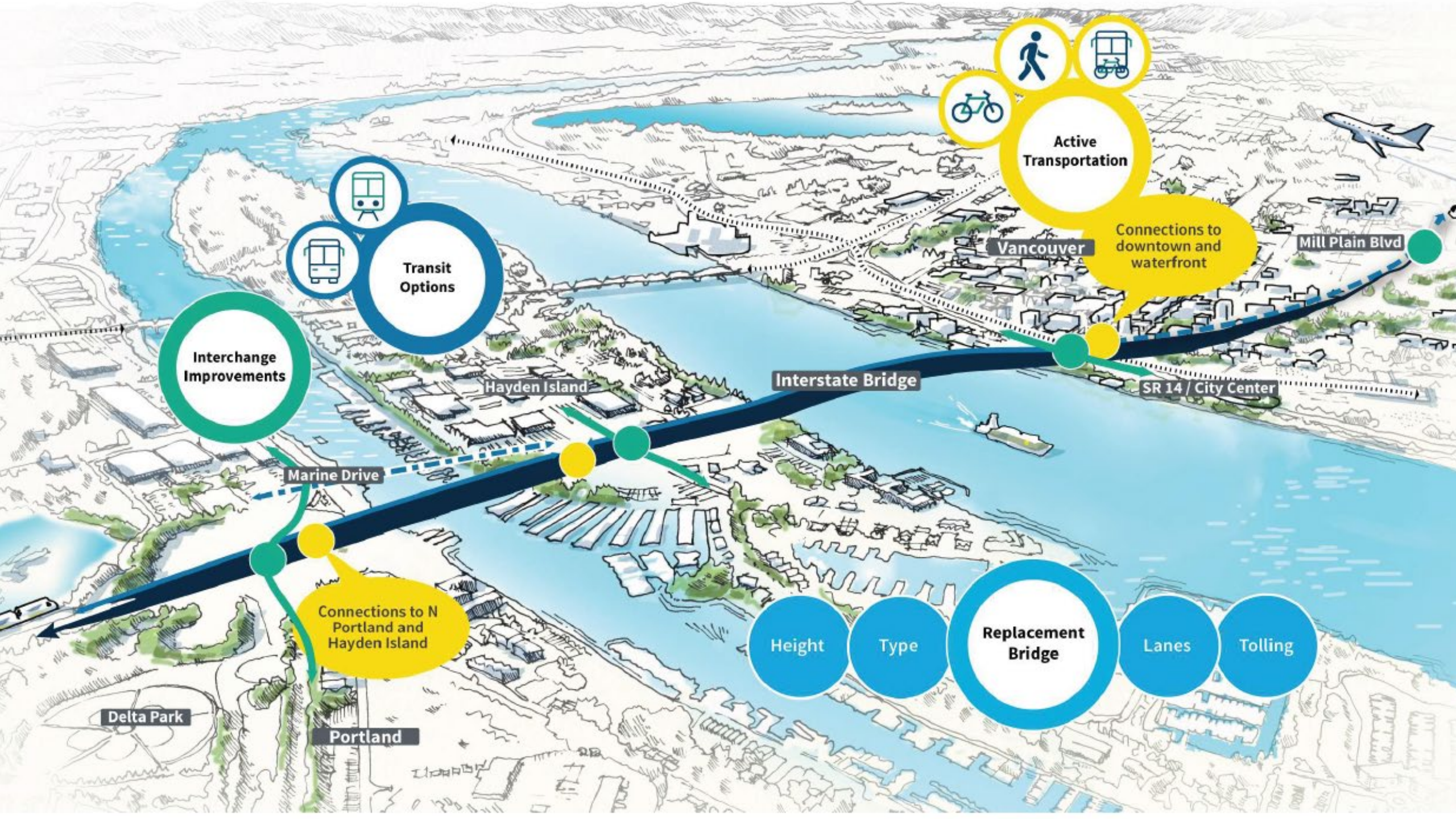
Interstate Bridge Replacement Program (IBRP)



September 2024



PBOT
PORTLAND BUREAU OF TRANSPORTATION



Active Transportation

Transit Options

Interchange Improvements

Connections to downtown and waterfront

Interstate Bridge

Hayden Island

Vancouver

Mill Plain Blvd

SR 14 / City Center

Marine Drive

Connections to N Portland and Hayden Island

Height

Type

Replacement Bridge

Lanes

Tolling

Delta Park

Portland

PROJECT OVERVIEW

Scope

The Interstate Bridge Replacement Program (IBRP) updates and supplements the previous I-5 Columbia River Crossing project (2011).

Project extents and components include:

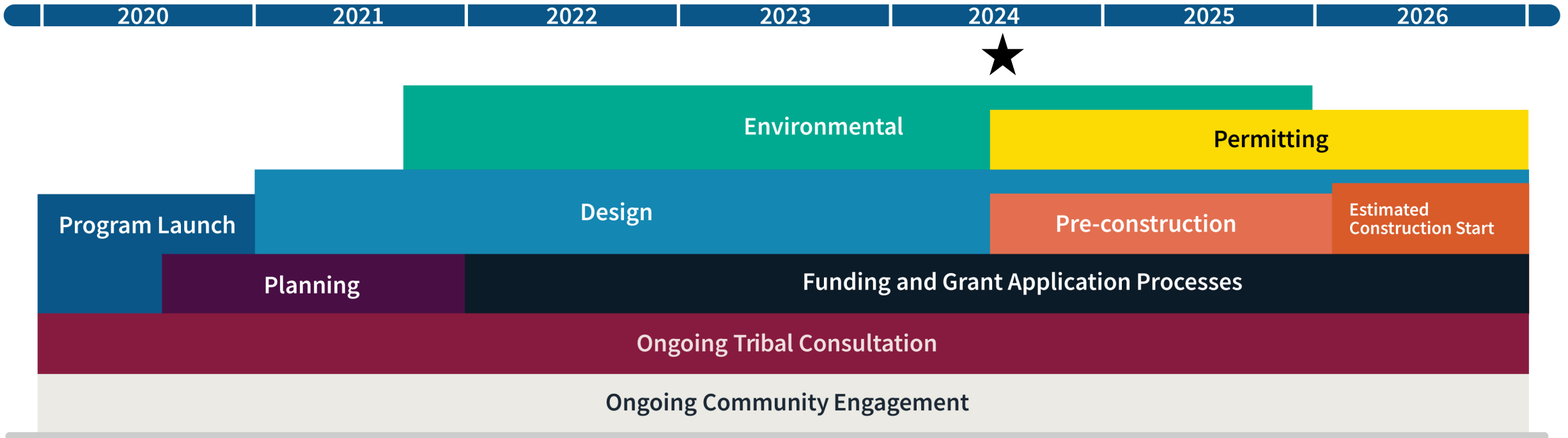
- 4.5-mile I-5 corridor
- Interchange rebuilds & improvements
- High-capacity transit
- New bridges over Columbia
- New local bridge over Columbia Slough from N Portland to Hayden Island
- Multi-use Path improvements from Delta Park to Vancouver
- Variable-rate tolling
- Auxiliary lanes

Current cost estimate, ROM \$6-7.5B



Source: ODOT, WSDOT, ESRI, Mapbox, OpenStreetMap

IBRP SCHEDULE

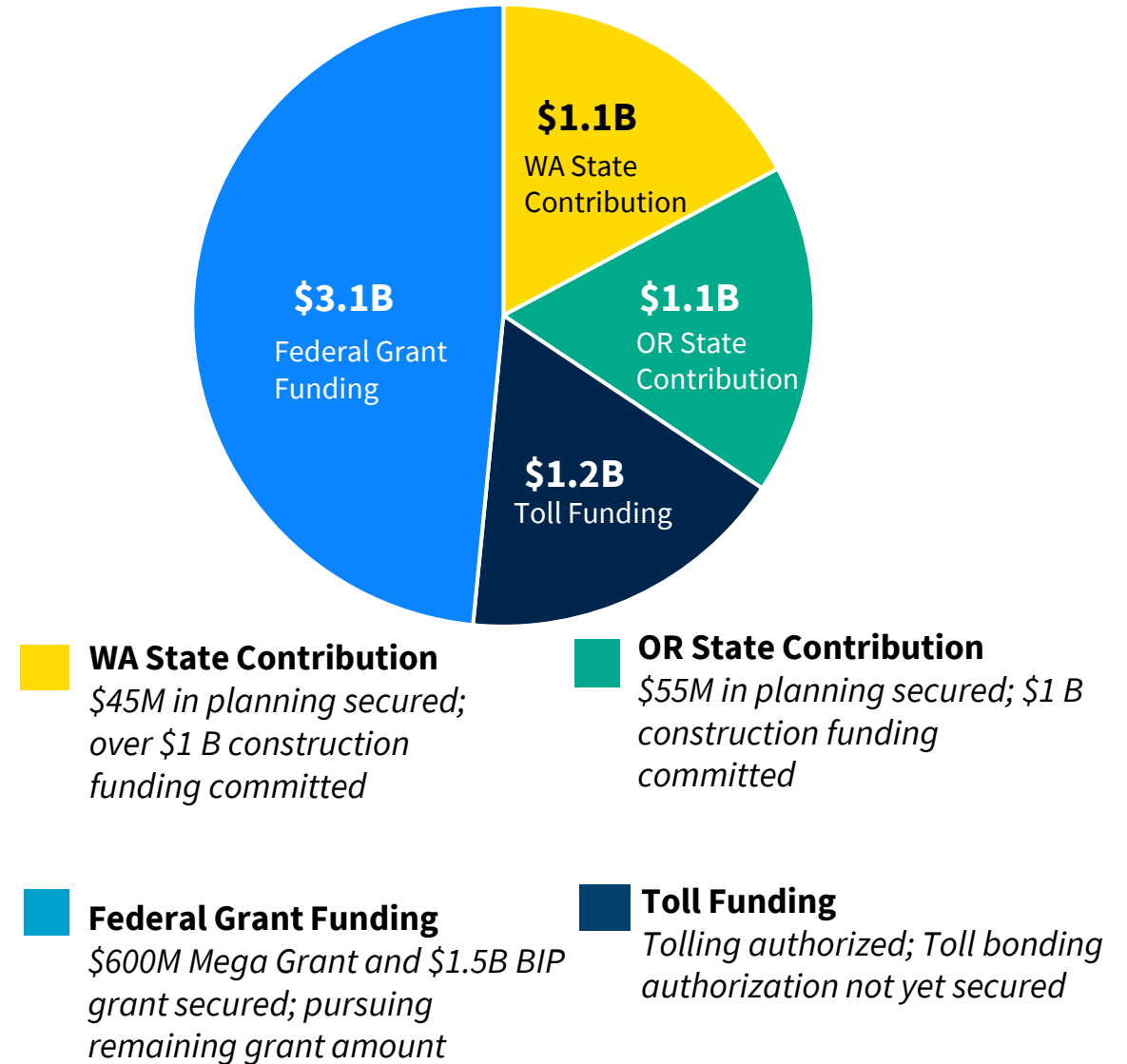


Conceptual 28 separate packages to be delivered over 10+ years of construction

IBRP FUNDING

- Federal funds, tolling, and state funds are needed to address the estimated cost range of \$5 billion - \$7.5 billion.
 - Bridge tolls will help pay for the new bridge and its continued operation and maintenance through the duration of the construction loan.
- Cost estimates will be refined as the federal review process progresses and the program advances design of IBR investments.

Potential Program Funding Sources



Why does IBRP matter?

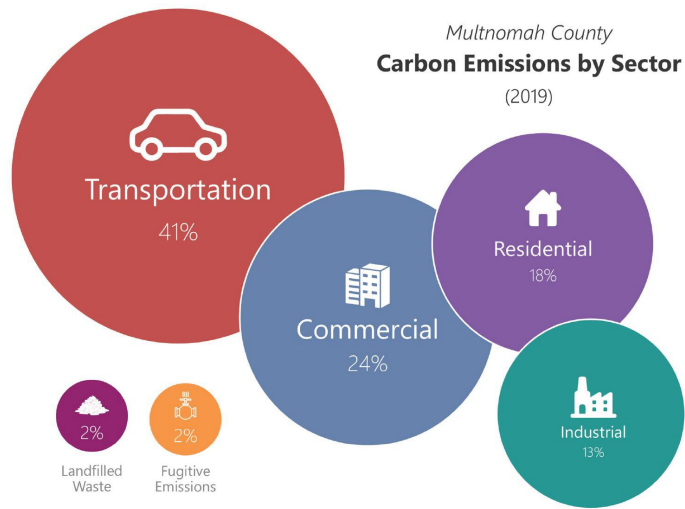
IBRP could be one of the **largest single projects** and expenditures of money in our region's history - **up to \$7.5B**

A project this large can have a large impact, positive or negative, depending on how the project is oriented

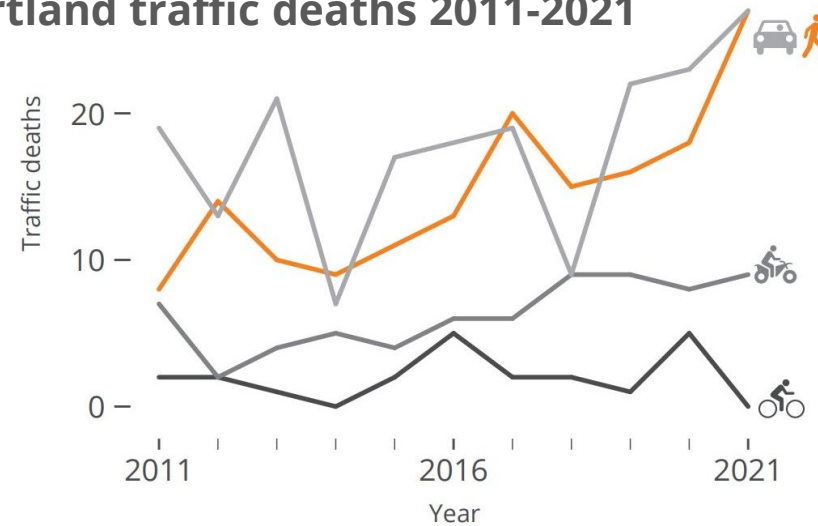
A lot is at stake because transportation touches every major issue in society right now – **mobility, racial justice, climate change**

WHY DOES THIS MATTER?

Climate, Equity, Safety, Mobility



Portland traffic deaths 2011-2021



27% of Black households in Portland do not have access to a car



compared to just **13%** of white households.⁴

A greater proportion of BIPOC Portlanders (**17%**) ride public transit than white Portlanders (**11%**)⁵



20% longer commute

Between 2000-2019, bus speeds decreased by 14%,⁶ and average commute times are 20% longer for Black Portlanders than white Portlanders.⁷

More diverse neighborhoods experience pollution levels 2-3 times higher than the rest of the city



WHICH SCENARIO HELPS CREATE A BALANCED SYSTEM

And achieve Desired Outcomes?

IBRP Desired Outcomes summarized

Fast and reliable freight
travel times

Better safety and
operations

Reduce **Greenhouse Gases**

More people able to move
through corridor

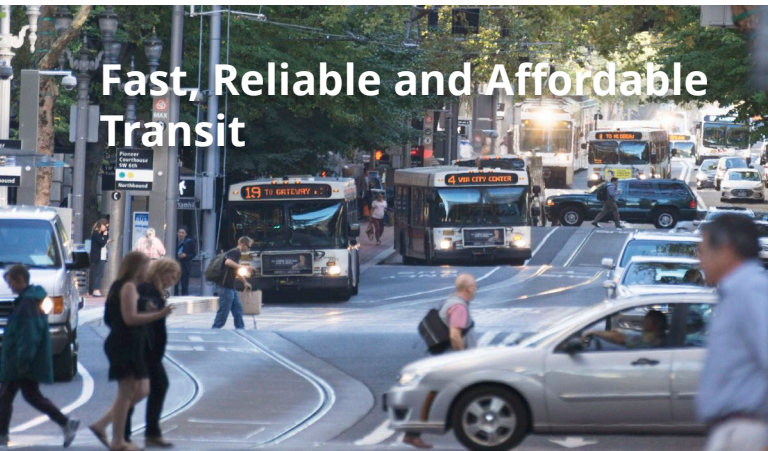
High-quality **pedestrian**
and biking access

Fewer transportation-related
identity-based **disparities**

Competitive and
congestion-free transit

Seismically resilient

Cost effective for city
and region



IBRP, PORTLAND PRIORITIES

2019 regional letter of support, signed by Mayor Wheeler, emphasized:

- need for high-capacity transit
- cost effectiveness
- demand management
- equitable job creation
- active transportation and local street safety
- accounting of historical negative impacts
- right-sized interchange connection at Hayden Island
- minimized negative impacts
- meaningful public engagement



IBRP, PORTLAND PRIORITIES

2022 Portland City Council MLPA Conditions of Approval

- ▶ **Climate & Environment**
- ▶ Equity
- ▶ **Active Transportation**
- ▶ Transit
- ▶ Local Street Connections
- ▶ Local Street Impacts
- ▶ Freight Movement
- ▶ Highway and Bridge Size, Height & Footprint
- ▶ Process and Community Engagement
- ▶ **Urban Design of Infrastructure Improvements**
- ▶ Project Financing
- ▶ Equitably Designed Variable-Priced Tolling
- ▶ Decision-Making Process and Tradeoffs



55 total conditions
45 addressed
10 require more work

WHAT HAS BEEN STUDIED IN THE DSEIS

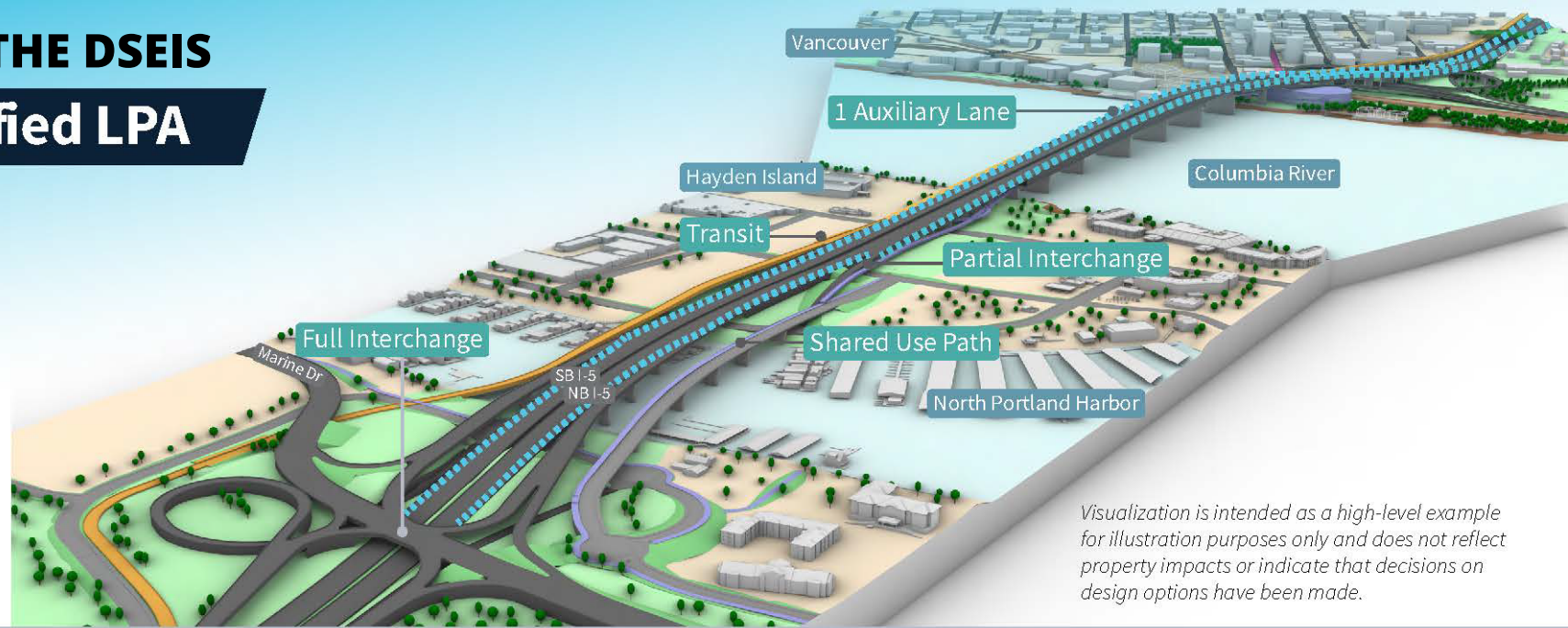
IBR Recommendation: Modified LPA

Hayden Island:
Partial Interchange

River Crossing
Auxiliary Lanes:
1

Transit:
Light Rail to Evergreen near I-5


Variable Rate
Tolling:
Yes




Visualization is intended as a high-level example for illustration purposes only and does not reflect property impacts or indicate that decisions on design options have been made.

Partial Interchange Summary


Hayden Island Drive local-only trips and Tomahawk Island Drive extension increase Hayden Island east-west connectivity



Smaller interchange leaves space for a comfortable pedestrian environment and opportunities for open space



Addresses safety and congestion by improving active transportation, adding shoulders, increasing lane widths and improving ramp merges



Benefits of Expanding LRT from Expo to Evergreen

4 Stations* 

3,000+ Residents are within a half mile walk

26% BIPOC  **41%** Low-income

*Includes the existing Expo station and 3 new stations.

Equity - Jobs Accessible via Transit (% increase)*

68% General **73%** BIPOC

59% Low-income **71%** People w/ disabilities

*Increase in jobs accessible from the program area within a 45 minute midday transit ride. Percent increase determined by adding LRT Expo to Evergreen compared to 2045 No Build.

Climate - GHG Reduction*

36,000 metric tons/year
or the equivalent of

7,000 homes' electricity for one year **OR** **89,400,000** miles driven by gas powered car

*GHG reduction is an estimate calculated from the displacement (or avoidance) in the shift from cars to transit.

Strategies to Combat Climate Change



- Demand Management, including Variable Rate Tolling (tolling will consider price reductions for low-income users and low-carbon vehicles)
- Increase traffic operation efficiencies (ramp metering and auxiliary lanes)
- Mode shift from cars to active transportation and transit
- Low-carbon emission construction strategies

The Modified LPA will be compared to a No-Build Alternative

▶ Modified Locally Preferred Alternative

- Improve active transportation facilities and connections
- Extend LRT from Expo to Evergreen Blvd + bus on shoulder
- Three new LRT stations
- Replace bridges over Columbia River and North Portland Harbor
- Modify seven interchanges on I-5
- Three through lanes and at least one auxiliary lane in each direction

▶ No-Build Alternative

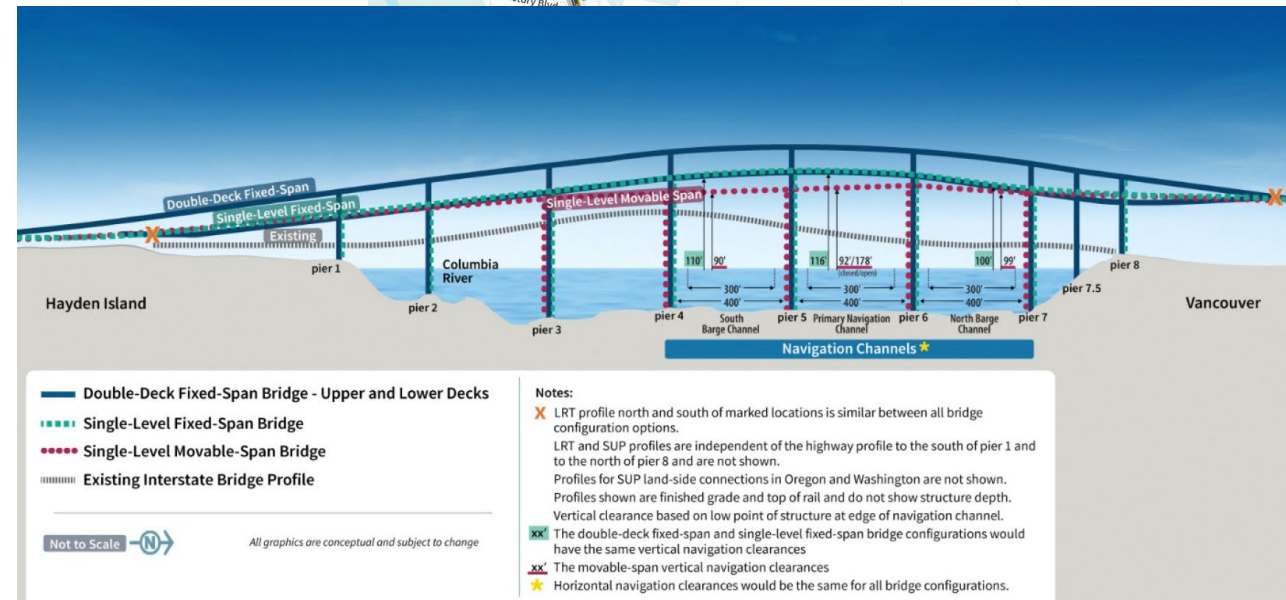
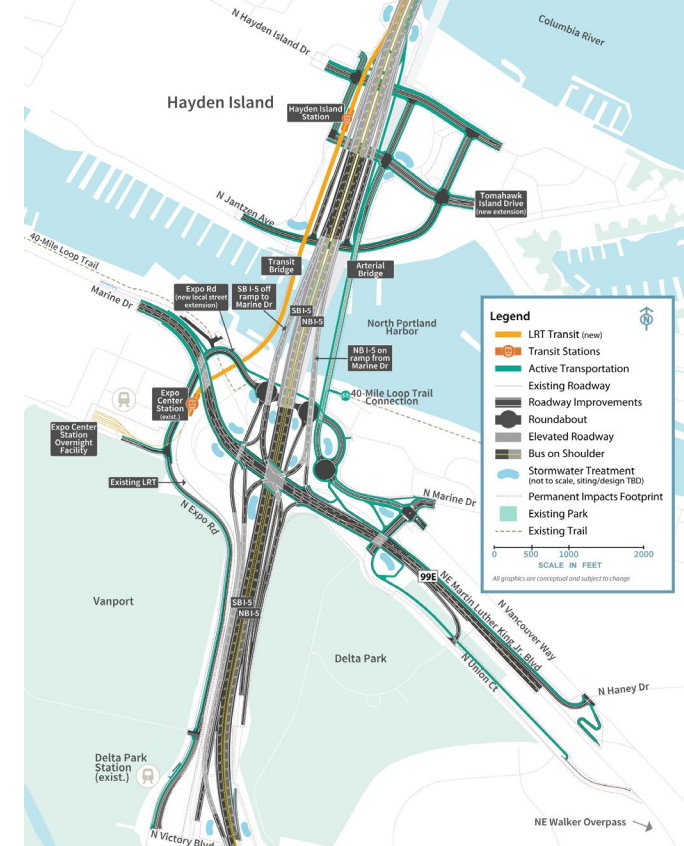
- None of the improvements associated with Modified LPA would be implemented
- Other planned projects that are independent of the IBR program would proceed

▶ Design Options being Studied

- **Bridge configuration: Movable span, single-level, double-deck/stacked**
- C Street ramps to/from I-5
- **Inclusion of one or two auxiliary lanes**
- Possible park & rides at Waterfront and Evergreen Transit stations
- I-5 alignment shift between SR14 and Mill Plain Blvd

IBRP, WHAT IS BEING STUDIED IN THE DRAFT SEIS

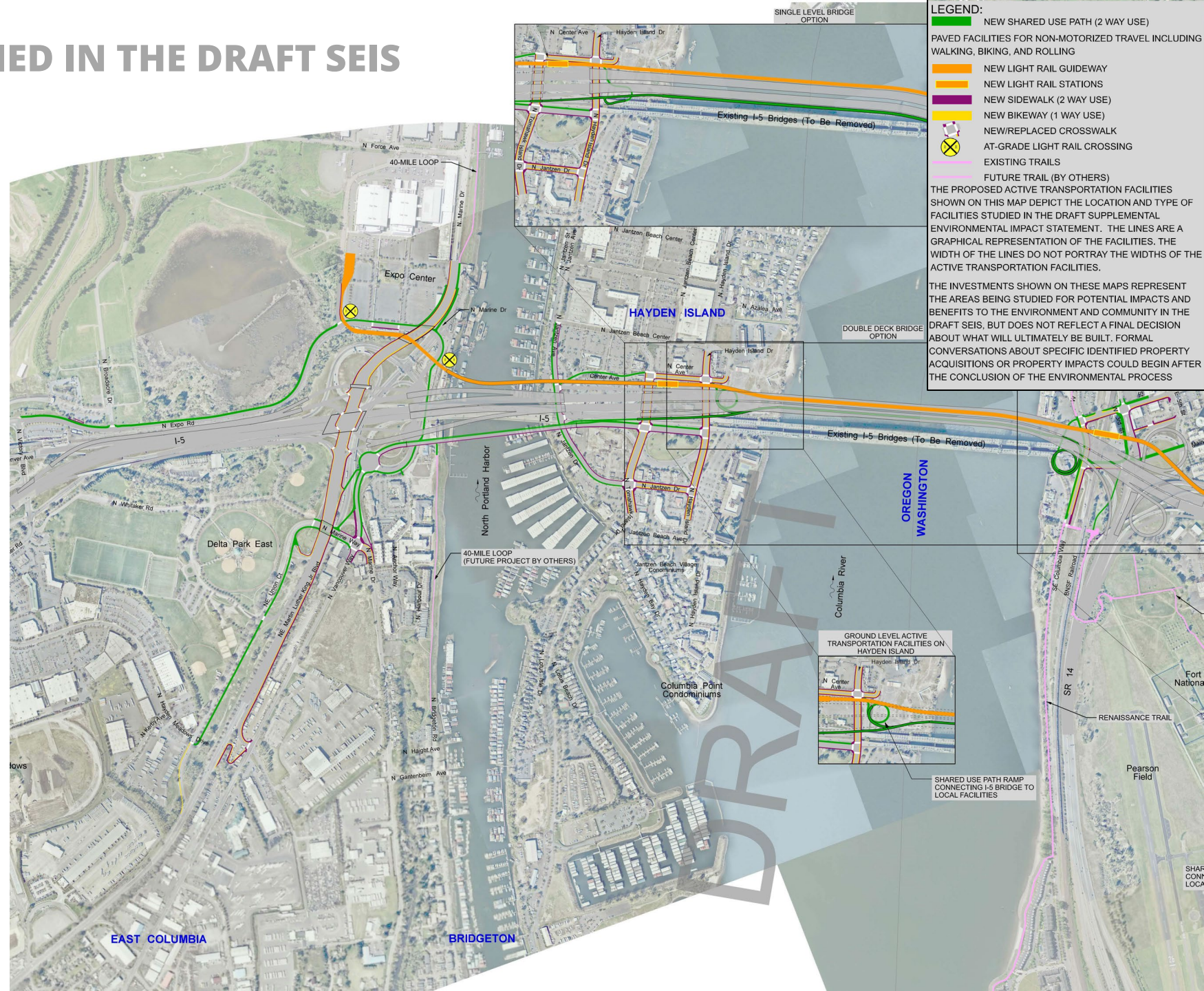
- Bridge configuration: Movable span, **single-level**, double-deck/stacked
 - Single-level offers wider range of bridge architecture design opportunities, more conducive to complex geometry, but more overwater shading
 - Double-deck more complex emergency response for LRT, more construction material & complexity, larger foundations and longer duration
 - Both necessitate considerations for AT facility noise, personal safety



IBRP, WHAT IS BEING STUDIED IN THE DRAFT SEIS

Active Transportation

- New 25' wide interstate shared use path
- New local complete streets connect Kenton to HI and Bridgeton
- Expo Rd shared use path connection to ODOT bike path/Slough Trail/Denver Ave. bike lanes
- Union Court shared use path near MLK



AREAS OF CONTINUED FOCUS

Climate

Portland's **Climate Conditions of Approval** call for three approaches:

1. Set a target
2. Make a plan to meet the target
3. Track progress toward the target and make needed adjustments to hit it

How is the program doing in each of these areas?

Program has selected measures but has **yet to set a target**

Many of the most **effective approaches to a climate-friendly design are included** – light rail transit, tolling, enhanced bike and pedestrian facilities

Program intends to **track and report** selected measures into the future. There is **not yet a commitment to making adjustments** to hit a target

AREAS OF CONTINUED FOCUS

Active Transportation

Portland's **Active Transportation Conditions of Approval** call for the following:

1. The Program's bike and pedestrian facilities shall connect with Portland's existing all ages and abilities walking and biking network
2. Signal protection for pedestrians and bicyclists at major interchanges (Marine Dr/MLK Blvd)
3. Improved connections to the bridge via Vancouver, MLK, Expo Rd, and Delta Park

How is the program doing in each of these areas?

With a new path along Expo Rd, the western side of the project will link into Portland's existing all-ages and abilities biking network.

The eastern side of **the project along MLK Blvd needs a completed connection**; this will likely require a **separate commitment from ODOT to complete the connection** from Union Court to Vancouver Avenue.

Facility design including signal protection and other safety features will be advanced in the design phase.

AREAS OF CONTINUED FOCUS

Variable Rate Tolling

Portland's **Tolling Conditions of Approval** call for the following:

1. Primary goal of tolling should be to **manage traffic demand**
2. Exemptions for **low-income drivers**
3. Tolling revenue available to support corridor multimodal improvements and mitigation for **impacts to the local system**
4. A tight relationship with RMPP or **tolling on the I-205 crossing of the Columbia River if RMPP is not implemented** to avoid diversion

How is the program doing in each of these areas?

In March 2024, Governor Kotek issued a stop work directive related to RMPP. That directive stipulated that delay to building tolling infrastructure in OR must **not impact tolling on IBRP**.

As such, WSDOT will be the IBRP toll authority and the Bi-State Leg Tolling Subcommittee is currently advancing **4 scenarios into the next level of study, each include a low-income toll program**.

How tolling will be structured as a demand-management and finance tool, and any impacts to the broader system are under analysis. This will be settled by the **Oregon Transportation Commission** and the **Washington State Transportation Commission**.

WHAT'S NEXT, NEPA

- **Draft SEIS 60-day public comment:** September 20 – November 18, 2024, public hearings & open houses. Portland committee-specific briefings include:
 - Portland Freight Committee, 10/3
 - Portland Bicycle Advisory Committee, 10/8
 - Portland Design Commission, 10/17
 - Historic Landmarks Commission, 10/28
 - More?
- **Executive Steering Group:** Workshop & public meetings to inform Final SEIS – winter 2024-25
- **Refinements and Final SEIS:** 2025



Auxiliary Lanes

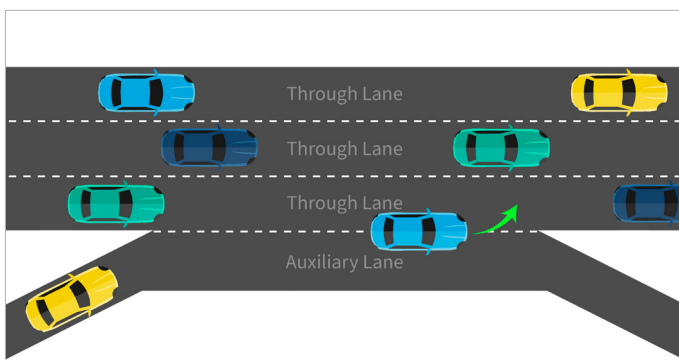
The Interstate Bridge provides a critical connection between Oregon and Washington that supports local jobs and families, and is a vital trade route for regional, national and international economies.

Over 143,000 vehicles cross the Interstate Bridge each weekday. Within a 24-hour period, the bridge corridor experiences 7 to 10 hours of congestion during peak travel times due to congestion and safety issues, affecting commuters, freight transportation, and public transit. The area's current crash rate is over three times higher than statewide averages, with collisions resulting not just in fender-benders, but fatalities as well.

One of the factors that contributes to safety issues and congestion in the Interstate Bridge area is the lack of auxiliary lanes across the bridge and near the surrounding interchanges.

What are auxiliary lanes and how will they help?

Auxiliary lanes are ramp-to-ramp connections designed to give drivers distance to speed up or slow down before entering or exiting the roadway, which improves safety in the corridor. They are not through lanes and are not the same as adding an additional lane.



These connections reduce bottlenecks and optimize traffic flow by giving drivers space to merge safely. Benefits of auxiliary lanes include improved travel time, reduced likelihood for crashes, anticipated reduction in greenhouse gas emissions due to less congestion, and safety improvements.

Auxiliary lanes are currently being used within the program area such as along Mill Plain & 4th Plain in Vancouver and Marine Drive in Portland. However, they do not exist on or near the bridge where most of the congestion and collisions occur.

There are currently seven closely spaced interchanges in the Interstate Bridge area along I-5. While standard spacing is two miles, these interchanges are all less than a mile apart, resulting in substantial weaving and merging issues for drivers.



From 2015-2019, **55% of vehicle crashes within the Interstate Bridge program area were the result of rear-end collisions, and 19% were sideswipe crashes.** Auxiliary lanes are needed for substandard interchange spacing, lack of shoulders, and speed differential, not just stop and go traffic or congestion.



How many lanes will the new bridge have?

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. The addition of auxiliary lanes can help optimize the three through lanes and allow for more efficient movement through the corridor. The IBR program is analyzing the impacts and benefits associated with the addition of one auxiliary lane, as part of the Modified LPA. The program will also study a two auxiliary lane design option and an alternative that looks at what happens if we build no improvements to better understand the full range of impacts of various levels of investment and ensure safe and efficient freeway operation and ramp access is achieved.

Beyond auxiliary lanes

The IBR program is one essential component of the region's transportation system and we are committed to creating equitable and safe multimodal transportation options for all travelers.

A holistic solution that supports efficient movement of people and goods through the program corridor includes:

- ▶ Multimodal investments and safe and accessible connections for people walking, biking, or rolling across the bridge
- ▶ Improved access to light rail in a dedicated guideway, separate from traffic plus express bus on shoulder to better connect transit systems
- ▶ Variable priced tolling that charges higher prices during peak travel periods, resulting in drivers making different travel choices and improving reliability



This is a photo of an auxiliary lane currently in place to connect the Fourth Plain on-ramp to the Mill Plain off-ramp to reduce merging and weaving.

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Identifying Climate-Smart Solutions

Transportation is a major contributor to greenhouse gas emissions globally. Our transportation infrastructure, from roadway design and transit facilities to local street networks, play a role in affecting travel patterns, vehicle miles traveled, and greenhouse gas emissions. Curbing the effects of the climate crisis requires a collective effort to reduce dependence on fossil fuels, develop walkable communities, and provide local access to jobs, affordable housing, and essential services.

The IBR program supports local, regional, and state climate goals—including the reduction of greenhouse gas emissions—by identifying safe, efficient, and accessible multimodal solutions for people traveling across the Interstate Bridge. Climate considerations guide all areas of work including design, construction, operations, and maintenance.

Transportation Options

- ▶ Improve access, connectivity, and reliability of cross river high-capacity transit service
- ▶ Provide low-stress, accessible facilities for people who walk, bike, or roll
- ▶ Use time of day variable rate tolling to help generate revenue to fund construction, as well as manage demand and improve mobility through the corridor
- ▶ Optimize traffic flow and improve safety through use of ramp-to-ramp connections, known as auxiliary lanes

Construction, Operations, and Maintenance

- ▶ Reduce equipment emissions with low-carbon fuel
- ▶ Maximize use of recycled/low-carbon footprint materials
- ▶ Establish zero waste deconstruction goals
- ▶ Explore carbon offsets for construction and ongoing operations

Climate Resiliency

- ▶ Build structures resilient to climate temperature changes and disruptions (e.g. changes in rain and flooding patterns, extreme heat)
- ▶ Design to provide continued mobility during climate events (e.g., smoke, flooding, excessive heat)
- ▶ Use native and climate resilient species in restoration planting

The effects of climate change have a disproportionate impact on the physical, mental, financial, and cultural wellbeing of low-income communities and communities of color. As a program committed to centering equity, climate considerations will be evaluated for their impact on these communities.

Climate Milestones

- ▶ Hosted listening sessions to learn about community values, concerns, and priorities relevant to climate and transportation
- ▶ Initiated a climate technical work group with partner agency staff to inform program design and coordinate efforts
- ▶ Developed a climate framework to define goals and objectives
- ▶ Developed climate-focused screening metrics to use when evaluating design options
- ▶ Established analysis of local, regional, and state goals and policies related to climate outcomes to support progress toward climate goals
- ▶ Began evaluation of greenhouse gas emissions associated with the program and develop strategies to improve outcomes
- ▶ Continued work with agency partners and the public to develop plans to address unavoidable impacts

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Cost Estimate & Financial Plan

The Interstate Bridge Replacement program will address the transportation needs associated with the aging Interstate Bridge and ensure a modern, earthquake-resilient multimodal corridor that will improve safety and keep people—and our economy—moving into our future.

IBR Program Cost Estimate

The 2023 IBR program cost estimate reflects the investments being analyzed in the Draft Supplemental Environmental Impact Statement. The cost estimate accounts for current market conditions, along with potential risks and cost saving opportunities, and includes costs associated with constructing the replacement bridge and other program components in the 2025 – 2035 timeframe.

The estimated cost for the program is **\$5 to \$7.5 billion**, with a likely estimated cost of **\$6 billion**. Revenue from a diverse range of sources is required, including federal funds, tolling, and state funds from both Oregon and Washington. Tolls will be used to help pay for construction, operations and maintenance of the facility, and to help improve travel reliability within the program corridor.



Updated Cost Estimate

- + Base Cost
- + Range of Identified Project-Specific Risks
- + Inflation (Year of Expenditure)

\$ Updated Cost Estimate

What is included:

- ▶ Replacement bridge over the Columbia River
- ▶ Replacement of the North Portland Harbor Bridge
- ▶ Three through lanes and one auxiliary lane southbound and northbound
- ▶ Extension of light rail from Portland to Vancouver, with the addition of three new station locations
- ▶ Partial interchange on Hayden Island
- ▶ Full interchange on Marine Drive
- ▶ Access bridge from Hayden Island to Marine Drive

Financial Plan

The IBR cost estimate sets the foundation for developing the program's **Financial Plan** which identifies potential funding sources and financing mechanisms, including federal funds, tolling, and state contributions. The Financial Plan identifies committed, anticipated, and prospective funding sources to achieve the most likely cost estimate of \$6 billion. The funding sources include:

- ▶ **Federal Competitive Grants** (\$2.5B prospective, and \$601M committed)
 - *The program is focused on maximizing federal grant funding from the FHWA Bridge Investment Program (BIP), USDOT Mega, and FTA Capital Investment Grants (CIG) New Starts*
- ▶ **Existing Oregon and Washington State Funding** (\$217M committed)
- ▶ **Washington Funding Contribution** (\$1B committed)
- ▶ **Oregon Funding Contribution** (\$1B committed)
- ▶ **Toll Funding** (\$1.237B anticipated)
 - *The Oregon and Washington Transportation Commissions have toll rate setting authority; tolling will be implemented through a bi-state process.*
 - *Toll revenue collected on the facility will be dedicated to the Interstate Bridge.*

The funding assumptions in the Financial Plan will continue to evolve as the IBR program cost estimates are updated throughout the design and environmental review process.

Tolling

Tolling for the IBR program will include time-of-day variable-rate tolling with the a goal of generating revenue to help fund construction and facility operation and maintenance. Tolling is anticipated to manage demand and improve mobility through the corridor.

The IBR program has studied several potential toll scenarios, including a possible low-income toll discount, with input from the transportation commissions. Toll rates studied ranged from \$1.50 to \$3.55 in the year of toll start to inform financial planning, but do not represent final rates.

An I-5 Bridge Bi-state Toll Subcommittee was formed with members from both the Oregon and Washington Transportation Commission, which will recommend toll rates and policies to the full commissions. Additional tolling analysis is ongoing to inform final rate-setting. The commissions adoption of toll rates will occur shortly before tolling begins on the facility, estimated in 2026. Tolling will shift over to the replacement bridge when it opens to traffic.

Economic Benefits

The IBR program will boost our economy by providing a multimodal transportation corridor that benefits all travelers, from local community members to long-haul truck drivers traveling on I-5 between Canada and Mexico. Improving the congestion and safety of the corridor alone will provide tangible economic benefits across the region through more reliable travel times, improved safety, and improved access to goods and services.

Additionally, the infusion of potentially billions of dollars in federal grant funds distributed through the construction of the IBR program has the potential to provide our region a once-in-a-generation economic opportunity. These funds are highly competitive, and if not spent in our region, they will go to other infrastructure projects in the country.

Construction of the IBR program is projected to generate **\$11.6 billion in total gross regional economic activity, nearly double the \$6 billion estimated cost to build the program.**

Tens of thousands of jobs across multiple industries will be generated during the construction period—benefiting workers, local businesses, and families.

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**Interstate
BRIDGE**
Replacement Program



Centering Equity

Large transportation infrastructure projects have historically harmed many low-income communities and communities of color. The Interstate Bridge Replacement program (IBR) 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 the IBR program include:

- ▶ Black, Indigenous and People of Color (BIPOC)
- ▶ People with disabilities
- ▶ Communities with limited English proficiency (LEP)
- ▶ Lower income and houseless individuals and families
- ▶ Immigrants and refugees
- ▶ Young people and older adults

“Equity is the center of what we are advancing in the Interstate Bridge Replacement program. It is the way in which we are outreach and engaging with our diverse communities.”

– Johnell Bell, Principal Equity Officer



Ongoing, extensive, and inclusive public dialogue is critical to developing a bridge solution that best serves the complex needs of communities in Oregon and Washington. To support these goals, the program formed four program advisory groups to provide feedback and recommendations: the Executive Steering Group, Equity Advisory Group, Community Advisory Group, and Community Benefits Advisory Group.

Equity Advisory Group

The Equity Advisory Group (EAG) makes recommendations to program leadership regarding processes, policies, and decisions that have the potential to affect equity priority communities. Membership includes partner agency staff, community-based organization representatives, and community members from Oregon and Washington with diverse backgrounds, abilities, and perspectives.

Community Benefits Advisory Group

In 2023, the program launched a Community Benefits Advisory Group (CBAG), whose goal is centered around the mitigation of impacts to neighborhood and businesses in the program area during construction. The CBAG will develop recommendations for community benefit efforts to achieve the greatest positive outcome to communities in the program area and broader region.

EAG Work to Date

- ▶ Established an operable definition of equity for the program in terms of both process and outcomes.
- ▶ Developed an Equity Framework, outlining the program’s approach to equity and the resources it will use to advance equity.
- ▶ Ongoing collaboration to support equitable community engagement strategies.
- ▶ Ensured application of the Equity Framework to the development of the Modified Locally Preferred Alternative.
- ▶ Equity focused key performance indicators that created measurable goals within each category of the equity framework to identify ways to measure success.



Equity-Centered Community Engagement

Beyond the EAG, the program applies an equity lens for all community engagement activities. This includes offering a number of ways to engage the program, meeting people where they are, and taking intentional measures to improve accessibility and reduce barriers to participation.

Equity-centered community engagement tools:

- ▶ Live closed captioning services in English and Spanish, and American Sign Language interpretation provided at public meeting and engagement events
- ▶ Multilingual event options with simultaneous translation
- ▶ Survey user testing with blind and low-vision communities
- ▶ Translation of materials into 8 languages; additional translation provided as requested

- ▶ ADA remediation of documents and presentations—to ensure compatibility with screen reader software
- ▶ In person and online events including office hours, affinity listening sessions, open houses, equity roundtables, and neighborhood forums
- ▶ Partnerships with community-based organizations serving equity priority communities in Oregon and Washington
- ▶ Participation incentives for equity priority participant
- ▶ Production of 3-D physical models to assist blind and low vision community members
- ▶ Host quarterly equity roundtable discussions

Through comprehensive and equitable community engagement, the IBR program is pursuing multimodal investments that will prioritize safety, reflect community values, address community concerns and foster broad regional support.

Community Partnerships

Partnerships with Oregon and Washington community-based organizations help the program reach equity priority community members who have historically been excluded from the public input process on large infrastructure projects. These organizations have deep connections to local communities and strong existing relationships that allow the program to gather meaningful and targeted feedback.

In August 2021, a small-scale, low-barrier grant program was announced and applications solicited from community-based organizations who serve or represent equity priority communities, have an office or members located in the region, have multiple modes of engagement with their members, have experience in community organizing, and are an incorporated nonprofit organization. Since 2021, the IBR program has held two rounds of grant applications and awarded funding to 17 organizations to assist with outreach and engagement activities.

All past and current community partners include:

- ▶ Activate Inclusion
- ▶ Washington Advocates of the Deaf and Hard of Hearing
- ▶ Partners in Career
- ▶ The Street Trust
- ▶ Next Up!
- ▶ Coalition of Communities of Color
- ▶ Odyssey World International Education Services
- ▶ Soul District Business Association
- ▶ Brown Hope
- ▶ Somali American Council of Oregon
- ▶ Unite Oregon
- ▶ Slavic Community Center of NW
- ▶ NW Association of Blind Athletes
- ▶ Cada Casa International Education Services
- ▶ Independent Living Resources
- ▶ NAMI SW Washington
- ▶ Sakura 39ers Youth Association

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A bridge to the future


The IBR program is a joint effort between Oregon and Washington to replace the aging Interstate Bridge across the Columbia River and related interchange improvements within the five-mile corridor. Its goal is to ensure a modern, multimodal corridor that strengthens earthquake resiliency, improves safety and keeps people and our economy moving into the future.


Current Challenges


- 

Congestion: Over 143,000 vehicles crossed the Interstate Bridge each weekday in 2019 with more than **10 hours of daily congestion**.
- 

Safety: Narrow lanes, no shoulders, poor sight distances, frequent bridge lifts, and substandard ramp merging and diverging contribute to an increase in accidents.
- 

Earthquake vulnerability: The current bridge's foundations are set in sandy soil and do not reach bedrock. In a major earthquake, the bridge could be significantly damaged.
- 

Impaired freight movement: Congestion and bridge lifts slow down freight trucks carrying goods along I-5, a critical economic trade route on the West Coast.
- 

Inadequate bicycle and pedestrian pathways: The bridge's narrow paths, low railing heights, and lack of dedicated pathways on either side of the bridge impede safe travel for pedestrians and cyclists.
- 

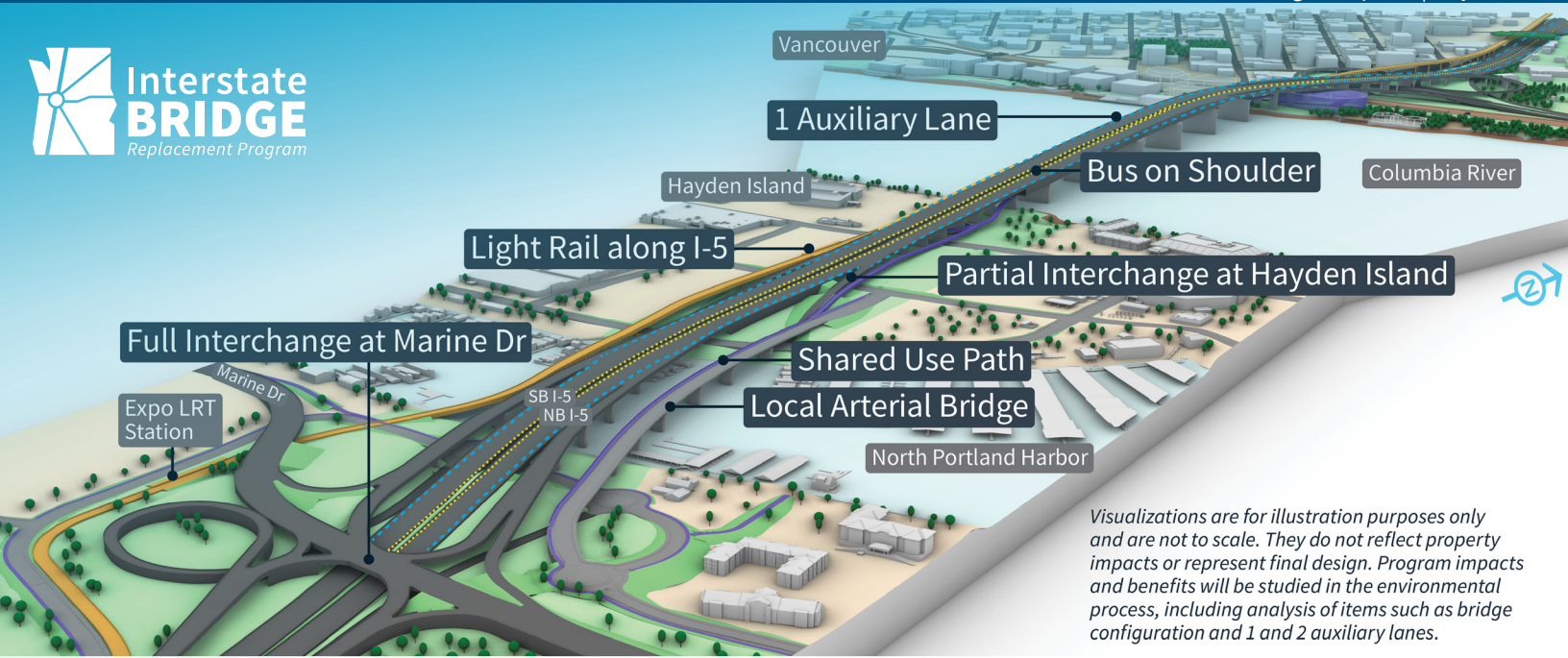
Limited public transportation: There are limited transit options across the bridge, and existing bus service can be unreliable due to traffic congestion or bridge lifts.



Proposed Investments

- ▶ Replace the Columbia River and North Portland Harbor bridges to **strengthen earthquake resilience**.
- ▶ Provide three through lanes on the bridge and at least one auxiliary lane in each direction with safety **shoulders to increase safety and reliability**.
- ▶ **Create a safer and wider shared use path**, increasing accessibility for those who walk, bike, ride and roll.
- ▶ Extend light rail from Portland Expo Center to Vancouver's Evergreen Boulevard and add **three new transit stations to improve access**, link regional transit systems and create new public transit options.
- ▶ Implement **bus on shoulder service** to move transit users through the program area more reliably.
- ▶ Provide a new arterial bridge from Hayden Island to Marine Drive for local traffic to access the island.
- ▶ Modify seven interchanges within five miles and make adjacent enhancements, including **local connectivity, to improve safety and traffic flow**.
- ▶ Implement variable rate tolling to fund construction and **manage congestion**.





Visualizations are for illustration purposes only and are not to scale. They do not reflect property impacts or represent final design. Program impacts and benefits will be studied in the environmental process, including analysis of items such as bridge configuration and 1 and 2 auxiliary lanes.

The program investments' benefits and impacts to the community and environment are under evaluation consistent with the National Environmental Policy Act (NEPA) process. Several design options are also being studied in the environmental review to understand the full range of potential impacts and benefits to the environment and the community.

Design Options

- Double-deck, single-level, and movable-span bridge configurations
- With or without the C Street ramps to and from Interstate 5
- Inclusion of one or two auxiliary lanes
- Possible Park & Ride locations in downtown Vancouver
- I-5 alignment centered or shifted slightly west between SR 14 and Mill Plain Blvd

Program Funding

A variety of sources are needed to help fund the estimated \$5B to \$7.5B program including:

- Federal competitive grants
- Washington and Oregon funding contributions, including funds for planning and construction
- Toll funding

Construction activity could begin in late 2025 following completion of the NEPA process.

Double-deck Bridge



Single-level Bridge



Single-level Movable Bridge



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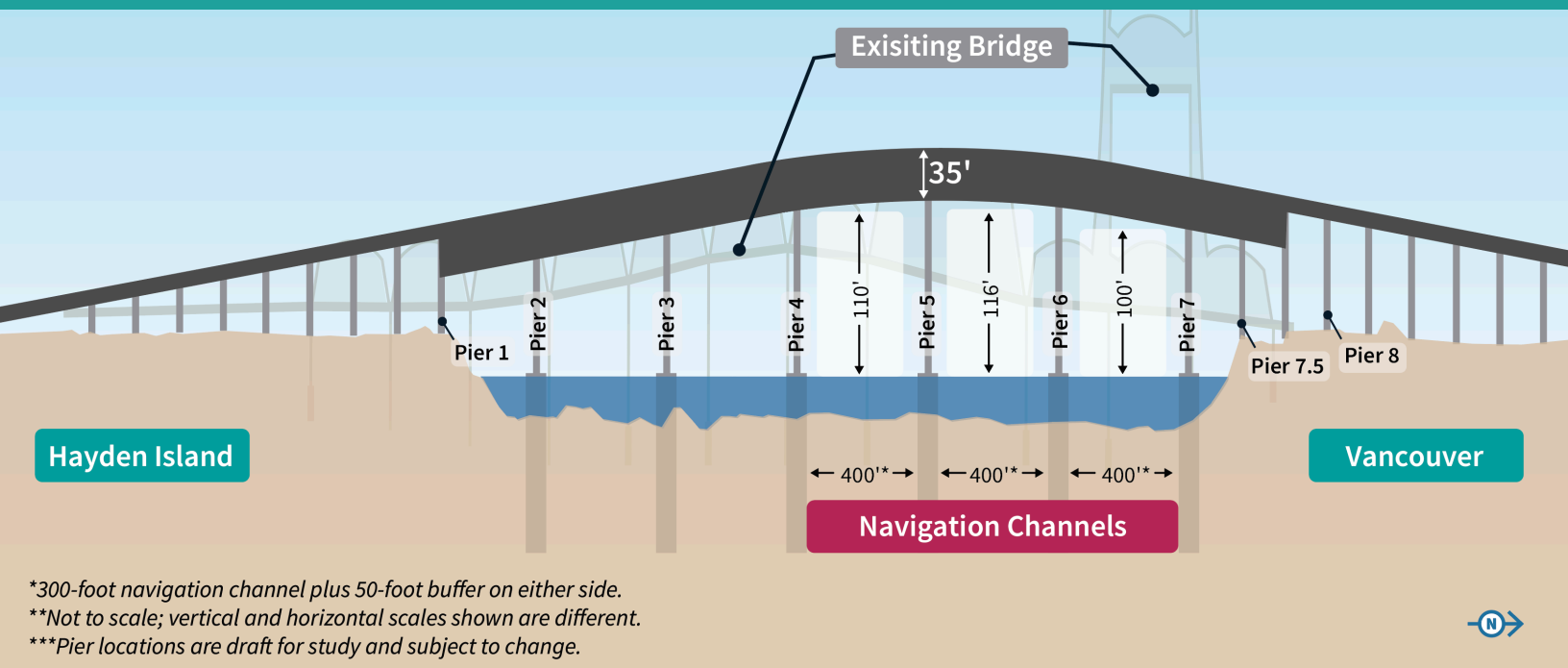


Understanding River Navigation Considerations

The Interstate Bridge Replacement program is building upon decades of past work that successfully led to a federal Record of Decision for the former Columbia River Crossing project in 2011.

As part of the federal environmental review process, the IBR program is analyzing a fixed span replacement bridge with a vertical clearance of 116 feet, which would eliminate bridge lifts. This was the option selected for the previous project that best balanced the competing needs of air, land, and water travel modes while minimizing and addressing environmental impacts and constraints.

The IBR program is also analyzing a moveable span as a potential design option to meet the request of the U.S. Coast Guard to include an option that could provide 178 feet of vertical clearance, which is the maximum clearance provided by the existing bridge when the lift is raised. The program is simultaneously continuing conversations with river users potentially impacted by the 116-foot fixed span river crossing design option.



River Navigation Permitting Process

Since the U.S. Coast Guard is the permitting agency that will ultimately approve the river navigation clearance, coordination regarding the multi-step process for approval of bridge height has been ongoing since 2020. This final step of the process will not occur until after IBR has submitted a bridge permit application, which is currently anticipated to happen in the 2025/2026 timeframe.

In June 2022, the U.S. Coast Guard issued a **Preliminary Navigation Clearance Determination (PNCD)** of 178 feet, consistent with the existing bridge lift clearance. A preliminary determination is one of the many steps in the process to determine bridge height and is not a final decision or permit approval. The program intends to seek a revised PNCD prior to completion of the final environmental documentation. The IBR program is committed to continued collaboration with the U.S. Coast Guard and other federal agency partners to identify a solution that best meets the needs of all travelers through the corridor.



The graphic above describes the existing constraints along the Columbia River that limit the potential for economic opportunities around and east of the Interstate Bridge.

- ▶ Existing **marine facilities** on the banks of the Columbia River east of the Interstate Bridge are designed to support barges and recreation vessels, consistent with the **shallow draft depth** of the federally maintained navigation channel depth of 17 feet.
- ▶ **Bridge heights, dams and associated passage locks**, create vertical and horizontal limitations on any new activities or accommodations involving large vessels.
- ▶ Existing **land-use and zoning parameters** beyond the I-205 bridge, such as the designation of the Columbia River Gorge National Scenic Area – limit any potential for new industrial facilities on the riverbanks of the Columbia River.

Existing and Potential River Users

The program conducted an extensive river users survey and completed a navigation impact report in 2021. The IBR program team has also been in active conversations with river users and businesses located upriver (east of the Interstate Bridge) to help ensure there is a comprehensive understanding of past, present, and future maritime user needs and challenges. Based on information collected to date, a single crane barge and three river users with potential future shipments could be limited by a bridge height of 116 feet based on their current business plans. Analysis of impacted vessels, and bridge lift data, has shown that less than 1% of river traffic would be impacted.

At this time, there are no new or planned maritime developments currently identified upriver of the I-5 bridge that would result in changes to current vessel traffic on the river. In the ongoing conversations with potentially impacted fabricators and businesses, support has been expressed for the replacement of the bridge and interest in agreement discussions.

Known Navigation Constraints

Currently, river traffic upriver of I-5 consists of small vessels such as tugs, barges, marine construction equipment, cruise ships and recreational vessels. Large commercial ships do not currently pass under the Interstate Bridge, as terminals for cargo ships are located downstream (west of the bridge) at the Ports of Portland and Vancouver, and numerous river navigation constraints and land use restrictions limit the size of vessels capable of navigating or docking upriver. Existing topography, and access to transportation facilities adjacent to shorelines, such as SR-14, I-84, BNSF and Union Pacific railroads, also impact potential future upriver uses.

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Toll Traffic & Revenue Study

The aging Interstate Bridge needs to be replaced with a modern, earthquake-resilient structure that will improve safety and keep travelers and our economy moving. The Interstate Bridge Replacement (IBR) program is estimated to cost between \$5 billion and \$7.5 billion. While funding from Oregon, Washington, and federal grants will make up a large share of the construction costs, the program's financial plan calls for at least 20% of the capital funding to come from leveraging tolls.

Background

Tolls will generate revenue to help fund construction, as well as facility operations and maintenance. They will also help manage demand and improve mobility through the corridor.

The Level 2 Toll Traffic and Revenue Study completed by the program in fall 2023 provides estimates of future traffic, gross toll revenue potential and net toll revenue expected from tolling the Interstate Bridge to use in financial planning for the IBR program.

What will Tolling Look Like on the Bridge?

The Interstate Bridge will use electronic toll collection, which is standard for tolled facilities throughout the country. There will not be toll booths and traffic will not need to stop to pay tolls. The program and local agency partners have agreed that the Interstate Bridge will use variable-rate tolling on a set schedule that charges higher prices during peak congestion times. The intended effect is some users shifting trips to off-peak travel times.

Tolling on the existing Interstate Bridge is anticipated to start in 2026, shortly after the construction of the replacement bridge is estimated to begin. This is referred to as pre-completion tolling, which helps to achieve the toll funding contribution more efficiently. Once construction is complete, tolling will switch to the new bridge.



New tolling technologies do not require users to stop to pay tolls.*

Traffic Forecasts for Different Purposes

There are two different types of traffic volume forecasts being prepared for use on the IBR Program: Financial Planning Forecasts and Environmental Analysis Forecasts.

These forecasts have different purposes. Forecasts for financial planning, such as a toll traffic and revenue (T&R) studies, focus on annual traffic and revenue projections in each year. Typically, these forecasts are conservative so as to not overstate possible revenue.

Forecasts for environmental analysis are prepared to support the National Environmental Policy Act (NEPA) process and focus on traffic impacts for a typical weekday. Generally, these forecasts are intended to avoid underestimating possible environmental impacts and are used for design needs.

What is a Toll Traffic and Revenue Study?

A toll T&R study is used to estimate the potential traffic and revenue of a toll facility. The forecasting process is based on historical trends and anticipated future changes such as:

- ▶ Traffic counts and travel times on existing facilities
- ▶ Origin-destination patterns on existing facilities
- ▶ Projections of population growth
- ▶ Projections of employment growth
- ▶ Traveler values of time (i.e., a traveler's willingness to pay for time saved)
- ▶ Expected changes to travel patterns
- ▶ Changes to future transportation infrastructure options
- ▶ Toll policies and pricing strategies

There are three levels of T&R studies, typically performed sequentially and each building upon the previous one to inform the decision-making process. Level 1 is a basic analysis for evaluating high-level feasibility of tolling. This level of analysis was completed during previous bridge replacement planning efforts.

Level 2 includes a more detailed analysis conducted to test different toll and policy scenarios to determine their relative traffic and revenue outcomes to inform ongoing financial planning.

This is the level of analysis recently conducted by the program. A Level 2 toll T&R study is typically conducted concurrent with environmental analysis required by NEPA.



A Level 3 toll T&R study (also referred to as an “investment-grade” study) is the most-detailed level, focused on supporting decision-makers to refine toll rates and policies into the set that are projected to meet project objectives, including all financial obligations. The Level 3 forecasts are prepared with sufficient precision and rigor to secure a credit rating and obtain financing and are typically completed about 6 to 8 months before tolling begins.



Level 2 T&R Study Overview:

A Level 2 T&R study was completed for the Interstate Bridge with input from the Oregon Transportation Commission (OTC) and Washington State Transportation Commission (WSTC). This study analyzed various toll rate scenarios to understand how each would affect travel demand and revenue.

The Level 2 T&R forecasts were developed based on existing, readily available traffic data and trip patterns along with the Regional Travel Demand Model (RTDM), which includes assumptions about future estimates of population and employment as well as all adopted projects and policies related to transportation in the region. The forecasting approach accounted for recent changes in regional travel patterns due to the COVID-19 pandemic. On I-5, Interstate Bridge traffic volumes have nearly returned to pre-pandemic levels. Given the uncertainty about continuing changes in travel patterns and their effects on future toll revenue, the Level 2 T&R study aims to provide a conservative revenue forecast.

Toll-Rate Setting and Toll Policy Coordination

While the Level 2 T&R Study made assumptions to inform the analysis, actual toll rates and policies implemented on the Interstate Bridge will be jointly set by the OTC and the WSTC. The commissions will consider possible exemptions and discounts which may include those for carpools, emergency vehicles, low-income travelers, tribes and public transit. Both commissions have supported the study of a low-income toll program, including how such a program could be implemented in each state. They will work together to determine how to approach this on the Interstate Bridge.

Public input is an important part of setting toll rates and policies, and both the IBR Program and the commissions will seek input from the communities that would be affected. The IBR Program will work with the commissions to determine the process for incorporating input from the public, partner agencies and IBR advisory groups around toll rate setting and policies.

The Level 2 T&R results are designed to inform policy discussions in preparation for (and to narrow the range of scenarios to carry into) the Level 3 T&R study.

Toll Scenarios Analyzed

For this Level 2 T&R, two sets of variable toll rates — base tolls and lower tolls — were analyzed across seven scenarios. An analysis of the existing traffic patterns along with potential funding needs were considered in developing both toll rate schedules. Higher toll rates during peak hours were assumed in both scenarios, with lower rates during off-peak hours to incentivize some trips to shift out of congested peak times and into lower cost off-peak times.

The base toll schedule was developed to provide a high probability of meeting the IBR program's preliminary funding target, with rates ranging from \$2.15 to \$3.55 in year-of-opening (FY2026) dollars, depending on time of day. The lower toll schedule was developed to test how traffic and revenue estimates would differ, with rates ranging from \$1.50 to \$3.15 in year-of-opening (FY2026) dollars. Since lower toll rates would result in higher traffic using the tolled Interstate Bridge compared to base toll rates, the IBR environmental analysis used the lower toll schedule to better understand the environmental impacts of the program.

In all but one of the seven scenarios, toll rates were assumed to increase annually with general price inflation averaging 2.15% per year. Toll rates on weekend days are conservatively assumed to remain constant throughout the day at the minimum (non-zero) weekday toll.

During the pre-completion tolling period, this study assumed the existing Interstate Bridge would not be tolled overnight (11 p.m. to 5 a.m.) so that travelers are not paying a toll during times in which they may be impacted by construction activities. Overnight tolling at the minimum toll rate was assumed to begin once the replacement bridge opens.

This study included analysis that also captured the interaction with other tolling initiatives in the region. The I-205 Toll Project, which is part of the adopted Regional Transportation Plan, was included in the modeling assumptions for all scenarios analyzed as part of the Level 2 T&R study. In addition, ODOT's Regional Mobility Pricing Project (RMPP), which proposes to add congestion pricing to I-5 and I-205 south of the Columbia River through the entire Portland metropolitan region, was included in two of the toll scenarios. This analysis was completed based on information available in late 2022. The RMPP toll policies and toll point locations remain under study and are subject to change.

Two low-income scenarios with placeholder discount and enrollment assumptions were used for analysis to help understand the potential impact to traffic and revenue.

Both scenarios assumed customers with annual income at or below 200% of the Federal Poverty Level would be eligible for the discount. One scenario assumed a 50% low-income toll rate discount, and the second scenario assumed a 25% discount.

Starting with the annual gross toll revenue forecasts, net toll revenue projections were prepared by accounting for the projected costs of toll collection and bridge facility operations and maintenance. These projected costs for toll collection are placeholders based on the best available information at the time of analysis. Many decisions around how accounts will function, how tolls will be collected and toll policies that impact the cost to collect tolls still have not been made.

Preliminary estimates of the potential capital funding contribution from the draft net toll revenue projections were jointly prepared in early 2023 by ODOT, in coordination with the Oregon State Treasury and by the Washington Office of the State Treasurer (OST) to inform the 2023 IBR Financial Plan. That work confirmed that the base toll rate net revenues were sufficient to meet the Financial Plan's target of \$1.24 billion in funding based on a combination of bond proceeds and pay-as-you-go net toll revenues. While it is likely that several of the other scenarios would also be sufficient to meet the target, additional coordination would be required to confirm toll funding for each scenario.

Next Steps

A future Level 3 T&R study (investment grade analysis) will support and inform the formal bridge toll rate-setting process conducted by OTC and WSTC ahead of starting the planned pre-completion tolling.

This future study will collect updated data on trip origin-destination patterns, conduct a survey to estimate traveler values of time and refine projections of regional population and employment. The Level 3 analysis will also include updated assumptions about other regional network characteristics including pricing on other facilities. The Level 3 toll T&R study will inform formal rate setting and help secure financing.

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Expanding Community Access

Investments in public transit and active transportation are vital to the success of the Interstate Bridge Replacement program. Communities in Portland and Vancouver have expressed strong support for new multimodal options to cross the river that are safe, fast and reliable to create better access to regional employment, services, and recreational opportunities. Priorities also include strengthening the links between active transportation and the C-TRAN and TriMet systems to improve connectivity within the communities, both across the river and east to west across I-5.

IBR Multimodal Investments will...

- ▶ **Link** the continually expanding networks of C-TRAN, TriMet and regional active transportation to give users additional options and improved mobility.
- ▶ **Enhance** the speed and reliability of Express bus traveling across the river by extending bus-on-shoulder (BOS) service from North Vancouver to complement light rail (LRT) serving downtown Vancouver.
- ▶ **Expand** access to regional destinations for all riders on both sides of the river with direct transfers between high-capacity, frequent MAX Yellow Line, and Vine bus rapid transit services.
- ▶ **Provide** better local access to daily destinations such as homes, jobs, healthcare, educational resources, retail, parks, and entertainment through new and improved multimodal connections across I-5 for all modes.
- ▶ **Strengthen** regional connectivity to meet growing travel demand and enable diverse communities to more conveniently connect to existing networks north-to-south, as well as east-to-west.

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Why now?

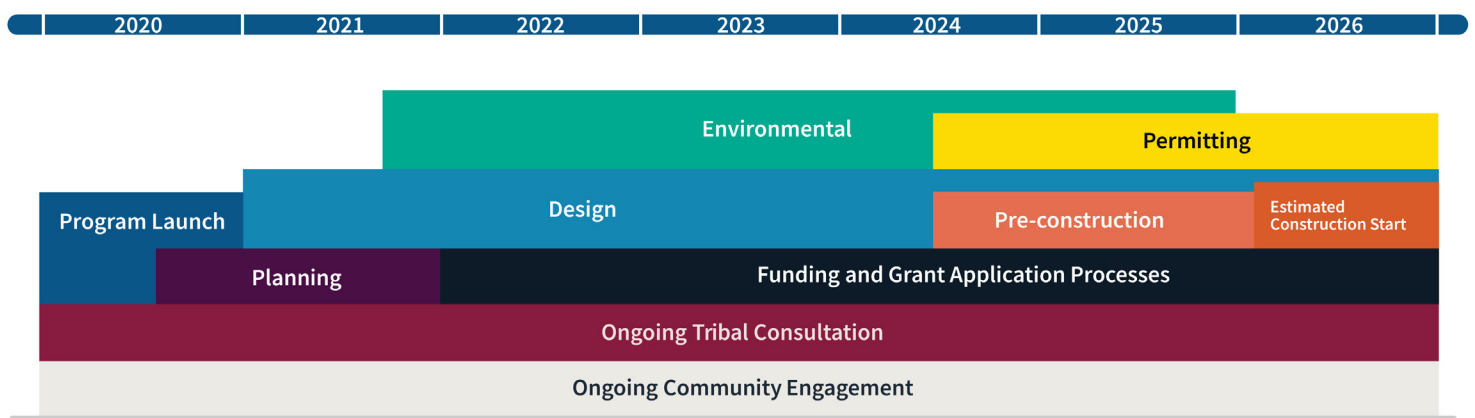
Interstate 5 provides a critical connection between Oregon and Washington that supports local jobs and families, and is a vital trade route for regional, national and international economies. However, bridge users are impacted by heavy congestion, safety issues, limited public transit options, and inadequate active transportation facilities. Through the passage of a historic federal infrastructure package, our region has a once in a generation opportunity to receive an infusion of potentially billions of federal grant funds distributed through the construction of the IBR program. These funds are highly competitive and, if not spent in our region, will go to other infrastructure projects in the United States.

Tens of thousands of jobs across multiple industries will be generated during the construction period – benefiting workers, local businesses, and families. Replacing the bridge with a modern, earthquake resilient, multimodal structure will improve safety and keep people – and our economy – moving into the future.

The Cost of Doing Nothing

- ▶ **Over \$132 million** in freight commodity value crossed the Interstate Bridge daily in 2020. Congestion and bridge lifts slow down freight carrying goods along I-5.
- ▶ The existing bridge costs **\$1.2 million per year to operate** and maintain and will require an estimated **\$270 million in capital maintenance by 2040**. This does not include the cost of a seismic retrofit.
- ▶ Every year that we wait to fix the bridge, the costs increase. Inflation alone has caused a substantial cost increase since previous replacement efforts.

Program Timeline



Interstate Bridge Replacement Program

River Crossing:

New earthquake-resilient, multimodal bridge

Roadway:

Adds safety shoulders and auxiliary lanes and modifies 7 closely spaced interchanges

Transit:

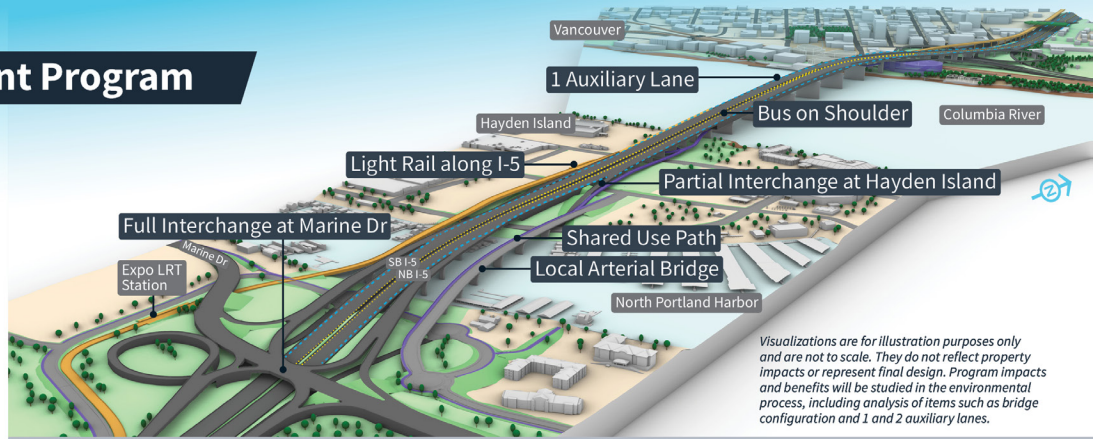
Extends Light Rail and adds express bus on shoulder to better connect transit systems

Active Transportation:

Safe and accessible shared use paths

North Portland Harbor:

New earthquake-resilient bridge



Visualizations are for illustration purposes only and are not to scale. They do not reflect property impacts or represent final design. Program impacts and benefits will be studied in the environmental process, including analysis of items such as bridge configuration and 1 and 2 auxiliary lanes.

Benefits:

Creates earthquake resilient corridor that improves safety, congestion, and reliability

Maximizes benefits and minimizes burdens for equity-priority communities

Improves freight movement and connections

Expands transit options and accessible alternatives to single-occupancy vehicles

Supports tens of thousands of jobs and generates nearly 2x return on investment during construction

Supports climate goals of both states



Cost & Funding



- ▶ The current cost estimate is between \$5 and \$7.5 billion, with the likely cost being \$6 billion. This cost estimate reflects the current and endorsed components of the Modified LPA and accounts for inflation, cost escalation risks, and current market conditions.
- ▶ One portion of federal funding was awarded through a **\$600 million MEGA grant**.
- ▶ Washington State has committed **\$1 billion** through the 2022 Move Ahead Washington package.
- ▶ Oregon has committed **\$1 billion** through House Bill 5005 in 2023.
- ▶ Having all non-federal matching funds in place demonstrates regional commitment and increases competitiveness in federal grant applications.
- ▶ Tolling may begin as soon as early 2026. However, the program will conduct multiple studies to analyze various toll scenarios, discounts, and exemptions including consideration of a low-income toll program, to inform toll rate recommendations. The Oregon and Washington Transportation Commissions will set toll rates.

Community Engagement



- ▶ Nearly **40,000 engagements** with community members
- ▶ **19 mini-grants awarded** to community based organizations to assist with equitable outreach
- ▶ Equity Framework created in collaboration with the **Equity Advisory Group**
- ▶ Community values and priorities established in collaboration with the **Community Advisory Group**
- ▶ **4 steering and advisory groups** providing feedback to inform program work

Next Steps

The program will continue to pursue grant opportunities and complete the Supplemental Draft Environmental Impact Statement, to better understand benefits and impacts. The document will be available for review and comment. Refinements to address feedback will result in a Final Supplemental Environmental Impact Statement and Amended Record of Decision. At this stage, the program will be able to apply for permits, update cost estimates, and further design to prepare for construction.

Stay engaged with us: www.interstatebridge.org to learn more, sign up for our e-newsletter, or submit a comment.



OREGON

For ADA (Americans with Disabilities Act) or Civil Rights Title VI accommodations, translation/interpretation services, or more information call 503-731-4128, TTY 800-735-2900 or Oregon Relay Service 7-1-1.

WASHINGTON

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. Any person who believes his/her Title VI protection has been violated, may file a complaint with WSDOT's Office of Equal Opportunity (OEO) Title VI Coordinator by contacting (360) 705-7090.