

IN CONSIDERATION OF RESOLUTION NO. 26-5599, FOR THE PURPOSE OF AMENDING OR ADDING FOUR I-5 INTERSTATE BRIDGE REPLACEMENT PROGRAM PROJECTS TO THE 2024-27 MTIP TO MEET FEDERAL PROJECT DELIVERY REQUIREMENTS

Date: June 18, 2026
Department: Planning, Development and Research
Meeting Date: June 23, 2026
Prepared by: Gabriela Lopez, Planning, Development and Research

Presenter: Gabriela Lopez and Kelly Betteridge, Planning, Development and Research and Carley Francis, Interim Interstate Bridge Replacement Program Administrator
Length: 60 minutes

ISSUE STATEMENT

The June FFY 2026 Metropolitan Transportation Improvement Program (MTIP) Formal Amendment proposes the following programming changes to the Interstate Bridge Replacement Program (IBR Program):

- Amends the I-5: Columbia River (Interstate) Bridge project
- Amends the I-5: Columbia River Bridge Replacement project
- Amends the I-5 OR & WA Pre-completion Tolling Signage project
- Adds the I-5: Columbia River Bridge Replacement Transit Design project

Resolution No. 26-5599 authorizes the proposed MTIP Formal Amendment.

ACTION REQUESTED

Adopt Resolution 25-5599 to amend or add four I-5 Interstate Bridge Replacement Program projects, as stated within Exhibit A, to the 2024-2027 MTIP to meet federal project delivery requirements.

IDENTIFIED POLICY OUTCOMES

Advancement of the 2023 Regional Transportation Plan (RTP) investment priorities of equitable transportation, climate action and resilience, safe system, mobility options, and thriving economy.

POLICY QUESTION(S)

- Should the Metro Council approve the resolution to move forward with proposed MTIP project amendments as recommended by JPACT?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Joint Policy Advisory Committee on Transportation (JPACT) recommended approval of Resolution 26-5599 to the Metro Council on June 18, 2026.

Metro Council is scheduled to consider action to adopt Resolution 26-5599 at its meeting on June 23, 2026.

- If the Metro Council adopts the resolution, the required programming actions will be completed for the four projects in the June FFY 2026 Formal Amendment.
- If the Metro Council does not adopt the resolution, the required programming actions will not be completed, the projects will not move forward with next steps, and the amendment will return to JPACT for further consideration.

STAFF RECOMMENDATIONS

Metro staff recommend approval of Resolution 26-5599.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

1. **Metro's Strategic Framework or Core Mission:** The 2024-2027 MTIP follows transportation policy established in the development of the 2023 RTP. Projects programmed in the MTIP must be consistent with the RTP to ensure federal requirements are met. Metro staff have confirmed that a complete build of the IBR program is included in the 2045 fiscally constrained model for the 2023 RTP.
2. **Metro's racial equity and climate action goals:** While the package of investments in the adopted 2024-27 MTIP make very slight progress towards the 2023 RTP goals, which include Equitable Transportation and Climate Action, the individual projects and programs within the MTIP are likely to make better progress to the local communities in which they are located.

Metro staff assessed how the IBR program advances the RTP investment priorities of Mobility Options, Thriving Economy, Safe System, Equitable Transportation, and Climate Action and Resilience. (See Attachment 1: Staff memo on IBR Program Major Project Assessment).

Model results for RTP Investment Priorities for addressing Equitable Transportation and Climate Action and Resilience show neutral or no significant change towards the desired outcome with one exception: model results show a positive trend towards completing active transportation infrastructure gaps.

3. **Known Opposition/Support/Community Feedback:** The Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT) have jointly agreed to develop and implement the IBR Program and the agencies support the proposed programming changes in this amendment.

A number of groups and individuals have expressed opinions about elements of the IBR Program through past comments. This includes the Bridgeton Neighborhood Association, Vote Before Tolls, Neighbors for a Better Crossing, and the Just Crossing Alliance. Tolling, project costs, bridge type, number of travel lanes, active transportation design and access, visual design of the bridge, and project impacts are topics that have appeared in the comments.

Beginning April 27, 2026, Metro conducted a 30-day public comment period on the proposed MTIP formal amendment. On May 18, 2026, Metro updated the Public Comment Period notice with programming changes to the formal amendment and extended the public comment period for 30 days to conclude at 5 p.m. on June 16, 2026.

Metro received:

- Five email comments
- Three written testimonies
- Testimony from five attendees at the JPACT meeting on May 21, 2026

No mailed letters or voicemail comments were received.

Comments included concerns about the impacts of tolling, cost overruns, and available revenues, as well as support for funding the bridge replacement.

The Public Comment Period Summary is attached as Exhibit B to Resolution 26-5599. The report includes a summary of the comments received and copies of emails and transcripts of the testimony,

4. **Legal Antecedents:**
 - a. Amends the 2024-27 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 23-5335 on July 20, 2023 (FOR THE PURPOSE OF ADOPTING THE 2024-2027 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA)
 - b. Oregon Governor approval of the 2024-27 MTIP on September 13, 2023.
 - c. 2024-2027 Statewide Transportation Improvement Program (STIP) Approval and 2024 Federal Planning Finding on September 25, 2023.
5. **Anticipated Effects:** Enables the amendments to the projects in the MTIP and STIP.

6. **Financial Implications:** The proposed amendments have no impact to the Metro budget.

BACKGROUND

The 2024-2027 MTIP is a program implementation tool. It includes an investment profile and performance analysis of the progress expected toward the 2023 RTP’s regionally significant transportation investments. The MTIP must accurately maintain project information throughout the life of a project, from initial award/allocation to funding obligation and through all phases of project delivery. If a change emerges to a project’s scope, schedule or budget, the MTIP may need to be amended to reflect the change. As new federally funded and regionally significant projects emerge and are funded, the MTIP is amended to include the projects.

Amend Existing MTIP/STIP Programmed Projects:

Project Number: 1	Key Number: 21570	Status: Existing Project
Project Name:	I-5: Columbia River (Interstate) Bridge	
Lead Agency:	ODOT	
Description:	Planning and design, right of way, and utility relocation activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge is anticipated to improve traffic and mobility for freight and the public traveling across the river.	
Funding Summary:	<p>The project is currently programmed with a total funding of \$554,629,000.</p> <p>Project funding includes Advance Construction funds, Bridge Program funds, Highway Improvement (HIP) Bridge program funds, National Highway Freight Performance (NHFP) funds, National Highway Performance Program (NHPP) funds, Surface Transportation Block Grant (STBG) State funds, ODOT funds, and WSDOT funds.</p>	
Added Notes:	<p>The formal amendment includes the following programming changes:</p> <ul style="list-style-type: none"> • Increase the Preliminary Engineering (PE) phase by \$300,493,000 • Increase the Utility Relocation (UR) phase by \$26,926,000 • Decrease Right-of-Way (RW) phase by \$86,684,000 <p>Total project increases from \$554,629,000 to \$793,364,000 using Oregon federal grant funds, Oregon General Obligation (GO) Bonds, and Washington state and federal grant funds. All additional funds programmed are anticipated to be obligated in Federal Fiscal Year (FFY) 2026.</p>	

	Amendment also includes changes to project description to include Right-of-way acquisition for the demolition of the current Interstate Bridge.
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Project Number: 2	Key Number: 23877	Status: Existing Project
Project Name:	I-5: Columbia River Bridge Replacement	
Lead Agency:	ODOT	
Description:	Advance post-NEPA design and construction activities for the I-5 Interstate Bridge replacement over the Columbia River between Oregon and Washington, downstream of the existing structure. Work will support construction of two new bridges to accommodate highway, transit, and active transportation modes. Replacing the bridge is anticipated to improve traffic and mobility for freight and the public traveling across the river. Early project design is covered under K21570.	
Funding Summary:	The project is currently programmed with a total funding of \$1,478,642,000. Project funding includes Advance Construction funds, ODOT funds, and WSDOT funds.	
Added Notes:	<p>The formal amendment includes the following programming changes:</p> <ul style="list-style-type: none"> • Update Mileposts for project location to match K21570. Final MPs for I-5 MP 306.70 to 308.38 (Northbound and Southbound) • Increase Preliminary Engineering phase by \$233,767,000 • Increase Construction phase by \$3,071,479,000 <p>Total project increases from \$1,478,642,000 to \$4,783,888,000 using Oregon federal grant funds, Oregon GO Bonds, Tolling, and Washington state and federal grant funds. All additional funds programmed are anticipated to be obligated in FFY 2026.</p> <p>Amendment also includes a change in description to to expand scope to include Columbia River Bridge (CRB), CRB Approaches, Hayden Island Package A and SR 14 Package A , and design and construction for the removal of the existing structures.</p>	

Project Number: 3	Key Number: 23876	Status: Existing Project
Project Name:	I-5 OR & WA Pre-completion Tolling Signage	
Lead Agency:	ODOT	
Description:	Install signage, toll gantries, electrical systems and related structures in preparation of new tolling operations for the I-5 Interstate Bridge in Oregon and Washington. Preliminary engineering is covered under K21570.	

Funding Summary:	The project is currently programmed with a total funding of \$24,590,000. Project funding includes ODOT and WSDOT state funds.
Added Notes:	<p>The formal amendment includes the following programming changes:</p> <ul style="list-style-type: none"> • Change project name • Change project description to include to include education, marketing, system integration, and customer service activities to support tolling launch • Update Mileposts for project location • Increase Construction phase by \$1,510,000 • Increase Other phase by \$25,834,000 <p>Total project increase from \$24,590,000 to \$51,934,000 using Oregon GO bonds and Washington state funds. All additional funds programmed are anticipated to be obligated in FFY 2026.</p>

Adding New MTIP/STIP Projects:

Project Number: 4	Key Number: 24473	Status: New Project
Project Name:	I-5: Columbia River Bridge Replacement Transit	
Lead Agency:	ODOT	
Description:	Advance post-NEPA transit design to complete 60% design for light rail transit (LRT) elements north and south of the Columbia River Bridge Replacement, as well as track, systems, and stations design throughout the LRT extension. Early project design pre-NEPA completion is covered under project key 21570.	
Funding Summary:	The new project is proposed to be programmed with \$50,701,000 of Washington Mega grant funds in FFY 2026.	
Added Notes:	The formal amendment adds the project to the MTIP and STIP. If approved, proposed project is anticipated to obligate all funds in FFY 2026.	

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Metro staff evaluate each project and its requested changes against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. The evaluation process is designed to ensure the MTIP is fiscally constrained, consistent with the approved RTP, and provides transparency in its updates, changes, and/or implementation.

PROPOSED PROCESSING AND APPROVAL ACTIONS:

<u>Action</u>	<u>Target Date</u>
• TPAC agenda mailing.....	April 24, 2026
• Initiate the required public notification/comment process.....	April 27, 2026
• TPAC amendment overview – no action.....	May 1, 2026
• JPACT amendment overview – no action.....	May 21, 2026
• Metro Council amendment overview – no action	May 26, 2026
• TPAC action	June 5, 2026
• Completion of public notification/comment process.....	June 16, 2026
• JPACT action	June 18, 2026
• Metro Council action.....	June 23, 2026
• Final amendment package submission to ODOT & USDOT.....	Late June 2026
• USDOT clarification and final amendment approval.....	Early August 2026

Note: The above dates are anticipated and could change.

ATTACHMENTS

- **Resolution 26-5599** For the Purpose of Amending or Adding Four Projects to the 2024-27 MTIP to Meet Federal Project Delivery Requirements
- **Exhibit A to Resolution 26-5599:** MTIP Project Detail Report
- **Exhibit B to Resolution 26-5599:** Public Comment Period Summary
- **Attachment 1:** Staff memo on IBR Program Major Project Assessment
- **Attachment 2:** Modified Locally Preferred Alternative (July 2022)
- **Attachment 3:** Project Information and Maps
 - a. Projects in the STIP/MTIP Amendment (table)
 - b. Core Set of Projects: Columbia River Bridge with Light Rail Service to Waterfront Station in Vancouver (Total cost: \$7.65B (March 17 cost))
 - c. Funded Phase: Columbia River Bridge with Width for Future Light Rail Service (Total cost: \$5.68B)
 - d. Pre-Completion Tolling Signage and Toll Infrastructure Map