

Council work session agenda

Tuesday, October 19, 2021	10:30 AM	https://zoom.us/j/471155552 or 877-853-5257 (toll free)
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Revised 10/18

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10:30 Call to Order and Roll Call

Work Session Topics:

10:35 I-5 Bridge Replacement Program Update [21-5598](#)

Presenter(s): Greg Johnson (he/him), Interstate Bridge Project
Ray Mabey (he/him), Interstate Bridge Project

Attachments: [Staff Report](#)
[Attachment 1](#)

11:20 I-5 Bridge Values and Outcomes [21-5607](#)

Presenter(s): Elizabeth Mros-O'Hara (she/her), Metro
Margi Bradway (she/her), Metro

12:05 Review and Discussion of an Upcoming Request by
Oregon Department of Transportation to Amend the
Metropolitan Transportation Improvement Program To
Create a Preliminary Engineering Phase and Add Funding
to the I-5 Bridge Replacement Plan

[21-5601](#)

Presenter(s): Ted Leybold (he/him), Metro
Ray Mabey (he/him), Interstate Bridge Project

Attachments: [Staff Report](#)
[Attachment 1](#)
[Attachment 2](#)

12:20 Chief Operating Officer Communication

12:25 Councilor Communication

12:30 Adjourn

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ការការពារសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬសេចក្តីជូនដំណឹងអំពីការមិនរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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I5 Bridge Replacement Program Update
Work Session Topic

Metro Council Work Session
Tuesday, October 19, 2021

COUNCIL WORK SESSION STAFF REPORT
I-5 BRIDGE REPLACEMENT PROGRAM UPDATE AND DRAFT RESOLUTION ON
VALUES, OUTCOMES, AND ACTIONS STATEMENT

Date: October 5, 2021
Department: Planning, Development, and
Research
Meeting Date: October 19, 2021
Prepared by: Elizabeth Mros-O'Hara,
Elizabeth.mros-ohara@oregonmetro.gov,

Presenter(s): Margi Bradway, Deputy
Director, Planning, Development and
Research, Elizabeth Mros-O'Hara, Investment
Areas Project Manager
Greg Johnson, IBR Program Administrator
and Raymond Mabey, IBR Assistant Program
Administrator
Length: 75 minutes

WORK SESSION PURPOSE & DESIRED OUTCOMES

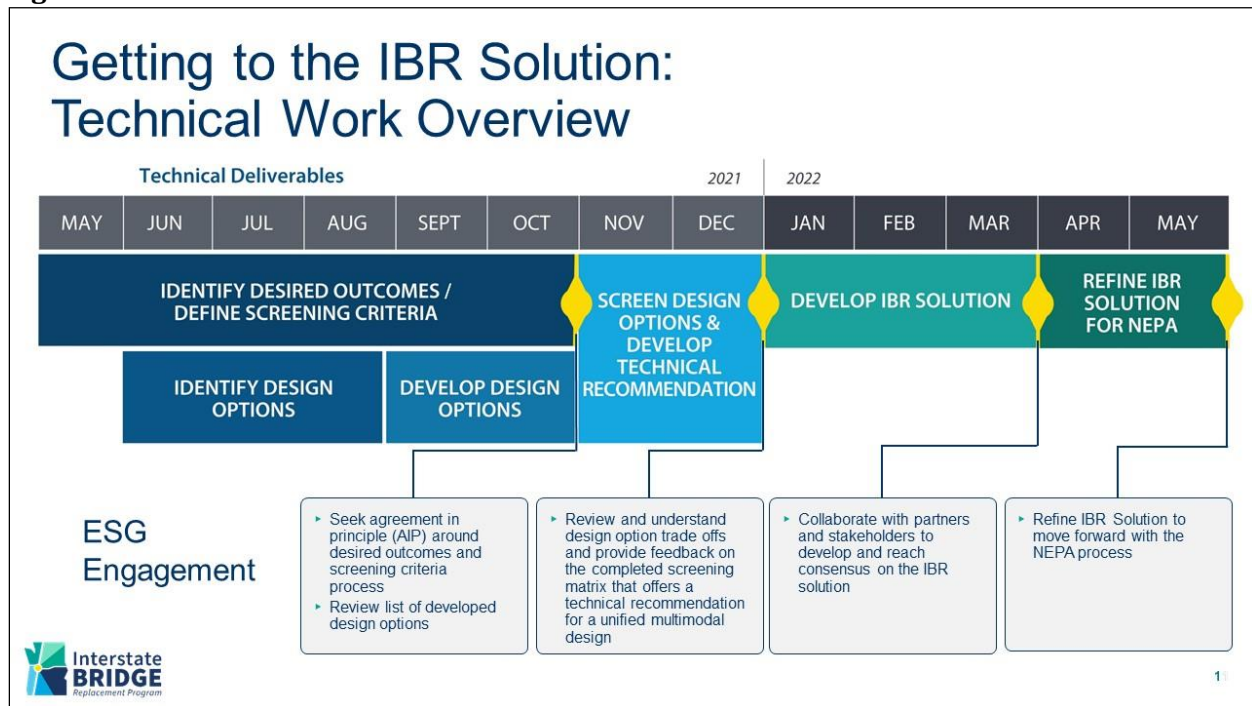
- Purpose: Provide Metro Council with an update on the I-5 Bridge Replacement Program (IBRP), including an update on project milestones. (Greg Johnson, and Raymond Mabey)
- Review the draft resolution codifying Metro Council's Values, Outcomes and Actions for the IBRP (Margi Bradway and Elizabeth Mros-O'Hara)
- Outcomes:
 - Metro Council understands the timeline and process for developing the IBR solution.
 - Metro Council is prepared to adopt the resolution codifying Metro Council's Values, Outcomes and Actions for the I-5 Bridge Replacement Program at a future Council meeting.

TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION

RECENT BACKGROUND – I-5 Bridge Replacement Program Milestones

The current near-term timeline for the IBRP is provided in Figure 1 below. IBRP and partner agency staff are currently working to identify desired outcomes and define screening criteria, and to develop design options. The desired outcomes and screening criteria will be used to evaluate the design options and develop a technical recommendation. That recommendation will inform the development of the IBRP solution, which will be refined in the spring to allow the NEPA process to move forward.

Figure 1: Near-Term IBR Timeline



Related to the work outlined above, staff will provide additional updates to the Metro Council at work sessions to be scheduled this coming winter and spring on the following topics:

- Desired outcomes, performance measures, and screening criteria
- Performance of design options
- IBR solution as proposed by project partners

Draft Resolution on Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program.

Staff has prepared a draft resolution that would codify Metro Council's Values, Outcomes, and Actions for the IBRP (included as *Attachment 1*). The Values, Outcomes, and Actions document was previously discussed by Metro Council at work sessions in January and May 2021 and has been finalized based on Council feedback. By adopting the resolution, Metro Council is directing staff to work to ensure the Values, Outcomes, and Actions are incorporated into the IBRP. Council action formalizes the use of the document as guidance for staff and to inform the IBRP and regional partners of Council's priorities. The draft resolution is provided in *Attachment 2: Resolution on Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program*.

QUESTIONS FOR COUNCIL CONSIDERATION

- Does Council have questions about the project timeline?
- Does Council have questions about coordination with the IBRP?
- Does Council have questions about the Values, Outcomes, and Actions document or draft resolution?

PACKET MATERIALS

- Would legislation be required for Council action X Yes ☐ No
- If yes, is draft legislation attached? X Yes ☐ No
- What other materials are you presenting today?
 - Attachment 1: Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program
 - Attachment 2: Resolution on Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program

- Powerpoint presentation on IBR update.
- Powerpoint presentation on draft resolution.

Metro Council's Values, Outcomes, and Actions for the I-5 Bridge Replacement Program

Metro Council's support for the I-5 Bridge Replacement (IBR) program is contingent on a clear commitment to the outcomes listed below from the Bi-state Legislative Committee, the Executive Steering Group, Community Advisory Group, Equity Workgroup, and technical committees. This document will guide all Metro decisions and review of future funding requests for the project.

The success of the I-5 Bridge will depend on Metro's coordination, cooperation and partnership with organizations on both sides of the Columbia River, including but not limited to: City of Vancouver, Port of Vancouver, SW Washington Regional Transportation Council, Washington Department of Transportation, City of Portland, Port of Portland, and the Oregon Department of Transportation. Metro embraces ongoing engagement and input from the public on the project, and especially from Black, Indigenous, and People of Color (BIPOC) communities who may benefit or be impacted by this project. Metro also recognizes indigenous communities and tribal governments as an important partner in this process.

Metro as an organization is grounded in our values which inform the outcomes that we strive for in policies, projects and programs. When it comes to transportation, Metro Council adopted the 2018 Regional Transportation Plan with four primary priorities: Equity, Safety, Climate and Congestion Relief. In addition, our Council strives for policies that promote climate resiliency, sustainability, economic prosperity, community engagement, and creating or preserving livable spaces. Many of these values, but not all, are reflected below as outcomes that Metro Council and Metro staff are striving for on the IBR project.

Value: Advancing racial equity

OUTCOMES

- Institutional leadership demonstrates and implements an explicit commitment to improve lives of Black, Indigenous and People of Color (BIPOC).
- Equity starts with co-creation with community, continues with project implementation and includes equitable outcomes for communities that are impacted
- Recognize and account for the history of construction impacts on communities surrounding the I-5 bridge area, support community cohesion, and avoid neighborhood disruption.
- Connectivity to jobs and key community places (such as medical, grocery, social and community services) is improved within the study area especially for marginalized communities.
- Best practices for anti-displacement are integrated into the project design and implementation.
- Quality job opportunities for Oregonians and SW Washingtonians, especially for people of color and other underrepresented workers and local businesses while creating reliable career pathways, and investing in workforce development.
- Disadvantaged Business Enterprise (DBE) opportunities are maximized at every phase of the construction project through programs that provide technical assistance.

ACTIONS REQUESTED

- *Set design and contracting practices for local minority-owned contractors and small businesses that incorporates prime-contractor development programs, workforce development opportunities and anti-displacement community building investment.*
- *Give the IBRP Equity Advisory Group purview over the implementation of the DBE contracting process and/or establish a committee to oversee implementation of the DBE contracting process.*
- *Conduct in-depth analysis of the benefits and impacts to BIPOC, low income, and other transportation disadvantaged groups for design options and develop performance measures and screening criteria to reveal the anticipated benefits and impacts to these groups.*
- *Clearly demonstrate how any changes to the project alternative better addresses equity than the original Locally Preferred Alternative.*
- *Share the project equity framework with key equity groups in the region, such as the Committee on Racial Equity (CORE).*

Value: Affordability and economic prosperity

- Right-sizing the project to improve cost-effectiveness while minimizing environmental and land use impacts.
- Economic growth is enhanced by capitalizing on opportunities for supporting goods movement reliability within the bi-state and regional network.
- Hayden Island access and safety is improved and redesigned with better transit, bike, and pedestrian connections on and off the island.
- Improved mobility for goods and people is essential to enhancing regional economic growth and recovery.

ACTIONS REQUESTED:

- *Reduce and redefine the project area as described in the original Environmental Impact Statement.*
- *Develop a financial plan that includes congestion pricing and innovative financing to leverage federal and state funds.*
- *Explore opportunities to create and improve local connectivity to Hayden Island.*
- *Implement affordable and reliable high capacity transit connections to jobs and key destinations.*

Value: Reduce greenhouse gas emissions and improve air quality

OUTCOMES

- Congestion pricing is implemented as part of the project to both manage transportation demand and generate revenue while maximizing limited transportation funding resources.
- High capacity transit (HCT) – light rail or bus rapid transit in its own guideway- provides frequent, reliable, and high-quality connections between the two largest regional centers in the Portland region: downtown Portland and downtown Vancouver.
- HCT provides infrastructure to enable compact urban development and efficient use of infrastructure in support of the Climate Smart Strategy.

- A more efficient transportation system is achieved that improves traffic flow of the highway and improves and increases multi-modal mobility in the project area.
- Bicycle and pedestrian access and safety are improved making these modes real options for traveling and to improve access to transit.
- Air quality is improved and impacts to human health are minimized in the project area, particularly for communities of color disproportionately impacted by air toxins.
- Reduce greenhouse gas emissions through operations and construction of the bridge, using low-carbon equipment, construction materials and other innovative construction methods

ACTIONS REQUESTED

- *Conduct analysis quickly to demonstrate if there is a viable alternative to the preferred HCT included in the Locally-Preferred Alternative- light rail transit, to better addresses the project values and purpose and need.*
- *Synchronize the project timeline with the I-5 tolling program, so that any analysis of traffic and greenhouse gas emission benefits of the project also incorporates pricing strategies for managing traffic.*
- *Link the project with larger I-5 corridor planning efforts by taking into account the transportation needs of the entire corridor, as well as the potential impacts to people living along the entire I-5 corridor.*
- *Implement congestion pricing as soon as possible and prior to completing the project.*
- *Implement high capacity transit improvements as soon as possible to improve mobility and reduce emissions.*
- *Implement a plan to reduce GHG during the construction of the bridge.*

Value: Engaging stakeholders through a transparent and inclusionary decision-making process

OUTCOMES

- Include IBR partners in developing screening criteria to evaluate project design and any considerations around changes or reaffirmation of the Locally Preferred Alternative.
- Elevate equity considerations as an integral part of project decision-making and evaluation.
- People with diverse backgrounds and expertise are engaged early enough for meaningful input. This includes engagement prior to decision-making; a more robust effort than a typical NEPA analysis.
- Communication and collaboration with interagency partners is clear, consistent, and predictable, and there is demonstrated alignment regarding accountability for project outcomes.

ACTIONS REQUESTED

- *Develop a robust public engagement process for public input to inform the Supplemental Environmental Impact Statement (SEIS).*
- *Authentically engage the Community Advisory Committee (CAG), Equity Advisory Group (EAG) and Executive Steering Group (ESG), and demonstrate how committee feedback is incorporated into project efforts, timelines, and milestones.*
- *Clearly define how feedback mechanisms will function between the CAG, EAG, ESG, participating agencies, ODOT staff, and the Oregon Transportation Commission (OTC).*

I-5 Bridge Values and Outcomes

Work Session Topic

Metro Council Work Session

Tuesday, October 19, 2021

**Review and Discussion of an Upcoming Request by Oregon Department of Transportation to
Amend the Metropolitan Transportation Improvement Program To Create a Preliminary
Engineering Phase and Add Funding to the I-5 Interstate Bridge Replacement Project**
Work Session Topic

Metro Council Work Session
Tuesday, October 19, 2021

REVIEW AND DISCUSSION OF AN UPCOMING REQUEST BY THE OREGON
DEPARTMENT OF TRANSPORTATION (ODOT) TO AMEND THE METROPOLITAN
TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO CREATE A PRELIMINARY
ENGINEERING PHASE AND ADD FUNDING TO THE I-5 INTERSTATE BRIDGE
REPLACEMENT PROJECT

Date: October 4, 2021
Department: Planning, Development &
Research
Meeting Date: October 19, 2021

Prepared by: Margi Bradway, Ted Leybold
Presenters: Margi Bradway, Ted Leybold
Length: 15 minutes

ISSUE STATEMENT

The Oregon Department of Transportation (ODOT) will be requesting an amendment to the 2021-24 Metropolitan Transportation Improvement Program (MTIP) to create a Preliminary Engineering phase and add funding to the I-5 Interstate Bridge Replacement project (IBRP). Preliminary engineering work is used to develop project design alternatives, inform the National Environmental Protection Act (NEPA) process to select a preferred design alternative, develop project impact mitigation measures, and develop materials needed to prepare for construction. A summary of the upcoming request is attached.

ACTION REQUESTED

Provide direction to Metro and ODOT staff for additional information, or questions that should be addressed for Metro Council consideration of the proposed MTIP amendment for the IBRP (currently scheduled for December 2, 2021).

Metro staff is responding to direction provided by Council at the Council Work Session on September 7, 2021. At that work session, Council requested additional information to inform their decisions on all large MTIP amendments that propose new motor vehicle capacity. Based on direction Council provides, the staff proposal will be shared and discussed with Council at an upcoming work session prior to consideration of the proposed I-5 Interstate Bridge Replacement project MTIP amendment.

IDENTIFIED POLICY OUTCOMES

The MTIP aims to carry out regional transportation policy direction set forth in the Regional Transportation Plan (RTP). In addition to adequately maintaining and operating the transportation system, investments are made to advance outcomes for the following priorities:

- **Safety:** achieving the Region's Vision Zero target for fatal and serious injury crashes
- **Climate:** implementing the Region's Climate Smart Strategy
- **Equity:** eliminating inequities of the transportation system for people of color and with low income

- **Congestion relief:** implementing the Region's Congestion Management Process

POLICY QUESTION(S)

No policy questions at this time. This work session item is to inform Council of an upcoming action on amending the 2021-24 MTIP and ensure Council has the opportunity request information they need to take action. When considering action on the amendment at a future Council meeting, Council members will consider whether the MTIP amendment as proposed reflects the investment priority policies as defined in the Regional Transportation Plan.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

No policy options at this time. When Council considers action on the MTIP amendment proposal, it will consider whether adding the IBRP preliminary engineering phase and funding reflects the investment priority policies of the RTP.

In a separate but related Council activity, Council is considering how to communicate its priorities regarding this project in its role as a participating agency in the project's NEPA process.

In addition, Metro staff have begun the work to develop the next MTIP for 2024-27. Council could provide additional direction for its desired input to the future allocation processes that will prioritize new projects to be included in the next MTIP. Staff will request Metro Council direction on how to frame and analyze the MTIP projects in the 2024-27 MTIP based on the Metro Council's desired outcomes. Requests to include future phases of the IBRP (such as right-of-way acquisition or construction) in the MTIP may occur after then 2024-27 MTIP has been adopted.

STAFF RECOMMENDATIONS

None.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In this work session, Council will be briefed on an upcoming proposal to amend the MTIP. Staff would like to ensure that Council understands the proposal and desires additional information prior to taking action on the amendment in December. Council will also have the opportunity to further discuss information to be provided for all large MTIP amendments that proposed new motor vehicle capacity, including this IBRP amendment, at an upcoming Council work session.

BACKGROUND

The MTIP is a federally required process that encourages the cooperative development, evaluation, and adoption of near-term investments in regional transportation. Its purpose is to promote communication and collaboration by agencies that allocate transportation funds, promote consideration of transportation plans and policies as a part of funding allocation processes, and ensure fiscal accountability for agencies using federal transportation funds on projects.

It includes documenting how transportation projects prioritized for funding advance the Portland metropolitan region's shared goals and comply with federal regulation (such as fiscal constraint, air quality impacts, and public involvement). The MTIP outlines the implementation schedule of federally-funded transportation projects in the region for the next four years and provides guidance to manage the delivery of transportation projects. The MTIP also acts as a financial planning and project delivery tool for the metropolitan region. As such, MTIP guidance ensures the region does not overspend and tracks the scheduled delivery of transportation projects.

Metro Council is requested to adopt a new MTIP every three years and is also requested to manage changes through amendments to the MTIP each month. Metro Council's participation in this process is framed by its role as the policy board of the region's Metropolitan Planning Organization (MPO), a role it shares with the Joint Policy Advisory Committee on Transportation (JPACT). Federal regulations require the MPO policy board to adopt each MTIP and approve subsequent amendments to the MTIP.

Council most recently approved the 2021-24 MTIP, which is currently active, and has approved subsequent amendments to the current MTIP. Work has also begun on the development of the upcoming 2024-27 MTIP.

Currently, the process for analysis and consideration of a new MTIP is for staff to conduct a performance assessment on the package of proposed new projects to evaluate their expected impact on the regional performance targets for the priority outcomes. Based on this assessment, staff may make recommendations to funding agencies regarding implementation of the proposed projects, or recommendations for consideration during their next funding allocation cycle.

For individual project amendments to the current MTIP, current Metro staff practice is to ensure the project is included as a part of the RTP financially constrained list (which is also analyzed for performance against the regional performance targets) and to describe which priority outcomes the project will advance. Metro staff is also following up on direction provided by Council at the September 7, 2021 work session regarding additional information the Council would like provided to inform their decisions on large MTIP amendments that propose new motor vehicle capacity. The staff proposal will be shared and discussed with Council at an upcoming work session prior to consideration of the proposed MTIP amendment for the IBRP.

ATTACHMENTS

ODOT MTIP amendment request – Memo from Chris Ford to TPAC and Interested Parties
ODOT Project information submittal for MTIP amendment request

[For work session:]

- Is legislation required for Council action? Yes ☒ No
 - If yes, is draft legislation attached? ☐ Yes ☒ No
- What other materials are you presenting today? None



Oregon

Kate Brown, Governor

Department of Transportation

Highway, Region 1, Roadway

123 NW Flanders Street

Portland, OR 97209

Phone: (503) 731-8200

Fax: (503) 731-8531

FILE CODE:

DATE: September 24th, 2021

TO: Transportation Policy Alternatives Committee (TPAC) and interested parties

FROM: Chris Ford, ODOT R1 Policy & Development Manager

SUBJECT: I-5: Columbia River (Interstate) Bridge: Requested Amendment to the 2021-24 Metropolitan Transportation Improvement Program

The purpose of this memo is to introduce an amendment to the 2021-24 Metropolitan Transportation Improvement Program (MTIP), which will allow for the same amendment to the 2021-24 Statewide Transportation Improvement Program (STIP).

The I-5: Columbia River Bridge project, also known as the Interstate Bridge Replacement (IBR) project, is in the 2018 Regional Transportation Plan (RTP) as project number 10893. The project was amended into the 2018-21 MTIP and STIP as a Planning phase, but is not yet included in the 21-24 MTIP and STIP.

The amendment would add \$36 million allocated by the Oregon Transportation Commission (OTC) to a preliminary engineering (PE) phase. The money would add to the \$9 million in planning phase funds from the 18-21 MTIP/STIP and to \$35M in funds from Washington. This \$80 million comprises a substantial component of the estimated \$135 million in estimated costs to complete NEPA for the IBR program, with a goal of completing a supplemental environmental impact statement (SEIS) in mid-2024.

The MTIP amendment would allow for the \$36 million to be amended into the 21-24 STIP and subsequently released by the Federal Highway Administration (FHWA) for use toward NEPA efforts.

Please see supporting information submitted by ODOT in Attachment 1. For questions about ODOT's requested amendment, contact Ray Mabey, Assistant Program Administrator, Interstate Bridge Replacement Program, at raymond.mabey@interstatebridge.org



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Project Information Worksheet for MTIP Amendment: K21570 I-5: Columbia River (Interstate) Bridge

September 2021

Project Information Worksheet for MTIP Amendment: K21570 I-5: Columbia River (Interstate) Bridge

Prepared for:



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TABLE OF CONTENTS

1.	PROJECT OVERVIEW.....	1
2.	PROJECT HISTORY	2
3.	PROJECT GOALS AND OBJECTIVES.....	3
4.	PROJECT AREA	4
5.	PROJECT DESIGN ELEMENTS	4
6.	AMENDMENT PHASE PROJECT COSTS.....	6
7.	PRELIMINARY TOTAL PROJECT COST ESTIMATE.....	6
8.	FUNDING STRATEGY	7
9.	AGENCY AND STAKEHOLDER INVOLVEMENT.....	8
10.	SUPPORTING MATERIALS	10
11.	SCHEDULE.....	10
12.	TIP PROGRAMMING.....	11
13.	RTP PROJECT NUMBER.....	13
14.	TITLE IV ADA	13

FIGURES

Figure 1. Modal and Topical Elements.....	5
Figure 2. Program Timeline.....	11

TABLES

Table 1. Preliminary Capital Cost Estimate Ranges.....	7
Table 2. TIP Programming.....	12

ATTACHMENTS

A	ODOT STIP Amendment Project Summary
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1. PROJECT OVERVIEW

A short history about why/how the project emerged and its importance to the region.

The Interstate 5 (I-5) Bridge is a critical connection linking Oregon and Washington across the Columbia River as part of a vital regional, national and international trade route. With one 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 modern, seismically resilient, multimodal structure that provides improved mobility for people, goods and services is a high priority for Oregon and Washington. As of May 2021, leaders from both states have dedicated a combined \$80 million to the Interstate Bridge Replacement (IBR) program, which centers equity and follows a transparent, data-driven process that includes collaboration with local, state, federal, and tribal partners.

As the only continuous north-south interstate on the West Coast connecting the Canadian and Mexican borders, I-5 is vital to the local, regional, and national economies. At the Columbia River, I-5 provides a critical economic connection to two major ports, deepwater shipping, upriver barging, two transcontinental rail lines, and much of the region's industrial land. Trade and transportation issues in the I-5 corridor through the Portland and Vancouver metropolitan areas have over two decades of history and study, bi-state leadership, and public participation. Precursors to the Columbia River Crossing (CRC) project included recommendations of a bi-state leadership committee in 1999, as well as a strategic plan developed by a task force appointed by the Governors of Washington and Oregon in 2001 and 2002.

While the program continues working with stakeholders and the public to identify what has changed, we know that all six of the transportation problems identified by previous planning work remain as current issues that have not been addressed. These six transportation problems include:

- Congestion
- Earthquake Vulnerability
- Safety
- Impaired Freight Movement
- Inadequate Bike & Pedestrian Paths
- Limited Public Transportation

2. PROJECT HISTORY

A brief history of past actions and work that has been accomplished that has led to the proposed amendment (purpose and need description).

Regional leaders identified the need to address the I-5 corridor, including the Interstate Bridge, through previous bi-state, long-range planning studies. In 2004, the Washington and Oregon Departments of Transportation formed the joint CRC project. The intent of this project was to improve safety, reduce congestion, and increase mobility of motorists, freight traffic, transit riders, bicyclists, and pedestrians. This project was active between 2005 and 2014 and successfully received a federal Record of Decision in December 2011. However, the CRC project did not secure adequate state funding to advance to construction and was discontinued in 2014.

The IBR program team is working in collaboration with local, state, federal and tribal partners, and the community to complete the following work over the next four years.

- Complete the federal environmental review process
- Obtain necessary state and federal permits
- Finalize project design
- Develop a finance plan
- Secure adequate funding
- Complete right of way acquisition
- Advertise for construction

Based on previous planning activities, the IBR program estimates it will take three to five years to complete the environmental review process and obtain federal approval before beginning construction. The environmental review process began in 2021.

As of March 2021, Oregon and Washington have committed a combined \$80 million to the IBR program planning efforts. The Washington State 2019–2021 Transportation Budget (ESHB 1160) included \$35 million. The Oregon Transportation Commission allocated a total of \$45 million:

- March 2021 – \$30 million
- September 2020 – \$6 million
- August 2019 – \$9 million

Additional funding will be needed from each state to advance to construction as part of a comprehensive funding package that is anticipated to include a diverse range of sources, including federal funds, tolling, 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. Based on the current IBR program workplan, the schedule to identify changes and complete federal environmental documentation is anticipated to take several years before funding would be needed to move into right-of-way acquisition and construction.

3. PROJECT GOALS AND OBJECTIVES

An overview of the main goals and objectives for the scope or project phase being amended into the TIP and its major work elements and milestones. Include a short description of any major project challenges expected to be addressed by the work elements and milestones.

The IBR program is working with Federal and local partners, the bi-state legislative committee, the program's advisory groups and the community to develop a multimodal design solution that will prioritize equitable, safe, and efficient movement of people and goods in alignment with climate goals for our region. In order to achieve this design solution, the program is advancing a transparent, data-driven process to inform program work, along with direction from our federal partners.

Key objectives for the program's planned work includes:

- Evaluating high-capacity transit modes, including both light rail and bus rapid transit, to determine the mode that best meets the region's needs today and into the future, and fits within the operating plans of the two partner transit agencies, C-TRAN and TriMet.
- Leveraging past work to maximize previous investments and support efficient decision-making. This will include analyzing changes that have occurred since the previous planning process. The intent is to identify a solution that meets current and future community needs, values and priorities.
- Developing screening criteria and performance measures that reflect the program values. We are committed to identifying a design solution that prioritizes equity and climate concerns.
- Engaging the community in a meaningful and authentic way while centering equity and elevating voices from communities of concern.

The federal government is interested in investing in nationally significant infrastructure projects. Ensuring the program is ready for investment requires our local and regional partners to work together to advance one multimodal design solution by May 2022. The replacement of the Interstate Bridge cannot wait any longer to address critical safety issues.

- The Interstate Bridge is built on wood piles in sandy soil, making them vulnerable to failure in the event of an earthquake and it is not practically feasible to retrofit them to current seismic standards.
- The program area experiences crash rates over three times higher than statewide averages for comparable facilities.
- Closely spaced interchanges, narrow lanes, limited sight distance, lack of safety shoulders and bridge lifts that occur up to 350 times a year on average all contribute to an increase in vehicle crashes that result in injuries, fatalities, vehicles and infrastructure damage and increased traffic congestion.

- The shared use paths on the bridges do not provide adequate safety or space for travelers who walk, bike, or roll, and are not compliant with the Americans with Disabilities Act.

4. PROJECT AREA

A map and clear description of project extent and all known modal and topical elements to be considered, or if known, to be included.

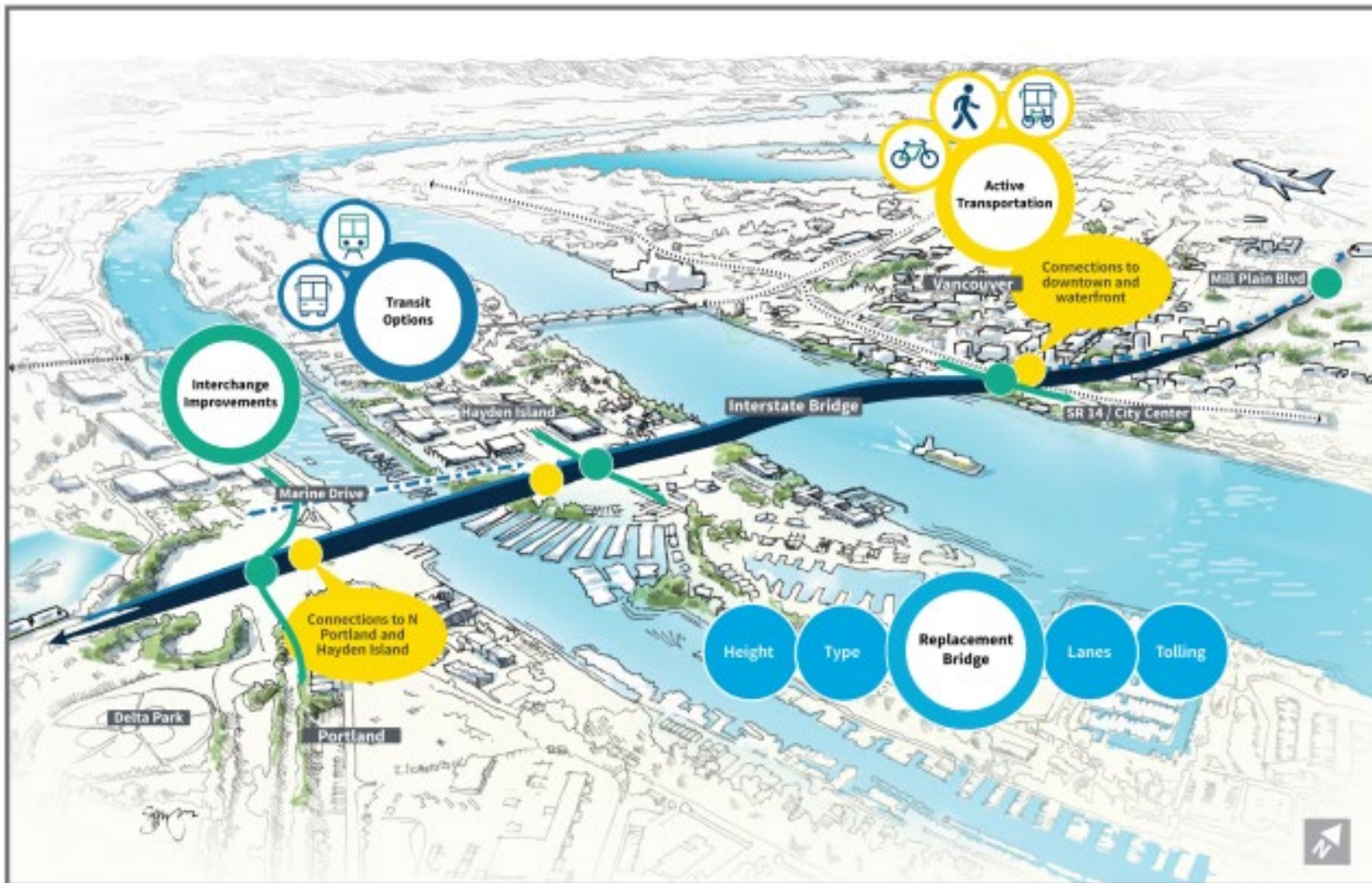
The project area spans 5 miles of I-5 between State Route 500 in Vancouver, Washington, and Columbia Boulevard in Portland, Oregon. Figure 1 shows the bulk of the modal and topical elements being reviewed for the IBR solution.

5. PROJECT DESIGN ELEMENTS

If known, a description of project design elements with a cross-section illustration of before and after project conditions.

The program is using past work from the previous project that remains valid to maximize past investment and ensure efficient decision-making, while also taking into consideration changes since the previous planning effort. While the program is utilizing past work as a starting point, that does not mean we are locked into the former solution. The program is continuing to work with partners to identify design options that address both the changes that have occurred since the previous planning effort, as well as new priorities around climate and equity considerations in the IBR solution that is identified with program partners in the community.

Figure 1. Modal and Topical Elements



6. AMENDMENT PHASE PROJECT COSTS

Discussion of the amendment phase costs. Example: Does the additional \$30 million for the I-5 IBR project cover the entire PE phase? Will more funding to complete PE be needed? What is the estimated total cost for PE?

This amendment adds \$71 million to the preliminary engineering (PE) phase of the IBR Program. With this change, the total available budget will change to \$80 million (\$45M from Oregon and \$35M from Washington). The estimated PE cost to complete NEPA for the IBR program is approximately \$135 million based on a completion of a supplemental environmental impact statement (SEIS) in mid-2024. Following NEPA completion, the IBR program will develop a program delivery plan and progress with right-of-way acquisitions and final design to prepare for the start construction in late 2025. The estimated PE cost for progressing final design to start the first phase of construction is estimated at approximately \$70 million. In summary, the total estimate of PE to begin the first phase of construction is estimated to be approximately \$205 million. This estimate is contingent on the scope of the IBR solution, as agreed to by program partners, that will be evaluated through the SEIS along with the scope of the program's first construction phase. Right-of-way costs and construction costs are not included in this budget estimate.

7. PRELIMINARY TOTAL PROJECT COST ESTIMATE

A preliminary estimate/cost range for the total project cost through construction.

As directed by the Washington State 2019–2021 Transportation Budget (ESHB 1160), a draft Conceptual Finance Plan has also been delivered to the governors and the legislative transportation committees of each state on December 1, 2020. The conceptual IBR program cost estimates comprise both highway and transit capital investments. A high-level summary of the IBR program conceptual cost estimate ranges are shown in the table below.

Table 1. Preliminary Capital Cost Estimate Ranges

Scope of Work Options	Updated CRC Cost (2012 \$)	Risk Range Adjustments (2012 \$)	IBR Program Conceptual Cost (2012 \$)	IBR Program Conceptual Cost (2020 \$)	IBR Program Conceptual Cost (YOE \$)	Modal Shares of Total Costs
Option 1A: Bridge + LRT Project Low	+ \$2.71 B	– \$0.36 B	+ \$2.35 B	+ \$2.74 B	+ \$3.32 B	
Transit Project Share	+ \$0.63 B	– \$0.08 B	+ \$0.54 B	+ \$0.63 B	+ \$0.77 B	23%
Highway Project Share	+ \$2.08 B	– \$0.28 B	+ \$1.80 B	+ \$2.11 B	+ \$2.55 B	77%
Option 1B: Bridge + LRT Project High	+ \$2.96 B	+ \$0.37 B	+ \$3.33 B	+ \$3.96 B	+ \$4.81 B	
Transit Project Share	+ \$0.80 B	+ \$0.10 B	+ \$0.90 B	+ \$1.07 B	+ \$1.30 B	27%
Highway Project Share	+ \$2.16 B	+ \$0.27 B	+ \$2.43 B	+ \$2.89 B	+ \$3.51 B	73%
Option 2A: Bridge + BRT Project Low	+ \$2.59 B	– \$0.35 B	+ \$2.24 B	+ \$2.62 B	+ \$3.17 B	
Transit Project Share	+ \$0.52 B	– \$0.70 B	+ \$0.45 B	+ \$0.53 B	+ \$0.64 B	20%
Highway Project Share	+ \$2.07 B	– \$0.28 B	+ \$1.79 B	+ \$2.09 B	+ \$2.53 B	80%
Option 2B: Bridge + BRT Project High	+ \$2.67 B	+ \$0.33 B	+ \$3.00 B	+ \$3.51 B	+ \$4.25 B	
Transit Project Share	+ \$0.64 B	+ \$0.08 B	+ \$0.72 B	+ \$0.84 B	+ \$1.01 B	24%
Highway Project Share	+ \$2.03 B	+ \$0.25 B	+ \$2.29 B	+ \$2.67 B	+ \$3.24 B	76%

Source: Conceptual Finance Plan. <https://www.interstatebridge.org/library>

8. FUNDING STRATEGY

A general description or strategy for funding sources to be considered and/or secured for the project.

Federal Funding Sources for the IBR Program

The IBR Program will seek federal funding sources to supplement state, local, and tolling funding and revenue. Funding programs from the federal government require matching funds from non-federal sources (i.e., local, regional, state, or private contributions), and the application process to compete for such funding typically prioritize projects based upon justification, financial commitment at the state and/or regional level, readiness and other factors.

Oregon and Washington each receive annual apportionments of federal formula funds from FHWA. C-TRAN and TriMet each receive annual apportionments of FTA formula funds. These funds, together with federal formula funds allocated to the regional transportation planning agencies, help fund a wide variety of transportation capital projects and operational programs in the metropolitan region. Although the IBR program may be eligible for some of these funds, most, if not all, of these funds are already programmed for other projects, and not available for the IBR program in the near and medium terms.

FHWA and FTA also administer several discretionary grant programs, which are very competitive and require, as part of a rigorous application process, the applicant to demonstrate that the non-federal matching funds are fully committed. If sufficient non-federal funds are approved for the IBR program,

it could be well positioned to obtain one or more funding awards from these federal programs, particularly the following programs (or their successors in forthcoming legislation):

- FTA CIG New Starts program
- U.S. Department of Transportation (USDOT) BUILD grant program
- USDOT INFRA grant program

State Funding Sources for the IBR Program

Large and transformative transportation infrastructure projects like the IBR program require funding from a variety of sources. Securing timely commitments at the state and regional levels will be essential for competing for the federal funding programs described above.

Tolling

Tolling the I-5 crossing would yield significant future revenues that can be leveraged to fund construction of the IBR program, as well as cover ongoing bridge O&M costs. Future toll revenues can be pledged for various types of debt financing, including standalone toll revenue bonds, toll revenue bonds backed by one or both states, and/or a USDOT TIFIA loan. It is anticipated that the toll funding available to construct the IBR Program would be at least equivalent to the range reported for the CRC project in 2013 due to factors that will likely offset any long-term changes in bridge traffic patterns as a result of the current economic conditions.

9. AGENCY AND STAKEHOLDER INVOLVEMENT

A short description if there are other agencies or stakeholders involved in the project and their basic roles and responsibilities.

The Oregon and Washington Departments of Transportation are jointly leading the IBR program work in collaboration with eight other bi-state partner agencies. This program work will be shaped by the direction and timelines established by the governors, legislatures, and transportation commissions, and will work closely with federal partners, permitting agencies, state and local elected officials, tribal governments, community stakeholders and the public.

Comprehensive and equitable community engagement is at the foundation of decision making for the IBR program. Through engagement we will pursue a solution that prioritizes safety, reflects community values, addresses community concern, and fosters broad regional support. Ongoing, extensive and inclusive public dialogue is critical to developing a bridge solution that best serves the complex needs of communities in Washington and Oregon.

A bi-state legislative committee, composed of 16 Oregon and Washington lawmakers, provides additional guidance and oversight for the program. To provide coordinated regional leadership, the Oregon and Washington Departments of Transportation are jointly leading the IBR program work in collaboration with eight other bi-state public agencies. The eight agencies are:

- TriMet
- C-TRAN
- Oregon Metro
- Southwest Washington Regional Transportation Council
- Cities of Portland and Vancouver
- Ports of Portland and Vancouver

To support the community engagement goals the program formed three advisory groups to provide feedback and recommendations: Executive Steering Group, Equity Advisory Group, and Community Advisory Group.

The Executive Steering Group provides regional leadership recommendations on key program issues of importance to the community. Members of the ESG include representatives from the 10 bi-state partner agencies with a direct delivery or operational role in the integrated, multimodal transportation system around the Interstate Bridge, as well as a community representative from each state. The two community representatives serve as the co-chairs of the Community Advisory Group.

Members of the ESG include the following representatives:

- 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 (WA): Lynn Valenter
- Community Advisory Group Co-chair (OR): Ed Washington

The Equity Advisory Group (EAG) will help ensure that the IBR program remains centered on equity. The group will make recommendations to IBR program leadership regarding processes, policies and decisions that have the potential to affect historically underrepresented and underserved communities. Members of the Equity Advisory Group include partner agency representatives, community based organizations and community members.

The Community Advisory Group (CAG) will be representative of the community members with balanced membership from both Portland, Oregon and Vancouver, WA. The community advisory group will provide input and feedback on the IBR program. The CAG will develop recommendations to

help ensure the program outcomes reflect community needs, issues and concerns. CAG members and the program team will engage in an on-going community dialogue with a commitment to meaningful, two-way feedback. Two co-chairs, one representing each state, will lead the group's diverse and inclusive membership, with balanced representation from both Washington and Oregon. Members of the Community Advisory Group reflect community-based organizations and at-large community members.

In addition to the bi-state legislative committee and the program advisory groups, the IBR program is working with numerous Federal regulatory agencies including US Army Corps of Engineers, US Coast Guard, US Environmental Protection Agency, US Fish and Wildlife Service, US General Services Administration, National Marine Fisheries Service, National Park Service.

10. SUPPORTING MATERIALS

If support materials (past feasibility plan, project study reports, etc.) exist, a description of how they can they be accessed. Where can the public find the materials?

The IBR website contains both current and historical project information. In addition, WSDOT's accountability page has documents from the CRC project. A few key documents include:

- Interstate Bridge Replacement Progress Report - <https://www.interstatebridge.org/media/xawnefwf/ibrp-legislative-progress-report-dec-2020.pdf>
- Conceptual Finance Plan - <https://www.interstatebridge.org/media/zaqk3x3a/ibrp-conceptual-financial-plan-dec-2020.pdf>
- Memorandum of Intent on Replacing the I-5 - <https://www.governor.wa.gov/sites/default/files/FINAL%20OR%20WA%20Memorandum%20of%20Intent%2011.18.2019.pdf>
- Columbia River I-5 Bridge Planning Inventory - https://www.wsdot.wa.gov/accountability/ssb5806/docs/WSDOT_I5_Bridge_Inventory_Report.pdf

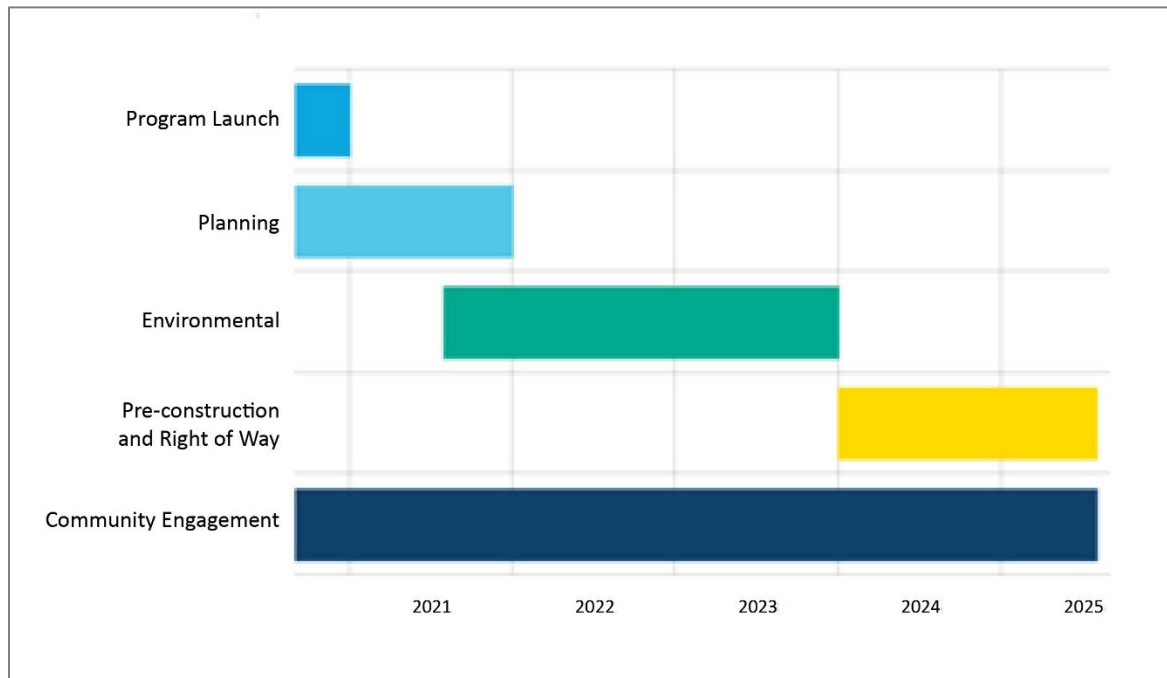
11. SCHEDULE

Assuming funding will be secured and no major obstacles emerge, a target schedule for future project phases.

The fall 2020 program launch is complete, and the planning phase will continue through the end of 2021 (see Figure 2). Mid-2021, the environmental phase started by updating the program's Purpose

and Need Statement and establishing a community Vision and Value Statement; this phase extends to the end of 2023. Pre-construction and right-of-way acquisition extend from 2024 until construction begins in 2025. The program has implemented an extensive and inclusive community engagement program that continues throughout all phases.

Figure 2. Program Timeline



12. TIP PROGRAMMING

TIP programming table and proposed TIP programming table.

In addition to the table on the next page, please see Attachment A, the ODOT STIP Amendment Project Summary.

Table 2. TIP Programming

I-5: Columbia River (Interstate) Bridge (K21570)				
Current STIP Description	Planning activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.			
Proposed STIP Description	Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.			
Summary of requested changes	<ul style="list-style-type: none"> • Bring 18-21 \$9M Planning project to 21-24 STIP • Add PE phase - \$36M ODOT, \$35M WDOT - Total \$71M • Adjust description to include design activities • New total project cost of \$80,000,000 			
Justification	<ul style="list-style-type: none"> • This amendment is needed is for programming \$30M in funds approved by the OTC March 11, 2021, \$6M in redistribution approved by 9/2020 OTC, and \$35M funds committed by Washington DOT. • FHWA has asked ODOT to transition from the Planning phase to the Preliminary Engineering (PE) phase of the project. • Without this amendment, committed funds will not be authorized and project will not be able to move past the planning phase. 			
RTP Requirements	This project change requires adjustment to the fiscally constrained RTP. Funds from the fiscally constrained Fix-It buckets in the RTP will be reduced to allow for the \$36M ODOT funds to be advanced on this project. Memo with details was sent to Metro 9/17/21 by Chris Ford. We find the analysis is still applicable with the addition of WDOT funds since RTP focuses on Oregon revenue only.			
STIP/MTIP requirements	This requires a full amendment to the STIP/MTIP, work has started to get it through the process as soon as possible.			
Phase	Federal Fiscal Year		STIP Estimated Cost	
	Current	Proposed	Current	Proposed
Planning	2020	2020	\$9,000,000	\$9,000,000
Preliminary Engineering	N/A	2022	\$0	\$71,000,000
Totals			\$ 9,000,000	\$80,000,000
Summary of Expenditure Accounts (as of 09/22/2021)				
Phase	Authorized		Expended	Remaining
Planning	\$9,000,000		\$5,950,410	\$3,049,590

13. RTP PROJECT NUMBER

Provide the corresponding Regional Transportation Plan project number to facilitate a project description check for plan consistency.

The RTP project ID is 10893, “I-5 Columbia River Bridge.”

14. TITLE IV ADA

Indicate whether the project is derived from an agency Title IV Americans with Disabilities Act (ADA) implementation plan.

The IBR program is not derived from ODOT's Title IV ADA implementation plan.

Attachment A

ODOT STIP Amendment Project Summary

Key Number: 21570 **2018-2021 STIP**

Project Name: I-5: Columbia River (Interstate) Bridge **(DRAFT AMENDMENT PROJECT)**

Project Overview			
Total Current Estimate	\$80,000,000.00	Description	Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.
Responsible Region	1	Related Programs	
Project Status Date	2/6/2020	STIP Name	2018-2021 STIP
Project Status	UNAPPROVED	Administrator	ODOT
Monitor	ENVDOC	Applicant	ODOT
Bid Let Date		MPO	Portland Metro MPO
Target Date		Constructor	CONTRACTOR PAYMENTS
Award Date		Functional Class	URBAN INTERSTATE
Air Quality Approval Req.		Work Class	STRUCTURES
Air Quality Approval Date.		IGA #	
		Contract #	
Created On	9/20/2019	Created By	GABRIELA GARCIA
Last Updated On	9/22/2021	Last Updated By	ADRIANA ANTELO
Comment	3/11/21 OTC approved additional \$30M // \$9M in redistribution \$ approved by the OTC 8/16/19. RTP ID 10893. \$6M in redistribution approved by 9/2020 OTC. kp.		

Locations													
Route	Highway	MP Begin	MP End	Length	Street	City	County	ACT	Bridge	Reg	State Repr Dist	State Sen Dist	US Cngr Dist
I-5	001 PACIFIC HIGHWAY	306.70	308.72	2.02		PORTLAND	MULTNOMAH	R1ACT		1	44	22	3
I-5	001 PACIFIC HIGHWAY	308.04	308.72	0.68		PORTLAND	MULTNOMAH	R1ACT	01377A	1	44	22	3
I-5	001 PACIFIC HIGHWAY	308.04	308.72	0.68		PORTLAND	MULTNOMAH	R1ACT	07333	1	44	22	3

Phases												
Ph	Phase Total Est. Cost	Original Auth Amount	Original Auth Date	Current Auth Amount	Current Auth Date	Current STIP Amount	Curr STIP Year	Initial STIP Amount	Init STIP Year	EA	Fed Aid ID	Status
PL	9,000,000.00	9,000,000.00	2/6/20	9,000,000.00	2/6/20	9,000,000.00	2020	9,000,000.00	2020	C0265207	S001(533)	APPROVED
PE	71,000,000.00	0.00		0.00		71,000,000.00	2022	36,000,000.00	2022			APPROVED
Tot	80,000,000.00	9,000,000.00		9,000,000.00		80,000,000.00		45,000,000.00				

Key Number: 21570 **2018-2021 STIP**

Project Name: I-5: Columbia River (Interstate) Bridge **(DRAFT AMENDMENT PROJECT)**

Work Types					
Phase	Work Type	Percent of Phase	Work Type Amount	Opt Code	Option Desc
PL	BRIDGE	100.00%	9,000,000.00	S	STATE PROJECT
	PL Totals	100.00%	9,000,000.00		
PE	BRIDGE	100.00%	71,000,000.00	S	STATE PROJECT
	PE Totals	100.00%	71,000,000.00		
Grand Totals			80,000,000.00		

Financial Plan -- Target Amounts									
Phase	Funding Resp	STIP	Year	Use Hist Savings	Total Trgt Amt	Fed Trgt Amt	State Trgt Amt	Local Trgt Amt	Comment
PL	IBR Interstate Bridg	2018-2021 STIP	2020		9,000,000.00	8,299,800.00	700,200.00	0.00	
	IBR Interstate Bridg	2021-2024 STIP	2021		6,000,000.00	5,533,200.00	466,800.00	0.00	Additional target added from redistribution per K. Parlette email 11/25/20
	PL Totals				15,000,000.00	13,833,000.00	1,167,000.00	0.00	
PE	IBR Interstate Bridg	2021-2024 STIP	2022		0.00	0.00	0.00	0.00	
	OTHER	2021-2024 STIP	2022		0.00	0.00	0.00	0.00	WashDOT funds
	PE Totals				0.00	0.00	0.00	0.00	
Grand Totals					15,000,000.00	13,833,000.00	1,167,000.00	0.00	

Financial Plan -- Estimate / Actual Amounts									
Phase	Funding Resp	STIP	Year	Use Hist Savings	Total Est/Act Amt	Fed Est/Act Amt	State Est/Act Amt	Local Est/Act Amt	Comment
PL	IBR Interstate Bridg	2018-2021 STIP	2020		9,000,000.00	8,299,800.00	700,200.00	0.00	
	IBR Interstate Bridg	2021-2024 STIP	2021		0.00	0.00	0.00	0.00	Additional target added from redistribution per K. Parlette email 11/25/20
	PL Totals				9,000,000.00	8,299,800.00	700,200.00	0.00	
PE	IBR Interstate Bridg	2021-2024 STIP	2022		36,000,000.00	33,199,200.00	2,800,800.00	0.00	
	OTHER	2021-2024 STIP	2022		35,000,000.00	0.00	0.00	35,000,000.00	WashDOT funds
	PE Totals				71,000,000.00	33,199,200.00	2,800,800.00	35,000,000.00	
Grand Totals					80,000,000.00	41,499,000.00	3,501,000.00	35,000,000.00	

Key Number: 21570 **2018-2021 STIP**

Project Name: I-5: Columbia River (Interstate) Bridge **(DRAFT AMENDMENT PROJECT)**

Fund Codes											
Phase	Fund Code	Description	ICA P	Percent of Phase	Total Amount	Federal Percent	Federal Amount	State Percent	State Amount	Local Percent	Local Amount
PL	Z001	NATIONAL HIGHWAY PERF FAST	Y	100.00%	9,000,000.00	92.22%	8,299,800.00	7.78%	700,200.00	0.00%	0.00
	PL Totals				100.00%	9,000,000.00		8,299,800.00		700,200.00	
PE	ACPO	ADVANCE CONSTRUCT PR		50.70%	36,000,000.00	92.22%	33,199,200.00	7.78%	2,800,800.00	0.00%	0.00
	OTH0	OTHER THAN STATE OR		49.30%	35,000,000.00	0.00%	0.00	0.00%	0.00	100.00%	35,000,000.00
	PE Totals				100.00%	71,000,000.00		33,199,200.00		2,800,800.00	
Grand Totals					80,000,000.00		41,499,000.00		3,501,000.00		35,000,000.00

Amendments						
Status Date	Amendment Num.	Status	Project Change Type	S/C	Key Number	Change Reason
9/22/21	21-24-1433	DRAFT	ADD PHASE		21570	Add project to the 2021-2024 STIP, add Preliminary engineering phase total estimated at \$71,000,000.
2/6/20	18-21-3214	APPROVED	ADD PROJECT		21570	Add a new project.

Selection Criteria:	STIP	2018-2021 STIP	Key Number	21570	Project ID	44589
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