Interstate Bridge Replacement Program

2021 Progress Report

December 2021

Oregon Department of Transportation

Washington State Department of Transportation

December 1, 2021

(Electronic Transmittal Only)

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

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

Dear Governors, Transportation Commissions, and Transportation Committees:

I am pleased to share the 2021 Interstate Bridge Replacement (IBR) program progress report with you, as directed by Washington's 2021-2023 Transportation Budget, Substitute Senate Bill 5165, Section 306 (12)(c). Following the direction from leadership in both states, the IBR program has made significant progress over the past year. This report will inform you of the steps we have taken this year to begin the environmental review process, and it provides a preliminary high-level overview of the Governance Structures Study analyzing the possible different bi-state structures for the joint administration of the bridges over the Columbia River between Oregon and Washington, as well as a brief preview of the upcoming work planned through 2022.

As the only continuous north-south interstate on the West Coast between Mexico and Canada, Interstate 5 is a vital regional, national, and international trade route that connects communities along its corridor. The Interstate Bridge is ranked as the worst bottleneck in Oregon and Washington and the 23rd worst bottleneck in the nation (ATRI 2021). The corridor experiences crash rates over three times higher than statewide averages for comparable facilities. With one bridge span now 104 years old, it is at risk for collapse in the event of a major earthquake and no longer satisfies the needs of modern commerce and travel. Replacing the aging Interstate Bridge across the Columbia River with a seismically resilient, multimodal structure that provides improved mobility and reliability for people, goods, and services is a high priority for Oregon and Washington.

The work of the IBR program is critical to the vitality of our transportation system because regional transportation issues and necessary improvements to the Interstate Bridge remain unaddressed. A transparent, data-driven process is informing IBR program work, along with input from partner agencies, program advisory groups, stakeholders, and the community. There is a collective recognition of the many opportunities a program of this size provides to the community, and there is a strong interest in participating in the process and sharing opinions through the means that works best for participants. There is also a strong desire to be a part of the building process.

The community has told us they want to replace the Interstate Bridge. They have also shared priorities relating specifically to equity and climate. There is a strong desire that the replacement bridge be accessible to all travelers – not at any one group's expense and not to the detriment of our climate. We are listening to the community and acting on these concerns.

The program has a dedicated principal equity officer working in tandem with the Equity Advisory Group and spearheading what we consider to be nationally significant equity-focused community outreach. The program also has a dedicated principal climate officer who is working shoulder-to-shoulder with partner agencies and stakeholders to help guide the program in designing a bridge that works toward reducing greenhouse gas emissions and planning for climate resilience issues.

Integral to our comprehensive and equitable community engagement, the Community Advisory Group (CAG) provides insight and feedback reflective of the community's needs, issues, and concerns to influence program outcomes; whereas the Equity Advisory Group (EAG) provides insight and input on the program's processes, approaches, and decisions that may affect equity priority communities. The work of the CAG and EAG inform the Executive Steering Group, which provides regional leadership, guidance, and recommendations that reflect a diverse range of perspectives on program issues that are important to the community.

I am proud of the IBR program because it is setting a very high bar for infrastructure programs across the country by centering equity and climate, which is a departure from the historical way of building infrastructure. The program is deeply committed to doing right by the community and building a modern and smart replacement bridge that improves the safety, reliability, and mobility of our regional transportation system and provides multimodal transportation options for all travelers to meet the region's needs both now and in the future.

The IBR program is using previous planning work to maximize the current investment and support efficient decision-making. Given the recent passage of the Infrastructure Investment and Jobs Act, the IBR program's prescient decision to not repeat the same work means the program will be able to take advantage of federal funding opportunities.

The program is still in the beginning stages of the long journey required to replace the current Interstate Bridge. The program recognizes there is no choice but to replace it if we want to support the economic vitality of the region with a multimodal transportation option that serves all travelers. Opposing interests would have us stop at an impass and do nothing toward replacing this bridge. We know that doing nothing is simply not an option as it would only exacerbate the issues we have before us, which are clearly defined in the Purpose and Need and the Vision and Values for our program. Perfect cannot be the enemy of the good.

We all share an interest in improving safety, reliability, and mobility on our regional transportation system to provide multimodal transportation options for all travelers that meet the region's needs now and in the future. By the spring of 2022, the program intends to identify and advance a single multimodal IBR solution that crosses the Columbia River and prioritizes the equitable, safe, and efficient movement of people and goods in alignment with the climate goals for our region. The program is working with federal partners to determine the appropriate environmental process approach in order to begin construction no later than 2025.

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

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

Sincerely,

Greg Johnson
IBR Program Administrator

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FIGURES

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APPENDICES

ACRONYMS AND ABBREVIATIONS

ADA	Americans with Disabilities Act
BIM	Building Information Model
BIPOC	Black, Indigenous, People of Color
CAG	Community Advisory Group
CEO	Chief Executive Officer
CFP	Conceptual Financial Plan
CRC	Columbia River Crossing
C-TRAN	Clark County Public Transportation Benefit Area
DOT	Department of Transportation
EAG	Equity Advisory Group
EIA	Economic Impact Analysis
EIS	Environmental Impact Statement
ESG	Executive Steering Group
ESHB 1160, 2019	Engrossed Substitute House Bill 1160, 2019
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GHG	Greenhouse Gas
HCT	High-Capacity Transit
IBR	Interstate Bridge Replacement
IGA	Intergovernmental Agreement
IIJA	Infrastructure Investment and Jobs Act
INFRA	Infrastructure for Rebuilding America
I-5	Interstate 5
I-205	Interstate 205
NEPA	National Environmental Policy Act
ODOT	Oregon Department of Transportation
OR	Oregon
OTC	Oregon Transportation Commission
PDA	Pre-Development Agreement
P3	Public-Private Partnership
RMPP	Regional Mobility Pricing Project
ROD	Record of Decision

RTC	Southwest Washington Regional Transportation Council
SEIS	Supplemental Environmental Impact Statement
SSB 5165	Substitute Senate Bill 5165
SSB 5806	Substitute Senate Bill 5806
TIP	Transportation Innovative Partnerships
TriMet	Tri-County Metropolitan Transportation District of Oregon
USA	United States of America
USDOT	United States Department of Transportation
WA	Washington
WSDOT	Washington State Department of Transportation
WSTC	Washington State Transportation Commission

1. EXECUTIVE SUMMARY

As directed in the Washington State 2021–23 Transportation Budget (Substitute Senate Bill 5165), this progress report provides a summary of the significant progress the Interstate Bridge Replacement (IBR) program has made over the past year. This progress report is structured into two sections: (1) an update on the program work and activities over the past year and (2) a preview of the program's work plan in 2022 and future development work necessary to successfully deliver the program to construction by 2025.

1.1 Summary of Environmental and Technical Work

The IBR program is using past environmental and technical work from the previous project (Interstate 5 Columbia River Crossing [CRC]) that remains valid in order to maximize past investment and ensure efficient decision-making, while also taking into consideration physical and contextual changes that have occurred in the program area since the previous planning effort. In collaboration with lead federal, state, and local partner agencies, the program has developed a preliminary list of design options that address changes and embed equity and climate considerations. Each of the changes has multiple preliminary design options from which to choose.

Over the coming months, the program will finalize screening criteria to evaluate design options, engage in a two-way dialogue with the community around the preliminary list of design options, and collaborate with partners and stakeholders to analyze the quantitative and qualitative data using the screening criteria to reach consensus on the preferred design option for each of the changes. The preferred design options will then be combined to make up the multimodal IBR solution. The multimodal IBR solution is expected to undergo detailed environmental analysis, most likely in the form of a supplemental environmental impact statement (SEIS).

By the spring of 2022, the program intends to identify and advance a single multimodal IBR solution that crosses the Columbia River and prioritizes the equitable, safe, and efficient movement of people and goods in alignment with the climate goals for our region. The program continues to work closely with federal agency partners to ensure that the program is taking the appropriate steps within the environmental process in order to begin construction no later than 2025.

1.2 Equity and Climate Commitments

Large transportation infrastructure projects have historically harmed many low-income communities and communities of color. The program is committed to centering equity in all aspects of program work to not only avoid further harm to equity priority communities, but also to ensure they have a voice to help shape program work and realize the economic and transportation benefits of the program. The program fulfills these commitments to equity by prioritizing community influence over program processes and outcomes and minimizing engagement barriers. The Equity Advisory Group (EAG) has made significant progress toward developing an Equity Framework for the program. Elements of the Equity Framework are being implemented within the program (e.g., equity-focused design option screening criteria and an Equity Index) while the Equity Framework itself is being refined.

Integrated with the program's commitment to equity is the commitment to supporting regional climate goals. The IBR program is committed to seeking outcomes that reduce greenhouse gas (GHG) emissions within the program area, minimize operational and embodied carbon during construction, produce structures resilient to climate disruptions, and limit environmental impacts that exacerbate effects of climate change. The IBR Climate Framework will guide the program in achieving these outcomes and is an integral part of continued development program work such as defining design option screening criteria, program-level performance measures, intergovernmental and community benefits agreements, and construction specifications and procurement strategies.

The IBR program's equity and climate commitments work in tandem and will be used to evaluate disproportionate impacts to equity priority communities and ensure economic opportunities generated by the program benefit minority- and women-owned firms, BIPOC (Black, Indigenous, and people of color) workers, workers with disabilities, and young people.

1.3 Stakeholder and Community Engagement

Over the past year, the IBR program has connected with the community through robust and innovative engagement methods including advisory groups, public input surveys, listening sessions, briefings and presentations, focus groups, multilingual liaisons, partnerships with community-based organizations, social media outreach, and video storytelling.

Direct input from over 10,000 people confirms that the six previously identified transportation problems within the Interstate 5 (I-5) corridor and on the Interstate Bridge still exist and are a top priority to address for the region. Congestion, reliability, seismic resiliency, and safety were frequently cited as top concerns by agencies, organizations, advisory groups, and the community at large. The community has also emphasized the need to center equity in program processes and outcomes, advance opportunities to reduce impacts from transportation facilities, and improve resiliency to global climate change.

The program shares the commitment to equity and climate considerations and is working with program partners to embed these priorities throughout the program in actionable and measureable ways. The Equity and Climate Frameworks will inform the program's performance measures and screening criteria to help shape design options and guide decision-making. The program's Community Advisory Group (CAG) and EAG provide regular input and feedback on program work, ensuring outcomes are equitable and reflect community needs, issues, and concerns. In June, the CAG developed a summary of community values and priorities, a guidance document used by the program to help determine design options and shape outcomes.

Comprehensive and equitable community engagement is critical to identify and advance a single multimodal IBR solution that prioritizes safety, reflects community values and discussions with equity priority communities, and fosters broad regional support. The program utilizes engagement strategies that are innovative in scope and implementation. Specific tools for equitable outreach include partnering with community-based organizations, conducting equity-focused listening sessions, and providing compensation to equity priority communities for time spent participating in engagement activities.

1.4 Program Funding

Funds currently committed to the program from each state to date include $45 million from Oregon through the Oregon Transportation Commission (OTC) and $35 million from Washington through Engrossed Substitute House Bill 1160, 2019 (ESHB 1160, 2019), as well as $98 million through Connecting Washington for improvements to the Mill Plain Boulevard interchange that are assumed to be needed as part of the IBR program. In August 2021, the IBR program prepared a high-level breakdown of estimated future expenditures, and thus, funding needs for the program. The need for the IBR program to receive additional funding from Oregon and Washington for completing the environmental process, final design, right-of-way, and construction is anticipated in future legislative sessions. To reach construction on the current timeline, funding for right-of-way acquisition and construction would be needed by the 2023 legislative session.

1.5 Federal Funding Opportunities

The IBR program has developed a Federal Funding and Financing Opportunities Briefing Report, which identifies and evaluates federal competitive grant, formula funding, and financing programs that could potentially support the IBR program. The report summarizes the requirements, selection criteria, process, and work required to position for and satisfy the prerequisites for obtaining discretionary funding. The report details programs within the Infrastructure Investment and Jobs Act that was recently signed into law.

1.6 Discussion on Tolling

The IBR program has developed a memo summarizing key Oregon and Washington tolling laws, codes, policies, and processes to serve as a reference for the two states as they consider potential structures and processes for implementing tolling for the IBR program, including the steps to obtaining federal approval. A preliminary IBR Toll Rate Schedule has been developed by the IBR program and the Oregon Toll Program to be used by both the IBR and Oregon's Regional Mobility Pricing Project (RMPP) traffic modeling teams for their preliminary analyses. Coordination between the IBR program and RMPP will continue as these interrelated programs develop. Next steps will involve outlining a more detailed path forward, including key stakeholder and community engagement, and schedule of milestones for pursuing the implementation of highway tolling on the Interstate Bridge.

1.7 Governance Structures Study

Following direction in ESHB 1160, 2019, the IBR program analyzed the existing statutory framework for bi-state agreements between Oregon and Washington, examined several relevant bi- and multi-state agreements and entities from around the country, including past agreements for the I-5 corridor, and developed criteria for assessing possible governance structures. Each alternative governance structure is more or less effective depending on the desired criteria.

2. PROGRAM UPDATE

This report is directed in the Washington State 2021–23 Transportation Budget, Substitute Senate Bill 5165 (SSB 5165). The bill carried over the unspent funds from the 2019–21 transportation budget (Engrossed Substitute House Bill 1160, 2019) and reset dates for deliverables, including progress reports on activities, to the governor and the transportation committees of the legislature by December 1, 2021, June 1, 2022, and December 1, 2022.

SSB 5165 specifies that the work of the program office is to study the possible different governance structures for a bridge authority that would provide for the joint administration of the bridges over the Columbia River between Oregon and Washington, including the feasibility and necessity of an interstate compact in conjunction with the National Center for Interstate Compacts; conduct all work necessary to prepare and publish a draft SEIS; coordinate with regulatory agencies to begin the process of obtaining environmental approvals and permits; identify a locally preferred alternative; and begin preparing a final SEIS.

The IBR program is actively engaging with partner agencies, legislators, stakeholders, and the public from both states to build consensus around a multimodal IBR solution in an open and transparent public process. The program, informed by partner, stakeholder, and community engagement, has made significant progress toward moving the program forward with the goal of construction in 2025. Early next year, the program seeks to arrive at a multimodal IBR solution that addresses the identified transportation needs and goals of the community and earns broad regional support.

For detailed information on the history, background, and activities involved in initiating the IBR program work, please refer to the Interstate Bridge Replacement Program 2020 Progress Report and the Interstate Bridge Replacement 2019 Progress Report. The following sections outline the progress and achievements made since the last published progress report on December 1, 2020.

2.1 Overview of Program Work Plan and Timeline

In 2020, the Federal Highway Administration (FHWA) granted the states' request for an extension on repayment of federal funds expended on the previous project because both states demonstrated a clear commitment in moving the program forward through allocating funding and establishing the Joint Oregon-Washington Legislative Action Committee and the Joint Committee on the Interstate Bridge. Under the FHWA repayment extension, Oregon and Washington have until September 30, 2024, to begin right-of-way acquisition or to start construction.

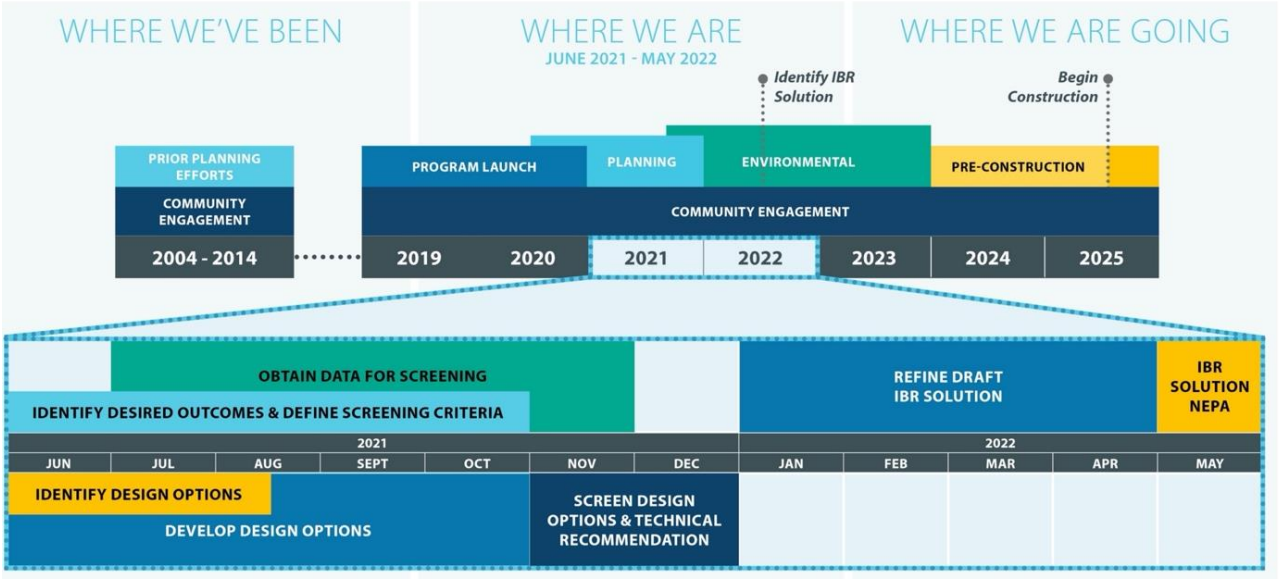
The following target dates were developed by the IBR program in response to FHWA Order 5020.1A, para. 6.e., which specifies that time extensions for repayment should only be approved with a commitment to follow a definite schedule and documentation of steps that will be taken to advance the program.

- Spring 2020 – Begin National Environmental Policy Act (NEPA)-required environmental re-evaluation by publishing a Notice of Intent in the Federal Register.
- Summer 2023 – NEPA review complete and right-of-way acquisition begins.
- Summer 2025 – Right-of-way acquired and program construction begins.

The above dates are part of the FHWA repayment extension conditions. The ability to meet these target dates is dependent upon bi-state agreement and additional funds being secured. Due to the magnitude and complexity of this process, it is critical that there is shared understanding among key partners for how they will work together to advance the IBR program and complete the substantive NEPA work. Ultimately, federal approval will be required for the IBR program to move to construction.

The IBR program has launched several key initiatives to ensure it meets the FHWA repayment deadline of September 30, 2024, while emphasizing a two-way, transparent public engagement process. Figure 2-1 describes, at a glance, the program timeline and key milestones that must be met in order to meet the repayment deadline.

Figure 2-1. IBR Program Schedule

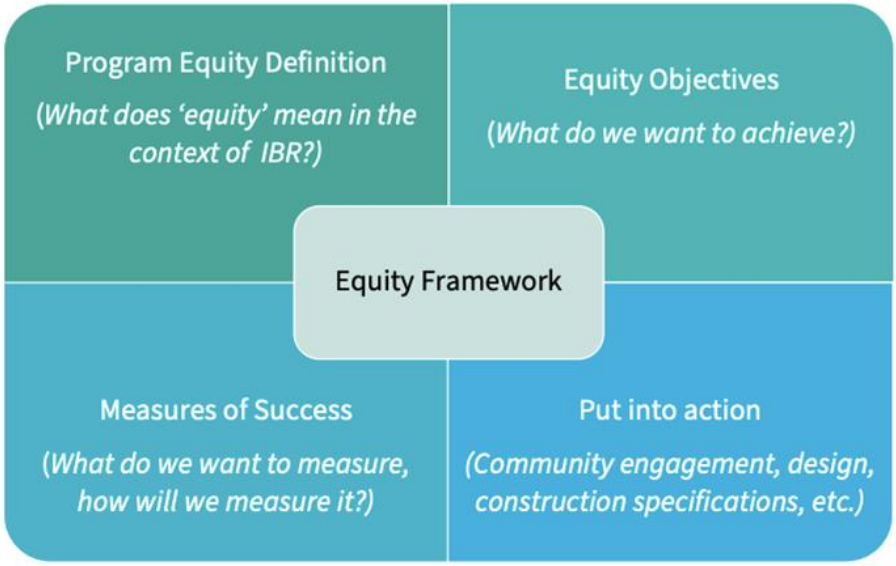


2.2 Equity and Climate Commitments

Large transportation infrastructure projects have historically harmed many low-income communities and communities of color. The program is committed to centering equity in all aspects of program 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 the economic and transportation benefits of the program. The IBR program will fulfill these commitments to equity by prioritizing community influence over program processes and outcomes and minimizing engagement barriers.

The EAG has made significant progress toward developing an Equity Framework for the program, outlining the program's approach and the resources it will use to advance equity (see Figure 2-2). The foundation of the Equity Framework is a program-specific definition of equity, as recommended by the EAG and adopted by the program.

Figure 2-2. IBR Equity Framework



The IBR program defines equity in terms of both process and outcomes.

Process equity means that the program prioritizes access, influence, and decision-making power for underserved communities throughout the program in establishing objectives, design, implementation, and evaluation of success.

Outcome equity is the result of successful process equity and is demonstrated by tangible transportation and economic benefits for underserved communities.

Underserved communities are defined as those who experience or have experienced discrimination and exclusion based on identity or circumstance, such as:

- BIPOC
- People with disabilities
- Communities with limited English proficiency
- Persons with lower income
- Houseless individuals and families
- Immigrants and refugees
- Young people
- Older adults

Together, process equity and outcome equity contribute to addressing the impacts of and remove longstanding injustices experienced by these communities. Elements of the Equity Framework are being implemented within the program (e.g., equity-focused design option screening criteria and an Equity Index) while the document itself is being refined.

The Equity Index is a map-based tool used to identify concentrations of equity priority populations in the program area and vicinity, based on the program Equity Definition. It uses data from the most

recent American Community Survey data release (2015-2019), awarding points to geographic areas (block groups or census tracts) where there is an above-average percentage of equity priority populations in comparison to the region as a whole. For example, 25 percent of the region's households are low-income according to the American Community Survey data, so if more than 25 percent of the households in a block group were low-income, it was awarded a point.

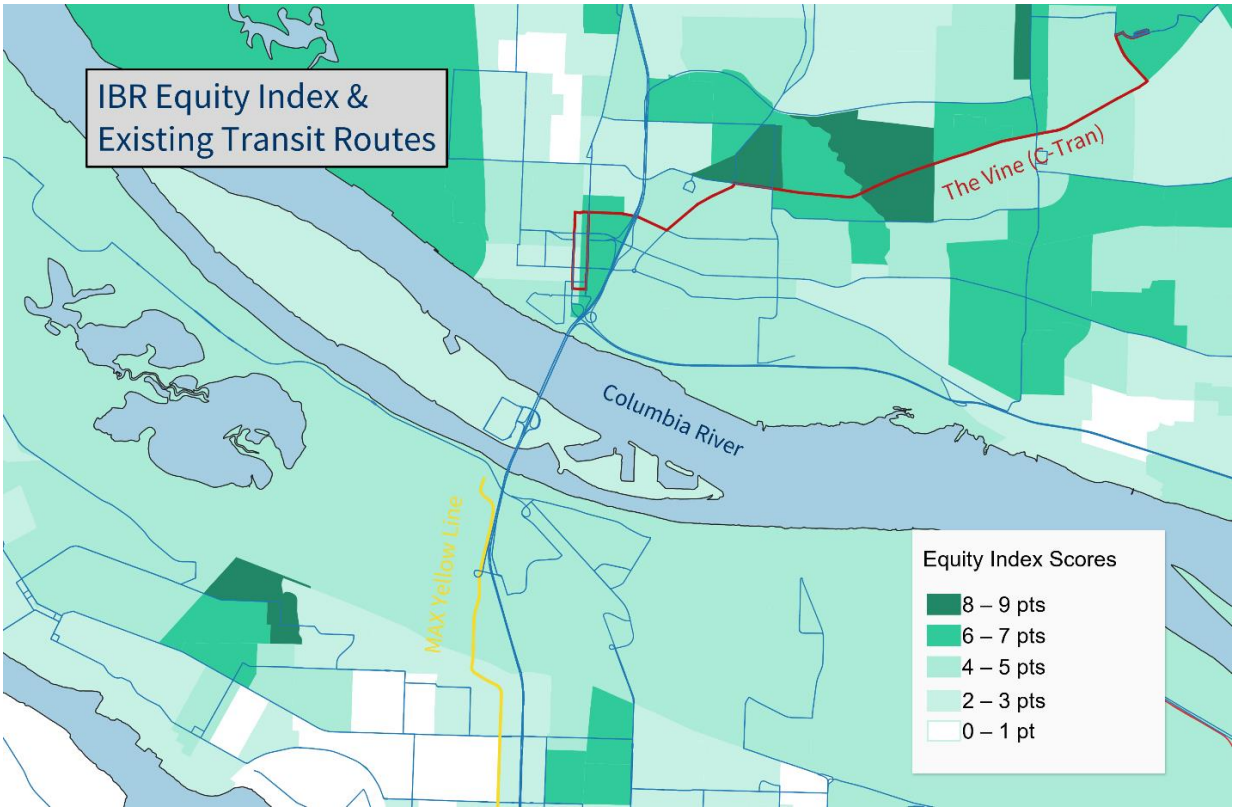
Each demographic indicator and its associated point values are listed in Table 2-1 below. Note that 2 points are awarded to areas that have an above-average BIPOC population, whereas each of remaining indicators is worth 1 point. This is meant to weight BIPOC communities more heavily to incorporate a race-forward approach.

Table 2-1. Demographic Indicator

Indicator	Point value (if above regional average)
BIPOC population (all races/ethnicities besides white non-Hispanic)	2
Low-income households (at/below 200% federal poverty level)	1
Limited English proficiency households	1
Foreign-born population	1
Population living with a disability	1
Older adults (over 65)	1
Young people (under 25)	1
Zero-vehicle households	1

The following map in Figure 2-3 shows an output of the Equity Index, illustrating how it can help identify priority focus areas in terms of equity.

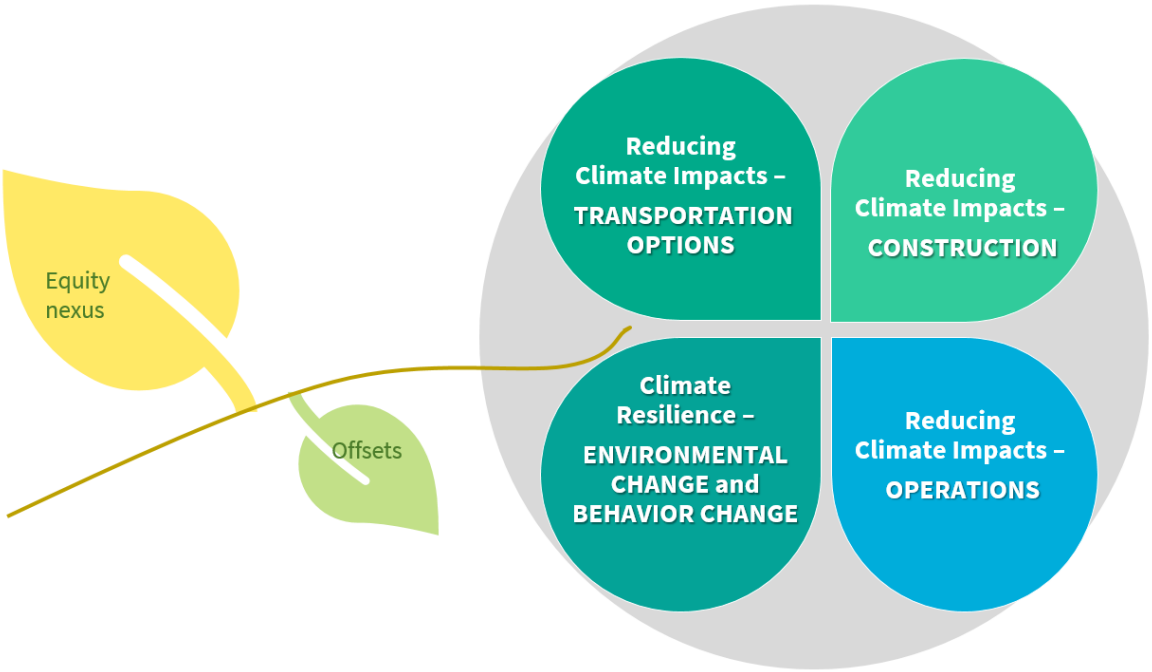
Figure 2-3. IBR Equity Index and Existing Transit Routes



Integrated within the program's commitment to equity is the commitment to supporting regional climate goals. Current climate challenges within the program area include limited capacity for low-emissions travel (e.g., walking, biking and rolling), constrained transit options, and significant congestion resulting in idling vehicles contributing to GHG emissions. The IBR program is committed to seeking outcomes that reduce GHG emissions within the program area, minimize operational and embodied carbon during construction, produce structures resilient to climate disruptions, and limit environmental impacts that exacerbate the effects of climate change.

The IBR program understands the importance of the natural environment and health of our community. The program is committed to considering climate impacts and resiliency throughout development and delivery, including transportation options that are multimodal and climate friendly; construction methods, means, and materials options that minimize climate impacts; designing infrastructure to minimize climate impacts from operations and maintenance; and designing with climate variability in mind. The program is engaging regional partners to better understand their climate interests and concerns related to the program.

Figure 2-4. IBR Climate Framework



The IBR Climate Framework (see Figure 2-4) will guide the program in achieving these outcomes and is an integral part of developing program work such as design option screening criteria, program-level performance measures, intergovernmental and community benefits agreements, and construction specifications and procurement strategies.

The IBR program's equity and climate commitments work in tandem. Both will be used to evaluate disproportionate impacts to equity priority communities and ensure economic opportunities generated by the program benefit minority and women owned firms, BIPOC workers, workers with disabilities, and young people.

2.3 Environmental Process

The IBR program has made significant progress toward beginning the NEPA re-evaluation process. Prior to June 30, 2021, the IBR program took the following steps:

- Confirmed the program's Purpose and Need and Vision and Values.
- Collaborated with FHWA and the Federal Transit Administration (FTA) to identify multiple pathways to address changes and conduct supplemental NEPA documentation.
- Updated previous methodologies to conduct the supplemental NEPA documentation for each resource area (e.g., wetlands, environmental justice, cumulative impacts).
- Documented physical and contextual changes since the 2011 Record of Decision (ROD) and 2013 design, and developed preliminary design options in response to these changes.

- Initiated the development of desired outcomes and screening criteria to evaluate the program's success and potential design refinements.
- Established and facilitated inter-agency work groups to coordinate on other environmental compliance (e.g., Endangered Species Act, National Historic Preservation Act) necessary for the NEPA process and construction activities.

2.3.1 Confirmation of Purpose and Need and Vision and Values

On March 26, 2021, the program requested written guidance from FHWA and FTA regarding the process impacts of updating the previous project's (CRC) Purpose and Need statement to include equity and climate considerations. On May 18, 2021, FHWA and FTA cautioned that modifying the Purpose and Need to incorporate equity and climate considerations could have a significant impact on the overall environmental process. FHWA and FTA encouraged the program to consider how to incorporate equity and climate into the NEPA process instead of modifying the Purpose and Need, which would likely result in a longer environmental process requiring a new project or a revised EIS.

Work completed by the IBR program over the past year determined that the transportation needs identified in the CRC Purpose and Need statement remain valid. Based on this determination and the input from FHWA and FTA, the program determined that the Purpose and Need statement and the Vision and Values for the IBR program remain the same as those documented in the 2011 Final EIS for the CRC project. This determination was confirmed with partner agencies, the Executive Steering Group (ESG), and the CAG.

2.3.2 Identification of NEPA Pathway

The IBR program worked with FHWA and FTA to identify the extent of supplemental NEPA documentation that would be required for the program. The first step involves conducting a NEPA re-evaluation to determine whether any design revisions in response to physical and contextual changes could result in potential adverse impacts that were not previously identified in the 2011 CRC Final EIS and ROD. Please note that the NEPA re-evaluation does not require the program to have made decisions on the details of the future project, it is merely a process of determining whether the original document or decision is sufficient or if supplemental or new analysis is needed.

The IBR program began developing the NEPA re-evaluation in late 2020 and continued collaborating with FHWA and FTA throughout 2021. A draft re-evaluation was submitted to FHWA and FTA for their review in October 2021 and describes the following:

- Changes in the existing conditions, regulations, and community priorities that could affect program design and delivery
- Potential changes in program design that could result in new adverse environmental impacts not disclosed in the 2011 CRC Final EIS and ROD
- Potential project design refinements that could lead to changes in permitting requirements or other approvals

Based on the draft re-evaluation, it is anticipated that some of the analysis provided in the 2011 CRC Final EIS and ROD will need to be updated due to changes in the physical environment, community

priorities, and regulations that have occurred since those analyses were completed. Therefore, supplemental environmental analysis will be necessary for completing the NEPA documentation and environmental compliance for the program. The re-evaluation is under review by FHWA and FTA, which will advise the program on next steps, such as preparation of an SEIS.

2.3.3 Updated Methodologies for NEPA Analysis

While the exact form of the supplemental NEPA analysis is pending confirmation (e.g., SEIS), the IBR program has updated the proposed methodologies for conducting the technical analyses needed to complete supplemental work. Updated methodology reports addressing environmental resource areas (e.g., water quality, public services, economics) were prepared and submitted to the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT) in May 2021 for review and comment. The methodology reports were revised based on input from the two state DOTs and are currently under review by the program's federal partners (FHWA and FTA).

2.3.4 Development of Design Options

In the 10 years since the CRC ROD was issued, there have been changes in local conditions and regulations, and permits and approvals obtained by the CRC project have expired or been suspended. To address these changes, the IBR program collaborated with the lead federal agencies (FHWA and FTA) and partner agencies to identify how these changes affected prior assumptions, data analyses, designs, anticipated impacts and benefits, as well as mitigation for adverse impacts. Building on past work, the program, in collaboration with agency partners, developed high-level design options to respond to the changes while incorporating current regional values and priorities into the IBR solution (i.e., a modified preferred alternative). Descriptions and graphic depictions of the design options can be found on the IBR program website, scrolling down to the Design Options map, and selecting each of the numbered (1 through 7) circles on the map. Input on these design options will be gathered through a variety of community engagement strategies. One method of providing feedback is through the live online survey that is open through December 10. The design options pertain to the following program areas:

- Hayden Island and Marine Drive interchanges including the North Portland Harbor Bridge
- Columbia River replacement bridge and alignment
- Downtown Vancouver
- Vancouver interchanges
- Transit system improvements
- Active transportation improvements

In recent months, the IBR program has heard from individuals requesting the program to consider previously studied alternatives as potential solutions to the Interstate Bridge corridor, including a third bridge or supplemental bridge, high-speed rail, Common Sense Alternative II, and an immersed tube tunnel. The program team reviewed these potential solutions and summarized the information in a series of memos. These memos are available on the IBR program website library in the Environmental Documents section. An IBR solution must address the transportation needs as

identified in the Purpose and Need: growing travel demand and congestion; impaired freight movement; public transportation operation; connectivity and reliability; safety and vulnerability to incidents; substandard bicycle and pedestrian facilities; and seismic vulnerability. In summary, the analysis and screening conducted on the potential solutions during the previous project are still valid. The dismissed alternatives do not meet the Purpose and Need for the IBR program and will not be given any additional consideration; however, this does not prevent additional planning for future projects that may include high-speed rail or a third bridge.

This fall, the IBR program shared a preliminary list of design options with the community, and the program began to gather feedback to inform the decision-making process. Screening criteria are being developed and aligned with the program's desired outcomes (see the next section) to evaluate the design options' performance alongside modeling data and community input.

The IBR program will engage with agency partners and program steering and advisory groups to identify those design options that best meet the needs of the community while addressing the Purpose and Need for the program and desired outcomes. The selected design options will be screened and finalized into a multimodal IBR solution, which is expected to undergo detailed environmental analysis in a supplemental NEPA process.

2.3.5 Creation of Desired Outcomes and Screening Criteria

Working with partner agencies and advisory groups, the IBR program began the development of desired outcomes and screening criteria. Desired outcomes are observable and measurable accomplishments expected, desired, and/or sought for the IBR program. Screening criteria are the measures that will be used to assess the trade-offs or potential benefits and impacts among the design options under consideration. Desired outcomes and screening criteria are currently being finalized with the screening of design options expected to be completed this winter.

2.3.6 Environmental Permit/Approvals Work Groups

The IBR program established environmental work groups around key environmental compliance (listed below) in addition to the NEPA compliance. The purpose of the environmental work groups is to provide a venue for frequent coordination and preliminary agency agreement on permitting, approvals, and mitigation required for the program. Attendees include federal, state, and local agencies, as well as representatives from consulting Tribes. The environmental work groups established to date are:

- Aquatic Resource Work Group – This group participates in the development of aquatic resources, water quality, wetlands, and state permits.
- Endangered Species Act Work Group – This group participates in the development of the biological assessment and biological opinion for the federal Endangered Species Act Section 7 consultation.
- Habitat Mitigation Work Group – This group participates in the strategy and development of mitigation plans to address habitat impacts.
- U.S. Army Corps of Engineers and U.S. Coast Guard Work Group – This group participates in the strategy to address the IBR program's proposal to alter the Corps of Engineers navigation

and levee civil works projects through a Section 408 review, Corps of Engineers Sections 401 and 404 impacts to waters of the United States, and the Coast Guard Section 9 bridge permit authorization.

- Aviation Work Group – This group works toward developing strategies to avoid impacts to aviation and to comply with the requirements for a permit from the Federal Aviation Administration.

2.4 Bi-State Legislative Committee Engagement

In 2017, the Washington State Legislature passed Substitute Senate Bill 5806 (SSB 5806) which established the Joint Oregon-Washington Legislative Action Committee to develop a process for planning for a new Interstate Bridge over the Columbia River, and the bill required the committee to convene its first meeting by December 15, 2017. Eight months after the inaugural Joint Oregon-Washington Legislative Action Committee meeting, the Oregon State Legislature formed the Joint Committee on the Interstate 5 Bridge in 2018. Together, the Joint Oregon-Washington Legislative Action Committee and the Joint Committee on the Interstate 5 Bridge form a bi-state legislative committee, which is composed of 16 members—eight from each state. The current role of the bi-state legislative committee is to provide ongoing guidance and oversight of key program work.

Appointed members as of December 1, 2021, are as follows:

Washington Legislative Members

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

Oregon Legislative Members

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

2.4.1 Overview of 2021 Bi-State Legislative Committee Engagement

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

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

May 25, 2021

- Updates from Oregon and Washington legislators on the 2021 Legislative Session
- Received an update on the IBR community engagement activities
- Reviewed and discussed the IBR program's process and next steps (including a review of recent work, the program's strategy on approach, and committee input and guidance)
- Discussion of the bi-state legislative committee's letter to the Oregon and Washington congressional delegations
- Discussed next steps

September 17, 2021

- Reviewed and discussed the IBR program timeline and workplan
- Reviewed and discussed the activities of the ESG, EAG, and CAG
- Reviewed and discussed the Equity Framework
- Reviewed and discussed the Climate Framework
- Reviewed and discussed the program's community engagement and outreach activities
- Discussed next steps

October 27, 2021

- Received a program update and an overview of the program's expenditures
- Provided concurrence to move forward on the IBR desired outcomes, screening criteria process, and preliminary list of design options
- Reviewed and discussed the screening process that will be used to inform the evaluation of options
- Reviewed and discussed the list of preliminary design options
- Discussed next steps and proposed future meeting topics

November 23, 2021

- Received a program update with some information on bus-on-shoulder safety and operating procedures
- Received an overview of the transportation modeling process
- Received an overview of traffic data including origin/destination travel patterns
- Received a presentation on the Equity Framework and equity in the screening process

- Discussed next steps and proposed future meeting topics

December 6, 2021 (planned)

- Receive a program update
- Receive a presentation on the Governance Structures Study
- Receive a presentation on the Economic Impact Analysis Study
- Receive a presentation on equity in engagement
- Discuss next steps and proposed future meeting topics

2.4.2 Bi-State Legislative Committee Letter to Congress

In July 2021, the bi-state legislative committee sent a letter to the Oregon and Washington congressional delegations to strongly advocate for Congress to consider including federal funding for the IBR program within upcoming transportation legislation.

The letter detailed their commitment to the success of the IBR program and the steps they have taken in collaboration with the partner agencies to move the program forward. The letter also informed the congressional delegation that both states have allocated a combined $80 million in funding toward the IBR program and that they are committed to supporting this project with additional state investments, in combination with other funding sources. The bi-state legislative committee shared that they are committed to working with the program team to see a successful bridge replacement and will do their part to identify state-level investments within their respective state legislatures. Lastly, the letter said there is alignment with the partner agencies, advisory groups, and bi-state legislative committee on the direction in which the IBR program is headed and on the critical need to build a replacement bridge. The program is on track to identify and advance a single multimodal IBR solution next year and reach construction in 2025.

2.5 Continued Engagement of Regional Partners

The IBR program has been engaging with partner agencies—including the Cities and Ports of Portland and Vancouver, Metro, RTC, TriMet, and C-TRAN—since its inception. This engagement has helped shape communications strategy and execution, the environmental process, and the development of design options—all of which are critical to identifying a multimodal bridge replacement solution that meets the needs and priorities of the region. Each partner agency is engaged with the program under an Intergovernmental Agreement (IGA) to ensure their agencies have adequate funding for staff to stay engaged in program work and help move both technical and policy work forward in a manner that can gain broad regional support.

Partner agency and technical staff participate in weekly meetings, and their involvement is reflected in each area of the program. These weekly meetings are composed of staff from all eight partner agencies who share their policy perspectives with the IBR team. Many of these staff are embedded staff per IGAs and are part of the day-to-day IBR program team, attending many of the technical meetings. The upper management level of each agency is engaged monthly in a meeting where issues are resolved and guidance is provided at the policy, rather than staff, level.

Beyond these two levels of engagement, in which partners and IBR staff discuss overall program progress, multiple technical-focused meetings take place every week, with technical staff from both the IBR program and the agencies in attendance. These meetings provide opportunities to collaboratively advance design work and are well attended. The discussions and action items that emerge from these venues have shaped the design options, transit options, the desired outcomes, data needs, modeling, and screening criteria and process.

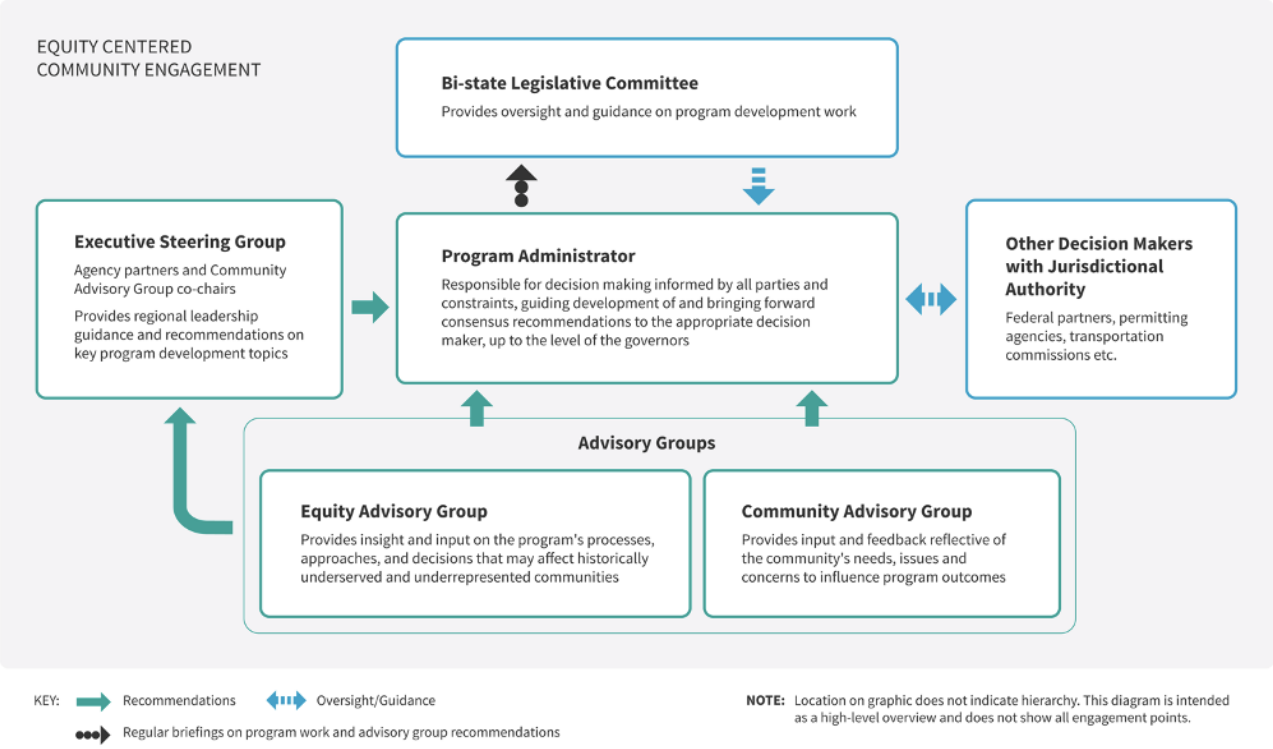
This year, IGAs were negotiated with all eight of the local partner agencies. All of the IGAs have been executed by the partner agencies, except for C-TRAN which will execute its IGA soon. IGAs were developed to help the program gain broad regional support through direct coordination of regional leadership through the end of 2022; at that time, the IGAs will likely be renegotiated for an extension and modified scope. Through the IGAs, partner agencies get program support via reimbursement to dedicate staff time to participate with roles clearly outlined. Each agency has a unique and direct role in future improvements by the program such as owner, operator, transportation policymaker, or adjacent public economic development entity within the integrated, multimodal transportation system. This arrangement also allows them to engage in discussions and program deliverables related to planning, community engagement, engineering, and design of a replacement bridge solution. The agreement amounts range from $100,000 to close to $3,000,000 depending on the number of staff and level of engagement the partners currently have with the program.

2.6 Program Steering and Advisory Groups

Ongoing, extensive, and inclusive public dialogue is critical to developing an IBR solution that best serves the complex needs of communities in Oregon and Washington. To support these goals, three advisory groups were formed to provide feedback and recommendations to the program: ESG, CAG, and EAG. All the advisory groups have a balanced representation of Oregon and Washington membership. Advisory group meetings are open to the public with opportunity to provide comment, and recordings of all meetings with written meeting summaries are available on the program website under Meetings & Events.

Figure 2-5 (below) provides a high-level overview of how the program develops decisions based on the guidance and recommendations received from the various oversight and advisory bodies. Please note that this graphic does not show all engagement points between groups, nor does it display other working groups that may be formed to provide feedback or expertise on specific issues or interests.

Figure 2-5. Overview of IBR Program Oversight and Advisory Groups



All advisory groups help shape program work through informed consensus building and providing feedback on key deliverables. The CAG provided guidance to the program on community values and priorities—which inform the screening criteria for the design options—through review of community survey results and rich discussion among members. The EAG developed a draft Equity Framework, outlining the program's approach and the resources it will use to advance equity. The Equity Framework includes the program's equity definition and principles, equity objectives, measures of success, and a toolbox to assist in putting the Equity Framework into action. Elements of the Equity Framework are already being implemented within the program while the document itself is being refined. The ESG has reviewed program work every step of the way and provided concurrence on the continuation of work including defining the desired outcomes, screening criteria process, and a preliminary list of design options.

2.6.1 Executive Steering Group

ESG members serve as a regional leadership group representing the interest of their respective organization, agency, and/or constituents. They deliberate based on established values and outcomes, data, and public input to make recommendations concerning program development. The ultimate objective of the ESG is to guide program development such that it satisfies legislative requirements; is broadly supported by diverse stakeholder communities in the Portland-Vancouver region; provides safe, healthy, reliable and affordable transportation that supports access to jobs,

education, culture and recreation; is viable for state and federal funding; and can be successfully implemented. Members of the ESG include the following:

- Oregon Department of Transportation: Kris Strickler, Director
- Washington State Department of Transportation: Roger Millar, Secretary
- TriMet: Steve Witter (interim), Engineering and Construction Director
- C-TRAN: Shawn Donaghy, CEO
- Oregon Metro: Lynn Peterson, Council President
- Southwest Washington Regional Transportation Council: Scott Hughes, Board Chair
- City of Portland: Jo Ann Hardesty, Commissioner
- City of Vancouver: Anne McEnerny-Ogle, Mayor
- Port of Portland: Kristen Leonard, Chief Public Affairs Officer
- Port of Vancouver USA: Julianna Marler, CEO
- Community Advisory Group Co-chair (OR), Ed Washington
- Community Advisory Group Co-chair (WA), Lynn Valenter

2.6.2 Community Advisory Group

The CAG provides input and feedback to the program, developing recommendations to help ensure program outcomes reflect community needs, issues, and concerns. The CAG serves as a key part of comprehensive community engagement efforts, supporting ongoing community dialogue with a commitment to meaningful, two-way feedback. Two co-chairs, one representing each state, lead the group's diverse and inclusive membership. In addition to the two co-chairs, the CAG is comprised of 31 members: 23 members were appointed to the CAG and represent organizations identified in coordination with program partners, and 8 members were selected through an application process that was open to the public. These two pathways to CAG membership ensure diverse representation of both organizations and individuals that reflect the perspectives of Oregon, Washington, and regional stakeholders.

The CAG appointment and application process occurred between December 1, 2020, and January 20, 2021. During this time, the program team completed concurrent recruitment for the EAG. Organizations appointed to the CAG were selected based on how well each organization's scope and mission fit the program according to Appendix A, Appointment Criteria, and feedback from partner agencies represented on the ESG. Appointed organizations represent a wide variety of stakeholder interests, and many are part of, or have the ability to form, coalitions with other organizations.

The CAG application period ran from December 1, 2020, through December 27, 2020, resulting in 498 applications from community members with a desire to serve on the advisory group. Two applications were submitted in Spanish and translated into English for evaluation. The program team evaluated all CAG applications based on pre-established critical membership requirements including regular users of the Interstate Bridge, individuals in the program impact area (e.g., business owners and residents), and users of the regional network. Additional information regarding CAG membership screening criteria can be found in Appendix B, CAG Framework Criteria. After further review of essay responses and candidate interviews, eight candidates were extended an invitation to join the CAG.

Current CAG membership includes the following:

- Michelle Brewer, Vice President of Human Resources and Facilities, ZoomInfo; Columbia River Economic Development Council
- Sheri Call, Executive Vice President, Washington Trucking Association
- Robert Camarillo, Oregon State Building and Construction Trades Council
- Victor Caesar, Public Transit Representative, Oregon
- Randali Desantos-Benromdhane, Community member
- Dr. Karin Edwards, President, Clark College
- Thomas W. Gentry, Community member
- Sarah Hall, Community member
- Tom Hickey, Bridgeton Neighborhood Association
- Andrew Hoan, President/CEO, Portland Business Alliance
- Dena Horton, Government Relations Manager, Pacific Northwest Waterways Association
- Whitney Mosback, Tribal Council Representative, Cowlitz Indian Tribe
- Jana Jarvis, President/CEO, Oregon Trucking Association
- Michael Kelly, Director of Transportation, Human Services Council
- Sam Kim, Community member
- Michael Martin-Tellis, Vancouver Neighborhood Association/Neighborhood Traffic Safety Alliance
- Marcus Mundy, Executive Director, Coalition of Communities of Color
- Javier Navarro, Owner, State Farm Insurance; League of United Latin American Citizens
- Diana Nunez, Executive Director, Oregon Environmental Council
- Kevin Perkey, Chief Executive Officer, Workforce Southwest Washington
- Irina Phillips, Community member
- Bill Prows, Director of Business Development/Events, Oregon Association of Minority Entrepreneurs
- Robin Jay Richardson, Community member
- Mark Riker, Executive Secretary, Washington State Building and Construction Trades Council
- Ashton Simpson, Executive Director, Oregon Walks
- Jeffrey Temple, Director of Corporate Affairs, Fred Meyer
- Jasmine Tolbert, President, Vancouver National Association for the Advancement of Colored People
- Ryan Webb, Project Manager, The Confederated Tribes of Grand Ronde
- Martha Wiley, Public Transit Representative, Washington
- Mikaela Williams, Community member
- Julie Doumbia, Community member

2.6.3 Equity Advisory Group

The EAG helps ensure the program remains centered on equity in its processes and outcomes. The group makes recommendations to the program regarding processes, policies, and decisions that have the potential to affect underserved communities. Recruitment for the EAG mirrored the CAG recruitment process and occurred concurrently. Current EAG membership includes the following:

- Nina Jones, Washington State Department of Transportation
- Shona Carter, Community Foundation of SW Washington
- Lily Copenagle, National Association for the Advancement of Colored People of Portland
- Pat Daniels, Constructing Hope
- Jonathan Eder, Port of Vancouver USA
- Obie Ford III, WSU-Vancouver
- Masha Egorenko, International Refugee Center of Oregon Slavic and Eastern European Center
- John Gardner, TriMet
- Mark Harrington, SW Washington Regional Transportation Council
- Lee Helfend, Community member
- Matthew Hines, Community member
- Megan Marie Johnson, Community member
- Sydney Johnson, Fourth Plain Forward
- Karyn Kameroff, Community member
- Fernando Martinez, Northwest Mountain Minority Supplier Development Council
- Ana Munoz, Latino Network
- Steve Nakana, Port of Portland
- Sebrina Owens-Wilson, Metro
- Nikotris Perkins, Oregon Department of Transportation
- Caitlin Francis Reff, Portland Bureau of Transportation
- Matt Serres, Disability Rights Oregon
- Alicia Sojourner, City of Vancouver
- Monica Tellez-Fowler, C-TRAN
- Hai That Ho Ton, Community member

2.7 Community Engagement

The program seeks to provide inclusive, equitable, and ongoing opportunities for meaningful two-way communication with the community and stakeholders. A variety of engagement methods are used to accomplish this goal including, but not limited to the following:

- Virtual public meetings, community briefings, focus groups, and listening sessions

- Public input surveys
- Regularly updated content on the program website and in monthly e-newsletters
- Social media engagement including video storytelling
- Direct outreach and presentations to community-based organizations
- Multilingual community liaisons
- Timely responses to public inquiries via email or phone

2021 TransComm Award

The program's spring community engagement efforts were recognized with a national TransComm 2021 Skills Award for Public Involvement Approach (with a consultant)

In response to the Oregon and Washington governors' direction to help slow and prevent the spread of COVID-19, all engagement events have been held virtually. The program is aware of the technological barriers that virtual engagement may have on local communities, especially equity priority communities. In an effort to minimize those barriers, the program provides closed captioning and American Sign Language interpretation services at all virtual public meetings and events. All program documents, presentations, and webpages are made accessible to visually impaired individuals through ADA remediation. Audio descriptions are available for key program videos. The program website and key community outreach documents, including fact sheets, are made available in eight languages including Chinese (simplified and traditional), Korean, Russian, Somali, Spanish, Ukrainian, and Vietnamese. All program documents are available for translation upon request.

2.7.1 Community Engagement Milestones

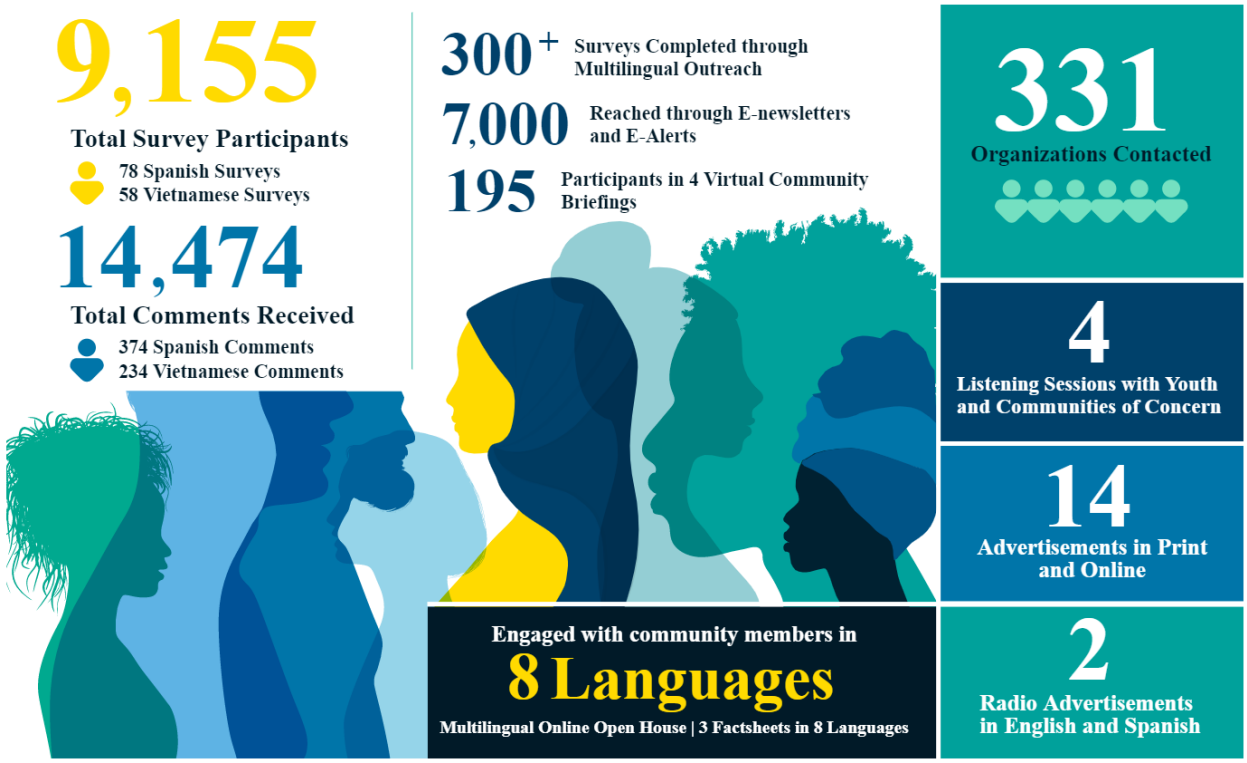
January through March 2021

- Program website, social media accounts, and e-newsletter launched.
- Three program advisory groups launched and began regularly scheduled public meetings.
- Four virtual community briefings were held (including one Spanish-language briefing), introducing the community to the program purpose, workplan, and ways to get involved.
- Two-week online open house provided information about the program timeline, Purpose and Need, Vision and Values, and next steps. Materials were translated into eight languages and printed for distribution through multilingual community liaisons.
- Community survey completed by over 9,000 individuals with over 14,000 comments submitted.
- Program hosts four listening sessions for youth and equity priority communities, including BIPOC, houseless, and people experiencing disabilities in an effort to elevate historically excluded voices and address demographic gaps in survey responses (Figure 2-6 highlights the January through March 2021 community engagement milestones).
- A community engagement report outlining outreach activities and community feedback from the spring 2021 engagement effort is available on the program's Accountability Dashboard.

Key Takeaways

- Spring 2021 community engagement demonstrated widespread agreement that the previously identified transportation problems still exist with congestion, seismic resiliency, and safety as top community concerns.
- Equity and climate considerations were clearly identified as important community priorities.
- The community values low-barrier engagement options and the opportunity to have meaningful conversations with the program.
- Listening session participants shared their desire to see more investment into the local economy, increased opportunities for equity priority communities to get involved, and continued transparent communication from the program.
- Significant interest in discussing details of a solution, including the design process.

Figure 2-6. Spring 2021 Community Engagement Infographic



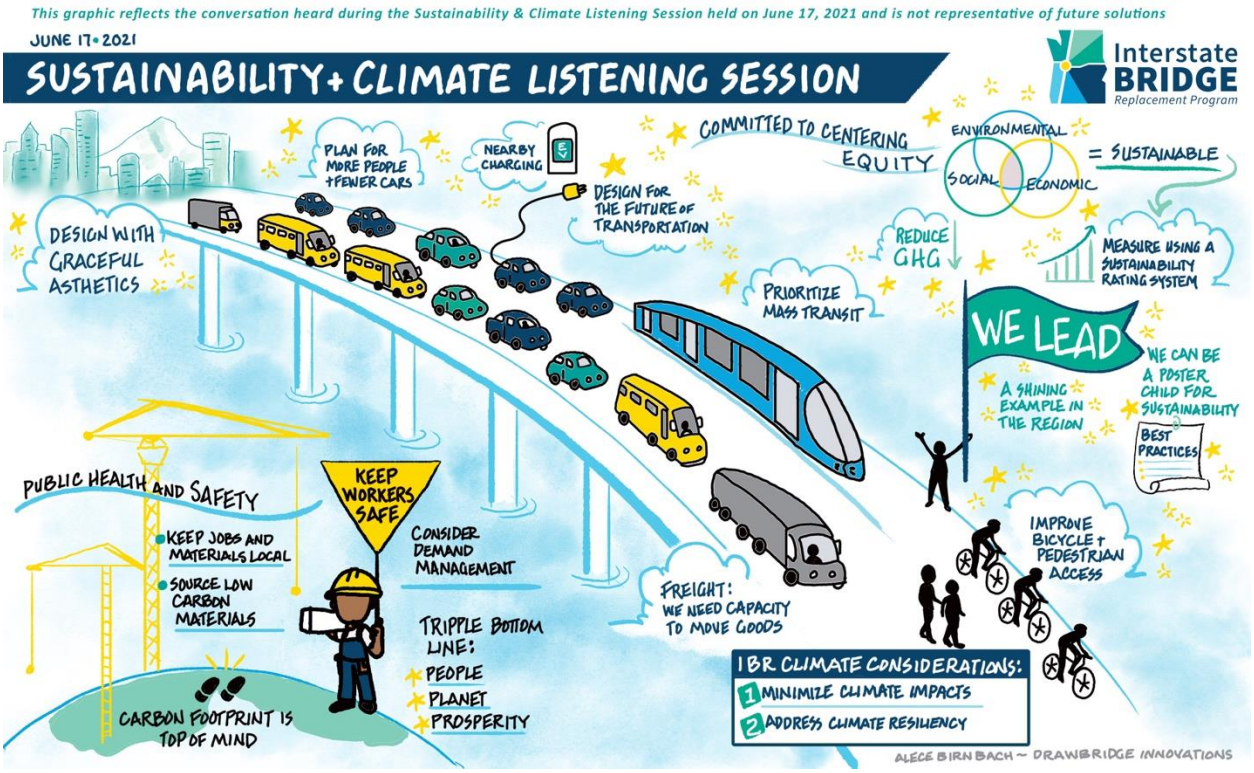
April through August 2021

- Hosted 15 listening sessions for specific user groups (active transportation, multimodal commuter, freight movement), potential impact concerns (downtown Vancouver, Hayden Island/Marine Drive, sustainability and climate), and equity-focused communities, with

4 sessions held in languages other than English (Figure 2-7 offers a sketch of the conversation held during the sustainability and climate listening session).

- Two video storytelling series launched, "Bridge Stories" and "The Case for IBR," showcasing how community members use the Interstate Bridge and the benefits a replacement bridge will provide.
- IBR program summer interns help launch the program's TikTok social media account and bolster other digital content efforts to better engage with youth.
- Four community working groups (Active Transportation, Multimodal Commuter, Downtown Vancouver, and Hayden Island/Marine Drive) formed to act as program focus groups with over 90 community participants involved.
- The EAG adopted a definition of equity specific to the IBR program, inclusive of both process and outcome equity, and began development of the Equity Framework.
- Advisory groups provided input on the program's Climate Framework and how climate goals will be applied to various components of the program.
- The CAG developed a summary of community values and priorities to inform program work.
- Eleven community-based organizations in both Oregon and Washington were awarded small-scale, low-barrier grants to help reach equity priority communities in partnership with the IBR program.

Figure 2-7. 2021 Sustainability and Climate Listening Session Sketch



September through November 2021

Fall community engagement efforts were focused on introducing preliminary design options and the process to identify a multimodal bridge replacement solution to the community. Feedback from community engagement efforts—combined with stakeholder, advisory group, and partner input—will be considered along with screening results to help identify a multimodal IBR solution for further analysis. Engagement opportunities included the following:

- An online open house with detailed information about previous planning efforts, preliminary design options, Equity and Climate Frameworks, the environmental compliance process, and steps to identifying an IBR solution.
- Four virtual community briefing events where community members learned about preliminary design options and had their questions answered by technical experts.
- Four listening sessions (including a multilingual session) co-hosted with community-based organizations who received program grant funds to help reach equity priority communities.
- Community input survey to gather feedback on preferences and priorities associated with the user experience and/or attributes of design options.
- Two youth press conferences hosted by the program administrator.
- All four community working groups (Active Transportation, Multimodal Commuter, Downtown Vancouver, and Hayden Island/Marine Drive) met at least once with plans to reconvene and provide feedback on preliminary design options.

2.7.2 Accountability Dashboard

The IBR program's accountability dashboard is a transparency tool designed to share key community engagement metrics, holding the IBR program accountable to the public. This is also a space where the public can learn about what the program has heard from the community and how the program is responding. Funding sources, expenditures, and disadvantaged business participation goals are reported within the accountability dashboard. The accountability dashboard is available on the program website and updated quarterly.

2.8 Program Funding

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

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

The program has followed up on the next steps outlined in the CFP this year with the following work outlined in this report:

- Continually updating the financial plan

- Assessing public-private partnership delivery options
- Examining national bi-state project case studies
- Preparing the IBR program for federal funding and financing opportunities
- Pursuing additional funding opportunities
- Engaging stakeholders and developing consensus
- Promoting opportunities for the program in the upcoming federal transportation reauthorization bill

As of March 2021, Oregon and Washington have committed a combined $80 million to the IBR program planning efforts: $45 million ($9 million in 2019, $6 million in 2020, and an additional $30 million in 2021) from Oregon through the OTC and $35 million from Washington through ESHB 1160, 2019. An additional $98 million is committed through Connecting Washington for improvements to the Mill Plain Boulevard interchange that are assumed to be needed as part of the future IBR program. However, additional funding will be needed from each state to acquire right-of-way and begin construction as part of a comprehensive funding package that is anticipated to include a diverse range of sources including federal funds, toll revenue, and state funds from both Oregon and Washington. Each state will need to determine the appropriate timing and avenue for discussions regarding potential state investment to occur. It is anticipated that right-of-way funding and capital construction funding are needed from both states by the 2023 legislative session.

In August 2021, the IBR program prepared a high-level breakdown of the estimated future expenditure, and thus, funding needs for the program. As context, this estimate is based on the funding assumptions previously outlined in the CFP, with minor revisions to funding assumptions based on currently available information. The CFP identified an overall cost estimate range of $3.2 to $4.8 billion based on best available data, which includes cost estimates from 2012 escalated to proposed years of construction using the WSDOT cost indices for capital projects. This range is intended to be broad enough to cover various bridge replacement and transit alternative scenarios. Cost estimates will be refined as work progresses and specific program design and related details are determined, but as key decisions have yet to be made, this initial range remains the best available starting point.

For the purpose of the estimate, the high end of the CFP range was used to take a conservative approach and plan for the potential of the program coming in with the higher-level funding needs. The estimate assumes an overall 50/50 split between Oregon and Washington for any state funds needed. This work also produced a high-level overview outlining the previously anticipated sequencing of construction for the previous planning effort. It was anticipated that numerous construction packages would be executed to complete the necessary work in stages, starting with the initial river crossing and adding additional components of the program as work progresses.

2.8.1 Overview of Current Expenditures

As previously shared in Section 2.5, Continued Engagement of Regional Partners, the IBR program has negotiated IGAs with all eight of the local partner agencies (the Cities and Ports of Portland and Vancouver, Metro, RTC, TriMet, and C-TRAN). All of the partner agencies have executed their IGAs, except for C-TRAN which will execute its IGA soon. Through the IGAs, partner agencies receive

program support via reimbursement to dedicate staff time to participate with roles clearly outlined. This arrangement also allows them to engage in discussions and contribute to program deliverables related to planning, community engagement, engineering, and design of a replacement bridge solution. The agreement amounts range from $100,000 to close to $3,000,000 depending on the number of staff and level of engagement the partners currently have with the program.

Table 2-2 below shows current program expenditures for WSDOT, ODOT, and the General Engineering Consultant. Table 2-3 shows the authorized budget for each of the partner agencies and what the agencies have spent through August 2021. Table 2-4 shows the detailed expenditure breakdown within current areas of program work through October 2021.

Table 2-2. Current Expenditures

IBR Program Work	Spent through August 2021*
WSDOT	$1,772,621
ODOT	$609,410
General Engineering Consultant	$18,438,628

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

Table 2-3. Current Intergovernmental Agreement Expenditures

Intergovernmental Agreement	Authorized Budget*	Spent through August 2021*
Metro	$2,590,861 **	$0
RTC	$238,115	$55,573
TriMet	$1,833,737	$77,695
C-TRAN	$471,874 **	$0
City of Portland	$2,861,580 **	$0
City of Vancouver	$2,546,331 **	$0
Port of Portland	$193,124 **	$0
Port of Vancouver	$109,690	$22,492

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

**Some IGA-authorized budget estimates were still being finalized as of August 2021.

Table 2-4. Detailed Expenditure Breakdown through October 2021

Current Areas of Work	General Engineering Consultant Expenditures through October 2021*
Program Management	$4,035,424
Program Controls	$3,082,432
Financial Structures	$1,022,675
Communications	$5,348,974
Transportation Planning	$1,632,037
Environmental	$2,939,443
Transit Planning/Engineering	$1,974,753
Design Engineering	$3,838,117
Major Structures	$1,464,461
Direct Expense	$1,200,920
Total	**$26,539,236**

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

2.8.2 Public-Private Partnership Delivery Options Development

As part of ongoing work of the program's finance team, an assessment of public-private partnership (P3) delivery options was conducted. This assessment provided an overview of relevant P3-enabling legislation and delivery history in Oregon and Washington to inform the consideration of P3 options. The IBR program found that P3 options may be feasible as a delivery method for this program, but more work is needed before a delivery method will be decided upon. The comparative assessment of legislation in both states highlights the following takeaways:

Market Conditions

- Limited number of major project highway or transit P3s procured in both states.
- Statutes in both states allow the use of availability payment design-build-finance-operate-maintain P3s.
- Burdensome administrative and procedural process for P3s in Washington.

Early Private Sector Involvement in Project Delivery

- Statutes in both states allow the use of Pre-Development Agreements (PDAs) for P3s.
- PDA authority in Oregon used for three projects that did not reach the implementation phase.
- Statutes in Washington require establishing an alternative process with the Washington State Transportation Commission (WSTC)

Project Delivery Schedule

- Statutes in both states require approval prior to initiation of P3 procurements.
- Approvals needed to initiate tolling on facilities and to institute and modify toll rates in both states could negatively affect a P3 procurement schedule.
- P3 approval process required under Washington statutes could be time consuming.
- With proper planning and early engagement of key stakeholders, potential risks could be mitigated.

Funding and Finance

- Both states require debt to be issued by the state treasurer. Some funding sources, approval of tolling, and annual appropriation of toll revenues require state legislative action in Washington.
- Use of tolling and private provision of operations and maintenance under an availability payment P3 is similar in both states.

Third-Party Stakeholders

- Both states require P3 projects to be consistent with regional transportation plans.
- While Oregon requires approval for the development of a tolled P3 project from ODOT and the OTC, Washington requires additional review and approval beyond WSDOT and WSTC. This additional review and approval includes its state legislature's review of certain financing mechanisms authorized under the Transportation Innovative Partnerships (TIP) Act, the governor, and a governor-appointed expert review panel at various stages prior to engagement of the private entity.

Public and Political Acceptance, Political Issues, and Equity Considerations

- Tolled P3s in Washington have been subject to public acceptance and political risks; public opinion is untested in Oregon because there has not been a tolled P3 project to date.
- Additional political risks may exist in Washington due to the direct involvement of the governor and, potentially, the state legislature via the TIP Act in various stages of approval of tolled P3 projects.

Equity, Disadvantaged Business Enterprise, and Labor Issues

- Both states have relatively similar requirements regarding equity, Disadvantaged Business Enterprise, and labor issues.

Potential Public-Private Partnership Delivery Options

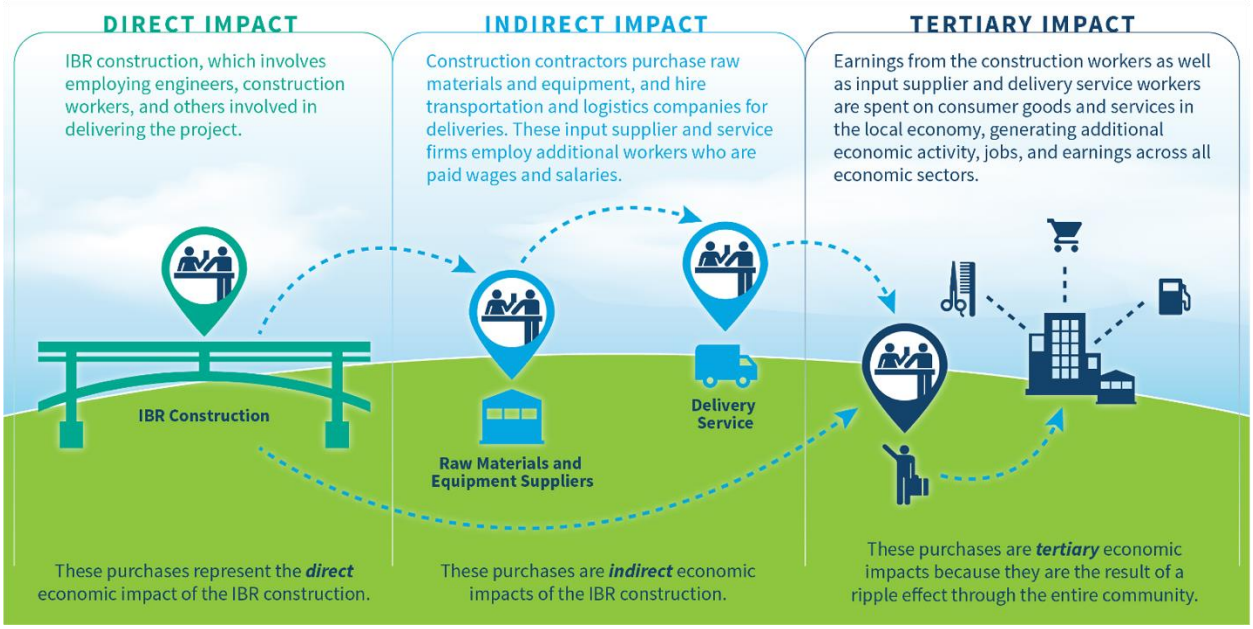
Following the comparative review above, the assessment considered a range of factors relevant to the IBR program in its comparative assessment of delivery options. Based on the findings from this analysis, the assessment identified the following delivery options for detail-level screening and further due diligence if P3 is identified as an option that is recommended for consideration as part of the program:

- Design-build-finance – Some potential
- Design-build-operate-maintain – High potential
- Design-build-finance-operate-maintain/design-build-finance-maintain – High potential
- Progressive P3/pre-development agreement – High potential

2.8.3 Economic Impact Analysis

The IBR program is developing an Economic Impact Analysis (EIA) Study to measure the capital construction spending impacts of the program on the economy of the greater Portland-Vancouver metropolitan region. The direct effects of IBR capital spending result in ripple (indirect and tertiary) effects throughout the economy, collectively referred to as the multiplied economic impacts, and are measured in terms of employment (person-year jobs), job earnings, and the overall value of economic activity (output). Figure 2-8 further explains the multiplied economic impacts.

Figure 2-8. IBR Multiplied Economic Impacts



The EIA, once completed, will present the gross economic impacts from construction based on total anticipated project expenditures, as well as the minimum net impacts, which represent the impacts attributed to the portion of the program funding originating outside Oregon and Washington states

(i.e., federal funding tied to this project). The net impacts zero in on the positive economic activity ascribed to federal funding, acknowledging that in the absence of the project, the project's state/local funding would likely be spent in other ways within Oregon and Washington that may generate similar levels of economic impacts. Lastly, the EIA will account for the portion of the spending that is immediately diverted outside of the regional economy without any local economy multiplier effects.

2.8.4 Federal Funding Opportunities

The IBR program has been closely following the development of federal infrastructure funding legislation that could benefit the IBR program. During 2021, Congress passed the Infrastructure Investment and Jobs Act (IIJA) which will substantially increase surface transportation funding through existing programs and create new competitive funding programs. The IIJA authorizes two new discretionary funding programs—a Bridge Investment Program and a National Infrastructure Project Assistance Program—from which the IBR program could seek grants to leverage state funding. The IBR program team will continue to monitor legislative developments and subsequent federal guidance so that the program can take full advantage of the forthcoming federal funding opportunities.

As a part of this work, the IBR program team has developed an overview of federal funding and financing opportunities, which identifies and evaluates federal competitive grants, formula funding, and financing programs that could potentially support the IBR program. This analysis summarizes the requirements; selection criteria/process; and processes and work required to position for, and satisfy, the prerequisites for obtaining discretionary funding. Based upon the current program goals, as well as the IBR program team's research and evaluation of competitive federal programs, three competitive grant opportunities stand out as being the likeliest to contribute significant funding:

- FHWA Competitive Bridge Program
- U.S. Department of Transportation (USDOT) National Infrastructure Project Assistance Program
- FTA Capital Investment Grant

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

- USDOT Infrastructure for Rebuilding America
- USDOT Rebuilding American Infrastructure with Sustainability and Equity
- Other small-amount funding options are also being considered

Additionally, the IBR program analyzed notable considerations related to the IBR program transit option with respect to receiving funding from the capital investment grant program. This analysis offers preliminary input to the evaluation of transit options from strictly a program funding and finance perspective.

The IBR program prepared and submitted an application to FHWA's Accelerating Innovation Deployment Demonstration competitive grant program in September 2021. If successful, this grant will provide $1 million toward the implementation of a building information model of the program. A building information model is a digital twin portal, essentially a three-dimensional model of the bridge and other associated visual dashboards, through which authoritative data and information

about the bridge and related road network can be accessed efficiently and quickly by authorized users along its entire lifecycle—from early project planning to real-time operations. It is expected to not only serve as a digital record of the physical structure but also as a process twin whereby future "what if" scenarios related to design decisions, constructability, construction or maintenance activities, emergency operations, etc., can be simulated to a very high degree of precision. The intent is to support several use cases across the lifecycles of the built infrastructure assets ranging from supporting environmental and equity impact analysis during the planning and environmental phase to improving constructability through design to performing remote bridge monitoring using data from embedded and surface sensors throughout the bridges' operational lifespans.

2.8.5 Tolling

The IBR program is developing an overview of tolling statutes, policies, and procedures that exist in both states. The purpose of this work is to summarize key Oregon and Washington tolling laws, codes, policies, and processes and serve as a reference for the two states as they consider potential structures and processes for implementing tolling for the IBR program, including the steps to obtaining federal approval.

Tolling was an integral part of the prior CRC financial plan to replace the bridge, and the two states had previously established a bi-state intergovernmental agreement for toll rate setting on the CRC project in 2013. While that agreement provided a framework for shared responsibilities in toll rate setting between the OTC and WSTC, it may need to be revised for current applicability to the IBR program. Next steps will involve outlining a more detailed path forward and schedule of milestones for pursuing the implementation of highway tolling on the replacement Interstate Bridge.

To inform ongoing funding and financing work, the program reviewed multiple case studies of other megaprojects involving multiple agencies from around the nation. The case studies examined included the following:

- Louisville-Southern Indiana Ohio River Bridges Project, Kentucky and Indiana – Provides an example of a bi-state megaproject including two bridges: one supported by public funding and financing (Downtown Crossing) and the other delivered as an Availability Payment P3 (East End Crossing).
- Elizabeth River Tunnels Project, Norfolk and Portsmouth, Virginia – A megaproject delivered as a revenue-risk P3.
- Hampton Roads Bridge Tunnel Expansion Project, Hampton and Norfolk, Virginia – A megaproject supported by a blend of regional taxes, tolling, and state funds.
- Transportation Expansion Project, Denver, Colorado – A megaproject with both a highway and transit component involving coordination between the FHWA and FTA as well as the Colorado Department of Transportation and the regional transit provider, Regional Transportation District.

Four out of the five crossings reviewed include tolling as part of their capital funding (note that the Louisville-Southern Indiana Ohio River Bridges includes two bridge crossings). These case studies show that tolls are commonly used to support megaprojects and can be used to support program funding and financing in a variety of ways.

2.8.6 IBR and Oregon Toll Program Coordination

Throughout the year, the program has continued to coordinate with the Oregon Toll Program and its work on the RMPP, which proposes variable tolling along all lanes of I-5 south of the IBR program area, through Portland to the Boone Bridge south of the I-205/I-5 interchange, as well as all of the I-205 corridor. The coordination between the IBR program and the Oregon Toll Program has involved the preparation of a preliminary IBR Toll Rate Schedule that is being used by both the IBR and the RMPP traffic modeling teams for their preliminary analyses. Coordination will continue between these interrelated programs as they both develop.

2.9 Governance Structures Study

ESHB 1160, 2019 directed the IBR program office to study potential governance structures for a bridge authority that will provide joint administration of the bridges over the Columbia River between Oregon and Washington. The study includes six key elements:

1. Review national best-practice examples of multistate transportation authorities to understand what responsibilities have been placed with these organizations and how they are structured, as well as who identifies decision-makers and how those decision-makers are responsible to the public.
2. Review how Oregon and Washington handle governance responsibilities and compare best practices to identify gaps. The review will include current efforts related to the interest in legislation to create a bi-state authority to fund and construct a new bridge in Hood River, Oregon.
3. Develop criteria (key considerations) for assessing governance structures based on best practices and local context.
4. Identify alternative governance structures (may include bi-state agreement, bridge authority, interstate compact, or other governance structure). Consideration of an interstate compact approach will be informed by consultation with the National Center for Interstate Compacts.
5. Assess alternative governance structures by applying criteria to the governance structure alternatives. The assessment will frame tradeoffs in the context of best practice and local considerations.
6. Develop a recommendation for next steps.

The above elements were addressed in or were part of the development of the Governance Structures Study which will be presented to the bi-state legislative committee on December 6, 2021. The study provides a framework for determining the optimal governance structure for the IBR program. The final report will be distributed in early 2022.

2.9.1 Key Takeaways

The Governance Structures Study analyzed the existing statutory framework for bi-state agreements between Oregon and Washington; examined several relevant bi- and multi-state agreements and entities from around the country, including past agreements for the I-5 corridor; and developed criteria for assessing possible bi-state structures. Based on this, a manageable range of bi-state

agreement options was presented as different "categories," where each category is associated with a different legislative/regulatory framework and key characteristics:

- Category 1a – Bilateral agreement(s) between two lead agencies (i.e., state DOTs) with no formal executive branch or state legislative approval.
- Category 1b – Multilateral agreement among primary state and local stakeholder entities with formal approval from the state legislature and/or executive branch of both states (but without mirror legislation that would be required to form a compact).
- Category 2a – Bilateral agreement between two lead agencies (i.e., state DOTs), with mirror legislation to form a compact, but *without* congressional consent.
- Category 2b – Multilateral agreement among primary state and local stakeholder entities, with mirror legislation to form a compact, but *without* congressional consent.
- Category 3 – Agreement (with mirror legislation to form a compact) with congressional consent.

To evaluate each category for its suitability for the IBR program, a set of criteria was developed based on attributes that a bi-state agreement would ideally have to ensure its effectiveness. Each of these five categories noted above met certain core criteria identified in the study. Other criteria, referred to as secondary criteria, were developed to further differentiate the strengths and weaknesses of each category. The secondary criteria are as follows:

- Ability to formally organize program stakeholders in the region (including regional partner agencies)
- Ability to define processes and procedures (between partner agencies)
- Resiliency of agreement in face of external pressures and/or potential changes in law
- Positions IBR program to receive federal funds
- Facilitates faster project approvals and delivery
- Maintains state DOT-centralized management role for the IBR program
- Facilitates structuring of a P3 delivery model
- Flexibility to accommodate changes in scope (e.g., addition of assets)

The study revealed that each category presents its own strengths and weaknesses. Certain categories are more or less effective depending on the criteria. In order to identify the ideal bi-state agreement structure, the study report states that weightings should be applied to the criteria based on the IBR program's specific priorities and goals. In lieu of specific weightings for these criteria, the following observations were identified:

- Category 1a is favored when assessed against the criteria related to facilitating faster project approvals and project delivery. Category 3 is the least favored when weighted against these same criteria.
- Categories 1a and 2a allow the state DOTs to maintain a centralized management role for the IBR program.
- Categories 1b, 2b, and 3 perform well against the criteria related to the ability of the agreement to formally organize project stakeholders, which include multiple partner

agencies; establish a governance structure and approvals process that enables sound decision-making; and facilitate project outcomes that have the support of key stakeholders.

- Categories 1b and 2b best position the IBR program for P3 delivery, as these options fare better in terms of enforceability without being overburdened by government approvals.

3. 2022 PROGRAM PLAN

A transparent, data-driven process will be used to evaluate transit modes, including both light rail transit and bus rapid transit, to meet the region's needs today and into the future. The program will ensure that the transit mode identified will fit within operating plans of the two partner transit agencies, C-TRAN and TriMet. The IBR program is working to collect and analyze transit data that will be shared with agency partners, stakeholders, and advisory groups to identify which transit options provide the greatest benefit to our region. Technical work on the development and refinement of screening criteria and design options, as well as updating critical transportation data needed to identify and inform bridge replacement options, has already begun and will continue into early 2022. Currently, the program is coordinating with Metro and RTC and other projects in the region to develop preliminary travel demand, ridership, and traffic forecasts. This work is expected to be complete by mid-2022.

The transportation data will help the program determine the current conditions for each of the identified transportation problems, such as current crash rates and locations, origin-and-destination data of vehicles using the corridor, transit ridership and trends, and current congestion statistics. Collecting and analyzing this new data is necessary to make sure that current conditions are understood and that the proposed alternatives offer adequate solutions to the current state of transportation issues to be addressed. Performance measures that provide increased capacity for all modes of transportation; contribute to economic empowerment; reduce congestion; protect and enhance natural resources; and provide access to, and ensuring the availability of, transportation choices will be identified as the screening criteria is refined. Equity and climate considerations will continue to be embedded throughout all aspects of the IBR program, with consideration given to how equity priority communities will be affected by the IBR program during planning and construction, as well as in future generations.

The IBR program, in collaboration with the EAG, is developing an Equity Framework which will be completed by the end of 2021. The IBR Equity Framework intends to pursue equitable outcomes through an equitable process, specifically keeping the program's economic and transportation benefits in mind. The IBR program is committed to centering equity by elevating and addressing race, class, age, and disability rights considerations into the overall program. IBR's equity priority communities are defined as those who experience or have experienced discrimination and exclusion based on identity, such as BIPOC, persons with lower income, houseless individuals and families, people with disabilities, communities with limited English proficiency, immigrants and refugees, young people, and older adults.

The IBR Climate Framework is focused on minimizing climate impacts and emphasizing climate resilience by designing with climate variability in mind. It will be applied to the design option screening criteria, program-level performance measures, desired outcomes, environmental impacts analysis and mitigation, bridge/highway/transit design, construction specifications and procurement strategies, IGAs and Community Benefit Agreements, program commitments to community enhancements, and mitigation. The IBR program will pursue a system-wide approach to reducing GHG emissions in collaboration with program partners and their climate initiatives. Multimodal transportation options are critical for advancing more efficient movement of people and goods across the Columbia River. High-capacity transit (HCT) and the inclusion of active transportation facilities in

the multimodal IBR solution will provide transportation options that will help decrease the number of vehicles in the program area and help reduce congestion and lower emissions.

An inclusive and robust community engagement effort is underway and will provide extensive, ongoing opportunities for meaningful two-way communication with partners and the community in guiding the technical work in the months ahead. The program advisory groups will continue to help shape program work through informed consensus building and key deliverables. The IBR program will continue to convene these groups; however, the groups' respective charters and purposes will be re-evaluated once the program is near the start of construction. The IBR program will continue to emphasize community engagement and the use of effective tools to share program information to incorporate public input at critical decision points and milestones as the program advances toward identifying a multimodal IBR solution that has broad public support.

A transparent, data-driven process will continue to inform program work, along with direction from federal partners. The IBR program will continue to work with the FHWA and FTA to identify planning steps and advance bridge replacement options for screening. The program will also advance important analysis needed for federal regulatory decisions. Working with transit and transportation partners, the IBR program will screen HCT alternatives to assess and identify the multimodal IBR solution. The IBR program will continue to closely coordinate with agency partners to re-evaluate the built and natural environments to pursue environmental permits, develop the evaluation assumptions and modeling around transportation planning, and update and refine the approach for identifying HCT alternatives to be analyzed in the environmental assessment. The evaluation process of the various transit options, including both light rail and bus rapid transit, will consider the long-range operating plans of C-TRAN and TriMet.

In the spring of 2022, the IBR program intends to identify and advance a single multimodal IBR solution that identifies the number of lanes, type of HCT, what interchange improvements to include, and if it will include replacing the North Portland Harbor Bridge. It is essential that the multimodal IBR solution meets current and future community needs and priorities and that it is in alignment with the community's values and priorities. The IBR program intends to advance through the federal environmental review process and anticipates publishing an SEIS in late 2023, with construction beginning no later than 2025.

Part of the program's work next year will also include updating the draft CFP in advance of the 2023 legislative sessions as additional funding is needed for the program to move forward. Future work also includes the identification of milestones around tolling for additional engagement with the community, program partners, and the transportation commissions of both states.

4. CONCLUSION

The Interstate Bridge has and will continue to be an important transportation corridor connecting communities in Oregon and Washington. Previous planning efforts identified critical concerns that remain unaddressed. The IBR program will learn from these previous efforts and leverage the investment made in the previous project to inform upcoming program development efforts. The ongoing commitment and support of executive and legislative leadership in both states to replace the Interstate Bridge demonstrates a clear recognition that addressing these issues is a critical transportation need for the region.

Work over the next year will involve a comprehensive evaluation of the current environment and an update to critical transportation data needed to identify a multimodal IBR solution early next year. An inclusive and robust community engagement program is underway and will continue throughout the course of the program. Establishing effective tools for sharing program information and incorporating public input at critical milestones and decision points will be essential to identifying a solution that has broad public support.

The deliberate and thoughtful steps taken to re-engage partners provided a solid foundation for advancing this program. A number of key milestones remain ahead of the IBR program and will require continuous coordination with regional partners, permitting agencies, tribal governments, elected officials, and the communities in Oregon and Washington. Over the next 2 years, the program expects to complete a draft and final SEIS, receive a ROD, and begin pre-construction work in order to meet the goal to begin construction by 2025.

The IBR program is dedicated to leading a transparent, data-driven process in collaboration with elected leaders, stakeholders, and the public to identify and advance the best possible solution to meet the needs of the region.

5. GLOSSARY OF TERMS

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

Term	Definition
Disability	Defined by the Americans with Disabilities Act (ADA) as a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment.
Diversity	Includes all the ways in which people differ, and it encompasses all the different characteristics that make one individual or group different from another.
Demographics	Statistical data relating to the population and particular groups within it. The IBR program uses demographic data to understand the general characteristics and geographic locations of communities potentially affected by the program, and to inform community engagement strategies.
DOT	Department of Transportation
EAG	Equity Advisory Group, a diverse group of community members who will make recommendations to IBR program leadership regarding processes, policies and decisions that potentially could affect communities of concern.
EIS	Environmental Impact Statement, a document that outlines the effects a proposed project has on the surrounding natural and built environment; it describes ways to reduce or mitigate those effects.
ESG	Executive Steering Group, a panel of representatives from regional partner agency and Community Advisory Group co-chairs that provides guidance and recommendations on key IBR program development issues.
Environmental Justice	U.S. Dept. of Transportation definition: The fair treatment and meaningful involvement of all people, regardless of race, ethnicity, income, national origin, or educational level with respect to the development, implementation and enforcement of environmental laws, regulations and policies. The DOT's guiding environmental justice principles are: • To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process; • To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority or low-income populations; and, • To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority or low-income populations.

Term	Definition
Equity	A core value for the IBR program centered on elevating the voices of communities of concern and ensuring they can realize the program's economic and transportation benefits, and not suffer further harm from transportation decisions. Broadly, equity is achieved when one's identity cannot predict the outcome. It is the absence of inequities and injustices in social sectors that are required for all to thrive, and it is both an outcome and a process.
Equity vs. Equality	Equity involves trying to understand and give people what they need to enjoy full, healthy lives. Equality, in contrast, aims to ensure that everyone gets the same things in order to enjoy full, healthy lives. Like equity, equality aims to promote fairness and justice, but it can only work if everyone starts from the same place and needs the same things. *–Annie E. Casey Foundation*
Endangered Species Act	A 1973 federal law designed to protect threatened and endangered species of fish, wildlife and plants.
Ethnicity	The fact or state of belonging to a social group that has a common national or cultural tradition.
Federal Aviation Administration	Agency that regulates air traffic in the U.S.
FHWA	Federal Highway Administration, an agency that supports state and local governments in the design, construction and maintenance of the highway system.
FTA	Federal Transit Administration, an agency that provides financial and technical assistance to local public transit systems, including bus, subway, light rail, commuter rail, trolley and ferry systems. The FTA also oversees safety measures.
HCT	High-Capacity Transit, a term that encompasses different transit options, such as BRT and LRT, that will be explored during alternatives development.
IBR	Interstate Bridge Replacement program, a joint effort by the states of Oregon and Washington to replace the aging, structurally vulnerable Interstate Bridge over the Columbia River with a modern, seismically resilient, multimodal structure that can reliably serve the Portland-Vancouver region into the next century.
Inclusion	Elimination of barriers that prevent the full participation of all people.
Immersed tube tunnel	An underwater highway or rail tunnel built off site in segments, then placed into a riverbed or seabed trench; the trench is backfilled to cover and protect the tunnel.

Term	Definition
Light rail transit	A form of high-capacity transit that operates in its own fixed guideway and is powered by overhead electrical current. Currently light rail connects Portland City Center with Beaverton, Clackamas, Gresham, Hillsboro, Milwaukie, North/Northeast Portland and Portland International Airport and is operated by TriMet.
Locally Preferred Alternative	The highest-ranked design solution for improving a transportation system; the LPA is selected with the community after a thorough, lengthy screening process of transportation options.
Members of the Bi-State Committee	Oregon legislative members: • Co-Chair, Senator Lee Beyer • Co-Chair, Representative Susan McLain • Senator Brian Boquist • Senator Lynn Findley • Senator Lew Frederick • Representative Shelly Boshart Davis • Representative Karin Powers • Representative Greg Smith Washington legislative members: • Co-Chair, Senator Annette Cleveland • Co-Chair, Representative Brandon Vick • Co-Chair, Senator Lynda Wilson • Co-Chair, Representative Sharon Wylie • Senator Steve Hobbs • Senator Ann Rivers • Representative Jake Fey • Representative Paul Harris
NEPA	National Environmental Policy Act, a 1970 federal law that requires federal agencies to assess and disclose the environmental effects of proposed projects or actions prior to making project decisions.
Notice of Intent	A published document informing the public of an upcoming environmental analysis for a proposed project.
Online open house	A virtual meeting held online to provide the public with information and solicit public feedback on a project.
Open house	An in-person meeting for providing the public with information on a project and responding directly, one-on-one, to questions meeting participants may have.

Term	Definition
Project scoping	The process of identifying and documenting a project's goals, outcomes, milestones, tasks, costs and timelines.
Purpose and Need	A written statement that identifies the key transportation problems that must be addressed by the IBR program.
Race	Race is a socially constructed system of categorizing humans largely based on observable physical features (phenotypes), such as skin color and ancestry. There is no scientific basis for or discernible distinction between racial categories. The ideology of race has become embedded in our identities, institutions and culture and is used as a basis for discrimination and domination. *–Annie E. Casey Foundation*
Range of alternatives	A set of preliminary project options that can be analyzed as part of the supplemental environmental impact statement process.
Record of Decision or ROD	A document that records a federal agency's decision regarding a planned project for which an environmental impact statement was prepared. For the IBR program, the Federal Highway Administration would issue the Record of Decision for a Supplemental EIS.
Regional partner agency	Regional partner agencies have a direct role in any future improvements due to their position as an owner, operator, policymaker, regulatory agency or public economic development entity reliant on direct access to operations within the Interstate Bridge area. For IBR, the following regional agencies make up our regional partners: • TriMet • C-TRAN • Oregon Metro • Southwest Washington Regional Transportation Council • City of Portland • City of Vancouver • Port of Portland • Port of Vancouver

Term	Definition
Regulatory agencies	Federal, state and local agencies that can monitor and enforce laws and regulations affecting a capital project. For the IBR program, key regulatory agencies include: • Oregon Department of Environmental Quality • Washington Department of Ecology • Regional Native American tribes • Federal Highway Administration • Federal Transit Administration • Oregon and Washington State Historic Preservation Office(s) – SHPO • U.S. Fish and Wildlife Service • National Marine Fisheries Service • U.S. Army Corps of Engineers • Oregon and Washington Departments of Fish and Wildlife • Cities of Portland and Vancouver • Multnomah County • Clark County
Screening criteria	A set of transportation components used to evaluate and score the effectiveness of various transportation improvement options, usually weighed against a no-build option.
Section 106	A key section of the National Historic Preservation Act that requires federal agencies to evaluate the effects federally funded projects may have on historic properties.
SEIS	Supplemental Environmental Impact Statement, a review of the findings of an existing EIS, including the introduction of new or changed conditions or planned improvement options that have occurred, often years after the prior EIS was completed.
Title VI	Prohibition against exclusion from participation in, denial of benefits of, and discrimination under federally assisted programs on ground of race, color or national origin
Transit dependent	Describes someone whose only means of transportation is public transit (i.e. TriMet, C-TRAN). It generally refers to those who do not have the choice to drive a personal vehicle due to income, age, ability, access, and/or legal restrictions. Transit dependence can be a temporary circumstance.
Vision and Values	A written statement that identifies community values and goals related to potential transportation improvements.

APPENDIX A. COMMUNITY ADVISORY GROUP APPOINTMENT CRITERIA

The IBR program team developed the following appointment criteria and stakeholder group interests in coordination with staff from partnering agencies.

Stakeholder groups

- Environmental
- Historic
- River interest
- Neighborhood(s) in Southwest Washington and North/Northeast Portland
- Trucking/freight
- Civic, professional, and economic development
- Disadvantaged Business Enterprise/minority contractors
- Contractor/Associated General Contractors
- Community-based organizations
- Social services/non-profit organizations
- Education
- Business organizations
- BIPOC advocacy organization
- Tribal
- Labor
- Active transportation
- Transit dependent
- Art community

Criteria

- Balanced membership from both states with at least 80 percent residing locally.
- Organizations can represent more than one stakeholder group.
- Members are from communities of concern.
- Members are users of the bridge or will be impacted by the program.
- Members are users of the regional transportation network.
- Members are of various ages.

APPENDIX B. COMMUNITY ADVISORY GROUP FRAMEWORK CRITERIA

The IBR program team developed the following criteria in collaboration with staff from partnering agencies.

Membership Eligibility Criteria

Critical requirements for membership in the CAG include:

- Communities of concern (e.g., Black, Indigenous, and People of Color; people with disabilities; communities with limited English proficiency; persons with lower income; houseless individuals and families; immigrants and refugees; young people; and older adults)
- Those who are regular users of the existing Interstate Bridge
- Those impacted by the IBR program
- A representative cross section of the community with users of the regional network (business or industry)
- Representation of economic considerations along parallel routes including, or such as, the I-205 corridor, regionally impacting travel patterns (commuter), and diverse ages (youth perspective)
- Balanced representation from both Oregon and Washington

Member eligibility criteria were sed to guide the identification of candidates for CAG membership consideration. Members were selected by the IBR program team in coordination with regional partner agencies.

Applicants should have demonstrated ability to:

- Work together in a collaborative and constructive way to advance the best possible bridge replacement project for I-5
- Learn about the transportation issues facing the region, and be interested in the project
- Embrace program values of transparency, equity in transportation, listening to understand, and actively participate in meetings
- Be engaged and interested in the program
- Seek solutions through consensus
- Create a two-way dialogue with their constituents if specifically representing a stakeholder group or organization

APPENDIX C. KEY RESOURCES REFERENCED IN THIS REPORT

Solutions that Do Not meet Purpose and Need

Bi-State Legislative Committee letter to Congress

FHWA and FTA Letter

2019 IBR Progress Report

2020 IBR Progress Report

Conceptual Finance Plan

Preliminary Design Options Memo

Draft Desired Outcomes

Draft Equity Framework

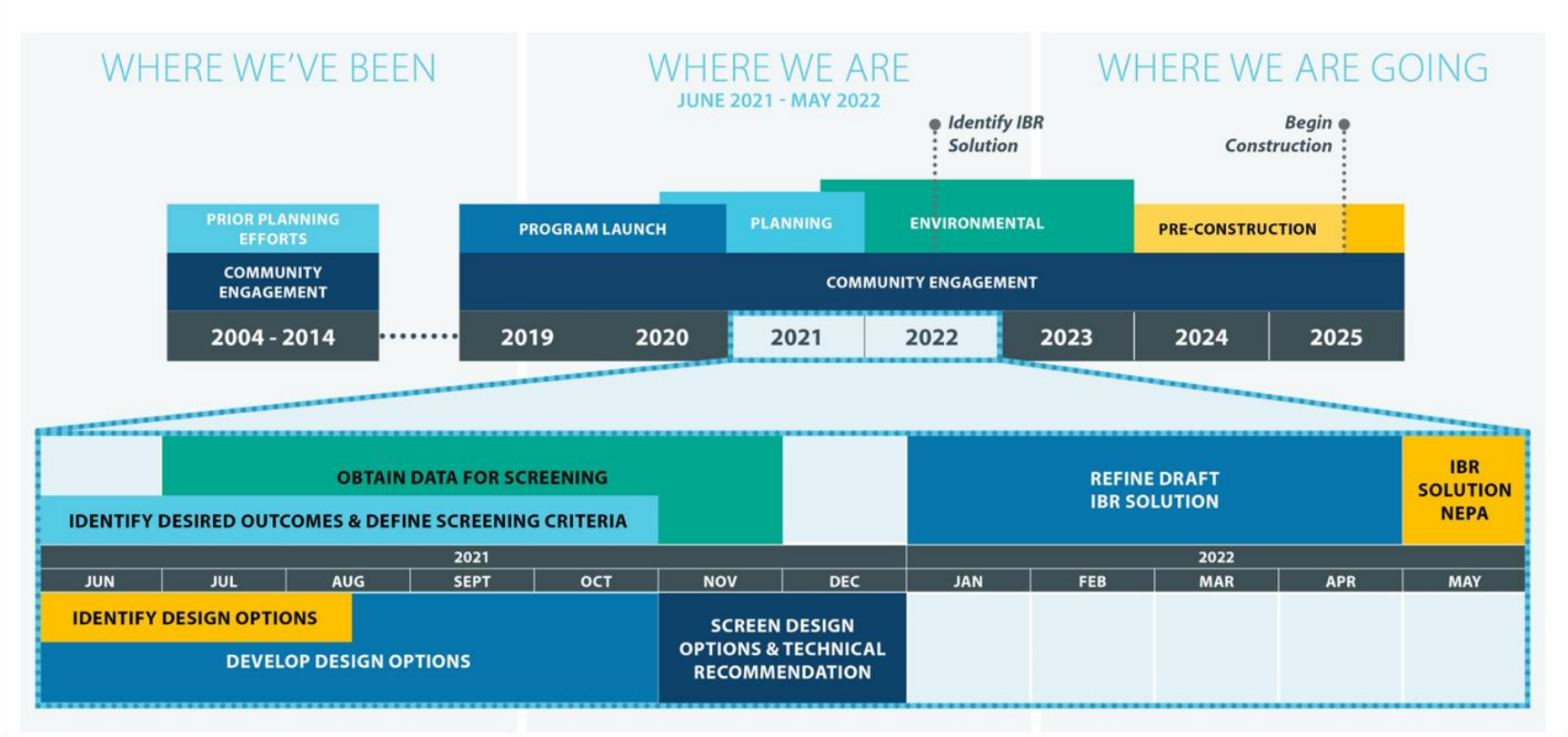
Summary of Community Values and Priorities

IBR Commitments and Expenditures

FHWA Order 5020.1A

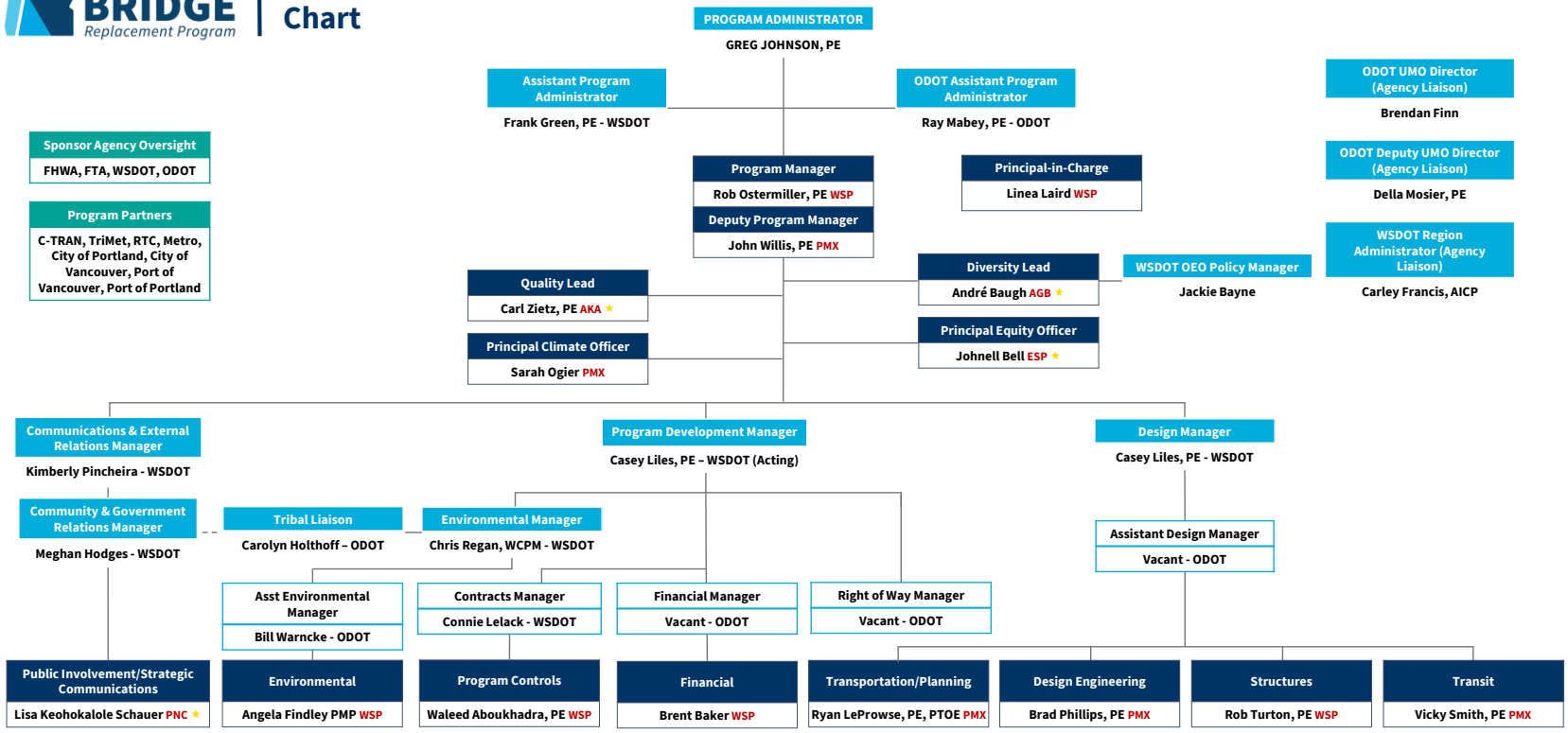
Substitute Senate Bill 5165

APPENDIX D. IBR PROGRAM TIMELINE



APPENDIX E. IBR PROGRAM TEAM ORGANIZATIONAL STRUCTURE

Organization Leadership Chart



★ DBE Partner

Team Firms (specific personnel resources to be added as needed to support program tasks)

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

Note: This is a functional organizational chart and does not denote all program team positions or necessarily indicate specific hierarchy. Vacant positions noted above will be pursued by the program as work progresses. *Revision Date 7/28/21*

APPENDIX F. AMERICANS WITH DISABILITIES ACT (ADA) INFORMATION

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

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

APPENDIX G. TITLE VI STATEMENT TO THE PUBLIC

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