Oregon Department of Transportation

ODOT Major Project Financial Status Update

Travis Brouwer – ODOT Deputy Director
Monica Blanchard – Interim Rose Quarter Project Director
Rian Windsheimer – ODOT Region 1 Manager
Tova Peltz – Statewide Capital Programs Engineer
Ray Mabey – ODOT Assistant Administrator, Interstate Bridge Replacement Program

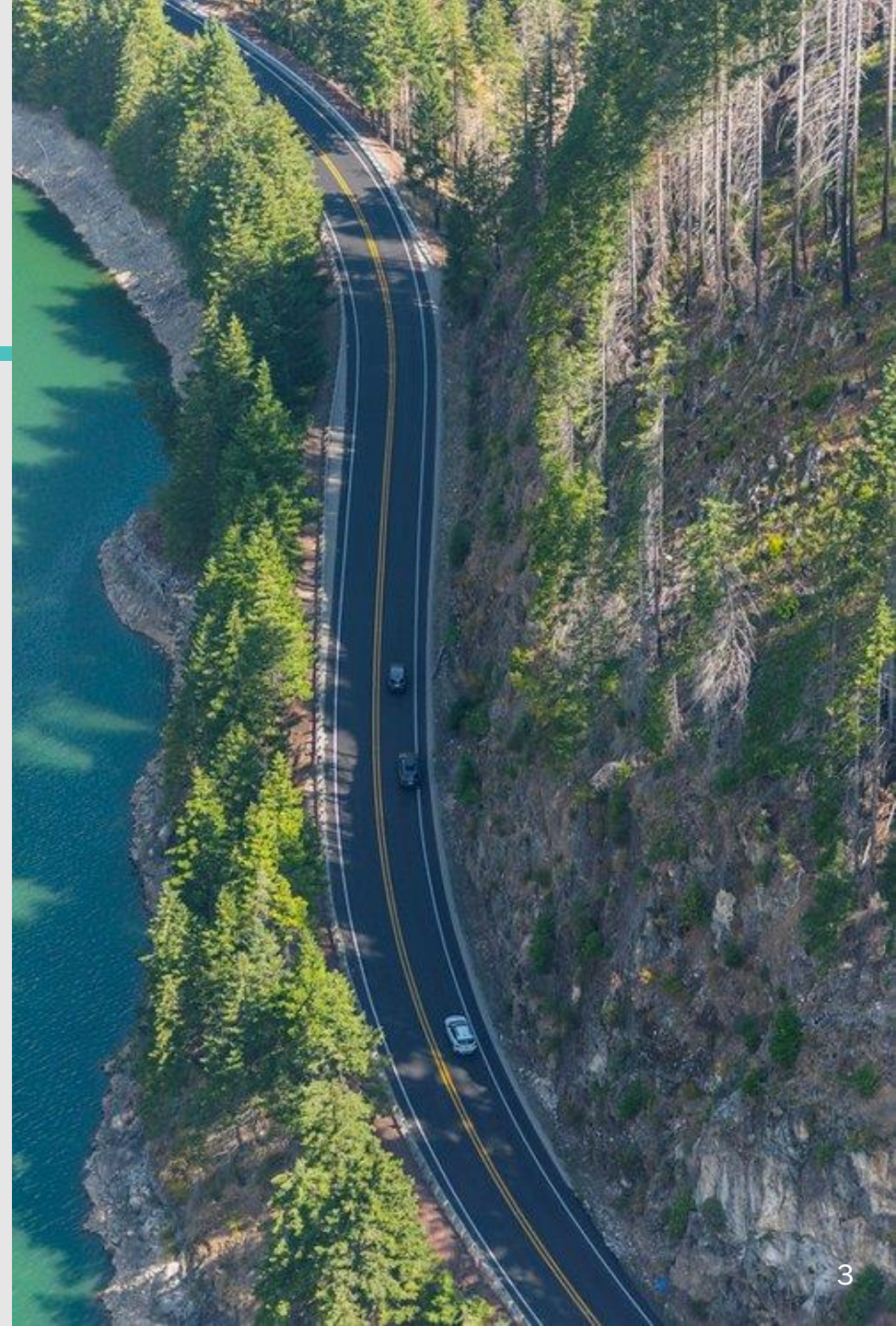
Joint Committee on Transportation Oversight
November 18, 2025

Roadmap

- Major Projects Updates
- Debt Management Plan
- Interstate Bridge Replacement (IBR) Update

ODOT Major Projects

- I-5 Rose Quarter
- OR 217
- Outer Powell
- I-205
- I-5 Boone Bridge
- Hood River-White Salmon Bridge*
- OR 22 Center Street Bridge
- Newberg-Dundee Bypass
- Interstate Bridge Replacement



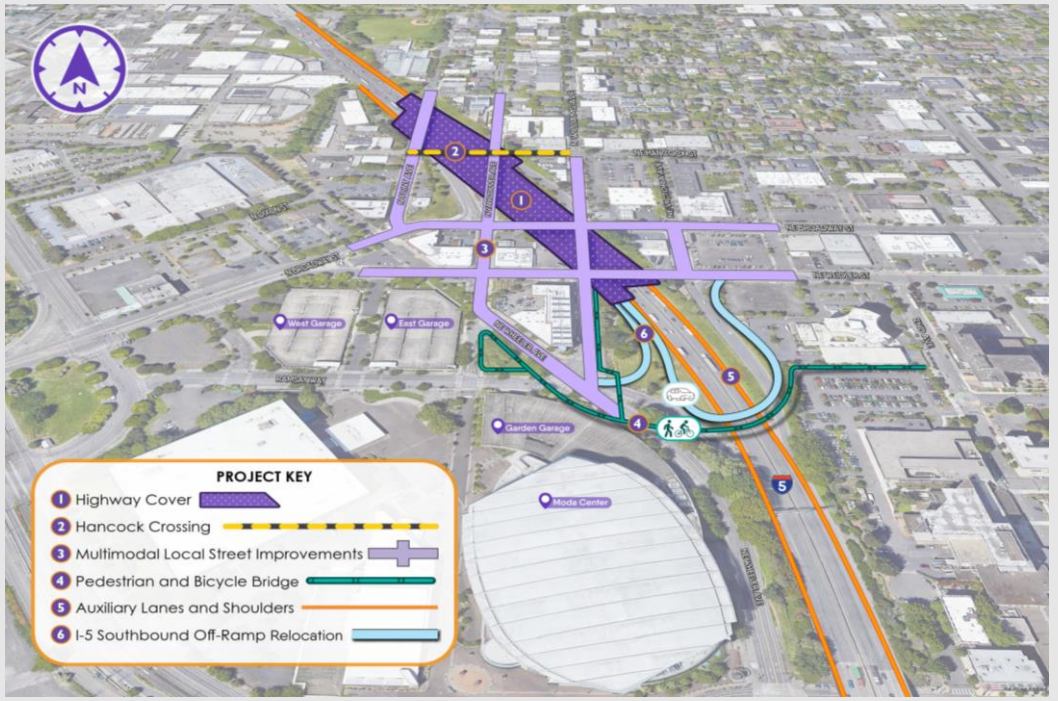
ODOT Major Project Status

Project	Phase	Status
Interstate Bridge	NA	Design
I-5 Rose Quarter	Phase 1A	Under construction
	Phase 1	Design
	Phase 2	Design
OR 217	NA	Construction finishing
Outer Powell	NA	Under construction
I-205	Phase 1A	Under construction
	Phase 2	Design/On-hold
I-5 Boone Bridge	NA	Planning
OR 22 Center Street Bridge	Phase 1	Construction starts in 2026
	Phase 2	Planning
Newberg-Dundee Bypass	Phase 2A	Construction
	Phase 2B	Design

I-5 Rose Quarter Improvement Project Funding and Status

Status:

- Federal environmental approval in March 2024
- Project design ranges from 30% to 100% completion
- Phase 1A construction started July 2025
- Letter of Agreement for full project completion: ODOT, City of Portland, Albina Vision Trust, Rip City Management
- $67.5M Reconnecting Communities grant funds awarded and obligated to design and acquire right-of-way to build the first portion of the highway cover.
- OTC allocated $250M in House Bill 2017 Urban Mobility Strategy funds in December 2024



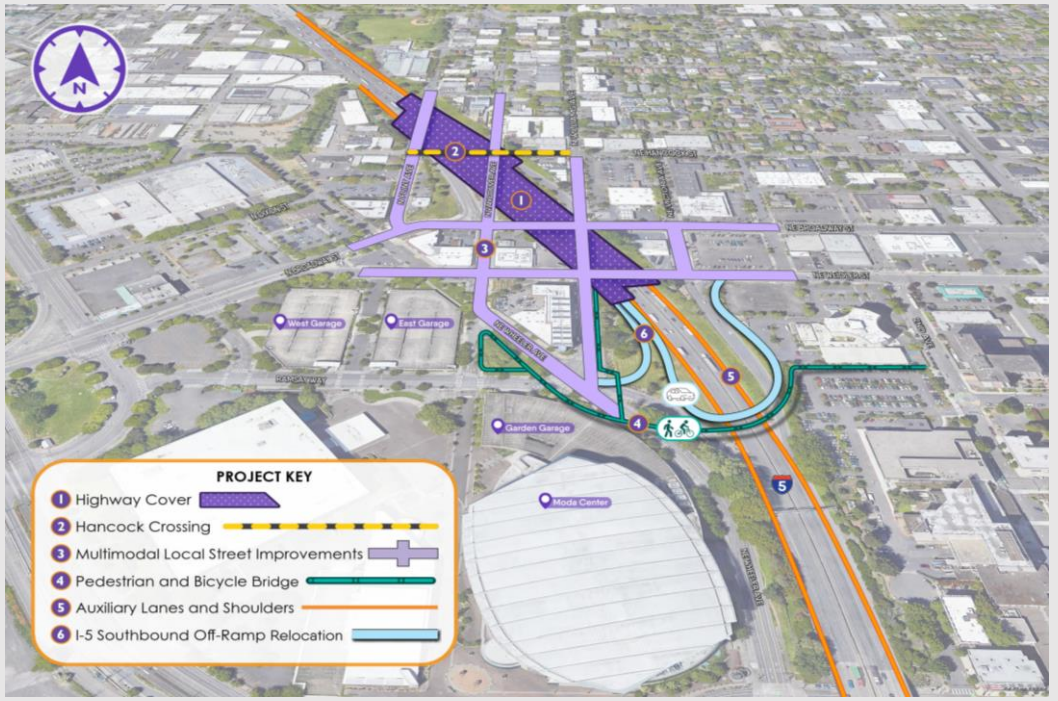
I-5 Rose Quarter Improvement Project Funding and Status

Cost Estimate: $1.96B - $2.08B

Allocated Funding: $480M total

- $380M HB 2017 UMS Funding
- $32M Other Federal/State/Local
- $68M USDOT Reconnecting Communities and Neighborhoods Grant

Funding Gap: $1.48B - $1.60B



OR 217 Auxiliary Lanes

Adding auxiliary lanes to improve safety and reduce bottlenecks.

Construction started: Early 2022

Substantially Complete: October 31, 2025

Highlights:

- Mainline paving and striping complete.
- S Hall Blvd overpass open to traffic.
- North-South Bicycle/Pedestrian connections complete.

All major elements of the OR 217 Auxiliary Lanes Project are now complete.

OR 217 Auxiliary Lanes

Cost Estimate:

- **Total project estimate for design through construction: $174M**
- Current Construction Cost: $147M
- Original Construction Authorization: $129M
- Original Programmed Amount for Construction: $5.6M
- Cost increases from original estimate were due to additional scope e.g., bridge work, pedestrian and bicycle improvements, and material and labor cost increases.

Funding:

- HB 2017 71D allocation: $98M
- This project is funded by HB 2017, JPACT/METRO, City of Beaverton, Washington County and other ODOT programs.

Funding Type	Amount
Federal/SHF	$71,092,415
HB 2017 Discretionary	$97,201,030
HB 2017 Bridge	$361,880
Local/Other	$5,516,633
Total Funding	$174,171,958

US 26 Outer Powell Safety

Install center turn lane, new sidewalks, bike lanes and pedestrian crossings to reduce the frequency and severity of crashes.

Construction started: Spring 2025

Anticipated Completion: Summer 2029

Highlights & Upcoming Activities:

- Initial work includes widening and drainage installation.
- Portland Water Bureau waterline work is underway.
- Soundwall installation ongoing
- Temporary widening and utility relocation
- Jurisdictional transfer to City of Portland when complete

US 26 Outer Powell Safety

Cost:

- **Total project estimate for design through construction: $144.7M**
- Current Construction Cost: $99M
- Original Construction Authorization: $99M
- Original Programmed Amount for Construction: $61.8M
- Cost increases from original estimate were due to added scope, complexity of staging and utility relocations, along with material and labor cost increases.

Funding Type	Amount
Federal/SHF	$26,665,044
HB 2017 Discretionary	$104,000,000
GARVEE	$8,000,000
Local/Other	$6,004,746
Total Funding	$144,669,790

Funding:

- HB 2017 71D allocation: $110M
  - Intended to fund Phases II and III – the phased upgrade and transfer of the road.
- This project is funded by HB 2017, Great Streets, ADA Program, City of Portland, Federal, and other utilities.

I-205 Corridor Improvements: Phased Approach

Improved operations and safety with auxiliary lanes, widened, seismically resilient Abernethy Bridge, retrofitted structures and traveler information signs.

I-205 Corridor Improvements: Phased Approach

Phase	Funded Value	Description	Status
1	$57,600,000	100% design for Abernethy Bridge area work 100% design for Traveler Information Signs 60% design for full corridor widening project	Complete
1A	$672,000,000	Construction for Abernethy Bridge seismic retrofit & widening	Construction underway
1A	*$50,000,000*	*Ground improvement at Abernethy Bridge approaches*	*To be constructed*
1A	*$30,000,000*	*Abernethy Bridge Construction Contingency in Finance Plan*	*To be determined in 2026-2027*
2	$0	100% design & construction for full corridor widening	On hold
3	$5,300,000	Construction for Traveler Information Signs	Complete
Total	**$815,000,000**		

I-205 Abernethy Bridge (Phase 1A)

Improved operations and safety with widened, seismically resilient structure and interchange improvements.

Construction started: 2022

Contract Completion Date: End of 2026

- Highlights & Upcoming Activities:
  - Crews retrofitting pier crossbeams
  - First bridge steel girders fabricated
  - Includes a “bridge slide” where the existing bridge will be widened by sliding both bridge decks apart and adding lanes in the center

I-205 Abernethy Bridge (Phase 1 & 1A)

Cost Estimate:

- **Total project for design through construction: $815M**

This value includes design work for other phases.

(60% for phase II, 100% for phases 1A & 3, and construction of phase 3 ITS improvements.)

- Phase 1A Current Construction Value: $672M
- Original Construction Authorization: $495M
- Original Programmed Amount for CN: $375M
- Cost increases from original estimate were due to structural engineering elements and unanticipated design challenges, along with material and labor cost increases.

Funding Type	Amount
Federal/State/ Local	$166,000,000
HB 2017 UMS	$154,000,000*
HB 2017 Bridge	$495,000,000*
Total Funding	$815,000,000

*Estimate

I-205 Corridor Improvements: OR213 to I-5 (Phase 2)

Scope of work:

- 6.3 miles of widening I-205 from 4 to 6 lanes total
- Seismic retrofit and widen 4 existing mainline bridges
- Full replacement of 6 mainline bridges
- Full replacement of 2 overcrossing bridges
- Construction of 2 soundwalls

Estimated Cost for Construction:

>$500M based on the last estimate in 2022

Status:

- Designed to 60%
- Final design & construction are indefinitely postponed

I-5 Boone Bridge

Seismically resilient I-5 bridge over the Willamette River with bicycle and pedestrian facilities and southbound auxiliary lane to improve operations and safety.

Anticipated Completion Date:

- To be determined based on future funding

Current Status:

- Federal Planning and Environmental Linkage work completed with $4M allocation.

Next Steps:

- Subsurface investigation and tribal coordination using $1M allocation from Oregon Legislature to inform determination of preferred alternative.

I-5 Boone Bridge

Cost Estimate:

- Over the major project threshold of $250M
- Funding Allocated to Date: $4M for planning work
- 2025 Legislature added $1M for additional subsurface investigations.

Funding Type	Amount
Federal	$4,000,000
State	$1,000,000
Total Funding	$5,000,000

Funding Summary:

- HB 2017 71D allocation: None.
- Funding to date by allocation of federal funds by the Oregon Transportation Commission.

Hood River-White Salmon Bridge Replacement

Project being developed & delivered by the Hood River-White Salmon Bridge Authority

Planned Start of Construction: Fall 2027

Open to traffic: 2031

Highlights & Upcoming Activities:

Record of Decision – Dec 2025
4 Treaty Tribe Memoranda of Agreement – 2026
60% Design – Summer 2026
Design completion – Spring 2027

STATE FUNDING
$250M in state match ($125M each from WA & OR)

LOCAL FUNDING
$105M toll-backed TIFIA loan in process

INITIAL FEDERAL FUNDING
$200M INFRA grant

REMAINING FEDERAL FUNDING
$532M Bridge Investment Program request

OR22 Center Street Bridge

Provide a seismic resilient structure over the Willamette River in Salem.

Phase 1 – Main Span and East Approach Retrofits

- **Anticipated Completion Date:** 2030
- **Highlights & Upcoming Activities:**
  - Approaching 100% Design Milestone
  - Construction bid award in Spring 2026
  - Construction anticipated to begin in Summer 2026

Phase 2 – West Approach Reconstruction

- **Upcoming Activities:**
  - $2M allocated for advanced investigations in 2026

OR22 Center Street Bridge

Cost Estimates:

Phase 1

- **Total project estimate for design through construction: $198M**
- Current Construction Cost: $182M
- Original Construction Authorization: N/A
- Original Programmed Amount for Construction: $86.8M

  Cost increases from original estimate were due to lack of scope and field investigation, regulatory changes, soil conditions and bridge conditions such as west end ramps.

Phase 2

- **Total project estimate for design through construction: $185-$270M**
- Advanced investigation funded for $2M

Funding Type	Amount
HB 2017 Discretionary	$60,000,000
HB 2017 Bridge Seismic	$40,000,000
Local	$524,800
Bonding	$99,475,200
Total Funding =	$200,000,000

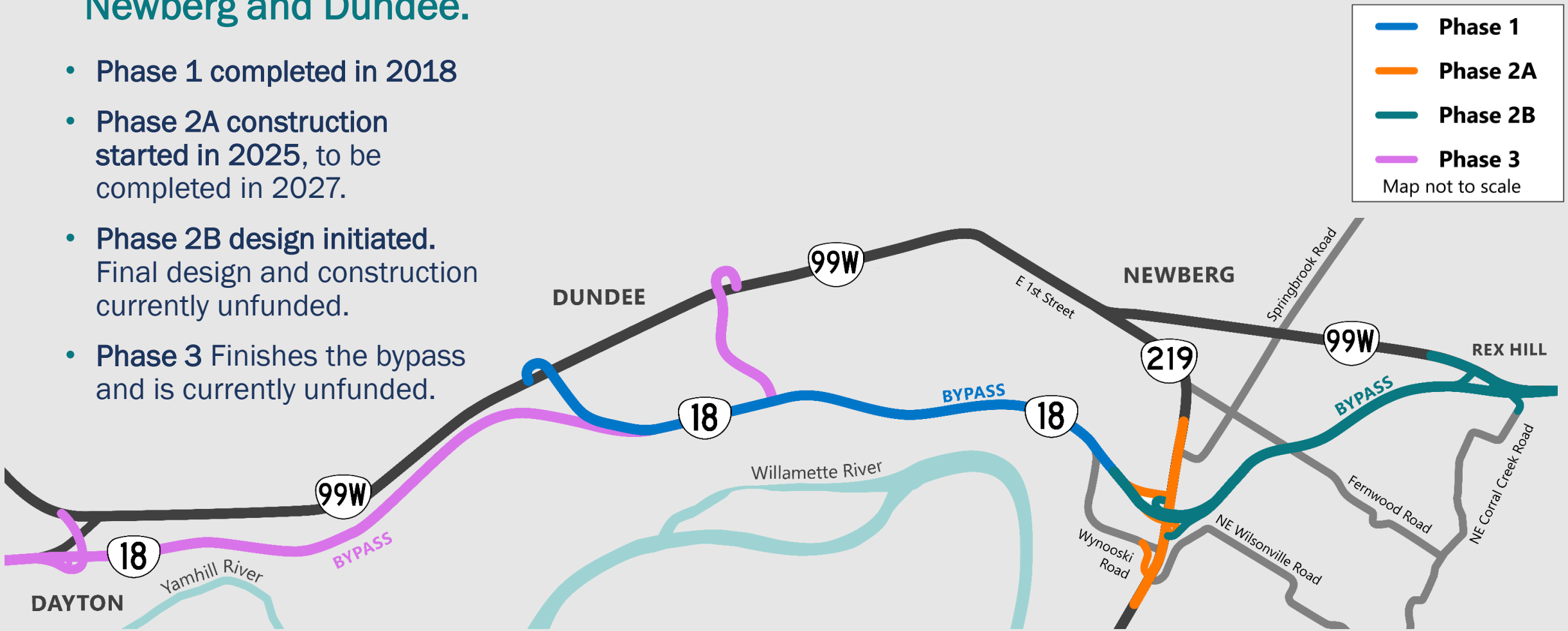
Funding Summary:

- HB 2017 71D allocation: $60M
- This project includes funding from HB 2017 and Bridge Seismic; however, this project is phased, with Phase 2 not fully funded.

OR 18 Newberg-Dundee Bypass – Phased Approach

Improve operations and safety in Yamhill County with a 99W bypass between Newberg and Dundee.

- **Phase 1 completed in 2018**
- **Phase 2A construction started in 2025**, to be completed in 2027.
- **Phase 2B design initiated.** Final design and construction currently unfunded.
- **Phase 3** Finishes the bypass and is currently unfunded.



OR 18 Newberg-Dundee Bypass – Phased Approach

Phase	Funded Value	Description	Status
1	$193,367,769	100% design & construction for 4-mile bypass from OR 219 to OR 99W south of Dundee, with one travel lane in each direction	Complete
2 / 2A	$87,100,000	100% design & construction of interchange improvements at OR 18 and OR 219, including the realignment of NE Wynooski Road. 50% design for Phase 2B and right of way acquisition	Construction underway
2B	$0	Final design & construction are unfunded ***Cost to deliver through construction >$250M***	Continuing right of way acquisition
3	$0	Design & construction are unfunded ***Cost to deliver through construction >$250M***	No work currently in-progress
Total	$280,457,769		

Newberg-Dundee Bypass, Phase 2A

Improve the interchange of OR 18 and OR 219 with new signals and realigning local roads to maximize efficiency.

Anticipated Completion Date: 2027

Highlights & Upcoming Activities:

- Over the next 6 months, we will construct the MSE walls, install bridge girders, approach completion of widening the west side of OR 219, and approach completion of the new connection of Wynooski Rd to OR 219.

Newberg-Dundee Bypass, Phase 2A

Cost Estimate:

- **Total project estimate for design through construction: $87.1M**
- Current Construction Cost: $45.9M
- Original Construction Authorization: $45.9M
- Original Programmed Amount for Construction: $32M
- Cost increases from original estimate were due to traffic control, concrete costs, and steel fabrication increases.

Funding Summary:

- HB 2017 71D allocation: $22M.

  Intended to fund Phase 2 design only.
- This project is funded by HB 2017, JTA, ARPA, Local.

Funding Type	Amount	Additional Info
HB 2017	$22M	The funding total includes design and right of way acquisition for Phase 2B, in addition to Phase 2A costs.
ARPA	$32M	
JTA	$22.6M	
Local	$10.5M	
Total Funding	$87.1M	

Debt Management Strategy

- ODOT has strong credit ratings
- ODOT has a record of issuing debt tied to new revenue on projects identified by the Legislature
- The biennial bond bill defines bond amounts, and the Oregon Transportation Commission authorizes each sale
- Over the next 10 years ODOT plans to engage debt financing on the following projects:
  - IBR, Rose Quarter, Abernethy Bridge, Center St. Bridge, ADA Program
- Debt amounts and timing will be determined based on revenue sources, project costs and agency cash flow needs

Overall Bond Authorization in SB 5505 for 2025-2027 Biennium

- $250M General Obligation for Interstate Bridge
- $345M GARVEE bonds for ADA
- $850M Highway User Tax Revenue (HUTR)
  - About $250M in HB 2017 UMS bonds for Rose Quarter/I-205 Abernethy
  - About $600M in HB 2017 Bridge/Seismic bonds for I-205 Abernethy and potentially OR Center Street

Bonding Plans for 2025-2027 Biennium

Bond Type	Funding Source	Project/Program	Likelihood	Potential Timing	Likely Range
Highway User Tax Revenue	HB 2017 Bridge/Seismic	I-205 Abernethy (1st issuance)	High	Q1 2026	$200-300M
General Obligation	General Fund	Interstate Bridge Replacement (2nd)	High	Late in the biennium	$250M
GARVEE	FHWA formula funds	ADA program (2nd)	Medium/ Low	Late in the biennium to sometime in 2027-2029 biennium	Up to $345M
Highway User Tax Revenue	HB 2017 Urban Mobility Strategy	I-5 Rose Quarter, I-205 Abernethy (2nd)	Low	Late in the biennium to sometime in 2027-2029 biennium	$200-250M
Highway User Tax Revenue	HB 2017 Bridge/Seismic	I-205 Abernethy, possibly OR 22 Center Street Bridge (2nd)	Low	Likely sometime in 2027-2029 biennium	TBD

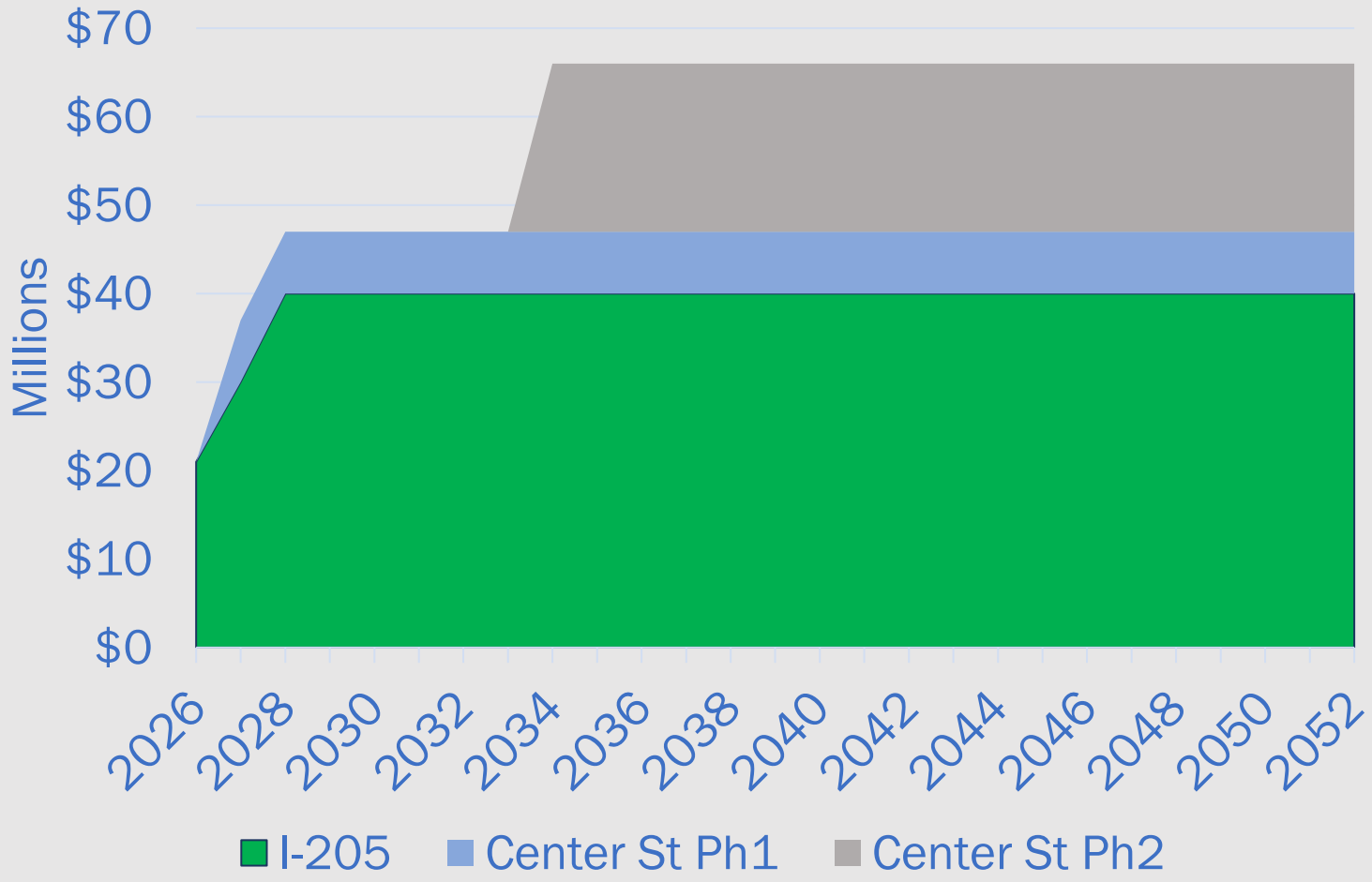
2026 HUTR Bond Sale

- OTC approved bond resolution last week
- ODOT expects to issue $200M - 300M in Highway User Tax Revenue bonds repaid by HB 2017 Bridge/Seismic funds
- Refinance nearly $300M in short-term borrowing to cover spending on I-205 Abernethy Bridge
- Bonds to be sold in January 2026
- Future funds for I-205 Abernethy would come from HB 2017 UMS funds and/or short-term borrowing until repaid by next bond issuance

Future Debt Sales

Bond Type	Funding Source	Project/Program	Potential Timing	Likely Amount
General Obligation	General Fund	Interstate Bridge Replacement	3rd issuance in 2027-2029, 4th issuance in 2029-2031	$500M total
Tolling	Toll revenues from Interstate Bridge	Interstate Bridge Replacement	To be determined	$500M+
Highway User Tax Revenue	HB 2017 Bridge/ Seismic	I-205 Abernethy and OR 22 Center Street Bridge	Potentially multiple issuances over multiple biennia	Depends on amount issued in 2025-2027 biennium
GARVEE	FHWA formula funds	ADA program	2027-2029 biennium	Depends on amount issued in 2025-2027 biennium

Potential Annual HUTR Bridge/Seismic Debt Service



- Represents best but very rough guess on debt service by year in millions
- Shows potential cumulative impact of debt already approved for I-205 and Center Street Bridge
  - Center St Ph 2 has not yet been approved

Interstate Bridge Replacement Program

Description: Replace the aging Interstate Bridge across the Columbia River and improve related interchanges to help address the current challenges within the IBR Program Area; including congestion, safety, earthquake vulnerability, impaired freight movement, inadequate bicycle and pedestrian pathways, and limited public transportation.

Cost estimate: $5B - $7.5B (2022)

Allocated Funding: $5.3B

- $1B Washington contribution
- $1B Oregon contribution
- $600M USDOT Mega Grant
- $1.5B FHWA Bridge Investment Program (BIP) Grant
- $1.2B toll funding
- The IBR Program is seeking an additional $1B from the FTA Capital Investment Grant Program

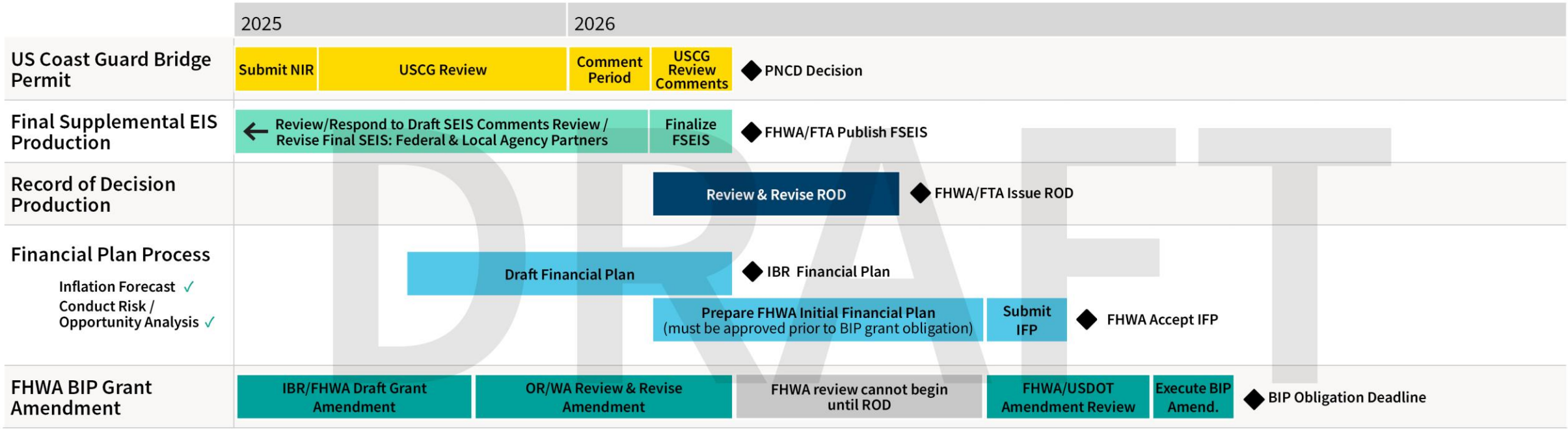
Status: Environmental Phase

- **July 2022:** Modified Locally Preferred Alternative (LPA) adopted by local partners
- **September 2024:** Published Draft Supplemental Environmental Impact Statement (SEIS)
- **November 2024:** Conclusion of 60-day Draft SEIS Public Comment Period (received nearly 10,000 public comments)
- **Early 2026:** Receive an Amended Record of Decision (ROD) following completion of the Final SEIS, giving federal approval to begin construction

For every **$1 billion** spent on construction, it is estimated that **5,500 direct jobs and 10,900 indirect jobs** will be supported.

31

Critical Path to ROD and BIP



Schedule depicts currently anticipated milestones and will be updated as needed to reflect Program changes and timeline.

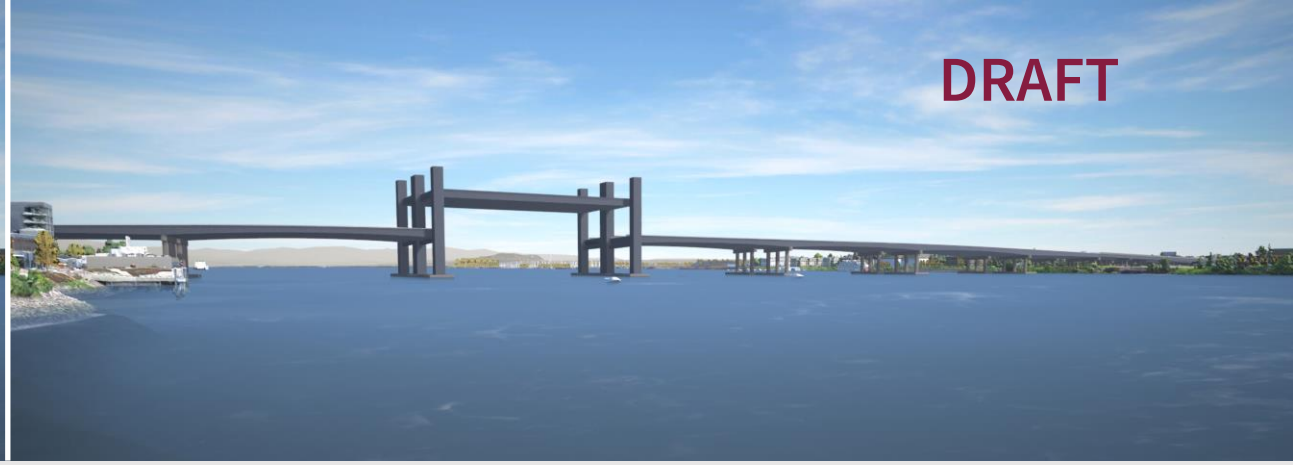
Critical Path to ROD and BIP Obligation (cont.)

1. Criteria for Amended ROD issuance by FHWA and FTA

- FHWA and FTA publish the Final SEIS
  - *Ongoing coordination with FTA, FHWA and local Joint Lead Partners*
  - *Ongoing development of responses to nearly 10,000 public comments*
  - *Determine single or double level bridge design*
  - *Update technical analysis and reports*
  - *Complete federal legal sufficiency review*
- Identify permittable bridge configuration
  - *USCG confirms clearance requirements*

2. Criteria for executing FHWA BIP Grant Agreement Amendment

- Receive an Amended Record of Decision from FHWA/FTA
- Submit and obtain approval from FHWA on Initial Financial Plan



Bridge Configuration

Fixed and movable span configurations are both moving forward in the NEPA process while the Program continues work to seek a revised Preliminary Navigation Clearance Determination.

- The IBR Program's proposed fixed-span bridge with 116 feet of vertical clearance *meets the requirements of over 99% of river users* -- best balancing the competing needs of air, land, and water travel, while minimizing environmental impacts and constraints.

Process and Next Steps:

- The Program recently submitted an updated Navigation Impact Report (NIR) re-proposing a fixed-span bridge with 116 feet of vertical navigation clearance to the Coast Guard, which is a necessary step to receiving a bridge permit.
- After their review, the Coast Guard will hold a 30-day navigation comment period for river users.
- A decision on bridge configuration is expected from the Coast Guard in early 2026 — if a movable span is selected, it is expected to impact factors such as the construction timeline and estimated cost.

River User Agreements

- Over the past three years the IBR Program has:
  - Conducted extensive analysis, outreach and coordination to better understand the potential impacts resulting from a fixed vertical navigation clearance of 116 feet.
  - Engaged independent experts to assess potential impacts based on industry data and information provided from river users.
  - Completed an additional independent assessment which validated that the process supporting river user agreement negotiations were appropriate and adequate.
- Oregon and Washington reached agreements with the four river users identified as potentially impacted by a fixed span.
  - River user agreements represent a fraction of building and maintaining a movable span bridge.
  - Payments will not be made unless the USCG permits the fixed-span bridge and construction is initiated.
- Reaching agreements with the impacted river users and submitting the NIR demonstrates to the U.S. Coast Guard that the Program has addressed potential impacts to the identified river users.

Building Blocks of the IBR Cost Estimate Update

- The IBR Program anticipates sharing an updated cost estimate later this year.
- The estimate will be included as a comprehensive programmatic cost estimate (all packages) for the IBR program.
- Costs will continue to be updated and refined as design progresses.

Cost Estimate Model Runs

- A base cost estimate will be prepared and inflated to year of expenditure (YOE) dollars.
- A risk model is used to evaluate over 100 risk factors and associated probabilities to simulate various outcomes with the objective of factoring potential risk impacts into the cost estimate.
- Cost estimates and risk simulation model runs will be prepared for two options, which will evaluate the potential impact of key financial risk factors.
  - The risk simulation process will allow the Program to evaluate factors such as inflation, tariffs, and various market conditions independently to understand the potential impacts of each on the cost estimate.

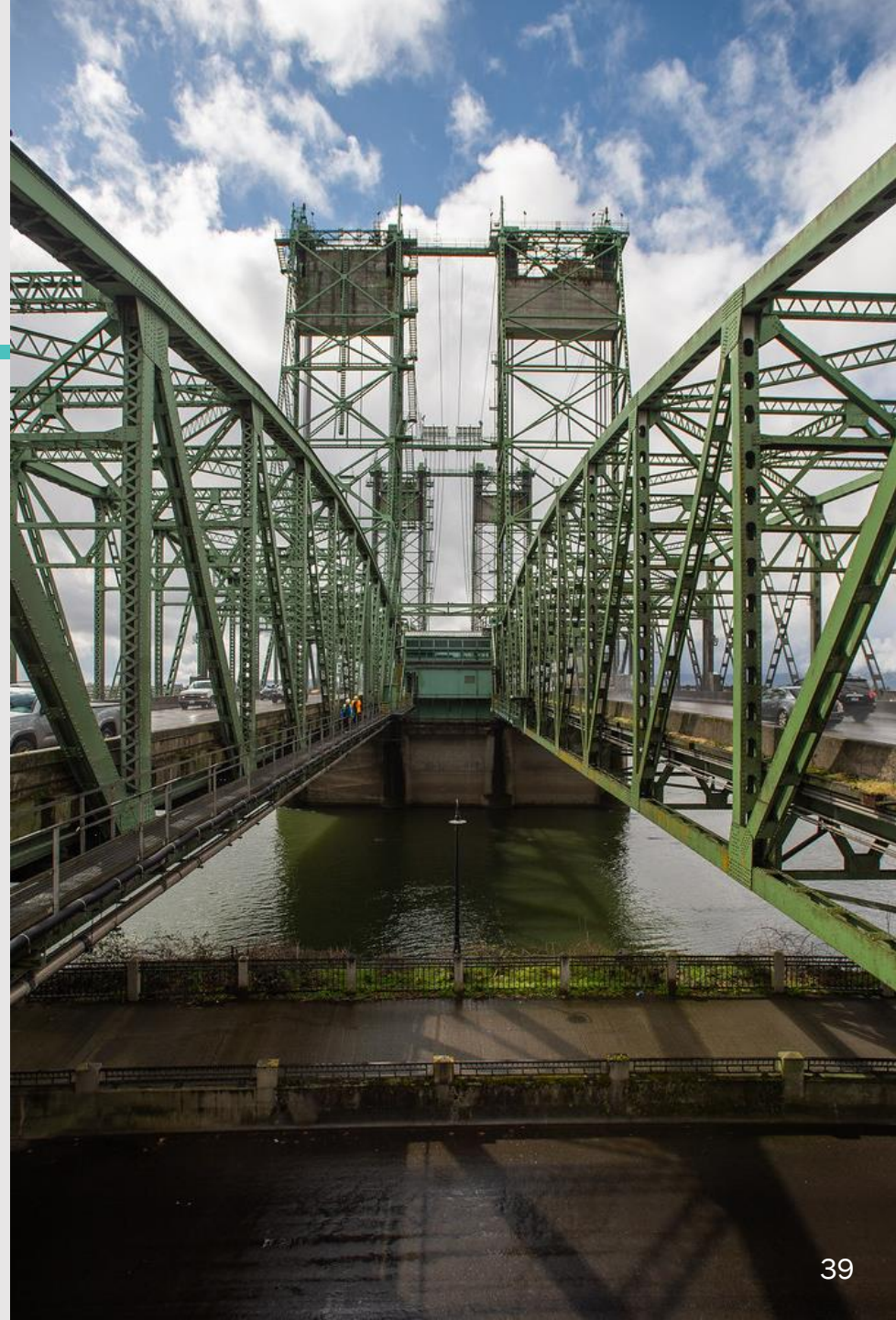
National Industry Trends

- Transportation projects nationwide and regionally are experiencing inflation, higher construction bids, and changing market conditions.
- We are closely watching these projects and industry trends to incorporate lessons learned and proactively address challenges they have experienced.

Project	Original Estimate	Updated Estimate
Brent Spence Bridge	$2.8 billion (2022)	$3.6 billion (2023)
Gateway Program Hudson Tunnel	$12.7 billion (2017)	$17 billion (2023)
Maryland Purple Line	$5.6 billion (2016)	$9.8 billion (2025)
Francis Scott Key Bridge	$1.9 billion (2024)	$5 billion (2025)
Puget Sound Gateway	$1.88 billion (2018)	$2.83 billion (2024)
Hood River-White Salmon Bridge	$512 million (2022)	$1.12 billion (2024)

Financial Contingency Plan

- If the costs exceed funding sources, the IBR Program will work to identify the best path to start construction activities within the funding available.
- There are various tools available to address the issue:
  - Value engineering
  - Seeking additional funding sources, such as future federal grants
  - Potential construction phasing



Improving Major Project Oversight and Delivery

The Continuous Improvement Advisory Committee (CIAC) will provide greater accountability and oversight on ODOT's major projects over $250M

- CIAC will include Commissioners, ODOT Director, Chief Engineer and experts in NEPA and major projects

CIAC will meet monthly to:

- Report quarterly to the OTC on major projects
- Report quarterly to the OTC and JCT on status of performance measures
- Report quarterly to OTC and JCT on ways ODOT and OTC can execute their duties more efficiently

JCT will:

- Review scope, schedule, and budget of major projects on a quarterly basis
- Review local requests for project scope expansion

Questions?

Oregon Department of Transportation