2026 Initial Financial Plan

Interstate Bridge Replacement Program

Date: June 16, 2026

Certification Date: June 16, 2026

Final/Draft

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Interstate Bridge Replacement Program

LETTER OF CERTIFICATION

The Washington State Department of Transportation and the Oregon Department of Transportation have prepared this 2026 Initial Financial Plan (IFP) for the "Interstate Bridge Replacement (IBR) Program," in accordance with the requirements of 23 U.S.C. § 106, and the major project financial plan guidance issued by the Federal Highway Administration.

The IBR Program is rebuilding a 5-mile stretch of the Interstate-5 (I-5) corridor, including the bridge crossing of the Columbia River between Portland, Oregon, and Vancouver, Washington. The Program's IFP employs a phased approach, with an identified "Funded Phase" for which funding has been committed, and a series of future investments, collectively the "Unfunded Phase," to be delivered as additional funding becomes available. The Funded Phase comprises four project components:

- An overall Program Management component.
- The Columbia River Bridge Replacement project, which includes new northbound and southbound bridges, approaches, and connections to I-5, and removal of the existing bridges.
- The Pre-Completion Tolling project.
- The Transit Design component for future light-rail transit extending to Vancouver.

The IFP provides cost estimates to complete the Program, including detailed estimates for the Funded Phase matched with the financial resources to fund its four components.

The financial data in this plan is a snapshot in time. It incorporates the Program's Funded Phase sources and uses of funds, including actual expenditures through the close of state fiscal year 2025 (June 30, 2025) and a realistic estimate of future Funded Phase and Unfunded Phase costs based on current engineers' estimates, currently planned activities, and expected construction cost escalation factors. The committed sources of funds are consistent with the actions taken and authorizations provided by the Washington State and Oregon Legislatures.

To the best of our knowledge and belief, the 2026 IFP as submitted herewith fairly and accurately presents the financial position of the Program, its cash flows, and the expected conditions for the Program as of the submittal date. The financial forecasts presented in the financial plan are based on our judgment of the expected Program conditions and our anticipated courses of action. We believe that the assumptions underlying the 2026 IFP are reasonable and appropriate. Further, we have made available all significant information that we believe is relevant to the financial plan and, to the best of our knowledge and belief, the documents and records supporting the assumptions are appropriate. We acknowledge the major project delivery is an evolutionary process, and we pledge to submit financial plan annual updates through the completion of Program delivery.

June 16, 2026

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ACRONYMS AND ABBREVIATIONS

Acronym/Abbreviation	Definition
B	Billion
BIP	Bridge Investment Program
C-TRAN	Clark County Public Transportation Benefit Area
CCI	Construction Cost Index
CEVP®	Cost Estimate Validation Process
CIG	Capital Investment Grant
CM/GC	Contract Manager / General Contractor
CN	Construction
CPDM	Capital Program Development and Management
CPMS	Capital Program Management System
CRC	Columbia River Crossing
CSRA	Cost and Schedule Risk Assessment
DBB	Design-Bid-Build
ESSB	Engrossed Substitute Senate Bill
FFGA	Full Funding Grant Agreement
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FPAU	Financial Plan Annual Update
FTA	Federal Transit Administration
FY	Fiscal Year
GO	General Obligation

Acronym/Abbreviation	Definition
HB	House Bill
I-5	Interstate 5
I-205	Interstate 205
IBR	Interstate Bridge Replacement
IFP	Initial Financial Plan
IM	Interstate Maintenance Program
JTC	Joint Transportation Committee
LPA	Locally Preferred Alternative
LRT	Light Rail Transit
MAX	Metropolitan Area Express
MAW	Move Ahead Washington
NEPA	National Environmental Policy Act
NHFP	National Highway Freight Program
NHPP	National Highway Performance Program
ODOT	Oregon Department of Transportation
OST	Office of the State Treasurer
OTC	Oregon Transportation Commission
P3	Public Private Partnership
PDB	Progressive Design-Build
PE	Preliminary Engineering
PEI	Preliminary Engineering Cost Index
RMV	Real Market Value

Acronym/Abbreviation	Definition
ROD	Record of Decision
RW	Right of Way
ROWI	Right-of-Way Cost Index
SB	Senate Bill
SEIS	Supplemental Environmental Impact Statement
SME	Subject Matter Expert
STBG	Surface Transportation Block Grant
SR	State Route
T&R	Traffic and Revenue
TIFIA	Transportation Infrastructure Finance and Innovation Act
TIPP	Transportation Innovative Partnership Program
TriMet	Tri-County Metropolitan Transportation District of Oregon
USDOT	U.S. Department of Transportation
WSDOT	Washington State Department of Transportation
WSTC	Washington State Transportation Commission
YOE dollars	Year of Expenditure Dollars

1. PROGRAM DESCRIPTION

1.1 Program Background

The transportation deficiencies in the Interstate Bridge Replacement (IBR) Program corridor have been evaluated for more than 2 decades. Regional leaders identified the need to address the Interstate 5 (I-5) corridor, including the Interstate Bridge, through bi-state, long-range planning studies, which identified a variety of transportation mobility and safety problems. For additional details on prior studies and their findings, refer to Chapter 1 of the Interstate 5 Columbia River Crossing (CRC) Project Final Environmental Impact Statement (FEIS).

Washington and Oregon formed the bi-state CRC project, which was active between 2005 and 2014. The CRC project successfully completed the National Environmental Policy Act (NEPA) environmental review process when the Federal Highway Administration (FHWA) and the Federal Transit Authority (FTA) issued the Record of Decision (ROD) in 2011. However, state funding secured to advance construction was inadequate, and the CRC project was discontinued in 2014.

In 2017, the Washington State Legislature passed Substitute Senate Bill 5806, which established the Joint Oregon-Washington Legislative Action Committee to develop a process for planning for a new Interstate Bridge over the Columbia River, and the bill required the committee to convene its first meeting by December 15, 2017. Eight months after the inaugural Joint Oregon-Washington Legislative Action Committee meeting, the Oregon State Legislature formed the Joint Committee on the Interstate 5 Bridge in 2018. Together, the Joint Oregon-Washington Legislative Action Committee and the Joint Committee on the Interstate 5 Bridge form a bi-state legislative committee, which is composed of 16 members—eight from each state. The current role of the bi-state legislative committee is to provide ongoing guidance and oversight of key IBR Program work.

Recognizing that regional transportation issues and necessary improvements to the Interstate Bridge remained unaddressed, in 2019, both Oregon and Washington dedicated funding to restart work to replace the Interstate Bridge on I-5 across the Columbia River. Leadership in both states directed the Oregon Department of Transportation (ODOT) and Washington Department of Transportation (WSDOT) to open a bi-state program office to lead these efforts. On November 18, 2019, then-Oregon Governor Kate Brown and then-Washington Governor Jay Inslee signed the Oregon-Washington Memorandum of Intent on Replacing the I-5 Bridge over the Columbia River announcing the restart of bi-state efforts to replace the Interstate Bridge.

Using the CRC project as its starting point, the IBR Program restarted and began evaluating whether past design assumptions still addressed today's changed conditions, including the physical environment, community priorities, and regulations, or whether updates would be needed. In 2022, the IBR Program prepared a NEPA re-evaluation to assess the extent of changes in conditions and determine whether the previously approved FEIS and ROD are still valid for a federal action or need to be updated with current conditions and changes in design. FHWA and FTA determined that a Supplemental EIS (SEIS) should be prepared to identify and disclose new adverse impacts and

mitigation associated with changes in conditions that have occurred since 2013. The Final SEIS was completed and signed in April 2026. The ROD is scheduled to be issued by July 2026.

1.2 Program Description

The IBR Program updates and supplements the analysis conducted during the CRC project. The Program focuses on a 5-mile corridor that includes bridge, transit, active transportation, and highway improvements to address safety and mobility in the I-5 corridor between Portland, Oregon, and Vancouver, Washington. The Program area extends from approximately Columbia Boulevard in the south to State Route (SR) 500 in the north, as shown in Figure 1-1.

Figure 1-1. IBR Program Area

On the West Coast, I-5 is the main and only continuous north–south interstate highway linking the U.S., Canada, and Mexico. In the Vancouver-Portland metropolitan region, I-5 and Interstate 205 (I-205) are the only two roadway crossings of the Columbia River and the major north–south highways that provide interstate connectivity and mobility. While the I-205 crossing provides important connectivity for the region, I-5 directly connects the central cities of Vancouver and Portland.

The 5-mile section of I-5 between SR 500/39th Street in Vancouver and Columbia Boulevard in Portland heavily influences the traffic conditions of I-5 crossing over the Columbia River. This section includes seven interchanges that connect three state highways and several major arterial roadways. These interchanges serve a variety of land uses and provide access to downtown Vancouver, two international marine ports, the Portland International Airport, industrial centers, residential neighborhoods, retail centers, and recreational areas.

Highway users and transit services within the IBR Program area are currently constrained by outdated, substandard highway design features, traffic congestion that increases travel times, and a high frequency of crashes, all of which reduce reliability for vehicles and buses traveling between Vancouver and Portland. Additionally, in order to access existing light-rail transit (LRT), users traveling to Portland from Hayden Island or Vancouver must transfer from buses, walk, bike, or drive to nearby park-and-ride lots/transit centers at the Expo Center or Delta Park.

1.2.1 Modified Locally Preferred Alternative

The Locally Preferred Alternative (LPA) was defined through the CRC project's environmental review process in 2013. Development of the Modified LPA is described in Section 2.5 of the IBR Program's Draft SEIS. The IBR Program's Modified LPA consists of the following components, as endorsed by all 10 local partner agencies in mid-2022:

1. A new pair of Columbia River bridges built west of the existing bridge.
2. Improvements to the I-5 mainline and seven interchanges, north and south of the Columbia River, and related enhancements to the local street network.
3. Improvements to transit across the river, including an extension of light-rail from the Expo Center in Portland to Evergreen Boulevard in Vancouver, as well as improvements to Clark County Public Transportation Benefit Area (C-TRAN) express bus service dedicated bus-on-shoulder facilities.
4. The addition of LRT stations at Hayden Island, Vancouver Waterfront, and near Evergreen Boulevard, as well as options for park-and-ride locations in Vancouver.
5. One auxiliary lane in each direction and safety shoulders on the bridges.
6. A variety of improvements for people who walk, bike and roll throughout the Program area, including a separated shared-use path on one of the replacement bridges.
7. Variable-rate tolling for motorists using the river crossing as a demand management and financing tool.

The Modified LPA elements of the full IBR Program are illustrated in Figure 1-2.

Figure 1-2: IBR Full Program Elements

1.3 Program Purpose and Need

The purpose of IBR Program is to improve I-5 corridor mobility by addressing present and future travel demand and mobility needs in the IBR Program area. The Program area extends from approximately Columbia Boulevard in the south to SR 500 in the north (refer to Figure 1-2). Relative to the No-Build Alternative, the IBR Program is intended to achieve the following objectives: (a) improve travel safety and traffic operations on the I-5 river crossing and associated interchanges; (b) improve connectivity, reliability, travel times, and operations of public transportation modal alternatives in the Program area; (c) improve highway freight mobility and address interstate travel and commerce needs in the Program area; and (d) improve the I-5 river crossing's structural integrity (seismic stability).
The specific needs to be addressed by the IBR Program are listed below and detailed in Chapter 1 of the Final SEIS.

- Growing travel demand and congestion
- Impaired freight movement
- Limited public transportation operation, connectivity, and reliability
- Safety and vulnerability to incidents
- Substandard bicycle and pedestrian facilities
- Seismic vulnerability

1.4 National Environmental Policy Act Status

FHWA and FTA are the lead federal agencies responsible for ensuring that the Program complies with NEPA and its associated regulations and policies. An FEIS and ROD were issued for the former CRC project in 2011. A series of NEPA re-evaluations were subsequently completed, most recently in 2022,

to reflect changes to the Program and regulatory requirements since the original ROD was issued. The 2022 re-evaluation determined that the CRC project environmental impact statement remains valid, but supplemental analysis was required for the IBR Program. A Final SEIS was completed on April 17, 2026, and an Amended ROD is expected to be issued by summer 2026.

2. SCHEDULE

The first construction packages for the IBR Program are anticipated to be the replacement Columbia River bridges and roadway approaches. Subsequent construction packages to deliver the Modified LPA would be phased throughout the Program area as funding becomes available. Within this Initial Financial Plan (IFP), an initial Funded Phase is defined as a series of projects that can be completed with funding that is already committed to the IBR Program. The Funded Phase rebuilds the I-5 portion of the Interstate Bridge, connects it to I-5, and removes the existing bridges, as described in more detail below.

Washington and Oregon collectively intend to complete the full IBR Program Modified LPA without any extended pauses in construction that might require treating the Funded Phase as an operationally independent, non-concurrent construction project for purposes of applying FHWA's major project requirements.

Acknowledging that funding for the entire Program has not yet been secured, the Funded Phase represents a financially viable scope of work that can be opened and operated independently for the benefit of the traveling public without necessarily completing construction of the remaining Program elements.

The contents and schedule of the Funded Phase and subsequent Unfunded Phase(s), including the partially funded core set of projects, are described throughout this section.

2.1 Program Schedule

Table 2-1 shows key schedule milestones for the overall Program, which is scheduled to be completed in 2045, pending available funding. There is more schedule milestone information provided for the Funded Phase, which is projected to be completed in 2036. The anticipated milestone dates provided in the table represent the base Program schedule prior to consideration of risk.

Table 2-1. High-level Timeline for the IBR Program

Milestone	Anticipated Schedule
Issue NEPA Record of Decision	Q2 2026
Columbia River Bridge project RFQ [a]	Q2 2026
Columbia River Bridge project RFP [a]	Q4 2026
Columbia River Bridge contract award and negotiations	2027
Start bridge construction	Q3 2028

Milestone	Anticipated Schedule
Toll commencement	2028
New I-5 southbound bridge complete	Q3 2032
Shift I-5 to new southbound bridge	Q3 2032
New I-5 northbound bridge complete	Q2 2035
FTA Full Funding Grant Agreement	2030
Interstate Bridge demolition complete	2036
Funded Phase complete	2036
Oregon aerial guideway complete *(pending additional funding)*	2034
Washington aerial guideway complete *(pending additional funding)*	2034
LRT plinths, track, and systems installed *(pending additional funding)*	2036
LRT in service *(pending additional funding)*	2037
Oregon I-5 Southbound construction complete	2038
Mill Plain Interchange construction complete	2040
Washington North construction complete	2041
Oregon I-5 Northbound construction complete	2043
Marine Drive Interchange construction complete	2045
LRT extended to Evergreen Station	No later than 2045
5-mile corridor complete *(pending additional funding)*	**2045**

Notes:

a The IBR Program team has combined the I-5 Approaches work within the Columbia River Bridges project contract.

b The IBR Program team will work with the contractor to finalize the timing of opening the bridge to traffic.

c See Appendix A for descriptions of the packages included in these milestones

FTA = Federal Transit Administration; I-5 = Interstate 5; LRT = light-rail transit; NEPA = National Environmental Policy Act; Q = quarter; RFP = Request for Proposals; RFQ = Request for Qualifications

2.2 Contract Packaging

The IBR Program will be delivered through a number of contract packages. These packages are discussed in greater detail in Appendix A – IBR Program Construction Projects. The contracting method assumptions, and breakdown of which contract packages are included in the Funded Phase and the Unfunded Phase, are outlined in Table 2-2. Assumed contracting methods include use of a combination of progressive-design-build (PDB), construction management / general contractor (CM/GC), design-build (DB), and design-bid-build (DBB) delivery models. The Program is taking a phased approach to construction. See Section 2.3 for further details on this approach.

Table 2-2. Contract Packaging Assumptions

Package Name	Assumed Delivery Method	Funded Phase	Unfunded Phase
Program Management	GEC	✓	
Columbia River Bridge Replacement	PDB	✓	
Pre-completion Tolling	DBB	✓	
Transit Design Services	Task Order	✓	
Marine Drive Grade Separation	CM/GC	✓ (PE)	✓
Oregon Aerial Guideway	CM/GC	✓ (PE)	✓
Washington Aerial Guideway	DBB, GC/CM	✓ (PE)	✓
Track, Systems, Stations & Shelters	CM/GC	✓ (PE)	✓
Hayden Island Surface Streets	DBB		✓
Future I-5 and LRT Guideway to Evergreen	TBD		✓
Marine Drive Interchange	CM/GC		✓
Mill Plain Interchange	DB		✓
Washington North	DB		✓
North Expo Road	DBB		✓
Oregon I-5 Northbound	CM/GC		✓
Oregon I-5 Southbound	CM/GC		✓
North Portland Harbor Bridge Removal	DBB		✓

Package Name	Assumed Delivery Method	Funded Phase	Unfunded Phase
Evergreen Park & Ride	DB		✓
Light-Rail Overnight Facility	CM/GC		✓
LRV Procurement	2-step Sealed Bid		✓
Ruby Junction TriMet Facility Expansion	CM/GC		✓
Waterfront Park & Ride	DB		✓
Bus Procurement	Statewide purchasing agreement		✓
65th Street C-TRAN O&M Bus Facility	DBB		✓

CM/GC = contract manager / general contractor; C-TRAN = Clark County Public Transportation Benefit Area; DB = design-build; DBB = design-bid-build; I-5 = Interstate 5; LRT = light-rail transit; LRV = light-rail vehicle; O&M = operation and maintenance; PDB = progressive design-build; PE = preliminary engineering; SR = state route

2.3 Funded Phase

The scope of the Funded Phase, including its geographic limits, was identified to meet U.S. Department of Transportation (USDOT) fiscal constraint requirements for the scope of a major project, in accordance with 23 United States Code (U.S.C. § 106(h)(3)(C).

The two states collectively intend to complete the full IBR Program Modified LPA without any extended pauses in construction that might otherwise require treating the Funded Phase as an operationally independent, non-concurrent construction project for purposes of applying FHWA's major project requirements. Following completion of the Funded Phase the Program will work to complete other elements of the Modified LPA including reconnection of C street ramps, restoring existing traffic circulation contemplated with full build-out.

Acknowledging that funding for the entire Program has not yet been secured, the Funded Phase is designed to achieve the following:

- **Meet the Purpose and Need:** By constructing the new seismically resilient multimodal bridges and connecting them to I-5, the Funded Phase advances the purpose and the need of the IBR Program and provides benefit to the traveling public independent of future phases of construction. As sufficient financial resources become available to complete the full 5-mile IBR Program, future phases will continue to advance the purpose and need. The phasing provides logical termini and independent utility of the transportation facilities developed in the Funded Phase.
- **Demonstrate Operational Independence:** The Funded Phase has operational independence, meaning it can function as a viable transportation facility upon completion of the first phase

of construction, and is not reliant on constructing other components or phases of the Modified LPA. The ramp connections from I-5 and SR 14 that connect to C Street and Washington Street in Vancouver, that will be temporarily closed with this stage of the IBR Program delivery, will result in traffic movements transferring from those ramp connections to the E Mill Plain Blvd interchange with I-5 in order to maintain operational independence.

- **Demonstrate fiscal constraint:** The 70th percentile cost for the Funded Phase analyzed in the 2025–26 Cost Estimate Validation Process (CEVP®) update in year of expenditure dollars (YOE dollars) is $5,682 M. Including the results of a recent toll funding analysis, the IBR Program has available committed funding exceeding this amount by at least $100 M, demonstrating financial feasibility of the Funded Phase. After working with the metropolitan planning organizations, project costs and funding sources are expected to be approved for programming in the Statewide and Metropolitan Improvement Plans by the end of June 2026. In addition, the Funded Phase is included in the long-range transportation plans of the Portland Metro and Southwest Regional Transportation Council metropolitan planning organizations.

The Funded Phase scope completes the Columbia River main span bridge replacement elements of the multimodal IBR Program. It will build two new fixed-span bridge structures with rebuilt bridge approaches to connect to I-5 in Washington and Oregon to accommodate northbound and southbound traffic. SR 14 connecting ramps to I-5 Northbound and Southbound and the I-5 connections to Hayden Island will be completed in the Funded Phase. Tolling infrastructure and a shared-use path will be provided. The Funded Phase includes removal of the existing bridges after the replacement I-5 bridges and approaches are constructed and open to traffic. This work includes advancing toward a Full Funding Grant agreement (FFGA) with FTA for extending the Metropolitan Area Express (MAX) from the Expo Center Station to downtown Vancouver. A summary of the elements that make up the Funded Phase is shown in Figure 2-1 and summarized in Table 2-3.

Table 2-3. Elements Included in the Funded Phase

Description	PE	RW	CN
Program Management	✓		
Columbia River Bridge and Approaches	✓	✓	✓
Pre-completion Tolling	✓	✓	✓
West Hayden Island Mitigation		✓	
Bridge Removal (Existing Bridge)	✓	✓	✓
Transit Design for MAX extension to Vancouver, WA [a]	✓		

Note:

a This includes the PE phase of Marine Drive Package A, Oregon Aerial Guideway, Washington Aerial Guideway, and the Track, Systems, Stations and Finishes and Bus Shelters contract packages.

CN = construction; MAX = Metropolitan Area Express; N/A = not applicable; PE = preliminary engineering; RW = right of way; WA = Washington

Figure 2-1: IBR Program Funded Phase Investments

The Program is currently beginning the procurement of a contractor for a PDB contract covering the construction of the I-5 Columbia River bridges, approaches, and interchange connection work at Hayden Island and SR 14, with a goal of completing the procurement process and having a contractor on board in mid-2027. Based on the current schedule, construction on the Columbia River bridges will start in 2028. It is anticipated that the new bridge will be open to traffic 6 to 7 years after construction starts.

Removal of the existing bridges will begin when traffic is fully transferred to the new crossing 6 to 7 years after construction starts, depending on achieving schedule milestones.

2.4 Sequencing the 5-Mile Program - Unfunded Phase

Over the coming months and years, the IBR Program will work with the Program partners to refine construction sequencing and funding strategies for the rest of the 5-mile IBR Program (see Appendix A – IBR Program Construction Projects). Additionally, the Program has identified a core set of projects that includes the Funded Phase investments plus the additional elements needed to extend operable LRT to the Waterfront Station in Vancouver. The additional elements will be constructed as funding allows and are intended to advance while the first Funded Phase is being constructed. The core set of projects are illustrated in Figure 2-2.

The additional partially funded work that is part of this core set of projects includes advancing preliminary engineering (PE) toward an FFGA with FTA for the MAX extension. Additional funding is needed for the remainder of PE, right of way (RW), and construction (CN) for the following packages:

- Marine Drive Package A
- Oregon Aerial Guideway
- Washington Aerial Guideway
- Track, Systems, Stations and Finishes, and Bus Shelters

All of these elements are a part of the FTA New Starts Capital Investment Grant (CIG) transit project description, which remains a key potential funding source to advance these elements. More details about anticipated funding are included in Chapter 4.

The elements that make up the IBR Program 5-mile corridor beyond this core set of projects can be seen in Figure 2-3.

The Program will continue to evaluate other cost-saving ideas, including value engineering, design refinements, risk management, and potential contract re-packaging, to eventually deliver the Modified LPA in its entirety as additional funding becomes available. As additional funding is secured, the incremental improvements or phases to be constructed will be added to the Funded Phase scope of work and documented in future financial plan annual updates (FPAUs).

Figure 2-2: IBR Program Core Set of Projects for Operable Light-Rail Transit to Waterfront Station

Figure 2-3: IBR Full Program Elements

3. PROGRAM COST

The first cost estimate for the full IBR Program was developed in 2022. This estimate established a cost range from $5.0 to 7.5 billion (B), with a most likely (60th percentile confidence level probability), risk-mitigated value of $5.935 B.

In 2026, the Program updated the 2022 cost estimate. This updated cost estimate evaluated both the 5-mile corridor that comprises the full IBR Program and the Funded Phase subset. The Program conducted a CEVP®, described in more detail in Section 3.2. The objectives of the CEVP® analysis were to provide independent review of Program cost and schedule estimates and to quantify uncertainty and risks associated with those estimates. A multiday risk assessment workshop was held during the week of August 18, 2025, and was attended by Program team members and subject matter experts (SMEs) from WSDOT, ODOT, Tri-County Metropolitan Transportation District of Oregon (TriMet), FHWA, FTA, and industry representatives. This chapter provides a high-level overview of the CEVP® analysis in the context of the cost estimate information included in this IFP. For more detailed information, please refer to the full CEVP® Report on the IBR Program website, dated March 2026.

Following the full Program CEVP® analysis, a half-day workshop was convened on March 25, 2026, with FHWA, FTA, and other SMEs to review the scope, cost, schedule, and risks related to the identified Funded Phase. Following this workshop with FHWA, the IBR CEVP® model assumptions were revised and a Cost and Schedule Risk Assessment (CSRA) update was performed to provide risk-loaded estimates for the Funded Phase scope of work.

The updated 2026 CEVP® cost estimate for the full IBR Program ranges from $13.5 B to $15.2 B, with a 70th percentile confidence level probability (P-70) value of $14.412 B. The range for the Funded Phase subset covers $4.7 B to $6.2 B, with a P-70 value of $5.682 B. The P-70 confidence values reflect FHWA guidance for financial plans, with the objective of providing estimates for which there is a 70% chance that the corresponding project costs will not be exceeded.

These updated estimates reflect changes to the Program, an updated construction schedule, and rising costs in the construction and transportation industry. Some of the key factors that increased the cost estimate between 2022 and 2026 are listed below:

Escalation Impacts:

- Construction costs increased by approximately 58% based on escalating materials, labor, and equipment prices since 2022.
- The WSDOT 2022 inflation forecasts for PE, RW, and CN were replaced with IBR-specific inflation forecasts, which resulted in higher YOE Program estimates.
  - The IBR preliminary design (professional services) cost inflation index averages about 3.1% compared with about 2.1% for the comparable WSDOT index used in 2022
  - The IBR Program right-of-way cost inflation index averages about 4.7% over the projected schedule, compared with about 2.4% for the comparable WSDOT index used in 2022.

- The IBR Program construction cost inflation index averages about 3.3% over the projected schedule, compared with about 2.1% for the comparable WSDOT index used in 2022.

Schedule extension impacts:

- The Program's completion date was extended by 11 years from 2034 to 2045, inclusive of a 2-year delay in the federal environmental process and based on updated construction sequencing requirements. This extended timeline increased:
  - The impact of escalation on overall cost to complete for engineering and construction.
  - Years of management and delivery costs.

Scope and quantity updates increased base cost:

- The 2022 estimate was based largely on quantities derived from the CRC project. The 2026 estimate used detailed quantities based on updated conceptual design plans and constructability reviews.

Risk impacts:

- Over 400 risks were identified for the Program. The top risks for the Program include schedule delay and uncertain market conditions (competition and pricing).

Increased probability costs:

- The 2022 estimate used a 60th percentile confidence probability cost (a WSDOT standard at that time), and the 2026 estimate is using a 70th percentile confidence probability cost to align with FHWA requirements.

3.1 Structure of the Cost Estimate

The cost estimate for the Program is divided into more than 20 individual contract packages, plus an overarching program management component.

Table 3-1 identifies the three primary cost categories by which the Program and package cost estimates are assembled.

Table 3-1. IBR Program Cost Categories

Cost Category	Description
Preliminary Engineering (PE)	Costs related to planning, environmental analysis, preliminary engineering and ongoing program management
Right of Way (RW)	Costs for all required land parcels, including appraisals, property acquisition costs, relocations, demolition, property management, and mitigation work (e.g., soils analysis).

Cost Category	Description
Construction (CN)	Construction-related costs, including base construction, utilities relocation, construction overhead, river user agreement costs, contingencies, final design by design-builders, final design and construction quality control, and contract-specific management, oversight, and inspections.

3.2 Cost-Estimating Methodology

The development of the IBR Program's cost estimate using WSDOT's CEVP® conforms to and is consistent with FHWA's probabilistic cost and schedule risk assessment requirements for Major Projects. The objectives of the CEVP® analysis were to provide independent review of the Program's cost and schedule estimates and to quantify uncertainty and risks associated with those estimates. A risk assessment workshop was held in August 2025, followed by probabilistic analyses of the Program's cost and schedule.

Following the full Program CEVP® analysis, additional CEVP® analysis through the CSRA was performed in early 2026 that focused on identifying an operationally independent Funded Phase for the IBR Program. Inputs for the analysis were developed by the same Program team members and SMEs who provided input into the August 2025 CEVP® workshop. While the structure of model inputs and analysis methodology are the same as in the full Program CEVP® conducted in August 2025, updated inputs (including the base cost estimate, schedule, and risks) were developed specifically for the Funded Phase in early 2026, with FHWA engagement during the workshop held in March 2026.

The general approach used for the CEVP® analysis is summarized in the following steps:

1. Establish a common understanding of the Program among the participants, including overall scope, strategy, status, existing conditions, and key assumptions.
2. Develop a base schedule in the form of a flowchart depicting the high-level sequence of key activities and milestones, including their durations and predecessor-successor relationships, that represents the assumed Program schedule if "everything goes as planned" (i.e., no built-in contingency, float, or other consideration of potential risk is included).
3. Establish a base cost that represents the "best estimate" for the Program if "everything goes as planned" (i.e., both explicit and implicit contingencies are removed). The base cost includes allowances for "known but not quantified" items (incidentals) and includes escalation of material and labor costs in today's prices to those representing year of expenditure using the IBR Program's inflation forecasts for PE, RW's and CN.
4. Quantify uncertainty in the base estimates where appropriate to represent the potential variation (due to variability or lack of information) in the base values (e.g., unit price, quantity, percentage markups, duration, variation in inflation rates, etc.), consistent with the assumptions used to prepare the base estimates.

5. Identify potential risks, considering both threats and opportunities for each key discipline associated with the Program. Risks are defined as events characterized by a probability of occurrence and an impact if the event occurs (in terms of deltas relative to the base cost and/ or schedule for specific schedule activities) and are documented in a risk register. For risks determined to be significant (based on a predefined cutoff threshold), the direct cost and schedule impacts and associated probability are quantified based on the professional judgment of the SMEs. The risk quantifications consider risk management actions that are being implemented or planned by the Program. Possible additional mitigation strategies for major risks are discussed as time allows during the workshop and subsequently reviewed and evaluated by the Program team.
6. Develop a probabilistic model that integrates the base cost and schedule (including uncertainties, where applicable), explicitly represents individual risks, and includes correlations and dependencies as appropriate. The model is used to generate probability distributions for Program cost and schedule milestone completion dates, along with an importance analysis ranking of the input factors (base uncertainties and risks) relative to the cost and schedule outputs to guide future risk management. The resulting probability distributions can be used to evaluate potential contingency levels for cost and schedule. A risk-based contingency level for cost or schedule can be determined from the difference between the output value at a chosen percentile (e.g., 70th) and the base value without contingency.

WSDOT maintains a library of CEVP® support information, including common assumptions for its risk assessments. The current list of assumptions is contained within Appendix H of the Project Risk Management Guide (WSDOT 2018).[1]

While cost estimates prepared through the CEVP® analysis process may be built up through detailed monthly expenditures, the estimates are typically summarized as annual amounts by state fiscal year (FY) for financial planning purposes, given that the legislatures in both states budget capital funds on an FY or two FY biennium basis.

The results for the Funded Phase components and the elements next in line for additional funding collectively represent a core set of projects to build first and reflect a series of assumptions regarding potential scope element deferrals within the Full Program relative to the base project analyzed in the August 2025 CEVP® workshop.

Finally, the results represent a “snapshot in time” as of the date of the evaluation. At the time of the August 2025 CEVP® workshop, the construction industry was experiencing significant cost escalation, and future trends were difficult to predict. The cost inflation rates and market condition risks developed for the CEVP® and subsequent early 2026 CSRA reflect the understanding and professional

[1] WSDOT (Washington State Department of Transportation). 2018. Project Risk Management Guide. Available at <https://wsdot.wa.gov/publications/fulltext/CEVP/ProjectRiskManagementGuide.pdf.> Accessed January 28, 2026.

judgment of the workshop participants based on currently available information. The current assumptions related to packaging, sequencing, and delivery methods will be refined by the IBR Program, with the expectation that future CEVP® analyses and risk reviews will reflect updated information related to Funded Phase delivery and project sequencing. It is expected that schedules, estimates, and risk profiles will be refined—and uncertainties reduced—as the Program progresses.

3.3 Cost Estimate Summary

The cost estimate results are composed of three parts:

- Base costs in FY 2026 dollars
- Inflation-adjusted costs
- Risk-adjusted costs

For the purposes of financial planning, this IFP focuses on the resultant risk-loaded cost estimates in YOE dollars. The buildup to those results is described throughout Sections 3.3.1 through 3.3.4.

3.3.1 Base Cost Estimate

The base cost estimate was established using unit costs for labor and materials expressed in constant 2025 (FY 2026) dollars. The base cost for the full IBR Program is $7.81 B, with the Funded Phase at $3.40 B. These costs are summarized by cost category in Table 3-2 and, after being escalated to year of expenditure, become the inputs for the CEVP® risk analysis.

Table 3-2. Base Cost Estimates by Phase and Category in Millions of 2025 (FY 2026) Dollars

Phase	Preliminary Engineering	Right of Way	Construction	Total
Funded	844.9	125.7	2,430.2	3,400.9
Unfunded	815.3	181.4	3,414.3	4,411.0
Program Total	1,660.2	307.2	5,844.5	7,811.9

Notes: Preliminary engineering amounts include previously incurred costs back to FY 2020. Values are shown rounded to the nearest $0.1 million, and the sums of table rows or columns may not exactly match the indicated totals due to rounding
FY = fiscal year

3.3.2 Inflation Forecasts for Base Cost Estimate Escalation

Before factoring in potential risks, the base cost estimate must first be escalated to YOE dollars using separate inflation forecasts for PE, RW, and CN cost categories, as described below.

3.3.2.1 Inflation Policy

The WSDOT Capital Program Development and Management Office (CPDM) regularly adopts inflation projections for PE, RW, and CN cost categories from third-party forecasts. Each year as part of the capital budgeting process, CPDM reviews current trends to determine if updated inflation forecasts are warranted, provides updates if warranted, and confirms that project cost estimates within the Capital Program Management System (CPMS) are expressed in inflated YOE dollars. CPDM also grants exceptions to the use of their inflation forecasts on a case-by-case basis. The IBR Program requested such an exception as the basis for the 2026 cost estimate to develop IBR Program–specific inflation forecasts designed to better capture the regional Portland-Vancouver market conditions.

In summer 2025, IBR Program–specific inflation forecasts were developed to inform the CEVP® risk analysis and the subsequent CSRA for the Funded Phase in early 2026. Inflation forecasts serve two key, interrelated purposes:

- Escalate the base cost estimate from constant (current) YOE dollars based on the Program's delivery schedule.
- Inform the CEVP® of risks pertaining to market conditions in developing risk-loaded cost estimates.

The IBR Program–specific inflation forecasts capture several factors: the residual impacts of supply chain disruptions from the COVID-19 pandemic; recent, above-average general cost inflation; the latest economic conditions and outlook impacting global commodity prices; and energy cost impacts in production and transportation of construction materials and equipment.

3.3.2.2 Basis for IBR Program Inflation Forecasts

The escalation of the 2026 IBR Program cost estimates required the development of three separate annual inflation indices, as described below along with a brief explanation of sources and methods. Additionally, "low," "probable," and "high" forecasts were prepared for each index.

- **Construction Cost Index (CCI)** – The CCI provides a composite outlook of construction costs based on five separate cost components, developed using third-party projections, macroeconomic data analysis, and regional trends informed by industry SME interviews.[2] The five separate commodity inflation forecasts include structural steel, concrete, construction equipment, labor, and other materials and services, and are combined into an overall CCI using component weight developed by the IBR Program estimating team.
- **Right-of-Way Cost Index (ROWI)** – The ROWI provides an outlook on RW acquisition costs and related real estate services, such as property appraisals, negotiations, relocations, as well as title and escrow services. The ROWI uses separate econometric forecast models for Multnomah County and Clark County parcel "real market values" (RMVs), paired with Oregon

[2] The "high" CCI forecast was adjusted to remove more explicit impacts of trade tariffs to avoid duplication with the risk register.

and Washington statewide economic forecasts, including personal income and building permits. The two county-level RMV forecasts, which capture cost increases due to both real estate market conditions and parcel development activities, are combined into a single index.

- **Preliminary Engineering Cost Index (PEI)** – The PEI provides the costs of the full range of professional services needed to deliver the IBR Program, including PE phase activities, ongoing program management services not embedded within construction contracts, and any other costs not specifically captured in the CCI or PEI. It is based largely on third-party data in which four separate cost index forecasts are combined to yield a raw weighted average index and, like the CCI, is informed by interviews with SMEs from consultant firms and transportation agencies.

3.3.2.3 Application of Inflation Forecasts to the Cost Estimates

In general, the "high" forecasts reflect a strong economy, a tight labor market, and other economic factors that may combine for a higher inflationary outlook with additional upward pressures on prices not included in the "probable" forecast at the time of the cost estimate development in mid-2025. Components of the "high" CCI specifically were also used to inform separate inflationary and trade policy impact risk variables in the CEVP® analysis.

The "low" forecasts reflect a softer economy with slower economic growth and a higher probability for a recessionary period over the forecast horizon, along with a return to lower tariffs and greater availability of labor.

The "probable" CCI forecasts and underlying assumptions are intended as a reasonable basis for escalating IBR Program capital cost projections to YOE dollars, whereas the low and high CCI forecasts are provided to inform the construction cost inflation probability distribution considered in the CEVP® risk analysis. Specifically, the low and high forecast values for each index were programmed into the CEVP® risk model to inform the 10th and 90th percentile values for the annual probability distributions used in risk simulations. The risk model also assumes a high degree of positive correlation among the annual distributions such that risk simulations with low and high forecasts for each index capture uncertainty in multi-year trends rather than allowing for inflation to have wide year-to-year swings. Additionally, moderate positive correlation was assumed among the PEI, ROWI, and CCI to avoid widely varying outcomes between the three indices, e.g., avoiding a situation in which a given year with a higher PEI rate of change is paired with a low CCI rate. The probable, low, and high PEI, ROWI, and CCI annual rates of change are summarized in Table 3-3.

Table 3-3. IBR Program–Specific Inflation Rate Forecasts by Cost Category

Fiscal Year	Preliminary Engineering Index (PEI)			Right of Way Index (ROWI)			Construction Cost Index (CCI)		
	Low	Probable	High	Low	Probable	High	Low	Probable	High
2025	-	**3.26%**	-	-	**2.54%**	-	-	**3.23%**	-

Fiscal Year	Preliminary Engineering Index (PEI)			Right of Way Index (ROWI)			Construction Cost Index (CCI)		
	Low	Probable	High	Low	Probable	High	Low	Probable	High
2026	3.11%	**3.72%**	3.94%	-1.20%	**0.30%**	1.55%	2.98%	**5.20%**	6.25%
2027	2.82%	**3.16%**	3.75%	2.80%	**4.05%**	6.80%	2.15%	**2.89%**	3.68%
2028	2.60%	**3.46%**	4.05%	4.22%	**5.47%**	6.47%	2.35%	**3.23%**	3.69%
2029	2.38%	**3.46%**	4.15%	4.03%	**5.28%**	6.28%	2.24%	**3.29%**	3.71%
2030	2.40%	**3.25%**	4.17%	4.38%	**5.88%**	6.63%	2.27%	**3.36%**	3.80%
2031	2.39%	**3.13%**	4.16%	4.36%	**5.86%**	6.61%	2.29%	**3.26%**	3.67%
2032	2.39%	**3.01%**	4.16%	4.16%	**5.66%**	6.41%	2.41%	**3.20%**	3.62%
2033	2.39%	**3.03%**	4.16%	3.96%	**5.21%**	6.21%	2.41%	**3.19%**	3.53%
2034	2.35%	**3.06%**	3.99%	3.92%	**5.17%**	5.92%	2.45%	**3.17%**	3.78%
2035	2.35%	**2.94%**	3.97%	3.42%	**4.42%**	5.67%	2.44%	**3.22%**	3.86%
2036	2.35%	**2.99%**	4.02%	3.87%	**4.62%**	5.62%	2.41%	**3.17%**	3.81%
2037	2.35%	**3.08%**	4.01%	3.84%	**4.59%**	5.59%	2.40%	**3.20%**	3.83%
2038	2.35%	**3.06%**	3.99%	4.12%	**4.87%**	5.87%	2.42%	**3.22%**	3.83%

3.3.3 Cost Estimate in Year of Expenditure Dollars

The “probable” inflation forecasts represented by the PEI, ROWI, and CCI were used to escalate the base cost estimate shown in Table 3-2 to YOE dollars, as shown below in Table 3-4.

Specifically, the base cost estimate was allocated to the base schedule activities to develop a summary-level cost-loaded schedule. Costs were then escalated to YOE dollars for each activity per the PEI, ROWI, and CCI forecasts and assumed activities schedule, accounting for potential delays due to risk events.

The deterministic base cost, escalated to the base schedule using the probable IBR inflation forecasts, is $10.28 B for the full IBR Program, with the corresponding amount for the Funded Phase equal to nearly $4.15 B, leaving about $6.14 B in the Unfunded Phase. Both YOE dollar amounts are summarized by cost category in Table 3-4 and exclude consideration of uncertainty ranges and risks.

Table 3-4. Base Cost Estimates by Phase and Category in Millions of YOE Dollars

Phase	Preliminary Engineering	Right of Way	Construction	Total
Funded	933.6	125.7	3,086.4	4,145.8
Unfunded	1,099.8	230.3	4,805.8	6,135.9
Program Total	2,033.4	356.0	7,892.2	10,281.6

Note: Preliminary engineering amounts include previously incurred costs back to FY 2020.
FY = fiscal year; YOE = year of expenditure

3.3.4 Risk-Loaded Cost Estimates in Year of Expenditure Dollars

The week-long CEVP® workshop in August 2025 led to the development of the risk-loaded 2026 cost estimates for the entire Program, with a P-70 value of $14.41 B.

In March 2026, the Program convened a workshop with FHWA and FTA to review the scope, cost, schedule, and risks related to the identified Funded Phase described in Chapter 2. Following this workshop with FHWA, the IBR CEVP® model was updated with current assumptions, and risk-loaded values for the Funded Phase were produced, with a resulting P-70 value of $5.68 B.

The P-70 risk-loaded cost estimates for the Funded Phase, Unfunded Phase, and Program total are summarized by cost category in Table 3-5 and by package and cost category in Table 3-6. The following contract packages or projects make up the Program's current Funded Phase:

- Program Management (no RW or CN)
- Columbia River Bridge Replacement (includes adjacent approaches and interchange connections)
- Pre-Completion Tolling
- Columbia River Bridge Removal
- West Hayden Island Mitigation (RW only)
- Transit Design (no RW or CN)

Table 3-5. P-70 Risk-Loaded Cost Estimates by Phase and Category in Millions of YOE Dollars

Phase	Preliminary Engineering	Right of Way	Construction	Total
Funded	1,119.7	145.0	4,417.2	5,681.9
Unfunded	1,379.2	270.6	7,079.4	8,729.1
Program Total	2,498.9	415.6	11,496.5	14,411.0

Note: Values are shown rounded to the nearest $0.1 million, and the sums of table rows or columns may not exactly match the indicated totals due to rounding.

Table 3-6 breaks down the Funded and Unfunded Phase P-70 risk-loaded cost values by major construction components or likely contract packages for the three cost categories.

Table 3-6. P-70 Cost Estimates by Phase, Component, and Category in Millions of YOE Dollars

Interstate Bridge Replacement Program		Preliminary Engineering	Right of Way	Construction	Package Totals
Funded Phase	Program Management	609.5	-	-	609.5
	Columbia River Bridge Replacement	455.6	144.4	4,365.2	4,965.2
	Pre-completion Tolling	3.9	0.6	51.9	56.5
	Transit Design Services	50.7	-	-	50.7
Unfunded Phase	Program Management	427.1	-	-	427.1
	Marine Drive Grade Separation	14.4	47.5	182.6	244.6
	Oregon Aerial Guideway	23.1	85.0	270.3	378.4
	Washington Aerial Guideway	1.3	4.7	73.5	79.5
	Track, Systems, Stations, & Shelters	31.3	-	604.9	636.2
	Hayden Island Surface Streets	27.5	13.4	168.2	209.2
	Future I-5 and LRT Guideway to Evergreen	59.8	10.4	666.1	736.2
	Marine Drive Interchange	120.3	19.1	726.6	866.0
	Mill Plain Interchange	50.8	3.0	365.2	419.0
	Washington North	45.3	21.7	371.4	438.3
	North Expo Road	6.1	0.3	40.6	46.9
	Oregon I-5 Northbound	138.4	27.9	1,057.4	1,223.7
	Oregon I-5 Southbound	115.5	-	886.9	1,002.4
	N Portland Harbor Bridge Removal	9.4	-	68.1	77.4
	Evergreen Park & Ride	17.0	11.1	98.0	126.1
	Light Rail Overnight Facility	19.7	-	101.2	120.9
	LRV Procurement	11.3	-	232.7	244.0
	Ruby Junction TriMet Facility Expansion	77.6	19.8	406.3	503.6
	Waterfront Park & Ride	12.9	3.3	95.2	111.4
	Bus Procurement	1.0	-	13.9	14.9
	65th Street CTRAN O&M Bus Facility	2.9	-	14.8	17.6
	Unallocated Contingency	166.5	3.5	635.5	805.5
Funded Phase Total		**1,119.7**	**145.0**	**4,417.2**	**5,681.9**
Unfunded Phase Total		**1,379.2**	**270.6**	**7,079.4**	**8,729.1**
Program Total		**2,498.9**	**415.6**	**11,496.5**	**14,411.0**

Notes: Values shown rounded to the nearest $0.1 M and the sums of table rows or columns may not exactly match the indicated totals due to rounding.
All packages are described in Appendix A.
C-TRAN = Clark County Public Transportation Benefit Area; I-5 = Interstate 5; LRV = light-rail vehicle; M = million; O&M = operation and maintenance; P70 = 70th percentile; YOE = year of expenditure

3.4 Expenditures To Date

The Program expenditures from inception in FY 2020 through June 30, 2025 (FY 2025) amount to $0.24 B and apply to both the Funded Phase and the overall Program. Annual amounts by FY and cost category are summarized in Table 3-7. Amounts for FY 2026 ending June 30, 2026, will not be available until the financial statements for both states have been closed, typically in the September–October timeframe, and will be reported in the Program's first FPAU.

Table 3-7. Program Expenditures to Date by Fiscal Year, Mode, and Cost Category in Millions of YOE Dollars

Cost Category	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total
PE	0.9	17.9	32.9	32.7	68.7	83.6	236.7
RW	-	-	-	-	-	-	-
CN	-	-	-	-	-	-	-
Total	**0.9**	**17.9**	**32.9**	**32.7**	**68.7**	**83.6**	**236.7**

Note: values shown rounded to the nearest $0.1 M and the sums of table rows or columns may not exactly match the indicated totals due to rounding.
CN = construction; FY = fiscal year; PE = preliminary engineering; RW = right of way; YOE = year of expenditure

3.5 Cost to Complete

The remaining cost to complete the total $14.41 B IBR Program, including FY 2026, is estimated at $14.17 B in risk-loaded YOE dollars. For the $5.68 B Funded Phase, the cost to complete is $5.45 B in risk-loaded YOE dollars.

4. PROGRAM FUNDS

The IBR Program will be funded by a combination of funding sources, including federal grants, state funds, and toll revenues. The following subsections summarize each of the funding sources and, where relevant, refer to the specific financial plans where more detailed information can be found.

4.1 Funding Summary

As noted in Section 2, the Program has not identified all of the funding required for the estimated total Program cost of $14.41 B. Funding committed for the $5.68 B Funded Phase, as well as other committed and anticipated sources, are summarized below. When accounting for federal grant funding and federal formula funding, the expected federally sourced funding is $2.88 B, approximately 50.7% of the total Funded Phase cost. Table 4-1 summarizes the funding sources by status and type, with committed amounts for the Funded Phase separated from other committed and anticipated funding for future phases.

Table 4-1. Program Funding Sources in Millions of Dollars

Status	Funding Source	Federal Funding	Non-Federal Funding	Total Funding
Committed for Funded Phase	Mega Program	600.0	-	600.0
	Bridge Investment Program Planning Grant	1.0	-	1.0
	Bridge Investment Program Large Bridge Grant	1,499.0	-	1,499.0
	Move Ahead Washington Program	740.0	260.0	1,000.0
	Oregon GO Bonds	-	999.5	999.5
	Toll Funding (Bonds & Pay-Go)	-	1,500.0	1,500.0
	Other Federal, State, & Local Funds	45.4	44.6	90.0
	Total Committed Funding for Funded Phase	**2,885.4**	**2,804.1**	**5,689.5**
	Shares by Source	*50.7%*	*49.3%*	*100.0%*
Other Committed & Anticipated Funding	Connecting Washington Funding Package	-	117.7	117.7
	Reconnecting Communities Pilot Program	30.0	-	30.0
	Capital Investment Grants Program (Anticipated)	1,000.0	-	1,000.0
	Total Other Committed & Anticipated Funding	**1,030.0**	**117.7**	**1,147.7**

Note: values shown rounded to the nearest $0.1 M and the sums of table rows or columns may not exactly match the indicated totals due to rounding.
GO = General Obligation; M = million

4.2 Committed Funding — Funded Phase

The following summarizes committed funding linked to the current Funded Phase. These amounts total $5,689.5 million (M).

- $2,100.0 M in Federal Discretionary Grant funds, specifically:
  - $600.0 M from the USDOT National Infrastructure Project Assistance (Mega) Program
  - $1,500.0 M from the FHWA Bridge Investment Program (BIP):
    - $1,499.0 M BIP Large Bridge Grant
    - $1.0 M BIP Planning Grant
- $1,000.0 M in Washington State Move Ahead Washington (MAW) transportation package funding, of which $740.0 M is assumed to be sourced from existing federal formula sources and $260.0 M from non-federal state funding sources. While these funds are fully committed, future appropriations are provided via the biennial and supplemental legislative budgeting process. Future WSDOT budget requests will update fund sources to match projected uses of these committed funds.
- $999.5 M in Oregon funding sourced from general obligation (GO) bond proceeds, approved by the Oregon Legislature under House Bill (HB) 5005
- $1,500.0 M in toll funding, as a combination of toll bond proceeds and pay-as-you-go funds
- $90.0 M in other federal, state, and local funds, primarily expended since FY 2020:
  - $35.0 M from Washington non-federal sources
  - $55.0 M from Oregon

4.2.1 Federal Discretionary Grants

4.2.1.1 USDOT Mega Grant Program

The USDOT Mega Grant Program, under the National Infrastructure Project Assistance Program, is a federal program that supports large, complex multimodal projects that are typically difficult to fund by other means and provides national or regional economic, mobility, or safety benefits.

In December 2023, USDOT awarded WSDOT, as the lead applicant for the joint IBR Program application, a $600 M Mega grant in federal fiscal year (FFY) 2023–24 funding to implement the bridge replacement and transit enhancement elements of the IBR Program.

The Mega grant agreement was executed in January 2025. Funds totaling $10 M for PE have been obligated and programmed into the 2025–28 Washington and 2024–27 Oregon Statewide Transportation Improvement Programs. As the IBR Program obtains a ROD and commences the subsequent RW and CN phases, each state and the Program team will coordinate with FHWA to amend the Mega grant agreement to obligate additional PE and CN funds in 2026.

4.2.1.2 FHWA Bridge Investment Program

The FHWA BIP is a competitive and discretionary grant program that focuses on existing bridges to reduce the overall number of bridges in poor condition, or in fair condition but at risk of falling into poor condition. The Large Bridge Project grants are a subset of the BIP focused on projects with total eligible costs greater than $100 M.

The IBR Program has been awarded two grants under the BIP program, with ODOT as the lead applicant. In late 2022, the IBR Program was awarded a $1.0 M BIP Planning grant to perform a ground improvement study on Hayden Island. In July 2024, the IBR Program was awarded a BIP Large Bridge Project grant of $1.499 B, with a phased multi-year disbursement of funds from FFY 2023 through FFY 2026: $950,000 for PE and design, and subsequent disbursements totaling $1.498 B, primarily for the Columbia River Bridge RW and CN activities.

As with the Mega grant agreement, the IBR Program recognizes that obtaining the ROD is a federal requirement for the obligation of funds to be used for ROW and CN, and the BIP grant agreement must be amended for future obligation of funds for each FFY and funding source. In alignment with the Program's anticipated attainment of the ROD, each state and the IBR Program team are coordinating with FHWA to amend the BIP grant agreement as $546.1 M in BIP funds will expire by September 30, 2026, if they are not obligated.

4.2.2 State and Local Funding

The IBR Program will receive a combination of funds from the states of Washington and Oregon.

4.2.2.1 Washington State Funding

The IBR Program is considered legislatively funded from a finance and budgeting perspective. The funding from Washington State is a commitment of future revenue with an identified revenue stream in legislation.[3]

- The Washington State Legislature committed $1 B to fund the IBR Program through the MAW transportation package passed in 2022. The MAW funding package is a $16.9 B, 16-year transportation package with a variety of funding sources such as appropriated federal funds, transfers from other state accounts, and other sources. The exact splits by federal versus state MAW that will flow to the project will ultimately be determined in future legislative budget appropriations.
- This financial plan reflects the most recent (2026) legislative plan that assumes that $260.0 M is sourced from non-federal state funding sources and $740.0 M is sourced from existing federal formula sources. Future WSDOT budget requests will update fund sources to match projected uses of these committed funds.

[3] Washington Substitute Senate Bill 5975 (2022) – Move Ahead Washington

- For the current FFY, the IBR Program will be obligating the portion of the MAW federal funds for pre-construction and construction activities in the amounts anticipated to be expended. All remaining MAW federal funds will be authorized with advance construction, converting advance construction funding roughly equal to the anticipated amount of cash needed during each FFY. The specific federal program(s) from which the funds will be authorized will be determined at the time the funds are authorized and converted.

As of April 2026, $61.0 M of the federal formula funded portion of MAW funds included the following sources, with the future committed funding source mix yet to be determined via legislative biennial budget appropriations:

- $3.3 M from the Interstate Maintenance Program (IM)
- $33.3 M from the National Highway Performance Program (NHPP)
- $24.5 M from the Surface Transportation Block Grant Program (STBG)

Appendix B – Federal Formula Funds provides additional information on the obligation and expenditure of Washington State's federal formula funds.

State funding of $35.0 M from the Motor Vehicle Account was also committed by Washington State prior to the passage of MAW. Most of these funds have already been spent on Program development activities dating back to FY 2020.

4.2.2.2 Oregon State Funding

The Oregon State Legislature committed to funding the IBR Program through the passage of HB 5005 during the 2023 Legislative session. The bill provides legislative authorization for the sale of $250 M in GO bonds in each of four subsequent biennia, beginning in the 2023–2025 biennium as passed in the 2023 regular session, for a total of $1.0 B. During the 2025 Oregon legislative session, the Legislature passed the second tranche of these four $250 M GO bonds intended for expenditure in the 2025–2027 biennium.

GO bonds are backed by the full faith and credit of the State of Oregon, whose credit is rated AA+ by Fitch and S&P Global and Aa1 by Moodys. Funding from HB 5005 is expected to consist completely of non-federal sources.

Additional funding of $55.0 M was committed by Oregon, $45.4 M is sourced from Federal-aid Highway Program funds (CFDA 20.205 Highway Planning and Construction) and $9.6 M is sourced from state funds. These funds have already been expended on Program development activities dating back to FY 2020. The sources comprising the $45.4 M in federal funds are as follows:

- $6.6 M from the STBG Program
- $20.0 M from the NHPP
- $18.8 M from the National Highway Freight Program (NHFP)

Appendix B – Federal Formula Funds provides additional information on the obligation and expenditure of Oregon's federal formula funds.

4.2.2.3 Toll Funding

WSDOT and ODOT are qualified to toll the Interstate Bridge from FHWA under the provisions of 23 U.S.C. § 129.[4] A memorandum of understanding between Washington and FHWA is under development to establish the mutual understanding that this section of the U.S.C. applies to the Interstate Bridge toll facility. IBR staff will work with FHWA to establish a timeline to discuss and review the draft memorandum of understanding. Tolling is expected to start on the existing Interstate Bridge in 2028 (FY 2029) and then transition on to the new Columbia River bridges once they are constructed and ready to accommodate traffic. The WSDOT Toll Division will operate the toll system and collect tolls on behalf of Oregon and Washington.

The toll funding contributions to capital improvements for the IBR Program are considered committed in both states, as there are no further actions required by either state legislature beyond general, routine budget appropriation actions.

In Washington, the legislature holds the power to authorize all tolled roadway facilities and has delegated toll rate setting to the Washington State Transportation Commission (WSTC). Each toll facility has its own account. Toll financing, including debt repayment, is handled on a project-by-project basis regardless of whether tolls are directly pledged to debt service or used to reimburse pledged state motor vehicle fuel tax revenues.

During the 2023 session, the Washington State Legislature passed toll bond authorization legislation for the IBR Program that was signed by the governor in May 2023.[5] This was followed by additional legislation during the 2025 legislative session that authorized the issuance and sale of up to $2.5 B in bonds for the IBR Program, which was signed by the governor in May 2025.[6]

In Oregon, the Legislative Assembly designated the Interstate Bridge as an eligible toll facility with HB 2800 (Chapter 4, Laws of 2013) and updated the legislation via HB 2931 (2025). ODOT has statutory authority to establish a toll-backed credit that can be borrowed against. The Oregon Transportation Commission (OTC), composed of individuals appointed by the governor, is empowered to approve tollway facilities and tollway projects and the rate setting on tollway facilities within the state. In January 2025, the OTC authorized the IBR Program as a tollway project.

Leveraging future toll revenues to support up-front borrowing will provide a vital funding source for Program capital costs, particularly for the new bridge and approaches. In addition, toll revenues provide a sustainable source of funding for ongoing operations and maintenance as well as periodic capital repair and replacement activities associated with the I-5 bridge and approaches subset of the

[4] 23 U.S.C. § 129: Toll roads, bridges, tunnels, and ferries
[5] Washington State Legislature, Senate Bill 5765
[6] Washington State Legislature, Substitute House Bill 1958

overall IBR Program elements. Tolling is expected to provide a net capital funding contribution of $1.5 B for the Funded Phase (see Section 5.1.1 for more detail on toll bond financing costs).

The OTC and WSTC are, collectively, the toll rate setting authorities for the Interstate Bridge. In early 2024, the commissions signed an agreement establishing a Bi-State Tolling Subcommittee composed of two commissioners from each state and to make recommendations around toll rates and policies to the full commissions for review and approval. Per the signed agreement between both commissions, they are required to ensure "tolls to be set at rates that meet requirements established in state law and in an amount sufficient to meet all covenants made to bondholders, credit providers and other lenders."

The subcommittee's work includes coordination with the WSDOT Toll Division, which is managing the consultant that is conducting the Level 3 Toll Traffic and Revenue (T&R) study for I-5 Interstate Bridge. The T&R study consultant recently completed draft gross and net toll revenue forecasts for four potential toll rate schedule and policy scenarios approved for additional analysis by the OTC and WSTC in late 2024.

Using the above-referenced net toll revenue projections, the ODOT Debt Manager, in concert with their municipal advisor, and the Washington Office of the State Treasurer independently verified the capability of state-backed toll bonds along with pay-as-you-go net toll revenues to provide the $1.5 B in capital funding required for the Funded Phase.

See 5.1.1 for further discussion toll financing assumptions.

4.3 Other Committed and Anticipated Funding – Unfunded Phase

The following summarizes other committed or anticipated funding linked to specific Program components that are not in the current Funded Phase. These amounts total $1,147.7 M.

- $30.0 M in discretionary grant funding from the FFY 2024 Reconnecting Communities Pilot Grant Program awarded in 2025 to the City of Vancouver, Washington, as the lead applicant, and WSDOT:
  - This funding is specifically for the Evergreen Community Connector Lid over I-5, which is part of the Unfunded Phase scope of work.
- $117.7 M in Connecting Washington funds:
  - This funding is specifically committed for the Mill Plain interchange with I-5 in the 5-mile Program corridor, which is part of the broader Unfunded Phase scope of work.

Additional anticipated funding sources summarized below have been tied to the Program components that are part of a subsequent phase to complete operable LRT from Portland to the Vancouver waterfront.

- $1,000.0 M in an FTA CIG Program award

This fall, the IBR Program will work with agency partners to develop an approach to advancing the additional phases, and specific contracts, for the remainder of the 5-mile corridor. This work will include refining the cost and funding plan for these elements and working with leadership in both states to identify funding and financing opportunities for each of the elements that make up the 5-mile corridor.

4.3.1 Anticipated Federal Discretionary Grants

4.3.1.1 Reconnecting Communities Pilot Grant Program

The Infrastructure Investment and Jobs Act established the Reconnecting Communities Pilot Grant Program to advance community-centered transportation connecting projects. The City of Vancouver, in partnership with WSDOT, received a grant award from USDOT for the Evergreen Community Connector Project for FFY 2024–26. The City of Vancouver was awarded $30 M in construction funds to complete the development of a community connector (freeway lid), park and multimodal connections over I-5. The Evergreen Community Connecter is not in the Funded Phase, and a grant agreement has yet to be executed with USDOT for these funds. At present, USDOT has not provided specific information about obligation or expenditure deadlines.

4.3.1.2 FTA New Starts Capital Investment Grant Program (Anticipated)

The New Starts Program is a component of the FTA's CIG program, which offers grant funding for transit capital investments, including heavy rail, commuter rail, light-rail, streetcars, and bus rapid transit. Federal transit law requires transit agencies seeking CIG funding to complete a series of steps over several years.

For New Starts projects, the law requires completion of two phases in advance of receipt of an FFGA: project development and engineering. The Program is submitting materials to demonstrate completion of the Project Development Phase milestones in summer 2026 and is seeking a $1.0 B New Starts grant to complete the build-out of the LRT IBR CIG Project. Assuming that the IBR Program advances through each phase of the CIG process as anticipated, an FFGA committing FTA New Starts funds is anticipated in 2030. As of April 2026, $100 M of the $1.0 B in requested funds has been appropriated by Congress and earmarked for the IBR Program once requirements to access this funding have been met.

4.3.2 State and Local Funding

4.3.2.1 Connecting Washington Funds

The 2015 Connecting Washington Transportation Funding Package[7] established a 16-year, $16.1 B investment program primarily funded by an 11.9-cent motor fuel tax increase to enhance and

[7] Washington Engrossed Substitute House Bill 5987 (2015) - Connecting Washington Transportation Funding Package

maintain critical transportation infrastructure. This program dedicated $98.0 M to fund improvements to the I-5/SR 501–Mill Plain Boulevard interchange in downtown Vancouver, which is in the IBR Program 5-mile corridor. The legislature subsequently increased the amount allocated to $117.7 M while deferring the funds to the 2031–33, 2033–35, and 2035–37 biennia. Both the Mill Plain interchange scope of work and this funding are excluded from the currently defined Funded Phase.

4.3.2.2 Toll Funding

The commitment of $1.5 B in toll funding required for the Funded Phase is described above in Section 4.2.2.3 and comprises a mix of state-backed toll bond proceeds and pay-as-you-go net toll revenues.

Additional toll funding may be possible within the confines of the four toll and policy scenarios approved by WSTC and OTC for the Level 3 Toll T&R study. Before bond proceeds are needed, Washington and Oregon will likely evaluate other loan or bonding methods that would more effectively leverage future net toll revenues for the benefit of the IBR Program.

See 5.1.1 for further discussion toll financing assumptions.

4.4 Potential Unanticipated Changes in Expected Funding

If WSDOT or ODOT encounters any changes in the financial position of the Program due to unforeseen circumstances, one or more risk mitigation strategies could be implemented to offset those changes. See Section 8 for a discussion of key project risks and response strategies.

5. FINANCING CONSIDERATIONS

This section describes the cost and mechanisms of planned financing for the IBR Program, separate from the total Program costs described in the preceding sections. This includes the issuance costs, interest costs, and other aspects of borrowing funds for IBR Program investments.

5.1 Project Financing

The IBR Program intends to leverage toll bond financing to fund a share of Program costs. Government agency borrowers generally have access to lower borrowing costs via municipal tax-exempt bonds in which the investors are willing to accept lower interest rates in exchange for their interest earnings being exempt from income tax. In addition, a toll bond may rely solely on the pledge of toll revenues for repayment (e.g., a stand-alone toll revenue bond) or other additional revenue sources, or the full faith and credit of the state may also be pledged to "backstop" toll revenue to improve the transaction's credit rating, lower borrowing costs, or increase borrowing capacity. This section provides information on the specific toll bonding mechanisms intended for use to implement the IBR Program and legal authority in place to use these funding mechanisms.

5.1.1 Toll Bonds

Net toll revenues generated from tolling the existing bridges during construction and the new crossing upon completion have been committed by both states for the financing of eligible IBR Program capital improvements.

Both states are committed to combining toll bonds with available pay-as-you-go net toll revenues to support IBR Program capital funding. The Funded Phase requires $1.50 B in toll funding (see Section 4), which currently is expected to comprise $1.23 B in net bond proceeds and $0.27 B in early year pay-as-you-go net toll revenues. Toll funding is planned for use on the Columbia River Bridge Replacement contract, which includes bridge and approaches, as well as on removal of the existing bridge.

Currently, both states intend to issue toll bonds where net toll revenues are the first pledge to debt service, with each state additionally pledging backstop revenues to enhance the credit rating and terms of the bond debt. Preliminary bond financing assumptions include a 30-year maximum bond maturity, an all-in interest cost of 5.38%, and four bond issues. Financial modeling shows the first bond sale in FY 2030; however, actual bond sale dates will be determined based on the cash flow needs of the program.

Prior to needing the proceeds from toll financing, the two states may consider other bond or debt approaches that could increase the toll funding capacity or otherwise benefit the Program. Any revisions to the toll financing method(s), timing, and/or amounts will be captured in the forthcoming FPAUs.

5.1.1.1 Toll Bonds in Washington State

The Washington State Legislature enacted bond authorization legislation during the 2025 session[8] authorizing the issue and sale of up to $2.5 B in bond gross proceeds. This debt is first payable from net toll revenues, second from motor vehicle fuel taxes and certain vehicle-related fees, and third by the full faith and credit of the State of Washington. This approach, if undertaken, would result in the toll debt receiving the State's excellent credit rating and low borrowing costs.[9]

5.1.1.2 Toll Bonds in Oregon

Oregon has historically operated under a biennial debt review and authorization process. Under this process, in addition to specific constitutional and statutory debt authorizations and limitations, each individual bonding program receives specific biennial legislative bonding authorization. The biennial bonding authorization is commonly referred to as the "Bond Bill." Under this system, ODOT submits bonding requirements to the Department of Administrative Services before their inclusion in the "Bond Bill" and the governor's budget.

The OTC, composed of individuals appointed by the governor, is empowered with the approval of tollways and rate setting on facilities within the state. The Legislative Assembly designated the Interstate Bridge as an eligible toll facility with HB 2800 (Chapter 4, Laws of 2013) and updated the legislation via HB 2931 (2025). ODOT has statutory authority to establish a toll-backed credit that can be borrowed against. Similar to Washington, toll bond debt in Oregon is envisioned to be first payable from net toll revenues, with a secondary backstop from state funding. ODOT also has an excellent credit rating.[10]

5.1.1.3 Summary of Toll Bond Financing and Related Costs

Each state independently conducted preliminary financial modeling that confirmed the viability of tolls to contribute $1.5 B in capital funding as a combination of toll bond proceeds and pay-as-you-go net toll revenues.[11] WSDOT enlisted the Office of the State Treasurer (OST), whose analysis delivered the $1.5 B funding as requested by the IBR Program, with bond sales in FY 2030 and FYs 2033-35. ODOT utilized their municipal advisor with a similar analysis that delivered the requested funding, with bond sales in FYs 2032-36.

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[8] Substitute House Bill 1958

[9] The State of Washington received a rating of AA+ (Fitch), Aaa (Moodys), and AA+ (S&P) for its General Obligation (GO) Bonds, Series 2026T-2. https://emma.msrb.org/P22012686-P21532887-P21989282.pdf

[10] The State of Oregon received a rating of AA+ (Fitch), Aa1 (Moodys), and AA+ (S&P) for its GO Bonds. https://www.buyoregonbonds.com/state-of-oregon-or/ratings/i45

[11] Results are based on the "Scenario 2" toll rates approved by the Washington State and Oregon Transportation Commissions for the ongoing I-5 Interstate Bridge Investment-Grade (Level 3) Toll Traffic and Revenue Study. Higher toll rates in other toll scenarios approved for the study would be expected to also support $1.5 B in funding, though not every scenario was analyzed.

Using the WSDOT's OST analysis as representative for both states, the financing proceeds and related costs of future toll debt are summarized in Table 5-1. These preliminary, representative financing details are subject to change, given that the first debt issue is several years into the future. In the OST analysis, the $1.50 B in toll funding comprises net bond proceeds of $1.23 B shown below plus net toll revenues of $0.27 B to be used for pay-as-you-go capital funding, with this split and the timing of the bond proceeds also subject to change.

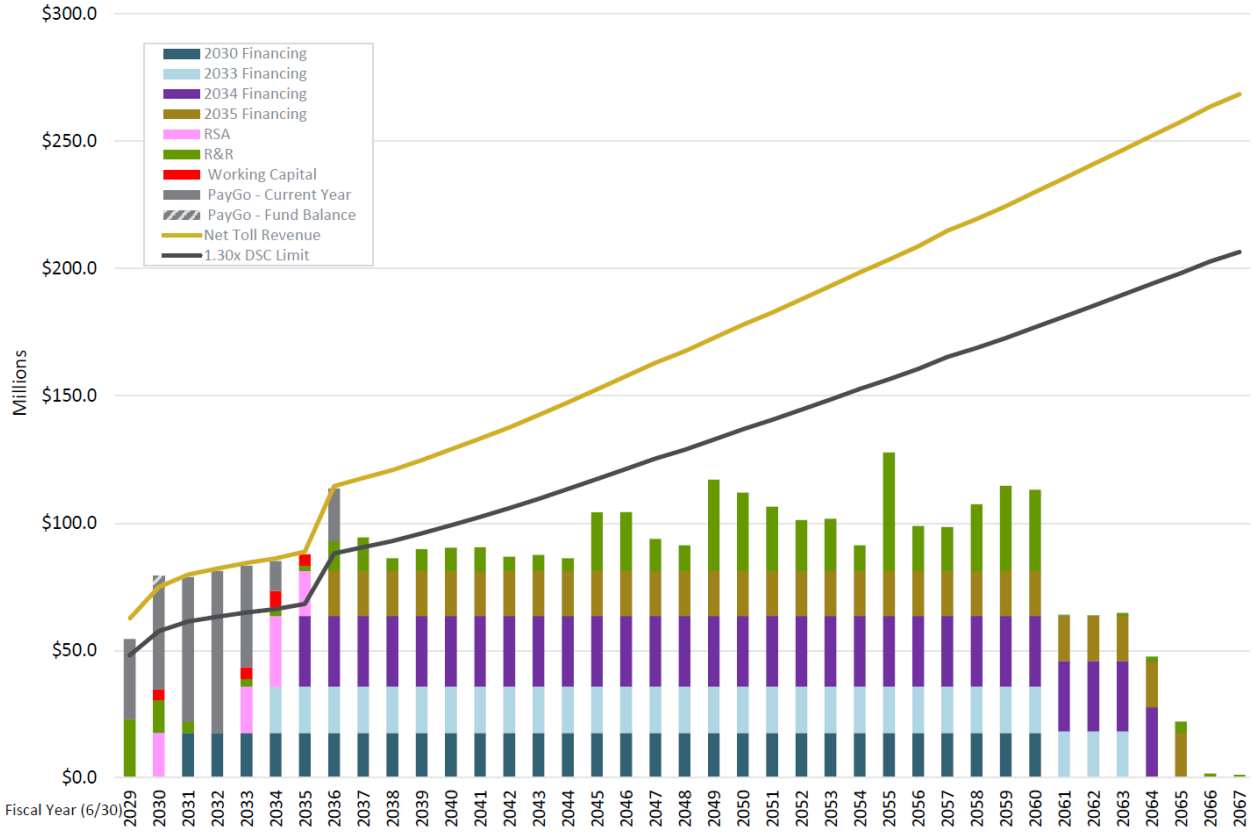
Table 5-1. Summary of Toll Bond Proceeds and Financing Costs

Financing Item	Amount
All-in Interest Cost	5.38%
Maximum Bond Maturity	30 Years
Par Value of Bonds Issued	$1,205.1 M
Gross Bond Proceeds (with Premium)	$1,240.4 M
Issuance and Underwriting Costs	$9.0 M
Capitalized Interest Cost	$0.0 M
Net Bond Proceeds	$1,231.3 M
Interest Costs through Maturity	$1,231.9 M

M = million

Figure 5-1 demonstrates the available net toll revenue — the cash flow after first using tolls to cover facility and toll collection operations and maintenance expenses — for covering debt service and various reserves, including those for a revenue stabilization account, working capital, and periodic capital repair and replacement. A 1.30x minimum debt service coverage ratio was assumed, which the current financial modeling demonstrates will be exceeded in every year.

Figure 5-1. Uses of Net Toll Revenues to Meet Financial Obligations for $1.5 Billion in Toll Funding



5.1.2 Move Ahead Washington Funding

The Washington State Legislature committed $1.0 B to fund the IBR Program through the MAW transportation funding package passed in 2022.

As of the time of this IFP, the MAW funds are anticipated to account for $740 M from existing federal highway formula sources and $260 M from non-federal state funding sources (see Section 4). Any MAW package financing costs associated with the borrowing to provide the $260 M in state funding are not allocated back to individual projects, including the IBR Program. The MAW funds are guaranteed to be available and allocated on a biennial basis based on project needs and requests within the $1 B commitment.

5.1.3 Oregon House Bill 5005 General Obligation Bond Funding

The Oregon State Legislature committed to funding the IBR Program through the passage of HB 5005 during the 2023 legislative session. The bill provides legislative authorization for the sale of $250 M in

GO bonds in each of four subsequent biennia, beginning in the 2023–2025 biennium as passed in the 2023 regular session, for a total of $1.0 B.

GO bonds are backed by the full faith and credit of the State of Oregon, whose credit is rated AA+ by Fitch and S&P Global and Aa1 by Moody's. Funding from HB 5005 is expected to consist completely of non-federal sources and can be used for IBR Program highway expenditures.

During the 2025 Oregon legislative session, the legislature passed the second of four $250 M tranches of bond funding, intended for issuance in the 2025–27 biennium. Subsequent tranches are expected to be approved in the 2027 session for issuance in the 2027–29 biennium and in the 2029 session for the 2029–31 biennium.

Bond sales in Oregon are grouped together to provide proceeds for many purposes; the financing costs for the funds made available to the IBR Program are funded separately and may vary depending on when the funds are drawn for Program use and do not represent a direct cost to the Program.

6. PROGRAM CASH FLOW

6.1 Program Expenditures by Fiscal Year

Through the end of FY 2025, a total of $236.7 M has been expended. The remaining Funded Phase cost of $5,445.2 M is projected to be expended through FY 2036.

On the following page, Table 6-1 presents the planned annual expenditures by mode and cost category for the Funded Phase.

Figure 6-1 graphically depicts the Funded Phase expenditures by FY and cost category along with a cumulative expenditure curve.

Table 6-2 provides additional expenditure details by Program component (contract package), FY, and cost category for the Funded Phase. These planned expenditures represent the costs that can be achieved with the available funding for the designated Funded Phase.

Table 6-1. Funded Phase Expenditures by Fisal Year and Cost Category in Millions of YOE Dollars

Cost Category	Prior	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033	FY 2034	FY 2035	FY 2036	Total
PE	84.4	68.7	83.6	83.2	147.9	187.8	170.0	92.4	46.6	33.0	33.6	28.6	29.4	30.3	1,119.7
RW	-	-	-	-	42.5	55.7	28.8	16.4	0.3	0.8	0.5	-	-	-	145.0
CN	-	-	-	-	26.1	76.8	430.4	515.5	759.1	772.1	742.0	460.8	440.5	193.8	4,417.2
Total	**84.4**	**68.7**	**83.6**	**83.2**	**216.5**	**320.4**	**629.2**	**624.3**	**806.0**	**805.9**	**776.1**	**489.4**	**469.9**	**224.1**	**5,681.9**

Note: values shown rounded to the nearest $0.1 M and the sums of table rows or columns may not exactly match the indicated totals due to rounding.
CN = construction; FY = fiscal year; PE = preliminary engineering; RW = right of way; FY = fiscal year; YOE = year of expenditure

Figure 6-1. Fiscal Year and Cumulative Funded Phase Expenditures by Cost Category in Millions of YOE Dollars

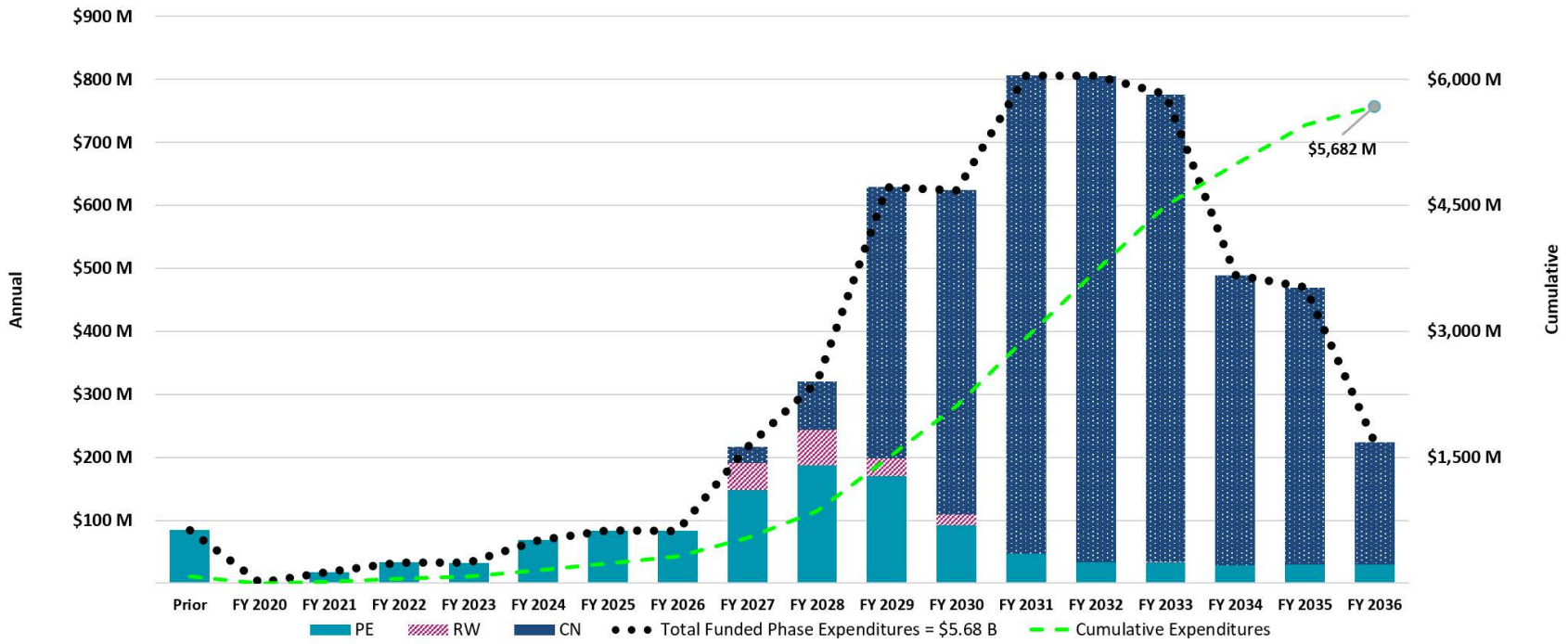


Table 6-2. Funded Phase Expenditures by Fiscal Year, Program Component, and Cost Category in Millions of YOE Dollars

Package	Cost Category	Prior	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033	FY 2034	FY 2035	FY 2036	Total
Program Management	PE	84.4	68.7	83.6	79.3	21.3	22.4	23.4	42.7	40.6	26.9	27.7	28.6	29.4	30.3	609.5
	RW	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	CN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Subtotal	**84.4**	**68.7**	**83.6**	**79.3**	**21.3**	**22.4**	**23.4**	**42.7**	**40.6**	**26.9**	**27.7**	**28.6**	**29.4**	**30.3**	**609.5**
Columbia River Bridge Replacement	PE	-	-	-	-	111.5	147.8	128.6	49.7	5.9	6.1	5.9	-	-	-	455.6
	RW	-	-	-	-	41.9	55.7	28.8	16.4	0.3	0.8	0.5	-	-	-	144.4
	CN	-	-	-	-	-	51.0	430.4	515.5	759.1	772.1	742.0	460.8	440.5	193.8	4,365.2
	Subtotal	**-**	**-**	**-**	**-**	**153.4**	**254.5**	**587.9**	**581.6**	**765.4**	**779.0**	**748.4**	**460.8**	**440.5**	**193.8**	**4,965.2**
Pre-completion Tolling	PE	-	-	-	3.9	-	-	-	-	-	-	-	-	-	-	3.9
	RW	-	-	-	-	0.6	-	-	-	-	-	-	-	-	-	0.6
	CN	-	-	-	-	26.1	25.9	-	-	-	-	-	-	-	-	51.9
	Subtotal	**-**	**-**	**-**	**3.9**	**26.7**	**25.9**	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**56.5**
Transit Design Services	PE	-	-	-	-	15.1	17.6	18.0	-	-	-	-	-	-	-	50.7
	RW	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	CN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Subtotal	**-**	**-**	**-**	**-**	**15.1**	**17.6**	**18.0**	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**50.7**
Total Funded Phase Costs		**84.4**	**68.7**	**83.6**	**83.2**	**216.5**	**320.4**	**629.2**	**624.3**	**806.0**	**805.9**	**776.1**	**489.4**	**469.9**	**224.1**	**5,681.9**

Note: values shown rounded to the nearest $0.1 M and the sums of table rows or columns may not exactly match the indicated totals due to rounding.
CN = construction; FY = fiscal year; PE = preliminary engineering; RW = right of way; year of expenditure

6.2 Program Funding by Fiscal Year

Sources of committed funding for the Funded Phase, available when needed and adhering to all constraints and local match requirements, are summarized in Table 6-3 by FY. The annual funding amounts shown in the bottom row of Table 6-3 exactly match the Funded Phase uses of funds shown in Table 6-1 and Table 6-2.

Table 6-3. Funded Phase Sources by Fiscal Year in Millions of Dollars

Type	Funding Source	Prior	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033	FY 2034	FY 2035	FY 2036	Total
Federal	Mega Grant (USDOT)	-	-	-	-	36.3	44.5	98.9	80.8	160.2	72.1	74.1	8.3	14.7	10.0	600.0
	BIP Planning Grant (FHWA)	-	-	-	-	1.0	-	-	-	-	-	-	-	-	-	1.0
	BIP Large Bridge Grant (FHWA)	-	-	-	-	79.7	181.3	401.6	396.1	223.0	51.6	118.6	47.1	-	-	1,499.0
	MAW Program (Formula)	-	-	37.2	15.5	8.1	-	-	2.2	140.8	228.3	100.3	24.0	138.6	44.4	739.3
	Other Federal (OR)	25.4	17.6	2.4	0.0	-	-	-	-	-	-	-	-	-	-	45.4
	Federal Subtotal	**25.4**	**17.6**	**39.5**	**15.5**	**125.0**	**225.8**	**500.6**	**479.1**	**524.0**	**352.0**	**293.0**	**79.4**	**153.3**	**54.4**	**2,884.6**
Non-Federal	MAW Program (State)	7.5	38.4	7.3	24.7	59.5	31.5	21.9	34.7	15.5	3.6	3.8	3.0	-	5.5	257.0
	OR GO Bonds	-	23.2	36.4	43.0	32.0	60.0	75.5	41.9	189.2	164.6	162.8	4.4	111.3	51.6	995.8
	Toll Funding as Pay-Go	-	-	-	-	-	-	31.3	44.7	56.9	63.6	40.0	11.7	-	20.6	268.7
	Toll Funding as Bonds[1]	-	-	-	-	-	-	-	24.0	20.4	222.1	276.5	390.9	205.4	92.1	1,231.3
	Other Non-Federal (OR & WA)[2]	51.5	(10.4)	0.4	0.0	-	3.1	-	-	-	-	-	-	-	-	44.5
	Non-Federal Subtotal	**59.0**	**51.1**	**44.1**	**67.7**	**91.5**	**94.6**	**128.7**	**145.2**	**282.0**	**453.9**	**483.0**	**410.0**	**316.6**	**169.8**	**2,797.2**
Total Funded Phase Sources		**84.4**	**68.7**	**83.6**	**83.2**	**216.5**	**320.4**	**629.2**	**624.3**	**806.0**	**805.9**	**776.1**	**489.4**	**469.9**	**224.1**	**5,681.9**

Note: values shown rounded to the nearest $0.1 M and the sums of table rows or columns may not exactly match the indicated totals due to rounding.

[1] A portion of the toll funding as bonds may be available 1 year prior to the needs shown in this table. Actual bond sale dates and amounts will be updated to align with program cash flow needs in future financial plan annual updates.

[2] The negative value in FY 2024 reflects a state funding credit, representing a financial adjustment by the State of Oregon to utilize a federal formula funding source previously approved for the IBR Program.

BIP = Bridge Investment Program; FHWA = Federal Highway Administration; FY = fiscal year; GO = General Obligation; M = million; Mega = National Infrastructure Project Assistance; OR = Oregon; USDOT = U.S. Department of Transportation; WA = Washington

Of the $5,689.5 M in committed funding for the Program, $236.7 M has been expended through FY 2025. With Funded Phase costs totaling $5,681.9 M, the remaining $7.5 M of committed funding is assumed to be set aside for the Unfunded Phase, distributed as $3.8 M of MAW funding in Washington and $3.7 M of GO bond funding in Oregon.

Additionally, there is another $1,147.7 M in anticipated funding for the Unfunded Phase of the Program, as outlined in Section 4.3, bringing the total committed and anticipated funding for the Unfunded Phase to $1,155.2 M.

7. PUBLIC-PRIVATE PARTNERSHIP ASSESSMENT

Both Washington and Oregon have enabling legislation supporting public-private partnerships (P3s), though their maturity, implementation frameworks, and delivery experience differ. To evaluate the potential applicability for the IBR Program, a P3 Delivery Options Analysis Report was developed in 2021 to assess the regulatory and market conditions of both states for P3, and the suitability of P3 delivery options over baseline delivery options.

Since the completion of the analysis, Washington State has significantly modernized its P3 statutory framework through passage of Engrossed Substitute Senate Bill (ESSB) 5801 (2025), Section 1201, establishing a comprehensive and flexible P3 program within WSDOT. The legislation represents a material shift from prior constraints under the Transportation Innovative Partnerships Program (TIPP).

The prior assessment identified several statutory limitations, most notably restrictions on private financing and procedural rigidness, that constrained the feasibility of concession-based P3 models. These constraints have been substantially addressed under ESSB 5801, which include several key updates, such as:

- Authorizes a full range of P3 delivery models
- Removes prior limitation on private financing
- Introduces Public Interest Finding requirements
- Provides a streamlined procurement authority
- Maintains consistency with regional and statewide transportation plans

The use of tolling and private provision of operations and maintenance under an availability payment[12] P3 is similar in both states, and in the case of Washington, will require further state legislative action.

Both states require P3 projects to be consistent with regional transportation plans and long-term planning. Oregon requires the state legislature to designate facilities as tollways before ODOT can request the OTC designate a facility as a tollway facility and project before its development as a tolled P3 project. Washington requires review and approval by WSDOT and WSTC, the state legislature's review of certain financing mechanisms authorized under ESSB 5801,[13] the governor, and a governor-appointed expert review panel at various stages prior to engagement of the private entity.

[12] Availability payments in P3s are regular, performance-based payments made by a public agency to a private developer for building, operating, and maintain infrastructure. Payments are contingent upon the asset being "available" and meeting agreed-upon quality standards, transferring operational risks to the private sector while public owners retain revenue risk.

[13] Revised Code of Washington 47.29.060 Eligible financing.

With the enactment of Senate Bill (SB) 5801, Washington now has P3 authority comparable to leading P3 states, materially expanding the range of feasible delivery and financing strategies relative to the conditions reflected in the 2021 analysis. Notably, previous constraints related to state-issued debt and limitations on private participation are no longer determinative barriers to P3 delivery.

However, programmatic timing and implementation readiness remain key considerations. The legislation requires WSDOT to:

- Develop detailed rules, procedures, and program guidance
- Establish internal governance, staffing, and procurement frameworks
- Submit elements of the program for legislative review prior to full implementation

Full operationalization of the program is anticipated to occur on or after January 1, 2027.

Given the IBR Program's current delivery schedule, procurement milestones, and advanced stage of design and packaging decisions, the timeline required to implement and utilize the new P3 framework does not align with near-term Program needs.

The decision not to pursue a concession-based P3 model for the IBR Program Funded Phase is driven primarily by it exceeding the project threshold as stipulated in SB 5801 Section 1206 criteria[14], timing, program readiness, and delivery risk considerations, not by limitations in statutory authority.

Consistent with these considerations, the IBR Program will continue to utilize a combination of PDB, DB, CM/GC, and DBB delivery models, tailoring each contract package to the most appropriate delivery method. These models will still provide opportunities for private-sector participation and innovation that can benefit overall Program objectives.

While a full concession P3 model is not being advanced for the Funded Phase, the Program's delivery strategy continues to incorporate P3 principles, such as risk allocation, innovation, and lifecycle considerations, where appropriate.

For future Program elements beyond the current Funded Phase, the IBR Program and the two States may reconsider potential P3 delivery methods. Such consideration would take into account the recent 2026 legislative changes within Washington State's P3 statutes including a $500 M P3 project cost cap, the broader statutory framework in both states, one or more appropriate Program elements for P3 delivery, and the availability of eligible revenue streams to support private financing or availability payment P3 concession models.

[14] SB 5801 stipulates in Section 1206. "PROJECT COST THRESHOLD FOR P3 EVALUATION. Any eligible transportation project with an estimated cost to the state of less $500,000,000, or any project on a United States route that is not an interstate route and includes replacement of a seismically vulnerable elevated structure at least one and one-half miles long that crosses a river, may be evaluated for delivery under a public-private-partnership model as prescribed under this chapter."

See Section 2.2 Contract Packaging and Appendix A – IBR Program Construction Projects for a detailed description of each of the packages with their assumed delivery model. Section 7.1 and Section 7.2 summarizes each state's legislative history and context for P3 in further detail.

7.1 Washington Legislative History and Context for Public-Private Partnerships

In 2005, the Washington State Legislature redefined a program, known as TIPP, to evaluate transportation P3 proposals and, if warranted, enter into partnership agreements to develop transportation projects. Financing sources for approved TIPP projects are limited to grant anticipation revenue bonds, Transportation Infrastructure Finance and Innovation Act (TIFIA) financing, credit from state infrastructure bank, federal state, or local revenues, and user feeds. The TIPP requires all project debt to be issued by the State Treasurer, which effectively prohibits direct private-sector financing and certain P3 delivery models.

In 2011, the Washington State Legislature tasked the Joint Transportation Committee (JTC) with studying the potential benefits of P3s for the state's transportation project delivery. The consulting team involved in this study recommended several statutory revisions necessary for developing a viable transportation P3 program, including a complete overhaul of the existing P3 statute to permit private financing and enhance protections for public interest.

In 2023, the legislature directed JTC, in collaboration with WSDOT, to assemble a work group to propose a new statutory framework aimed at balancing public and private interests within WSDOT's P3 program. The work group was charged with reviewing findings from the 2012 JTC P3 report, updating the materials and recommendations from 2012, drafting a revised version of Washington State's P3 transportation laws, and exploring specific P3 opportunities outlined in the study provision.

In 2025 (as noted above), the legislature passed, and the governor signed, ESSB 5801. The provisions detailed in legislation provide WSDOT with the tools that will allow it to leverage private-sector expertise and resources. Overall, the new authorities provide greater flexibility in addressing the state's transportation infrastructure needs through collaborative efforts with the private sector, using P3s where appropriate.

The legislation requires WSDOT to develop new rules and processes and to submit them to the legislature for review by September 1, 2026. Following this review, the new program is authorized and becomes effective on January 1, 2027. However, it is important to remember the occurrence of this review and eventual determination will not be available in time for the IBR Program's needs, which underlies the Program's decision not to pursue a concession model P3.

7.2 Oregon Legislative History and Context for Public-Private Partnerships

In 2003, Oregon established the Oregon Innovative Partnerships Program in Oregon Revised Statute § 367.800. The statute authorizes ODOT to enter into agreements with private entities to plan, acquire,

finance, develop, design, construct, reconstruct, replace, improve, maintain, manage, repair, lease, and/or operate transportation projects.[15] Specifically, ODOT has the authority to enter P3s and has engaged in a number of smaller-scale P3s for selected projects, such as electrical vehicle charging infrastructure and replacing highway lighting with LEDs.

However, Oregon has had more limited experience in larger-scale P3 projects. In 2006, ODOT entered into an agreement with a private consortium headed by Macquarie Group Limited to provide pre-development work on three potential projects: the Newberg-Dundee Bypass, the Sunrise Project, and the I-205 South Corridor improvements project.[16] However, these projects did not reach the implementation phase. In the I-205 South project, the following considerations contributed to the decision to not pursue P3:

- Limited agency experience and capacity developing and managing large-scale P3s
- Significant uncertainty in the project finance plan that might make participation by a private-sector partner risky and impact pricing
- Segmented project size and scope

In 2007 a major overhaul of the Oregon Tollway Statute authorized ODOT to enter into agreements with private entities and/or units of government to acquire, design, construct, reconstruct, operate or maintain and repair tollway projects (includes lease agreements).[17] A law was passed the same year to require the OTC's approval for the establishment of any toll roads in Oregon, and the law does not prohibit cities or counties from the establishment of tolls on highways under their jurisdiction.[18] The bill was proposed by the OTC to enable ODOT to establish electronic tolling facilities. [19]

Similar to the reasons in Washington, the IBR Program determined that P3s involving private finance for large projects within the IBR Program in Oregon are not suitable at the present time.

[15] Oregon Revised Statute § 367.804 "Goals of Oregon Innovative Partnerships Program; authority of Department of Transportation; confidentiality; expenses."
[16] National Cooperative Highway Research Program, Legal Research Digest 51, "Major Legal Issues for Highway Public-Private Partnerships," 2009, p.17, 18.
[17] Justia, US Law. "2007 Oregon Code - Chapter 383 – Tollways."
[18] City of Portland, 2007 Legislative Report.
[19] *Ibid.*

8. RISK AND RESPONSE STRATEGIES

Several key risks have been identified that could potentially impact various aspects of the IBR Program, such as schedule, cost, or funding availability. As noted in Section 3, Program Cost, WSDOT employs probabilistic, risk-based cost-estimating methods using the statewide CEVP®. The CEVP® is conducted through workshops in which transportation projects are examined by a team of SMEs to identify the likelihood and magnitude of project risks and opportunities. The approach uses a systematic project review and risk assessment method to identify and describe costs and schedule risks and evaluate the quality of the information that provides the basis. The base cost estimates are all inclusive, including program management/PE, RW, and CN. As part of the CEVP® process, the team considers how risks can be reduced and which cost vulnerabilities and/or uncertainties can be mitigated or managed.

As noted above, a risk assessment workshop was held in August 2025 that was attended by IBR Program team members and SMEs from WSDOT, ODOT, TriMet, FHWA, FTA, and industry representatives. Prior to, and during, the workshop, the participants reviewed and developed a risk register for the Program, which included identification and characterization of specific threats and opportunities to the Program cost and schedule. The risk register is organized around specific categories based on the WSDOT Risk Breakdown Structure. These risks span all aspects of the Program, including construction, design, environmental, RW, procurement, management, and external interactions.

The inputs developed in the workshop (including base cost, schedule, risks and uncertainties) were loaded into a probabilistic, integrated model, which incorporated Monte Carlo simulation techniques to generate probability distributions of key performance measures related to cost and schedule, along with prioritized risk rankings. A subsequent CSRA was performed for the Program to evaluate a core set of projects and a Funded Phase to begin Program delivery. The evaluation was performed as a follow-up to the 2025 full Program CEVP® workshop and analysis. Inputs for the CSRA were developed by the same project team members and SMEs who participated in the CEVP® workshop.

The latest CSRA considered 504 risks (threats and opportunities) within the Program risk register, of which 135 were determined to be significant and 141 were determined to be minor (the remainder either are classified as “watch list” items, were specifically excluded, or have been resolved and retired). Risks were characterized and quantified primarily based on collective professional judgment of the SMEs assembled for the workshop.

Table 8-1 summarizes the top 10 combined cost and schedule risks, which represent approximately 51% of the total cost risk and 58% of the total schedule risk to the IBR Program as modeled in the CEVP. The primary action plans for each risk are also outlined in Table 8-1.

Table 8-1. Top Combined Cost and Schedule Risks and Mitigation Strategies for Funded Phase Projects

Risk ID	Description	Mitigation Strategy
105/106/294	**Uncertain market conditions (competition and pricing)** – Market conditions as related to the number of bidders, competition, and contractor pricing may differ from base assumptions. There is a risk that there are a limited number of interested bidders for the construction contracts, resulting in higher than anticipated costs.	• Engage in early outreach and coordination with construction contracting market. • Consider structuring contracts to reduce complexity and encourage bidders.
415	**Impact of tariffs** – Introduction of tariffs may impact future materials pricing.	• Engage in early market outreach with bidders/suppliers to quantify tariff exposure and update estimate assumptions. • Maintain appropriate risk-based contingency reflecting tariff volatility.
484	**Miscellaneous change orders following award of construction contracts** – Risk allowance for construction change orders not covered by other specific risks (e.g., related to design coordination, small owner directed changes, etc.)	• Perform ongoing coordination with utilities and aggressively coordinate with design team, PGE, and Clark PUD to avoid unforeseen utility impacts. • Hold an appropriate level of contingency to accommodate other unforeseen conditions that may be encountered during construction.
178	**Structure aesthetic changes – Columbia River Bridge** – Stakeholder desires for enhanced river bridge aesthetics beyond what is included in the base could impact the structure design and increase bridge costs.	• Engage interested parties early to garner aesthetic design agreement. • Continue to develop aesthetic design concept. • Estimate the premium cost for the aesthetic options so cost/benefit selection process can be managed.
501/502	**Design efficiency** – There are potential design efficiencies that may	• Evaluate potential opportunities after a more thorough schedule evaluation between the Columbia River Bridge

Risk ID	Description	Mitigation Strategy
	be realized as a result of refinements to the CRB crossing.	Replacement timeline for construction and benefits to the approach package assuming combined PDB.
118	**Program Coordination Issues** – Challenges in interdisciplinary communication, decision making, and alignment across the Program may result in delays and/or design omissions. Includes cumulative impact of shorter delays.	• Conduct regular and frequent cross-departmental meetings for project status updates. • Conduct owner meetings to discuss design coordination (currently ongoing). Establish a clear decision-making process with escalation ladders and clear tiers of governance. • Delegate decision making to the lowest levels with authority. • Review cadence of internal communications. • Create an Interface Management position, with adequate staffing.
40	**Inadvertent Discoveries** – There is a risk of significant cultural resource findings during construction. Studies have been initiated to identify any possible issues. This risk accounts for potential discoveries and associated costs and delays related to pausing construction until appropriate management of cultural material can be negotiated and implemented.	• Ensure there is an inadvertent/late discovery plan and that contractors understand the plan requirements and provisions. • Enforce contract language, which should include provisions to keep contractors working during construction. • Conduct earth moving in sensitive areas early in project timeframe, where possible, or seek archaeological permits to test areas of high probability, where possible. • Engage with consulting tribes early on and contract with qualified tribal cultural resource experts to be on site in areas of high probability to improve coordination when emergency archaeological permits and immediate decisions on eligibility may be needed.

Risk ID	Description	Mitigation Strategy
530	**Permit challenge or appeal** – There may be delays related to permit appeals, particularly shoreline permits (WA, local agency) or land use (OR, local agency).	• Consider early action by owner. • Coordinate closely with counsel and regulatory agencies to prepare for potential appeals and expedite resolution if challenges occur.
117	**Contract Administration / change management Issues** – There is a risk of delays associated with procedures and processes in place for change orders and change management. The time to develop, negotiate, review, and approve change orders or to implement contractual changes may take longer than defined in the contract documents, resulting in potential delay costs.	• Develop programmatic guidance documents, including governance agreements; establish program specifications and guidance for contract administration and procedures. • Confirm bi-state authority and governance by ensuring that all implementing agencies have clear, reciprocal authority across jurisdictions, supported by defined guidance and organizational structures, in order to enable coordinated delivery and risk mitigation. • Identify the organizational structure for construction contract administration, inspection, and program controls. • Include provisions for interface integration between package owners in the review process.
58	**FEMA Flood Map Revisions** – If the IBR Program assumes lower river levels and does not adequately include higher river levels or larger lateral extents of flooding in the hydrologic and hydraulic analysis, then during permitting it could result in higher costs than anticipated in regard to bridge height, frequency of bridge lifts, no-risk analysis, and balanced cut/fill.	• Engage in early coordination with USACE. • Have the hydraulic team perform concurrent reviews of the model with ODOT and WSDOT.

CRB = Columbia River Bridge; IBR = Interstate Bridge Replacement; ODOT = Oregon Department of Transportation; OR = Oregon; PDB = progressive design build; PGE = Portland General Electric; PUD = Public Utility District; USACE = U.S. Army Corps of Engineers; WA = Washington; WSDOT = Washington State Department of Transportation

As the program progresses, risks will continue to evolve as new information becomes available. The Program team regularly evaluates this information to understand potential impacts on cost, schedule, and the overall risk profile. When mitigation strategies prove less effective than expected, or when new or unforeseen risks emerge or begin to outweigh others, these changes are carefully assessed to ensure they are well understood.

Taking an active, hands-on approach, the team frequently reviews the risk register, updates the risk profile, refines mitigation plans, and follows up on action items to keep risks moving toward resolution. Throughout design and construction, they will also closely track contingency levels, comparing budgeted cost and schedule contingency against forecasted needs at key milestones. Together, these efforts provide leadership with timely, relevant insights to make informed decisions, adjust strategies, and stay ahead of potential issues.

9. ANNUAL UPDATE CYCLE

This IFP reports previous expenditures as of the close of FY 2025, planned expenditures for the Funded Phase expenditures through FY 2036, and planned expenditures for the Unfunded Phase through 2045 (mid-FY 2046). The Oregon and Washington State FYs both begin on July 1 of the prior calendar year and end on June 30 of the same calendar year.

To maintain consistency with the IBR Program schedule, WSDOT and ODOT will update this Financial Plan on an annual basis each year until the year following the final construction closeout and payment. Each annual update will include financial values from the most recently closed state FY. FPAUs are proposed to be prepared in the autumn, with submittal to FHWA by the end of the November each year.

APPENDIX A – IBR PROGRAM CONSTRUCTION PROJECTS

To manage delivery for Interstate Bridge Replacement (IBR) Program improvements, more than 20 separate procurement contracts or projects have been identified for construction, referred to as "packages." All proposed projects are drafts and are subject to change as funding and phasing is further defined. The delivery methods and delivery agency listed in the following subsections are initial proposals and may change as the Program advances toward procurement.

Funded Phase Projects

Columbia River Bridge Replacement

This project includes constructing new northbound and southbound bridges over the Columbia River and connecting the new bridges to Interstate 5 (I-5). The project will build roadways and bridges that connect existing I-5 to the new Columbia River Bridge, including an interchange at State Route (SR) 14 and an interim interchange at Hayden Island. The project also includes removal of the existing bridge in sequence with replacement bridge opening and environmental windows, as well as removal of the superstructure and substructure to the depths below mudline, including cofferdam installation, pile removal, and in-water work following regulatory requirements. The delivery method identified for this project is progressive design-build (PDB).

Pre-completion Tolling

This project comprises installing static and variable-rate tolling signage and gantries on I-5 in Oregon and Washington to support pre-completion toll collection. The delivery method identified for this project is design bid build (DBB). The Washington State Department of Transportation (WSDOT) is currently identified as the lead agency for the construction contract.

Transit Design Services

This package advances post-National Environmental Policy Act transit design to apply for the Capital Investment Grant Full Funding Grant Agreement 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.

Unfunded Phase Projects

Marine Drive Grade Separation

This project includes raising Marine Drive and constructing the Expo Road undercrossing and the transit undercrossing, building a new grade separation and guideway from the Expo Center Station to the levee. The delivery method under consideration for this project is construction management / general contractor (CM/GC). The Oregon Department of Transportation (ODOT) is proposed to be the lead agency for the contract.

Oregon Aerial Guideway

This project includes constructing a new light-rail bridge across North Portland Harbor and an elevated guideway from North Portland Harbor to the new Columbia River Bridge (Hayden Island Guideway). The delivery method under consideration for this project is CM/GC. TriMet is currently identified as the lead agency for the contract.

Washington Aerial Guideway

The Washington Aerial Guideway constructs the elevated guideway that will support the light-rail extension from the new Columbia River bridge to Waterfront Station. The delivery method under consideration for this project is to be determined. WSDOT is currently identified as the lead agency for the contract.

Track, Systems, Stations, and Shelters

This project includes constructing LRT tracks, systems (e.g., signals, traction power substations, overhead catenary system, and communications), and three stations from the Expo Center Station in Portland to the Evergreen Station in Vancouver, including guideway and vertical access structures. This project also includes installing non-structural light-rail finishes (e.g., signage, wayfinding) at the Expo Station, Hayden Island Station, Waterfront Park Station and Evergreen Station. New bus shelters at the Waterfront station in Vancouver and local stops per C-TRAN guidelines are also planned. The delivery method under consideration for this project is CM/GC. TriMet is currently identified as the lead agency for the contract.

Hayden Island Surface Streets

This project includes realigning and constructing Hayden Island local streets beneath I-5, including active transportation connections to the Columbia River bridges and arterial bridge. The delivery method under consideration for this project is DBB. ODOT is currently identified as the lead agency for the contract.

Future I-5 and LRT Guideway to Evergreen

This project includes constructing approach structures and civil roadway elements from the Columbia River Bridge to Evergreen Boulevard. This also includes constructing elevated structures supporting LRT extension from Waterfront Station to Evergreen Boulevard. Other scope elements include a community connector (Evergreen Lid). The delivery method and lead agency has not been determined.

Marine Drive Interchange

This project includes reconstructing the Marine Drive interchange with I-5, including new braided on- and off-ramps, roundabouts, and connections to the arterial bridge. Work includes construction of local roads and bike/pedestrian facilities under I-5 connecting Expo Road to North Marine Drive, relocation of ramps between Martin Luther King Jr. Boulevard and Marine Drive, retaining walls, new structures over the undercrossing, active transportation elements, and extensive grading. The

delivery method under consideration for this project is CM/GC. ODOT is currently identified as the lead agency for the contract.

Mill Plain Interchange

This project includes reconstructing the Mill Plain Interchange in Vancouver, including the northbound off-ramp to Fourth Plain Boulevard and replacing the Interstate Bridge over McLoughlin Boulevard. It also includes construction of shoulders on I-5 to accommodate bus on shoulder and improve safety, and construction of active transportation facilities along Mill Plain Boulevard. This project also includes the addition of collector-distributor lanes for northbound and southbound I-5 between Mill Plain Interchange and the SR 14 Interchange, replacement of the Evergreen Boulevard Bridge over I-5, and downtown ramps to and from SR 14 and I-5. The delivery method under consideration for this project is design-build (DB). WSDOT is currently identified as the lead agency for the contract.

Washington North

This project includes widening I-5 and constructing braided ramps and new overpasses from McLoughlin Boulevard to SR 500 in Vancouver. The project also includes adding a shared-use path and other active transportation elements. The delivery method under consideration for this project is DB. WSDOT is currently identified as the lead agency for the contract.

North Expo Road

This project includes reconstruction of North Expo Road with a shared-use path on the west side, full pavement replacement, and retaining walls. The delivery method under consideration for this project is DBB. ODOT is currently identified as the lead agency for the contract.

Oregon I-5 Northbound

This project includes reconnecting ramps from North Victory Boulevard and North Denver Avenue to northbound I-5 and constructing the ramp from Marine Drive over the North Portland Harbor to northbound I-5. This project also includes the ramp from Hayden Island to northbound I-5, the local arterial bridge with active transportation facilities over North Portland Harbor to Hayden Island and the northbound I-5 bridge over the North Portland Harbor.

In addition, it includes construction of shoulders on I-5 to accommodate bus on shoulder and improve safety. The delivery method under consideration for this project is CM/GC. ODOT is currently identified as the lead agency for the contract.

Oregon I-5 Southbound

This project includes constructing the southbound I-5 alignment and associated braided ramps from the Columbia River Bridge approach to Victory Boulevard, including multiple bridge structures and retaining walls. The delivery method under consideration for this project is DBB. ODOT is currently identified as the lead agency for the contract.

North Portland Harbor Bridge Removal

This project includes removing existing I-5 North Portland Harbor Bridge superstructure and substructure, including pile cap and removal to specified depths. The delivery method under consideration for this project is DBB. ODOT is currently identified as the lead agency for the contracts.

Evergreen Park and Ride

This project includes constructing a below-grade, multi-level park-and-ride facility in Vancouver with 400 spaces. It also includes purchasing right of way for an additional 300 spaces. The delivery method under consideration for this project is DB. WSDOT is currently identified as the lead agency for the contract.

Light Rail Overnight Facility

This project includes constructing a light-rail storage and cleaning facility near the Expo Center, including trackway, maintenance buildings, and parking. The delivery method under consideration for this project is CM/GC. TriMet is currently identified as the lead agency for the contract.

Light Rail Vehicle Procurement

This project includes purchasing up to 19 Type 7 light-rail vehicles for TriMet service expansion along the extended MAX line. The delivery method under consideration for this project is Request for Proposal Best Value. TriMet is currently identified as the lead agency for the contract.

Ruby Junction TriMet Facility

This project includes expanding the Ruby Junction yard and maintenance facility in Gresham for 19 new light-rail vehicles with track, electrical systems, and roadway reconfiguration. The delivery method under consideration for this project is CM/GC. TriMet is currently identified as the lead agency for the contract.

Waterfront Park and Ride

This project includes constructing two above-grade park and rides near the Waterfront Park Station in Vancouver with 250 spaces each (500 total spaces). The project also includes local access road improvements. The delivery method under consideration for this project is DB. WSDOT is currently identified as the lead agency for the contract.

Bus Procurement

This project includes the procurement of eight new 40-foot, zero-emission buses to enhance express bus service as part of the IBR Program transit improvements. The delivery method under consideration for this project is state cooperative purchasing agreement. C-TRAN is currently identified as the lead agency for the contract.

65th Street C-TRAN Operations and Maintenance Bus Facility

This project includes improvements to C-TRAN's existing operations and maintenance facility to support new express buses, including a three-bay shop expansion, fall protection, and equipment for zero-emission buses. The delivery method under consideration for this project is DBB. C-TRAN is currently identified as the lead agency for the contract.

Unallocated Contingency

This represents a reserve for costs not included in the other Program projects (contract packages) that accounts for potential schedule deferrals that may be necessary while securing additional funding.

APPENDIX B – FEDERAL FORMULA FUNDS

Table B-1. Obligated Federal Formula Funds by State and Source Program through FY 2026 in Millions of YOE Dollars

Program	State	Total thru FY 2026	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026
Interstate Maintenance Program (IM)	WA	$3.3 M	-	-	-	-	-	$3.3 M	-
	OR	-	-	-	-	-	-	-	-
National Highway Performance Program (NHPP)	WA	$33.3 M	-	-	-	-	-	$9.7 M	$23.5 M
	OR	$20.0 M	$9.2 M	-	$0.8 M	$10.0 M	-	-	-
Surface Transportation Block Grant Program (STBG)	WA	$24.5 M	-	-	-	-	-	$24.5 M	-
	OR	$6.6 M	-	-	$8.0 M	-	($1.4 M)	-	-
National Highway Freight Program (NHFP)	WA	-	-	-	-	-	-	-	-
	OR	$18.8 M	-	-	$18.8 M	-	-	-	-

Note that OR STBG obligation amounts in FY 2024 were adjusted due to closing for the planning phase.

Table B-2. Expended Federal Formula Funds by State and Source Program through FY 2025 in Millions of YOE Dollars

Program	State	Total thru FY 2025	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025
Interstate Maintenance Program (IM)	WA	$3.2 M	-	-	-	-	-	$3.2 M
	OR	-	-	-	-	-	-	-
National Highway Performance Program (NHPP)	WA	$9.5 M	-	-	-	-	-	$9.5 M
	OR	$20.0 M	-	-	-	-	$19.6 M	$0.4 M
Surface Transportation Block Grant Program (STBG)	WA	$24.4 M	-	-	-	-	-	$24.4 M
	OR	$6.6 M	$0.2 M	$4.5 M	$1.9 M	-	-	-
National Highway Freight Program (NHFP)	WA	-	-	-	-	-	-	-
	OR	$18.8 M	-	-	$13.4 M	$5.4 M	($2.0 M)	$2.0 M

Note that OR NHFP funds were credited in FY 2024 and debited in FY 2025.