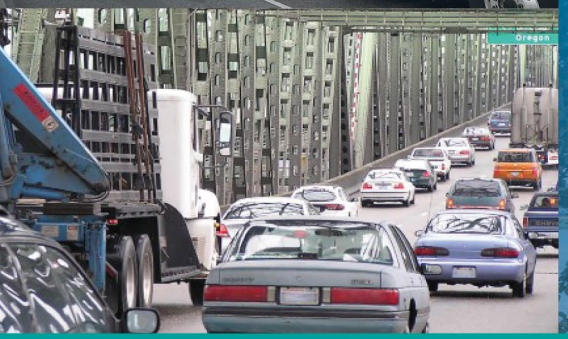


Bi-State Legislative Committee

Interstate Bridge Replacement Program Updates

December 15, 2025

Meeting Agenda

Topic
Program Updates
Update on Cost Estimate Process
Responding to Questions
Next Steps
Public Comment

Interstate Bridge Replacement Program

Program Updates

Greg Johnson, Program Administrator
Carley Francis, Incoming Interim Program Administrator
Ray Mabey, Assistant Program Administrator

Key Milestones

Fall 2025

- Biological Opinion
- Updated Navigation Impact Report submitted to Coast Guard

Early-Mid 2026

- U.S. Coast Guard decision on Preliminary Navigation Clearance Determination
- Final Supplemental Environmental Impact Statement
  - Section 106 Programmatic Agreement submitted as an appendix to the Final SEIS
- Amended Record of Decision (ROD)

Mid-Late 2026

- Bridge Investment Program grant obligation deadline
- Start process to hire the construction contractor for bridge replacement

Interstate BRIDGE Replacement Program

Recent Activities

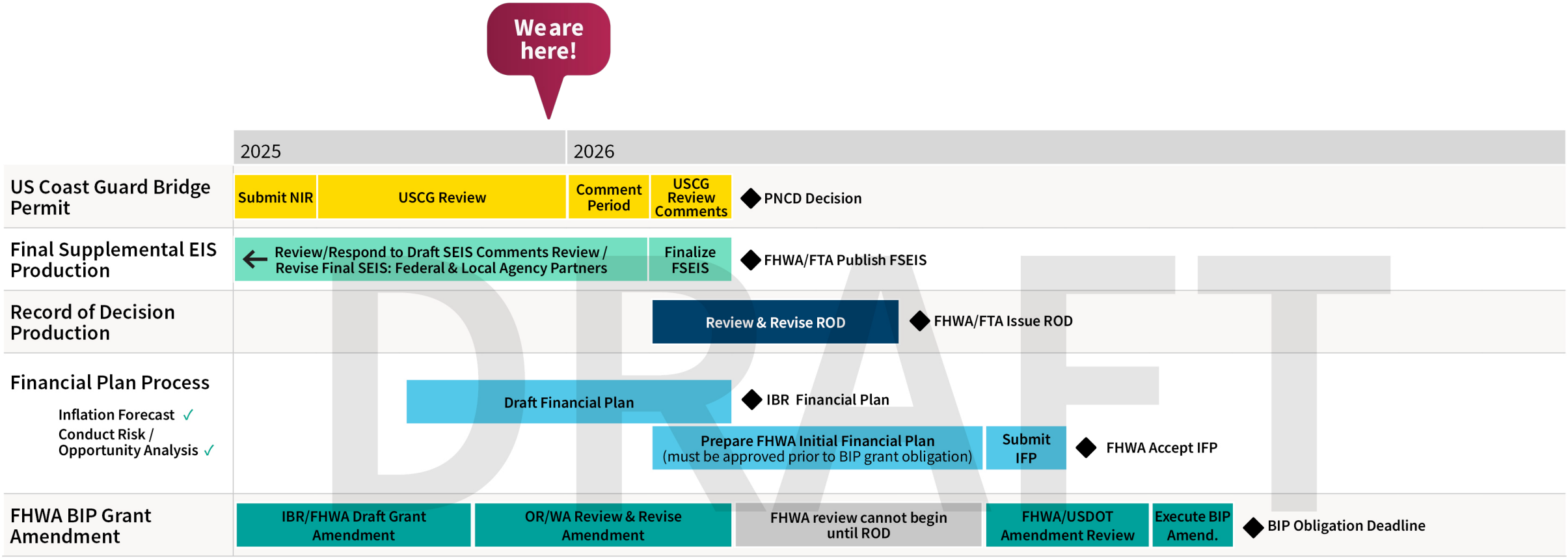
- City of Portland Program Area Tour – Sept. 16
- Clark County Latino Youth Leadership Conference – Oct. 3
- Dozer Days – Oct. 3-5
- Oregon Freight Advisory Committee – Oct. 8
- PacTrans Conference – Oct. 11
- C-TRAN Board – Oct. 14
- PNW Construction Expo – Oct. 16
- ENR Seattle Infrastructure Forum – Oct. 20
- Downtown Vancouver Stakeholders Forum – Oct. 21
- COMTO Fireside Chat – Nov. 11
- Portland Metro Chamber – Nov. 12
- Urban Design Panel – Nov. 18

Interstate BRIDGE Replacement Program

Pacific Northwest Construction Expo

- IBR Program staff tabled and provided a presentation at the event held Oct. 16 at the Portland Expo Center:
  - Co-hosted by the Association of General Contractors Oregon-Columbia Chapter and National Association of Minority Contractors-Oregon.
  - Staff interacted with more than 200 individuals representing various types of businesses across the region's construction industry.
  - Presentation highlighted upcoming procurement and contracting plans.
  - Engagement throughout the day highlighted enthusiasm for future opportunities with the IBR Program.

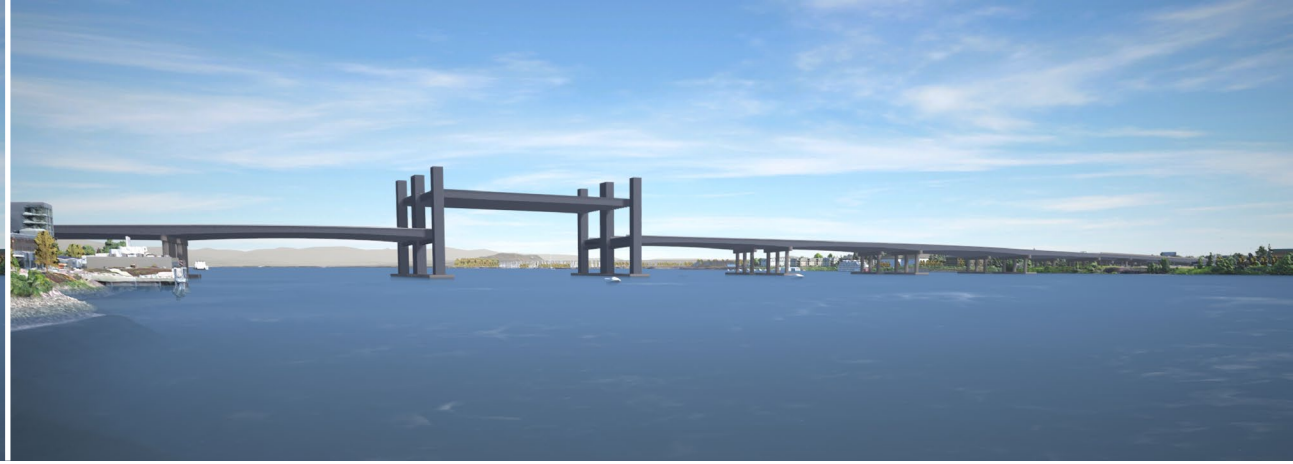
Critical Path to Amended ROD and BIP Grant Obligation



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

Critical Path to Amended ROD and BIP Grant Obligation (cont.)

- **Criteria for Amended ROD issuance by FHWA and FTA**
  - FHWA and FTA publish the Final SEIS
    - *Ongoing coordination with FHWA and FTA*
    - *Ongoing development of responses to nearly 10,000 public comments*
    - *Determine single-level or double-level bridge configuration*
    - *Update technical analysis and reports*
    - *Complete federal legal sufficiency review*
  - Identify permittable bridge configuration
    - *USCG confirms clearance requirements*
- **Criteria for executing FHWA BIP Grant Agreement Amendment**
  - Receive an Amended ROD from FHWA/FTA
  - Include ROW and Construction phases in grant agreement amendments
  - Submit and obtain approval from FHWA on Initial Financial Plan



Bridge Configuration

- **The Program recently submitted an updated Navigation Impact Report to the Coast Guard.**
  - All concerns expressed in the Coast Guard's 2022 preliminary determination have been addressed and documented.
  - After review of the updated NIR, the Coast Guard announced a 30-day navigation comment period that ends on January 11.
- **A decision from the Coast Guard on bridge height is expected in early 2026.**
- **Fixed and movable span configurations are both moving forward in the NEPA process while the Program continues work to seek a revised bridge height determination.**
- **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 U.S. Coast Guard permits a fixed-span bridge and construction is initiated.
- **Reaching agreements with the impacted river users and submitting the Navigation Impact Report demonstrates to the U.S. Coast Guard that the Program has addressed potential impacts to the identified river users.**

Interstate BRIDGE Replacement Program

Questions?

Update on Cost Estimate Process

Carley Francis, Incoming Interim Program Administrator
Frank Green, Assistant Program Administrator

Update on Cost Estimate Development

- **The Program continues to develop the cost estimate and will not have an update this month.**
  - The Program will share updated cost information when outcomes from key decisions are factored into the estimate and delivery schedule.
- **We anticipate a decision from the U.S. Coast Guard in early 2026 regarding bridge height.**
  - This decision will determine whether the Program builds the proposed fixed-span replacement bridge and allows the Program to confirm the schedule for an Amended Record of Decision.
  - This information is necessary to complete an accurate and comprehensive cost estimate.

National Industry Trends

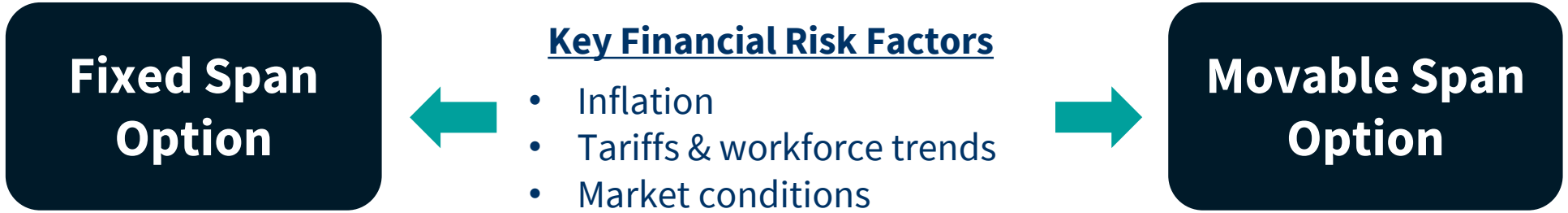
- **Transportation projects nationwide and regionally are experiencing inflation, higher construction bids, and changing market conditions.**
  - Materials costs — especially those needed to deliver bridge and heavy civil projects such as steel and concrete — are seeing sharp increases.
  - These cost increases not only impact the materials to construct the Program investments but also supplies that contractors use.
- **We are closely watching construction industry trends and how transportation projects across the country are addressing challenges associated with increased costs.**
  - Using alternative delivery methods such as Progressive Design Build may provide opportunities to increase competition during procurement and encourage innovation during design and construction.
- **The IBR Program is working to identify the best path to start construction activities within the funding available.**

IBR Cost Estimate Update

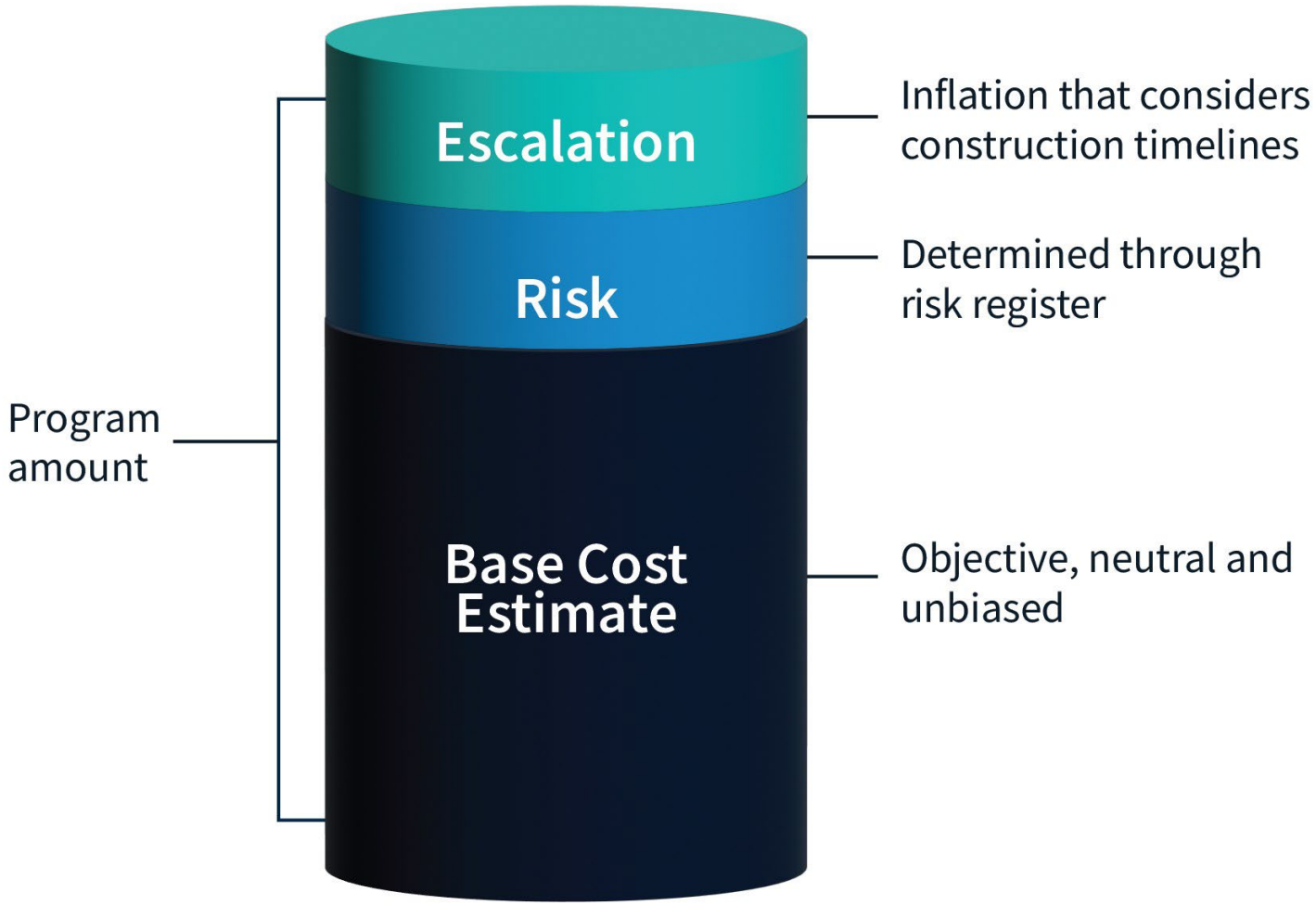
- The estimate will be included as a comprehensive programmatic cost estimate (all packages) for the IBR program.
- Costs will continue to be refined and updated as design progresses.

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 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.



Cost Estimate Process



Next Steps

- Complete the updated cost estimate after receiving key decisions.
- Update the construction sequencing and funding strategy to advance the first set of investments towards delivering the full Program, consistent with what is being studied within the federal review process.
- Continue our work to ensure a successful transition from environmental and planning to delivery and construction.

Questions?

Responding to Questions

Frank Green, Assistant Program Administrator
Paige Schlupp, Assistant Program Administrator
Steve Witter, Deputy Assistant Program Administrator

Was the $30 million federal grant awarded for the community connector in Vancouver rescinded?

- No, the federal grant awarded to the City of Vancouver and WSDOT has not been rescinded at this time.
- The federal budget reconciliation bill rescinded Reconnecting Communities Grant funds that were provided through the Inflation Reduction Act (IRA) but not funds provided through the Infrastructure Investment and Jobs Act (IIJA).
  - *Since the funds for this grant award were provided through IIJA, the reconciliation bill did not impact this award.*
- The Program continues to monitor actions at the federal level that might impact access to funding.

Why do the states use consultants to deliver work?

- Both agency and consultant staff are contracted to deliver major projects in both states. Consultants provide the technical expertise necessary to support development and delivery of major projects.
- Because of the technical challenges, overall size, and complexity of megaprojects, there is a heavy reliance on the capabilities and expertise of the consultant community for staffing.
- Consultants also allow the state to be flexible in increasing and decreasing staffing levels quickly based on project needs.
- Agency staffing levels provide appropriate managerial and technical oversight and decision making necessary to deliver projects.

What is the process for consultant contract amendments?

- Consultant contracts are updated as needed based on deliverable needs and required work within available funding.
- The typical process for WSDOT megaprograms includes initial identification of work with future work covered through subsequent amendments.
- The initial IBR consultant agreement was executed at the start of the Program to allow the consultant to build out milestones, coordinate with partners, and identify work required to complete the environmental phase.
  - *It was never intended to cover all needed work, but rather to onboard the consultant team to identify all required steps to advance design, conduct external engagement and financial planning, and to reach ROD.*
- Subsequent task orders were executed to get the Program through specific milestones. The contract will continue to be amended as needed.
  - *This could include changes to deliver the same work over a longer or shorter time period, or to address new or different requirements.*

Will there be design changes that are responsive to feedback from bike/pedestrian advocates?

- As more detailed design has continued, the Program has made adjustments in response to input related to bike/pedestrian improvements that will be covered in the Final SEIS.
- The proposed active transportation elements reflect a balance of structural design constraints, connectivity and access on both sides of the river while minimizing property and marine impacts.
  - *Input received on the Draft SEIS process is anticipated to result in adjustments to the alignment of the shared-use path and improvements to connectivity.*
- Specific requests such as placing the shared-use path and transit facilities side by side in constrained areas present complex design and right-of-way challenges that limit feasibility.
  - *The Program continues to seek and evaluate feedback through the lens of safety, usability, comfort, and constructability.*

How does the cost of light rail on the IBR Program compare to other projects?

- Per-mile construction and O&M cost comparisons can be misleading because each project is shaped by a unique set of circumstances.
- IBR light rail construction costs include:
  - *Purchasing necessary right of way*
  - *A portion of the Columbia River Bridge*
  - *A 2-mile extension, including 1.7 miles of elevated structure above local streets*
  - *Three new stations, including two that are elevated with multiple elevators*
  - *New light rail vehicles*
  - *Track, signals, overhead catenary system, signal systems, substation buildings*
  - *Facilities to store and maintain additional transit vehicles*
- The anticipated year of expenditure for purchasing light rail vehicles is 2032. Initial estimates account for uncertainty with the price and timing.

How many new light rail vehicles are required to serve the frequency of light rail for the IBR Program?

- Number of vehicles needed for a project is determined by level of service within the context of the needs of a specific line and the broader regional system
- The latest level of service assumption for light rail used in the Capital Investment Grant (CIG) process anticipates 15-minute train frequency all day in the year of operation (2035)
- To provide 15-minute all-day service, it is anticipated that three new vehicles will be required in 2035
  - *If demand increases, the level of service and number of needed light rail vehicles will also increase*

Transit Ridership Modeling for the Capital Investment Grant Process

- FTA guidance requires the IBR Program to use the Simplified Trips on Project (STOPS) model.
  - STOPS model helps provide a direct comparison for transit projects across the nation.
- STOPS model does not capture all regional policies and factors impacting travel that are accounted for in local models.
  - Nationally-calibrated model that relies on standardized data sets rather than localized, detailed inputs that allows FTA to assess projects on a leveled playing field.
  - Yields more conservative ridership numbers than local models
    - *Local models account for additional unique trip generators, land use interactions and regional policies that impact ridership.*
- Ridership forecasts developed for the CIG process will continue to be updated as we collaborate with FTA and our local partners.

Interstate BRIDGE Replacement Program

NEPA vs STOPS Inputs

Assumptions	NEPA (regional model)— 2045*	CIG (STOPS) — Fall 2024
Ridership estimate & forecast year	21,600 daily light rail boardings at project stations based on 2045 future year estimates	Approx. 4,600 to 5,400 daily light rail boardings at project stations based on fall 2024 existing ridership data
Project extent	Expo to Evergreen (three stations; 1,270 park and ride spaces dispersed among five potential locations)	Expo to Evergreen (three stations; 1,270 park and ride spaces dispersed among five potential locations)
Level of service	6.7-minute peak train frequency; 15-minute off-peak frequency	15-minute all day train frequency
Ridership basis	Pre-pandemic	Post-pandemic
Land use	Regional policies and growth are calculated and forecasted to 2045	Existing land use, no future year forecast
Tolling/Parking/Transit fares	Tolls in place, higher parking costs, transit fare subsidies according to regional policies	No tolls, existing parking costs, existing transit fares

*Actual ridership estimates in the Draft SEIS were calculated using different metrics (number of trips across the river) than what is required by CIG

Process to Identify O&M Estimates

- **Transit O&M funding will pay for a variety of transit elements including operators, utilities, vehicle maintenance, facilities maintenance and service support such as security staff, customer service, etc.**
- **Service frequency and ridership modeling informs updates to estimates for transit operations and maintenance costs.**
  - O&M funding must be committed by fall of 2027
- **O&M cost estimates will continue to be updated to reflect ongoing coordination with C-TRAN, TriMet, local partners and federal partners:**
  - Coordination to refine level of service and O&M costs associated with the transit investments
  - Identification of appropriate resources to pay for those services
  - Updates will continue to be made as we get closer to target revenue operation date

Transit O&M Cost Estimate

Previous O&M Estimate: $21.8m/year

(2033 opening day)

- Total for Oregon & Washington
- Included express bus and light rail
- Supported 6.7-minute peak train frequency, 15 min off peak
- Express Bus 3-minute peak frequency
- Escalated to 2033 dollars

CIG O&M Estimate: $10.3m/year

(2035 opening day)

- Total for Oregon & Washington
- Includes express bus and light rail
- Supports 15-minute all day train frequency
- Express Bus 7.5-minute peak frequency
- Escalated to 2035 dollars

Updated Transit O&M Cost Estimate

- **O&M framework proposes a geographical split of light rail and express bus costs after fare recovery**
  - Light rail = 55% Oregon, 45% Washington
  - Express bus = 62% Oregon, 38% Washington
- **Estimate applies a fare recovery ratio of 10% for light rail and 15% for express bus (approximately $1 million)**
  - $10.3M - $1M = $9.3

***Oregon share:**

- $4,706,634 (light rail)
- +$446,543 (express bus)
- $5,153,177 (annual total)

***Washington share:**

- $3,850,883 (light rail)
- +$273,682 (express bus)
- $4,124,565 (annual total)

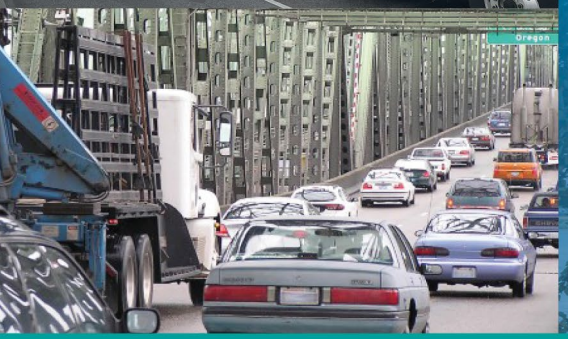
**Figures apply fare recovery ratio*

How will transit O&M be funded?

- **Funding of O&M would also be split based on the geographical split of transit on each side of the river.**
- **TriMet has committed to funding the Oregon portion of transit O&M costs**
- **A local Washington funding source identified in coordination with local partners such as City of Vancouver, C-TRAN and RTC is assumed to fund a proportional length of the light rail extension on the Washington side.**
  - The funding source for transit operations and maintenance in Washington has not been determined.

Interstate BRIDGE Replacement Program

Questions?



Interstate BRIDGE Replacement Program

Next Steps

Greg Johnson, Program Administrator
Ray Mabey, Assistant Program Administrator

Ongoing Work to Advance to Construction

- Criteria for ROD issuance by FHWA and FTA
  - Ongoing coordination with FTA and FHWA
  - Ongoing development of responses to nearly 10,000 public comments
  - Update technical analysis and reports
  - FHWA and FTA publish Final SEIS
- Identify permittable bridge configuration
  - USCG confirms clearance requirements
- Criteria to amend and execute FHWA BIP Grant and Mega Grant
  - Receive an Amended Record of Decision
  - Include ROW and Construction phases in grant agreement amendments
- Issue procurement documents for replacement bridge

Interstate BRIDGE Replacement Program

IBR Ground Improvement Test Program

- The IBR Program is testing soil strengthening methods at the ODOT site adjacent to the I-5 southbound Hayden Island exit.
- Work will provide data to contract bidders, designers and builders as they plan and consider cost effective soil stabilization.
- Information will help determine how different methods perform to help strengthen the soil in the area.
- This site was chosen because it has similar soil characteristics as the North Portland Harbor and the north shoreline of Hayden Island.

Geotechnical Drilling

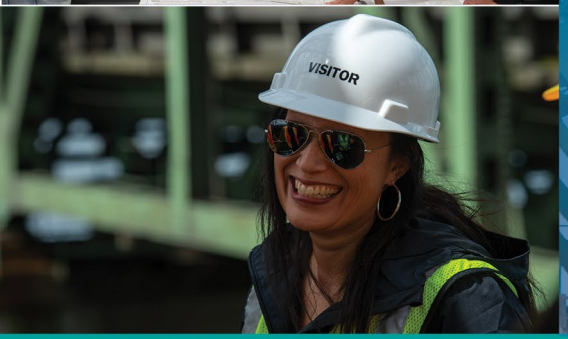
- **Engineers with the IBR Program will do additional drilling in the Columbia River in 2026.**
- **Work will assess soil conditions below the water and inform requirements for bridge construction.**
  - Work will take place in the river near the Interstate Bridge
  - Specific dates for the work will be shared with the community before work occurs

Interstate BRIDGE Replacement Program

Upcoming Milestones

- U.S. Coast Guard determination on bridge height
- Updated cost estimate and financial plan
- FHWA and FTA publish Final SEIS
- IBR Program receives an Amended Record of Decision
- Issue procurement documents for replacement bridge

Questions?



Interstate BRIDGE Replacement Program

Thank you!

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