



Interstate
BRIDGE
Replacement Program



IBR Program Progress

June 17, 2022

www.interstatebridge.org

Meeting Topics

- ▶ **Continued Conversation on the Modified Locally Preferred Alternative Recommendation**
 - Recap of key components of the Modified LPA Recommendation
 - *Will include a review of foundational work guiding the process*
 - Comments from IBR partners:
 - *Program partners will be asked to share their perspective on the process and/or agency information in response to questions*
 - Discussion: What additional questions or feedback do you have? Is there additional information you would like to have as we work toward July?
- ▶ **Next Steps**
 - July 21: Acknowledge the step to move the Modified LPA into the SDEIS process for further evaluation

Continued Conversation on the Modified LPA Recommendation

▶ IBR Team

Greg Johnson, Program Administrator

Frank Green, Assistant Program Administrator

Ray Mabey, Assistant Program Administrator

▶ Partner Comments

Jo Ann Hardesty, Portland City Commissioner

Shawn Donaghy, C-TRAN CEO

JC Vannatta, TriMet Executive Director of Public Affairs

Program Update: U.S. Coast Guard Navigation Clearance Permit Process

- ▶ **A preliminary navigation clearance determination is one of many steps in the process to identify the final bridge height**
 - Preliminary determination is based on initial feedback the Coast Guard received from river users
 - As new information becomes available, the navigation clearance that is identified may change to address the new information
- ▶ **IBR will continue coordinating with the Coast Guard to identify a solution that best accommodates river navigation while balancing the needs of other modes, including freight, automobile, bicyclists, pedestrians, transit, and aviation**
 - Challenges with a bridge design that allows a higher clearance include airspace restrictions, grade requirements, and connections for freight, transit, and active transportation
 - Upcoming work will consider the tradeoffs for each set of users to identify the best way to avoid impacts to river users while addressing the transportation problems identified in the program Purpose and Need

Foundational Guidance Shaping Program Work

- ▶ The program is guided by direction from the legislatures, governors, transportation commissions, and federal partners
 - Ongoing oversight and guidance from Bi-State Legislative Committee
 - Legislative and executive direction and milestones
 - *WA SSB 5806 (2017)*:
 - Joint legislative action committee regarding construction of a new Interstate 5 bridge
 - Utilize prior relevant work to allow for nonduplicative and efficient decision making, examine mass transit options
 - *WA ESHB 1160 (2019)*:
 - Reevaluate Purpose and Need, reengage stakeholders and the public, assume that some costs of the new facility may be covered by tolls
 - *WA ESSB 5689 (2022)*:
 - Conduct work to prepare and publish a draft SEIS during the 2021-2023 biennium
 - Description of the locally preferred alternative due to the full legislature by Aug. 1, 2022
 - *Memorandum of Intent Signed by Governors Brown and Inslee Nov. 2019*
 - Commitment to a joint Oregon-Washington project office to replace the Interstate 5 bridge
 - Reinforces direction set by WA ESHB 1160 and assumes a new bridge will include high-capacity transit
 - Federal requirements and direction
 - *FHWA and FTA strongly support consideration of climate change and equity in transportation projects*
 - *Confirmed the need to complete a Supplemental EIS - allows the program to update and improve upon previous planning work to reflect changes that have occurred without restarting the environmental process*

Foundational Work: Committee Principles

▶ Revised Joint I-5 Bridge Committee Foundational Principles – 10/25/19

- Discuss the replacement of the I-5 Interstate Bridge.
- Assume that one of the goals of this process is to construct an I-5 replacement bridge that includes a mass transit component and that the new process will examine options available going forward.
- Establish a preliminary project cost scope and likely sources of funding.
- Determine the least cost, most efficient project management and best practices tools consistent with work already completed including but not limited to height, navigation needs, transparency, economic development and other critical elements while minimizing the impacts of congestion during construction.
- Determine the most expedient, timely path to a final project.
- Seek public input on the plan developed and present final recommendations for process and financing to both States.
- Monitor process and work to actively advance a final project to completion.
- Consider and review future bi-state Columbia River bridge needs for possible repair, maintenance, or new construction, prioritizing those needs and making recommendations to both States with regard to financing specific projects, timing, authorities and operations.

Foundational Work: Purpose and Need

- ▶ **Community engagement efforts confirmed widespread agreement that the previously identified transportation problems in the program corridor still exist:**
 - Growing travel demand and congestion
 - Impaired freight movement
 - Limited public transportation operation, connectivity, and reliability
 - Safety and vulnerability to incidents
 - Inadequate bicycle and pedestrian facilities
 - Seismic vulnerability of the I-5 bridge
- ▶ **Federal guidance indicated substantive modifications to the previous Purpose and Need would likely require a significantly longer environmental process**
 - ESG partners confirmed a shared desire to **update and improve upon past work** without restarting planning efforts
 - Includes a shared commitment to utilize existing Purpose and Need while embedding **equity** and **climate** throughout the program in actionable and measurable ways

Foundational Work: Reconfirming Bridge Replacement

- ▶ **The program reviewed and confirmed the following solutions do not meet Purpose and Need and should not be considered further for IBR:**
 - Third Bridge or Supplemental Bridge
 - High-Speed Rail
 - Common Sense Alternative II
 - Immersed Tube Tunnel (ITT)
 - *Safety concerns with locating vehicles and bike/ped in a tunnel (e.g., fire)*
 - *Would not be able to connect to Hayden Island and downtown Vancouver*
 - *Approximately twice as expensive as a replacement bridge*
 - *Additional impacts to natural and cultural resources*
- ▶ **The review of solutions that don't meet Purpose and Need and the ITT analysis are documented on the program website:**
 - Memos of solutions that don't meet Purpose and Need are available at www.interstatebridge.org/library under “Environmental Documents”
 - ITT analysis documents are available in the library under “Technical Documents”

Foundational Work: Evaluating Design Concepts

▶ Equity Framework

- Program equity definition, equity principals, and equity objectives that outline the program's approach to advance process and outcome equity
- Informed by EAG, community input, best practices, and frameworks from other projects

▶ Climate Framework

- Developed in coordination with agency climate staff to ensure the program is supporting statewide climate goals and considering climate in design, construction, operations, and maintenance

▶ Community Values and Priorities

- CAG provided guidance through review and discussion of community engagement feedback on transportation problems and priorities
- Used to help inform screening criteria

▶ Desired Outcomes

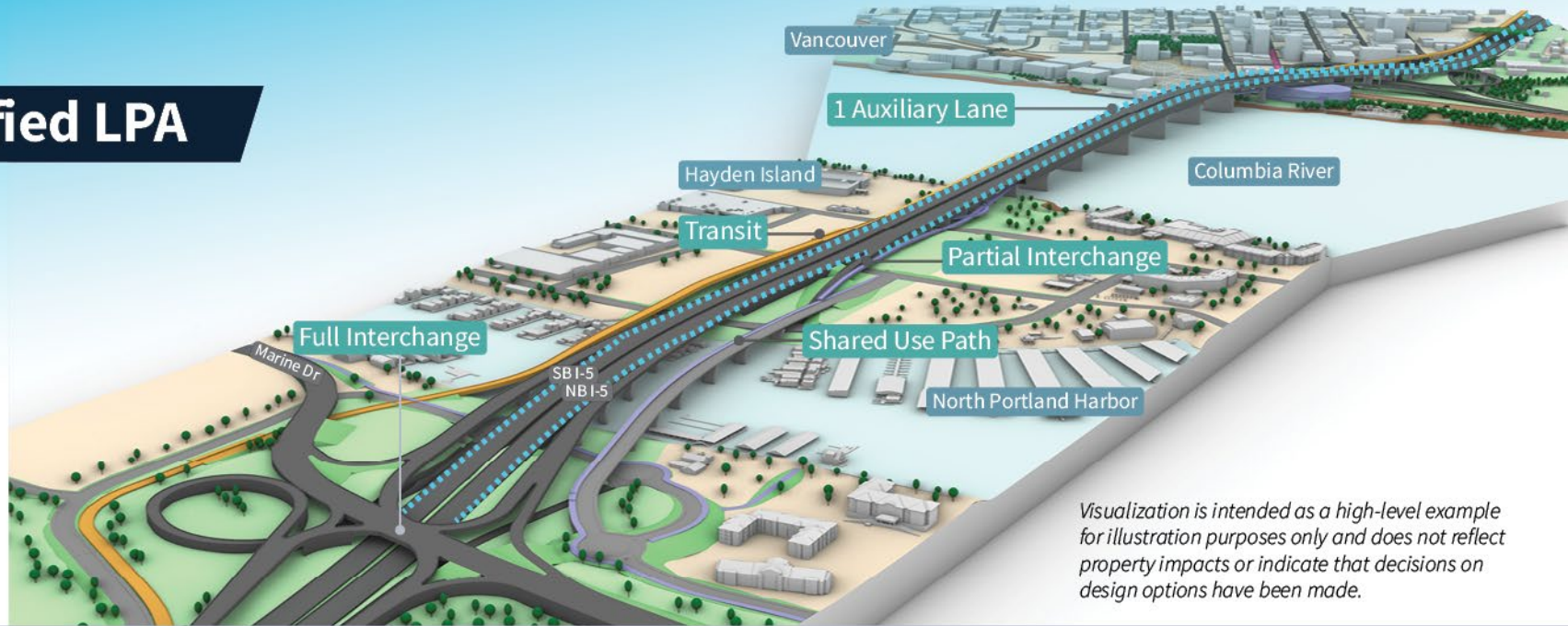
- Observable and measurable accomplishments that the program aspires to achieve at a program level
- Informed by input from partners, the community, CAG and EAG to align with the Purpose and Need, community priorities and values, equity objectives, and climate objectives

▶ Screening Criteria

- Criteria and metrics used to assess the trade-offs or potential impacts among design options
- Informed by community values and priorities, equity and climate frameworks, technical work, partners

IBR Recommendation: Modified LPA


Hayden Island: **Partial Interchange**
 River Crossing Auxiliary Lanes: **1**
 Transit: **Light Rail to Evergreen near I-5**
 Variable Rate Tolling: **Yes**




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

Partial Interchange Summary


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



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



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



Benefits of Expanding LRT from Expo to Evergreen

4 Stations* 

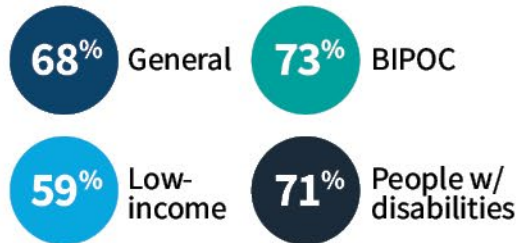
3,000+ Residents are within a half mile walk

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



*Includes the existing Expo station and 3 new stations.

Equity - Jobs Accessible via Transit (% increase)*



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

Climate - GHG Reduction*

36,000 metric tons/year
or the equivalent of

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



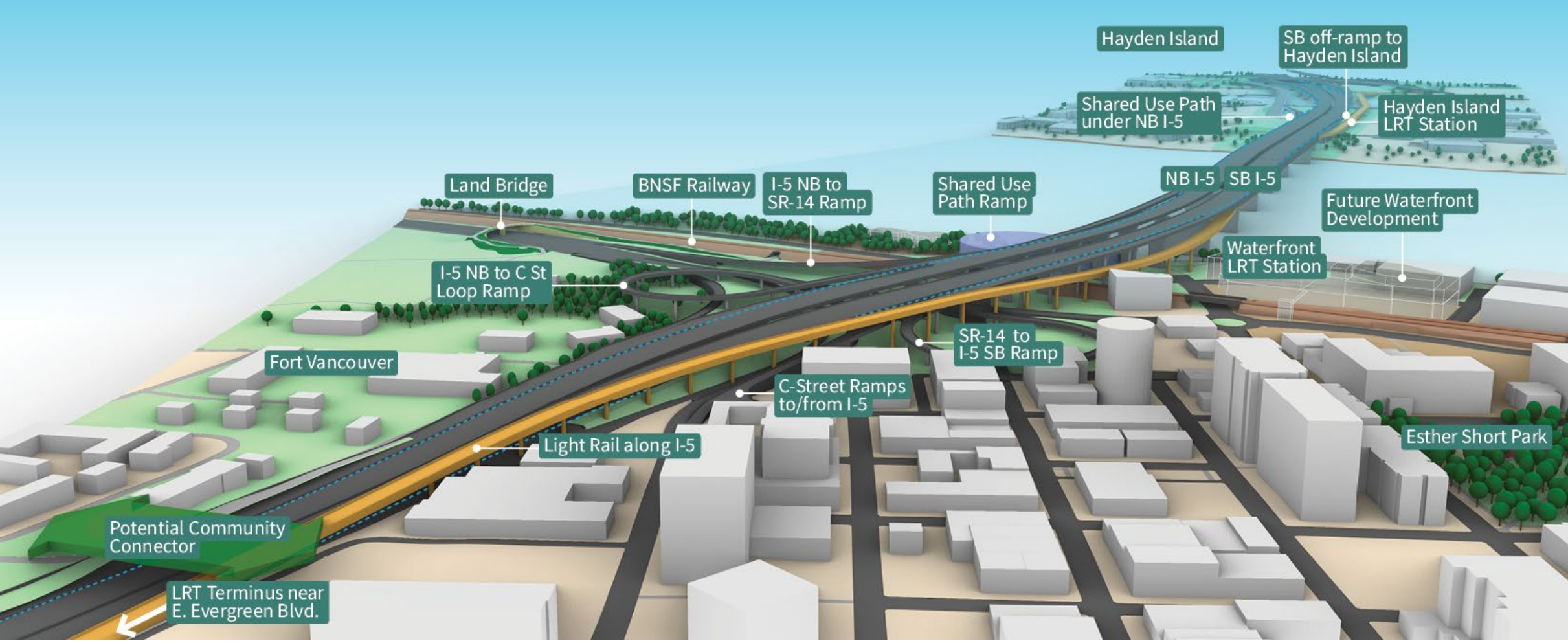

*GHG reduction is an estimate calculated from the displacement (or avoidance) in the shift from cars to transit.

Strategies to Combat Climate Change



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

IBR Recommendation: Modified LPA

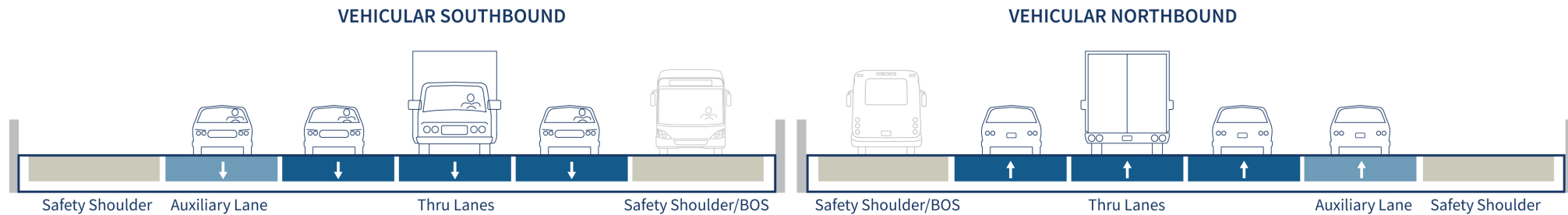


Cross-Sections of Vehicular Lanes

Existing Bridge



Two Bridge Option*



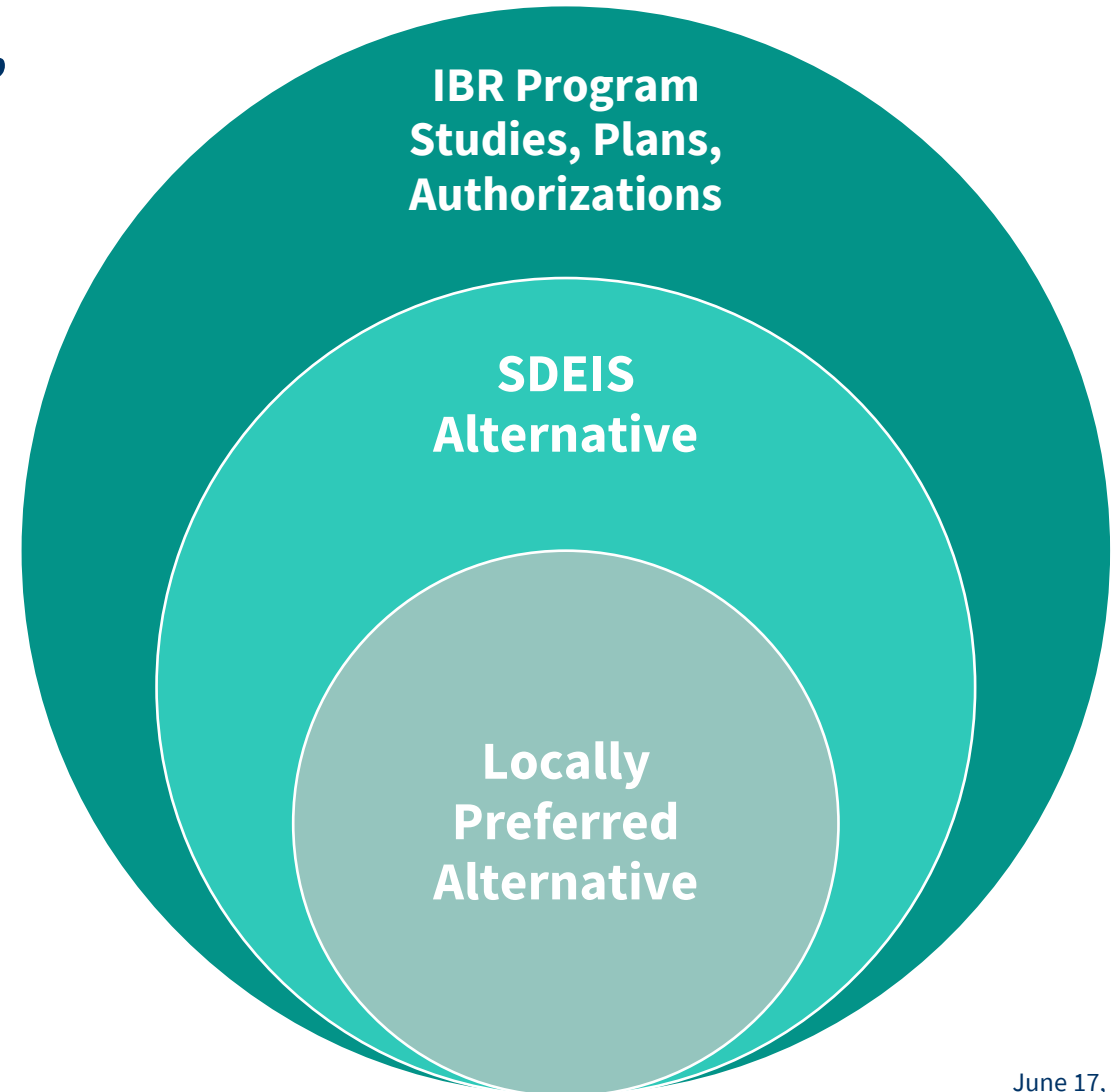
*Two bridge option shown for example and comparison purposes only. Additional technical analysis will be completed to determine bridge configuration. High capacity transit and shared use path for active transportation would be accommodated in dedicated spaces in addition to what is reflected in the graphic above.

Other Assumptions in the Recommended Modified LPA

- ▶ Current I-5 bridge replacement with a seismically sound bridge with three through lanes northbound and southbound.
- ▶ Replacement of the North Portland Harbor Bridge with three through lanes northbound and southbound.
- ▶ Prioritizing a comprehensive transit network.
- ▶ Improvements to additional interchanges within the program corridor.
- ▶ Safe and comfortable active transportation.
- ▶ Assumption that Variable Rate Tolling will be used for funding, such as constructing the program, managing congestion, and improving multimodal mobility within the I-5 corridor.

Next Steps – How They Fit Together

- ▶ Program requires numerous studies, plans, analyses, authorizations, etc.
- ▶ Supplemental Draft Environmental Impact Statement (SDEIS) is a study where benefits and impacts of the Modified Locally Preferred Alternative will be evaluated for public review and comment.
 - A Locally Preferred Alternative (LPA) identifies the foundational elements of the alternative to be studied in the SDEIS process.



Examples of Program Commitments for Future Work

- ▶ **The Modified LPA is a foundation for what to study in the SEIS.**
- ▶ **The program is developing a list of commitments for future work and/or analysis, such as:**
 - **Active Transportation**
 - *Provide active transportation connections to high-capacity transit stations*
 - **Climate/Sustainability**
 - *Prioritize a high level of sustainable design and construction practices*
 - **Community**
 - *Authentically engage with advisory groups to help inform major program decisions*
 - **Contracting/Construction**
 - *Set targets to achieve DBE utilization and workforce diversity*

Examples of Program Commitments Cont.

- ▶ **Examples of program commitments for future work cont.:**
 - **Design**
 - *Aesthetically pleasing, cost efficient, and sustainable.*
 - **Equity**
 - *Accountability tracking tool and Equity Framework reporting.*
 - **Finance Plan**
 - *Refining costs and revenue estimate, including federal, state, and local funding.*
 - **Freight**
 - *Ensure auxiliary lane design, interchanges, and bridge configuration meet freight needs.*
 - **Tolling**
 - *Prepare an Equity Report to assess the impact of tolls on low-income travelers.*
 - **Transit**
 - *Work with partner agencies to optimize transit network.*

Exploring Demand Management Strategies

- ▶ The program will continue to explore best practices for strategies to address current and future congestion in the program corridor:
 - Highway design solutions to support safe, efficient movement of traffic
 - *Including auxiliary lanes, collector-distributor lanes, and braided ramps*
 - Demand and system management strategies to addressing traffic volumes and speed differential issues
 - *Including ramp meters, advisory speed signs, transit, etc.*
 - *A combination of competitive transit investments including High-Capacity Transit, express bus service, and Bus on Shoulder*
 - Variable rate tolling, combined with Oregon congestion pricing
 - *Encourage use of other modes, encourage off-peak travel, and reduce discretionary trips*
 - Consider smart technology to accommodate for future trends and needs
 - *Vehicle to infrastructure communication, autonomous vehicles, etc.*

Responding to Questions: Cost Estimating

- ▶ **The program's preliminary cost estimate is based on broad concepts with an inflation factor added because the program is at 2% or less of design.**
 - Cost estimate will be refined as more details are determined in the SEIS.
- ▶ **Controlling costs for mega projects is a dynamic and ongoing process requiring different strategies to account for unanticipated factors.**
 - The program will follow best practices to help identify and address cost escalation risks and other financial considerations.
- ▶ **Investment Grade Traffic Studies are used to provide confidence in the viability of tolling to satisfy bond debt holders.**

Recent Partner Discussions and Feedback

- ▶ **May 10 – June 14: Program Modified LPA briefing and discussion at partner boards, councils, and commissions**
 - **Portland City Council - May 10**
 - *How has IBR incorporated lessons learned to improve bi-state leadership, governance, finance, and decision-making*
 - *How climate and equity metrics will be developed and achieved, including user experience, environment, and aesthetics*
 - **Metro Council - May 12**
 - *Right-sizing and limiting bridge footprint is important*
 - *Addressing equity concerns is critical and needs to be continued through meaningful engagement and applying the equity framework to decisions*
 - *Variable rate tolling and light rail transit with bus service are necessary to manage congestion, provide travel options, and meet climate goals*
 - **Vancouver City Council - May 16 and June 6**
 - *A desire to better understand how the interchanges within the Vancouver BIA will be improved*
 - *Questions about adequate capacity and freight accommodation with the recommended number of lanes*
 - *Ensuring the program is building equity into the program process, as well as tangible outcomes*
 - **TriMet Board of Directors - May 25**
 - *Maintaining and improving the performance of C-TRAN and TriMet's transit systems to support the Modified LPA is critical*
 - *Essential to update the project finance plan to identify clear project costs, agreements, and funding sources*

Recent Partner Discussions and Feedback Cont.

- ▶ **May 10 – June 14: Program Modified LPA briefing and discussion at partner boards, councils, and commissions**
 - **RTC Board of Directors - June 7**
 - *Finance equity, cost sharing the tolling limits*
 - *Auxiliary lanes to optimize system performance, safety, and freight movement (and high-wide-heavy)*
 - *Economic development opportunities, include aggressive job development and training programs*
 - *Community benefits and respect for archaeology resources on North Bank*
 - **Port of Portland Board of Commissioners - June 8**
 - *Access to and from Marine Drive is as important as balancing overall height of the bridge with PDX and river navigation needs*
 - *Centering equitable outcomes is essential*
 - **Port of Vancouver Board of Commissioners - June 14**
 - *Desire to study how two aux lanes perform as part of the next phase of design, at least in portions of the project area*
 - *Examine available smart technologies and methods (such as freight only lanes) to see if those mechanisms can mitigate the negative impacts of one aux lane*
 - **C-TRAN Board of Directors - June 14**

Upcoming Partner Discussions

- ▶ **June 16 – July 14: Program partner boards, councils, and commissions endorse the Modified LPA***
 - June 16, JPACT
 - June 22, TriMet Board of Directors
 - July 11, Vancouver City Council
 - July 12, Port of Vancouver Board of Commissioners
 - July 12, C-TRAN Board of Directors
 - July 13, Port of Portland Board of Commissioners
 - July 13, Portland City Council
 - July 14, RTC Board of Directors
 - July 14, Metro Council



Hearing from Program Partners

- ▶ City of Portland representative to share perspective on IBR partnership:
 - Jo Ann Hardesty, Portland City Commissioner
- ▶ Transit partners to share partner perspective and agency information in response to questions:
 - JC Vannatta, TriMet Executive Director of Public Affairs
 - *Ridership*
 - *Costs*
 - *Safety*
 - Shawn Donaghy, C-TRAN CEO



Questions or Guidance?

- ▶ What additional questions or feedback do you have?
- ▶ Is there additional information you would like to have as we work toward July?

Next Steps

Greg Johnson, Program Administrator

Near Term Timeline

▶ Mid-June – Mid-July

- Program partner boards, councils, and commissions endorse the Modified LPA

▶ July 21

- Executive Steering Group considers consensus recommendation to move the Modified LPA into the SEIS process for further evaluation
- **Bi-state legislative committee** acknowledges the step to move the Modified LPA into the SEIS process for further evaluation

Timeline Beyond Summer 2022

▶ Late 2022 through 2023:

- Updates to the Conceptual Finance Plan once details of the Modified LPA are confirmed.
- Additional funding discussions as part of the 2023 legislative session.
- Anticipate applying for federal grant funding for construction beginning in 2023.

▶ Ongoing through 2024:

- Additional analysis and continued community engagement as part of the federal environmental review process.
- Additional development of design details such as bridge configuration, active transportation facilities, transit details, etc.

▶ Construction anticipated to begin by late 2025.



Questions or Feedback?



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Thank you!

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