

CHAPTER 1

1. PROJECT PURPOSE AND NEED

This chapter describes the primary objectives for the I-5 Columbia River Crossing (CRC) project Interstate Bridge Replacement program.

1.1 Importance of the I-5 Corridor and the Columbia River Crossing Interstate Bridge

As the only continuous north-south ~~interstate~~ interstate route on the West Coast connecting the Canadian and Mexican borders, Interstate 5 (I-5) is vital to the local, regional, state, and national economies. At the Columbia River, I-5 provides a critical economic connection to two major ports, ~~deep water~~ deepwater shipping, ~~up river~~ upriver barging, two transcontinental rail lines, and much of the region's industrial land. Truck-hauled freight movement ~~onto, off of, and~~ over the I-5 Columbia River crossing is critical for these industrial centers, for regional employment, and to the regional and national economies.

The I-5 crossing provides the primary transportation link between Vancouver and Portland, and ~~it is~~ the only direct connection between the downtown areas of these cities. Residents of Vancouver and Portland drive, ride buses, bike, and walk across the I-5 ~~bridges~~ Interstate Bridge for work, recreation, shopping, and entertainment. ~~On~~ In 2019 there were an average, 135 of 144,000 trips over the I-5 ~~bridges occur~~ bridge each ~~day~~ weekday by car, transit, bicycle, and walking. The ~~I-5~~ Interstate 205 (I-205) crossing, about 6 miles east, is the only other crossing over the Columbia River within the Portland-Vancouver metropolitan region, and serves more as a suburban bypass ~~than a link to the metropolitan areas~~.

1.2 ~~Developing the Purpose and Need for the~~ Confirming the I-5 Columbia River Crossing Project's Purpose and Need

~~Defining the Purpose and Need for a project such as the CRC is a crucial step in designing and evaluating alternatives. The Purpose and Need for this project was based on previous planning studies, solicitation of public input, and coordination with stakeholder groups.~~

More than ~~a decade~~ two decades of planning and analysis ~~has evaluated~~ have been spent evaluating transportation deficiencies in the ~~I-5 CRC project area~~. Interstate Bridge Replacement (IBR) program vicinity

(see [Figure 1-1](#)). These studies have identified a variety of transportation mobility and safety problems, many of which are being addressed by the I-5 CRC project.

High-capacity transit in the I-5 corridor through north Portland and Vancouver has been studied periodically since the early 1990s. In 1993, the Federal Transit Administration (FTA), in cooperation with Metro, began studying high-capacity transit in the “South/North Corridor,” which stretches from Clackamas and Milwaukie, Oregon to Vancouver, Washington. FTA and Metro published the South/North Corridor Project Draft. [For additional details on these studies and their findings, please see Section 1.2 of the *Interstate 5 Columbia River Crossing Project Final Environmental Impact Statement* \(DEIS\) in 1998. This document identified a variety of alignments and length options for a light rail corridor connecting Milwaukie, downtown Portland, north Portland, and downtown Vancouver.](#)

In 2001, the Washington and Oregon governors appointed an I-5 Portland/Vancouver Transportation and Trade Partnership Task Force of community members, business representatives, and elected officials to address concerns about congestion on I-5 between Portland and Vancouver. The Task Force developed a plan to improve transportation in the I-5 corridor between the I-405 interchange in Portland and the I-205 interchange north of Vancouver, and adopted the Final Strategic Plan on June 18, 2002. The following represents a partial list of recommendations that were developed based on this 2002 Plan: [and Final Section 4\(f\) Evaluation \(CRC 2011a\)](#).

- Expand I-5 to include three through lanes (and not more than three) in each direction between the Fremont Bridge in Portland and the I-205 interchange in Salmon Creek, including the area through Delta Park and north of downtown Vancouver.
- Introduce a phased light rail loop in Clark County in the vicinity of the I-5, SR 500/Fourth Plain, and I-205 corridors.
- Provide an additional bridge or a replacement crossing for the I-5 crossing of the Columbia River, with up to two additional auxiliary lanes in each direction to accommodate merging traffic (for a total bridge width of ten lanes), as well as two light rail tracks.
- Improve interchanges and add merging lanes within the Bridge Influence Area (BIA) between SR 500 in Vancouver and Columbia Boulevard in Portland, including a full interchange at Columbia Boulevard.
- Improve capacity for freight rail.
- Encourage bi-state coordination of land use and transportation issues to reduce highway demand and protect corridor investments.
- Involve communities along the corridor to ensure that final project outcomes are equitable.
- Establish a Community Enhancement Fund for use in the impacted areas along the I-5 Corridor in Washington and Oregon.

These recommendations led to more focused study and the development of the I-5 CRC proposal. Many of the transportation-related recommendations are reflected in the CRC Purpose and Need, while others are reflected in the Vision and Values or in the development of alternatives and the design of the LPA. For example, one of the recommendations from the I-5 Transportation and Trade Partnership was to “Establish a community enhancement fund for use in the impacted areas in the I-5 Corridor in Washington and Oregon.” The intent of this recommendation was to fund actions “in addition to any impact mitigation costs” that would benefit the community in the impact area of subsequent projects. Of the first two projects to emerge from the Partnership Study, both of which are now constructed, one of them—the I-5 Delta Park project—chose to incorporate this recommendation by providing a separate account for funding such actions; the funds were used to plant trees and improve conditions for bicyclists and pedestrians. The CRC project is addressing this recommendation by funding, and incorporating into the project itself, design features that provide community benefits that are in addition to mitigation for project impacts. This approach is often

referred to as “context sensitive design.” For CRC, this includes incorporating features such as the Community Connector (a “lid” over I-5) in Vancouver, extensive bicycle and pedestrian facility connections and improvements throughout the corridor, enhanced community connectivity on Hayden Island, and the addition of a new local traffic connection between Hayden Island and the Portland mainland. Located in the impacted areas of the I-5 corridor, these and other elements that provide community benefits beyond impact mitigation are described as part of the project in Chapter 2 of this Final Environmental Impact Statement (FEIS).

On September 27, 2005, the FTA and Federal Highway Administration (FHWA) published a Notice of Intent to prepare an Environmental Impact Statement (EIS) under the National Environmental Policy Act (NEPA) and initiated the public scoping process in the Federal Register Vol. 70, No. 186. Public and stakeholder input played an important role in the development of this project’s Purpose and Need. Beginning in early 2005, and concentrated in the fall of 2005, the CRC project team worked with stakeholder groups and held public meetings to solicit feedback on how to define the overall goals and objectives of this project.

The CRC project team worked with the community to form the CRC Task Force (see sidebar) as a broad group of stakeholders representative of the range of interests affected by the project. This group met regularly with the CRC project team to provide advice and recommendations on all project milestones thus far. Meetings with this group throughout 2005 and into early 2006 provided important input during the formation of the Purpose and Need statement. In addition, a series of public open houses during the fall of 2005 provided more input from the public regarding how the project should define its goals and objectives.

Insert Sidebar: CRC Task Force. The 39-member CRC Task Force formed in 2005 and was composed of leaders representing a broad cross section of Washington and Oregon communities. Public agencies, businesses, civic organizations, neighborhoods, and freight, commuter, and environmental groups were represented on the Task Force. The group met 23 times to advise the CRC project team and provide guidance and recommendations at key decision points, and then sunsetted in summer 2008 after making their recommendation on the locally preferred alternative (LPA). The Public Involvement Appendix of this FEIS lists the CRC Task Force members.

The CRC project team also worked with many other local, state, and federal agencies to ensure that the purpose of this project would not conflict with other local and regional goals and would not predispose itself to an alternative that would be difficult for agencies to permit or approve. Section 1.4 provides more detail on how this project has worked with local, state, and federal agencies in compliance with current federal regulations. The federal co-lead agencies for this project, the FTA and the FHWA, were also instrumental in the development of the project’s Purpose and Need. Appendix A of this FEIS document provides further details, describing the agencies this project is working with and the coordination processes with this diverse group.

The previous transportation planning studies of the CRC project area provided the underlying scope of this project, while coordination with stakeholder groups, the public, and a variety of local, state, and federal agencies provided important input on defining the specific needs this project should address and the purpose it should accomplish.

1.1—Purpose and Need for the I-5 Columbia River Crossing Project

[The Purpose and Need statement for the Columbia River Crossing \(CRC\) Project was developed by the CRC Task Force¹ and the joint lead agencies.² Please see Chapter 1 of the CRC Project Final Environmental Impact](#)

¹ [The CRC Task Force was a 39-member group formed in 2005 comprised of leaders representing a broad cross section of Washington and Oregon communities. Public agencies, businesses, civic organizations, neighborhoods, and freight, commuter, and environmental groups were represented on the task force. The group met 23 times over the course of the project development phase to advise the CRC project team and provide guidance and recommendations at key decision points. The task force concluded its work in summer 2008 after making its recommendation on the locally preferred alternative.](#)

² [Federal Highway Administration, Federal Transit Administration, Oregon State Department of Transportation \(ODOT\), Washington State Department of Transportation, Oregon Metro \(Metro\), Southwest Washington Regional Transportation Council \(RTC\), Tri-County Metropolitan Transportation District \(TriMet\), and Clark County Public Transportation Benefit Area \(C-TRAN\).](#)

[Statement \(EIS\) to learn more about how the Purpose and Need was developed and about agency and public input \(CRC 2011a\). As part of the National Environmental Policy Act \(NEPA\) process, the IBR program began working with regional and local partner agencies and the public in early 2021 to review the Purpose and Need that was adopted for the CRC Project. The IBR program brought the Purpose and Need as well as the Vision and Values \(identified in Section 1.5\) to partner agencies³ and the program’s three advisory groups⁴ to discuss the transportation needs identified for the CRC Project. These transportation needs were also brought to the public for comment during an online open house, virtual community briefings, and an online survey. In mid-2021, the program announced that these efforts validated that the six transportation needs identified in the CRC Purpose and Need statement still exist today, and that the values identified in the Vision and Values document remain community values. Thus, the Purpose and Need statement for the IBR program, provided below, remains the same as documented in the 2008 Draft EIS, 2011 Final EIS, and 2011 Record of Decision \(ROD\) for the CRC Project.](#)

1.3 Purpose and Need for the IBR Program

One of the first and most important steps of any major project is to define why the project has been initiated and what problem(s) it seeks to address. The Purpose and Need statement provides this definition for projects complying with NEPA, and serves as the basis for defining how project alternatives will be developed and evaluated. A reasonable alternative must address the needs specified in the Purpose and Need statement for the alternative to be considered in an EIS; thus, the Purpose and Need is an influential statement that guides future development of the project.

~~Exhibit 1.3-4~~

~~Columbia River Crossing Project Area~~

~~INSERT GRAPHIC~~

The Purpose and Need statement [for the IBR program](#), developed by the lead agencies, project sponsors, and CRC Task Force ~~is~~, [can be found in Sections 1.3.1 and 1.3.2. As previously noted, the statement was reviewed and validated during the IBR program phase. The text of the Purpose and Need has not been edited from its original wording, with the exception of references to the name of the program. More recent data and supplemental information are provided below in sidebars and footnotes.](#)

~~1.2.1~~ 1.3.1 Project Purpose Program Purpose

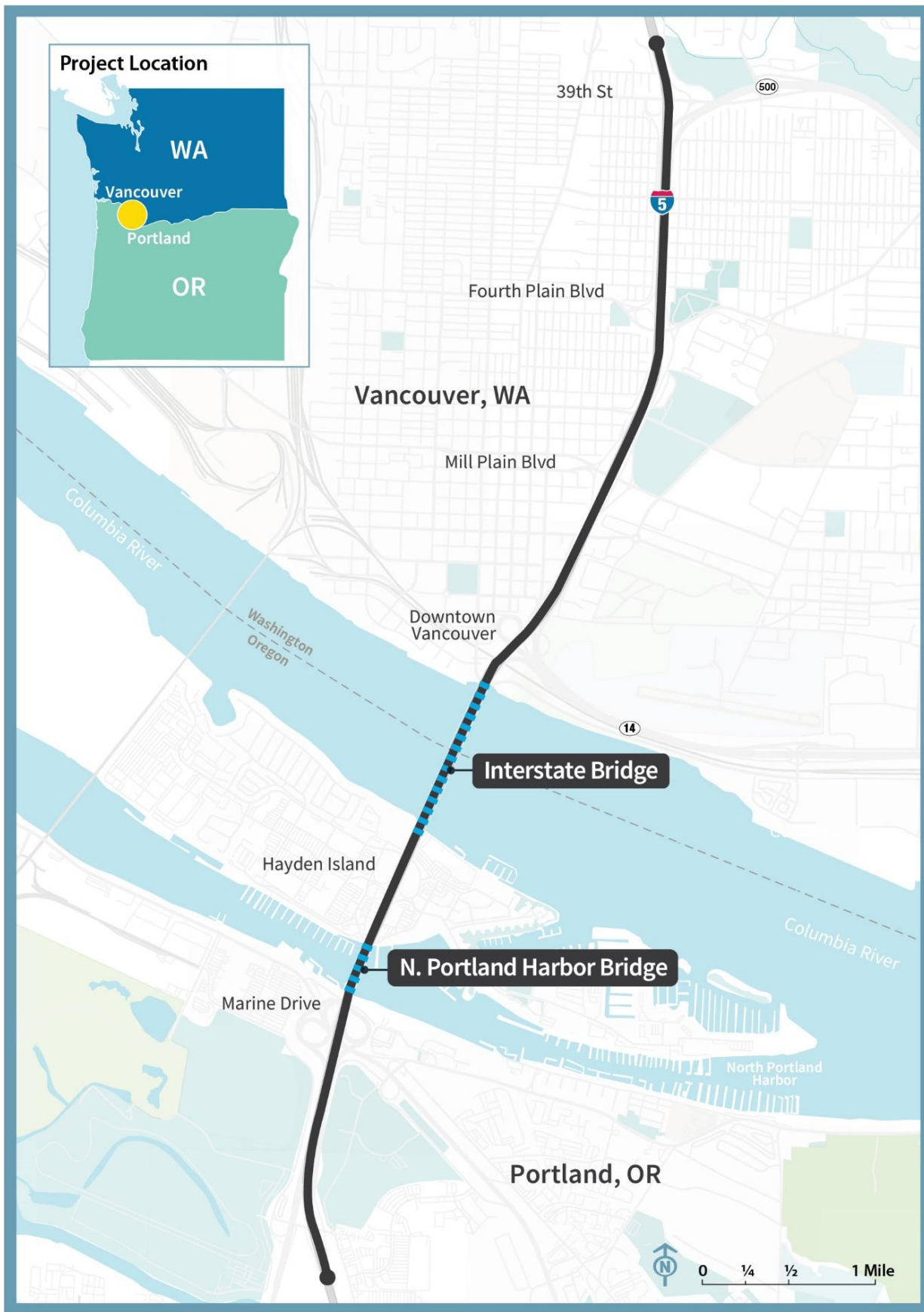
The purpose of the proposed action is to improve I-5 corridor mobility by addressing present and future travel demand and mobility needs in the ~~CRC Bridge Influence Area (BIA)~~ [program area](#). The ~~BIA~~ [program area](#) extends from approximately Columbia Boulevard in the south to SR 500 in the north (~~Exhibit 1.3-1~~) [\(Figure 1-1\)](#). Relative to the No-Build Alternative, the proposed action is intended to achieve the following objectives: (a) improve travel safety and traffic operations on the I-5 crossing’s bridges and associated interchanges; (b) improve connectivity, reliability, travel times, and operations of public transportation modal alternatives in the ~~BIA~~ [program area](#); (c) improve highway freight mobility and address interstate travel and commerce needs in the ~~BIA~~ [program area](#); and (d) improve the I-5 river crossing’s structural integrity (seismic stability).

³ C-TRAN, TriMet, Metro, RTC, the Cities of Portland and Vancouver, and the Ports of Portland and Vancouver.

⁴ The Executive Steering Group, Community Advisory Group, and Equity Advisory Group. The advisory groups are detailed in Chapter 6 of this Supplemental Draft EIS.

~~1.1.1 Project Need~~

[Figure 1-1. Program Vicinity](#)



1.3.2 Program Needs

Note to reviewers: We cannot change the original wording of the Purpose and Need. Any clarifications or updated info should be provided in sidebars or footnotes.

The specific needs to be addressed by the proposed action include:

~~Insert sidebar: (No heading) The transportation data included in this section are explained in detail in Chapter 3, and in greater detail in the CRC Traffic Technical Report and CRC Transit Technical Report.~~

~~Insert sidebar: Vehicle Trips. Of the 280,000 vehicle trips that crossed the Columbia River daily in 2005, 134,000 vehicles utilized the I-5 Interstate bridges while 146,000 used I-205. The figure includes trips made in single-occupancy vehicles (SOV), high-occupancy vehicles (HOV), trucks, and transit vehicles (buses).~~

- Growing travel demand and congestion:** Existing travel demand exceeds capacity in the I-5 Columbia River crossing and associated interchanges. This corridor experiences heavy congestion and delay lasting 4 to 6 hours daily⁵ during the morning and afternoon peak travel periods and when traffic accidents, vehicle breakdowns, or bridge lifts occur. Due to excess travel demand and congestion in the I-5 ~~bridge~~ corridor, many trips take the longer, alternative I-205 route across the river. Spillover traffic from I-5 onto parallel arterials such as Martin Luther King Jr. Boulevard and Interstate Avenue increases local congestion. In 2005, the two crossings⁶ carried 280,000 vehicle trips across the Columbia River daily. Daily traffic demand over the I-5 ~~crossing~~ Interstate Bridge is projected to increase by more than 35-percent during the next 20 years, with stop-and-go conditions increasing to approximately 15 hours daily if no improvements are made.

~~Exhibit 1.3-2~~

~~Accident Blocking the I-5 Bridge~~

~~INSERT PHOTO~~

~~Insert Sidebar: Congestion and Safety. Congestion not only causes delays for travelers, but also increases the risk of accidents. Right now, accidents are more than twice as likely to occur during peak travel periods as during off-peak periods. The number of cars using the I-5 crossing is predicted to increase by more than 35% by 2030. Accident rates in the CRC project area could double if nothing is done to improve existing conditions.~~

The duration of congestion on the I-5 Interstate Bridge has roughly doubled over the past 14 years. In 2019, the I-5 corridor experienced heavy congestion and delay in both directions lasting up to 10 hours daily (compared with 4 to 6 hours daily in 2005).

Daily traffic demand over the I-5 Interstate Bridge is projected to increase by more than 25% during the next 25 years.

In 2005, there were 280,000 vehicle trips that crossed the Columbia River daily, of which 134,000 used the I-5 Interstate Bridge. By 2019, these trips increased to 313,000 vehicle trips daily, of which 143,400 used the I-5 Interstate Bridge.

Vehicle trips include those made in single-occupancy vehicles, high-occupancy vehicles, trucks, and transit vehicles (buses).

⁵ The hours of congestion and delay refers to the total number of hours that the corridor experiences congestion. Congestion on a highway occurs when average speeds are below 35 miles per hour.

⁶ The two crossings are the I-5 Interstate Bridge and the I-205 bridge.

- **Impaired freight movement:** I-5 is part of the National Truck Network, and the most important freight highway on the West Coast, linking international, national and regional markets in Canada, Mexico and the Pacific Rim with destinations throughout the western United States. In the center of the [project program](#) area, I-5 intersects with the Columbia River’s deep water shipping and barging as well as two river-level, transcontinental rail lines. The I-5 [crossing Interstate Bridge](#) provides direct and important highway connections to the Port of Vancouver and Port of Portland facilities located on the Columbia River as well as the majority of the area’s freight consolidation facilities and distribution terminals. Freight volumes moved by truck to and from the area are projected to more than double over the next 25-years. Vehicle-hours of delay on truck routes in the Portland-Vancouver area are projected to increase by more than 90-percent over the next 20 years. Growing demand and congestion will result in increasing delay, costs and uncertainty for all businesses that rely on this corridor for freight movement.
- **Limited public transportation operation, connectivity, and reliability:** Due to limited public transportation options, a number of transportation markets are not well served. The key transit markets include trips between the Portland Central City and the city of Vancouver and Clark County, trips between north/northeast Portland and the city of Vancouver and Clark County, and trips connecting the city of Vancouver and Clark County with the regional transit system in Oregon. Current congestion in the corridor adversely impacts public transportation service reliability and travel speed. Southbound bus travel times across the bridge are currently up to three times longer during parts of the a.m. AM peak compared to off-peak. Travel times for public transit using general purpose lanes on I-5 in the [BIA program area](#) are expected to increase substantially by 2030.
- **Safety and vulnerability to incidents:** The [I-5 river crossing Interstate Bridge](#) and its approach sections experience crash rates more than 2 times higher than statewide averages for comparable facilities. Incident evaluations generally attribute these crashes to traffic congestion and weaving movements associated with closely spaced interchanges and short merge distances. Without breakdown lanes or shoulders, even minor traffic accidents or stalls cause severe delay or more serious accidents ([Exhibit 1.3-2](#)). ([Figure 1-2](#)).

[In 2019, over 14,000 freight trips carrying \\$71 million in commodities traveled across the I-5 Interstate Bridge each weekday. Freight volumes moved by truck to and from the area are projected to more than double over the next 25 years.](#)

[In 2005, southbound bus travel times across the bridges were up to three times longer during parts of the AM peak compared to off-peak times. As of 2019, bus travel times are four times longer.](#)

[If the bridges are not replaced, travel times for public transit using general purpose lanes on I-5 in the program area are expected to increase by 50% by 2045 as a result of increased congestion.](#)

[In 2005, the I-5 Interstate Bridge and its approach sections experienced crash rates more than two times higher than statewide averages for comparable facilities. As of 2019, crash rates are three times higher. Crashes in the IBR program area could increase by over 50% by 2045 if no improvements are made.](#)

[There were six fatal crashes in the program area between 2015 and 2019.](#)

Figure 1-2. Accident Blocking the I-5 Interstate Bridge



- **Substandard bicycle and pedestrian facilities:** The bike/pedestrian lanes on the I-5 Columbia River bridges are about 3.5 to 4 feet wide, narrower than the 10-foot standard, and are located extremely close to traffic lanes, thus impacting safety for pedestrians and bicyclists (~~Exhibit 1.3-3~~)(Figure 1-3).

The existing shared-use paths are narrower than current standards and are not compliant with the Americans with Disabilities Act. The paths are in close proximity to traffic lanes; this increases bicyclist and pedestrian exposure to vehicular traffic, noise, and emissions.

Direct pedestrian and bicycle connectivity are poor in the ~~BIA~~ [program area](#).

Exhibit [Figure 4-31-3](#)

3. Bicycle and Pedestrian Path on [the I-5 Interstate Bridge](#)

~~INSERT PHOTO~~



The existing bridges lack the seismic ductility (the extent to which a structure can undergo movement without failing) of similar modern bridges, and both bridge spans are supported by hundreds of timber piles that sit within loose sand that can liquefy during a strong earthquake. The combined effect—settlement and lateral movement—would prove devastating to the bridge spans in the event of an earthquake and likely trigger their collapse even if the bridge managed to survive the shaking.

- **Seismic vulnerability:** The existing I-5 ~~bridges are~~ [Interstate Bridge is](#) located in a seismically active zone. They do not meet current seismic standards and are vulnerable to failure in an earthquake.

~~Insert Sidebar: Seismic Vulnerability. The Panel Assessment of Interstate Bridges Seismic Vulnerabilities Technical Report (2006) identified liquefaction of the supporting soils as the primary hazard posed to the bridge during a seismic event. This is due to the existing bridges' foundation being set in sandy soils and not extending to the deeper bedrock.~~

~~1.2—Compliance with SAFETEA-LU~~

~~The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) authorizes the federal surface transportation programs for highways, highway safety, and transit for the 5-year period from 2005 through 2009. Absent a replacement authorization bill, Congress has extended SAFETEA-LU several times, with the current iteration set to expire on October 1, 2011. SAFETEA-LU includes many provisions for the U.S. Department of Transportation (USDOT), and includes a section (Section 6002) dedicated to the environmental review process.~~

1.4 SAFETEA-LU requires the development of a Compliance with NEPA Regulations

The Notice of Intent to prepare a supplemental EIS was published on date tbd and formally reopened the NEPA process that previously concluded with the 2011 ROD (CRC 2011b) and NEPA re-evaluations prepared in 2012 and 2013. Per the requirements of 23 CFR 771.130(a), the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) concluded that a supplemental EIS was necessary based on a 2021 NEPA re-evaluation (IBR 2021) that considered changes to existing conditions, regulations, policies, and potential design modifications to the CRC Locally Preferred Alternative (LPA). The LPA, as selected in the 2011 ROD and revised as documented in the 2012 and 2013 re-evaluations, included replacing the existing bridges with two stacked, fixed-span bridges over the Columbia River; the bridges would include dedicated space for light rail transit and a shared-use path, among other improvements.

This Supplemental Draft EIS evaluates the Modified LPA that was created through a collaborative process with partner agencies, tribes, and the public to identify an updated solution that reflects the current and future conditions of the region. The Modified LPA is described in Chapter 2, and the development of the Modified LPA is detailed in Appendix C.

U.S. Department of Transportation NEPA regulations require the development of an agency coordination plan to outline how the ~~CRC project~~ IBR program will work with the public, stakeholder groups, and local, state, and federal agencies with an interest in the ~~project~~ program (23 CFR 771.123). The ~~coordination plan~~ IBR program Agency Coordination Plan was first drafted in ~~2005~~ 2021 and has undergone periodic review and revisions since that time. Appendices A and B of this ~~FEIS~~ Supplemental Draft EIS document how this ~~project~~ program has ~~worked~~ coordinated with agencies, tribes, and the public to date.

~~During the CRC Project, interested federal, state, and local agencies and tribal governments served as cooperating and participating agencies and tribes as defined in Section 6002 of SAFETEA-LU added a new term for certain stakeholder agencies, called “participating agencies,” in major transportation projects. This concept allows state, local, and tribal agencies during the NEPA process. These designations allow federal, state, and local agencies and tribes to have a more formal role in the environmental review process of these projects. The CRC project team.~~

~~In October 2022, FHWA and FTA sent out participating agency invitations in January 2006 to agencies and tribal governments with an interest in the project area and to state and local governments. Nineteen program area to reinvite them to be a cooperating agency, participating agency, or participating tribe for the IBR program.~~

Cooperating agencies are federal agencies invited to participate in the development of an EIS and may use this document to fulfill the NEPA review requirements for their permit or approval decision. The following agencies are serving as cooperating agencies for the IBR program:

- National Oceanic and Atmospheric Administration National Marine Fisheries Service
- National Park Service
- U.S. Army Corps of Engineers
- U.S. Coast Guard
- U.S. Environmental Protection Agency
- Washington State Department of Archaeology and Historic Preservation

Participating agencies and tribes are federal, state, and local agencies and tribal governments accepted the invitation to be participating agencies: that have an interest in the program under review.

~~COLUMBIA RIVER CROSSING~~ [Interstate Bridge Replacement program](#)

[The following agencies are designated as participating agencies for the program:](#)

- [Federal Aviation Administration](#)
- [U.S. Fish and Wildlife Service](#)
 - ~~U.S. General Services Administration~~ [City of Vancouver](#)
- ~~Clark County Community Development~~
- [Oregon Department of Environmental Quality](#)
 - ~~Clark Public Utilities~~
 - ~~Confederated Tribes of Grand Ronde~~
- ~~Cowlitz Indian Tribe~~
- [Oregon Department of Fish and Wildlife](#)
- Oregon Department of Land Conservation and Development
- [Oregon Department of State Lands](#)
- [Oregon State Historic Preservation Office](#)
- [Washington State Department of Ecology](#)
- [Washington State Department of Fish and Wildlife](#)
- [Washington State Department of Natural Resources](#)
- [City of Portland](#) ~~Fire & Rescue~~
- [City of Vancouver](#)
- [Port of Portland](#) ~~Office of Neighborhood Involvement~~
 - ~~Portland Police Bureau~~
- ~~Portland Parks~~ [Port of Vancouver USA](#)
- [Multnomah County Drainage District](#)

[The following are federally recognized tribes identified as participating tribes for the program:](#)

- ~~Confederated Tribes and Recreation~~
- ~~Portland Bureau of Water Works~~
- [Portland Bureau of Development Services](#) [the Yakama Nation](#)
 - ~~Portland Bureau of Planning (subsequently changed to Portland Bureau of Planning and Sustainability)~~
 - ~~Portland Bureau of Environmental Services~~
 - ~~Portland Development Commission~~
 - ~~Vancouver Housing Authority~~
- ~~Washington Department~~ [Confederated Tribes of Siletz Indians of Oregon](#)
- [Confederated Tribes of the Colville Reservation](#)
 - ~~Confederated Tribes of Ecology (Ecology)~~
- ~~Washington Department~~ [the Grand Ronde Community of Fish and Wildlife \(WDFW\)](#) [Oregon](#)
- [Confederated Tribes of the Umatilla Indian Reservation](#)

- [Confederated Tribes of the Warm Springs Reservation of Oregon](#)
- [Cowlitz Indian Tribe](#)
 - ~~Washington Department of Archaeology and Historic Preservation (DAHP)~~
- ~~Cooperating agencies are federal agencies invited to participate in the development of this FEIS and may use this document to cover~~ [Nez Perce Tribe](#)
- [Nisqually Indian Tribe](#)
- [Spokane Tribe of the Spokane Reservation](#)

~~During the CRC project, the NEPA review requirements for their permit or approval decision. Cooperating agencies have an elevated status in the NEPA process, which includes an opportunity to contribute expertise in the development of methodology and analysis of impacts associated with project alternatives. In accordance with NEPA regulations, and upon request of a joint lead federal agency, any other federal or state agency which has jurisdiction or a special expertise with respect to any environmental issue may become a Cooperating agency.~~

The Cooperating agencies are:

- ~~U.S. Department of Defense, U.S. Army Corps of Engineers (USACE)~~
- ~~U.S. Department of Transportation, Federal Aviation Administration (FAA)~~
- ~~U.S. Department of Homeland Security, U.S. Coast Guard (USCG)~~
- ~~U.S. Department of the Interior, National Park Service (NPS)~~
- ~~U.S. General Services Administration (GSA)~~
- ~~Washington State Department of Archaeology and Historic Preservation (DAHP)~~

~~The CRC project has also worked with another a group of state and federal agencies that are likely to have permitting or approval authority over one or more elements of this the project. This The group is was referred to as the Interstate Collaborative Environmental Process group, or InterCEP. The InterCEP group has assisted the project in many ways, including identifying applicable environmental information early in the analytical process and providing technical expertise on state and federal regulations such as Section 106 of the National Historic Preservation Act (NHPA) and the Endangered Species Act (ESA). Work with InterCEP has increased communication with these Details on InterCEP and agency coordination during the CRC project can be found in the CRC Final EIS (CRC 2011a). In a continuation of this collaborative effort, the IBR program is hosting an ongoing series of inter-agency working groups with federal, state, and local agencies and tribes. Each working group focuses on a different environmental topic, such as endangered species, and provides an opportunity for the agencies, tribes, and IBR program to collaborate on potential solutions and seek early consensus on permitting requirements. Additional details on the working groups can be found in Appendix A.~~

~~Cooperating agencies, participating agencies, avoided duplication with other federal, state, tribal, and local procedures, and established a mechanism for addressing intergovernmental issues.~~

~~In January 2006, the InterCEP Agreement was signed by WSDOT, ODOT, FHWA, FTA, and 12 resource agencies from Oregon, Washington, and the federal government. This agreement formally established the InterCEP group, defined obligations of the signatory agencies and the CRC project, and described the process for communication and collaboration within this group.~~

The following resource agencies signed the InterCEP Agreement:

- ~~U.S. Department of Commerce, National Oceanic and Atmospheric Administration, National Marine Fisheries Service (NMFS)~~
- ~~U.S. Department of Defense, U.S. Army Corps of Engineers (USACE)~~

~~COLUMBIA RIVER CROSSING~~ [Interstate Bridge Replacement program](#)

- ~~U.S. Environmental Protection Agency (EPA)~~
- ~~U.S. Department of the Interior, [participating tribes, and the public](#) ~~U.S. Fish and Wildlife Service (USFWS)~~~~
- ~~Washington State Department of Ecology (Ecology)~~
- ~~Washington State Department of Fish and Wildlife (WDFW)~~
- ~~Washington State Department of Archaeology and Historic Preservation (DAHP)~~
- ~~Oregon Department of Fish and Wildlife (ODFW)~~
- ~~Oregon Department of Land Conservation and Development (DLCD)~~
- ~~Oregon Department of State Lands (DSL)~~
- ~~Oregon State Historic Preservation Office (SHPO)~~
- ~~Oregon Department of Environmental Quality (DEQ)~~

~~Participating agencies and InterCEP agencies~~ have been given opportunity for formal comment on several important elements of this ~~project~~:

- ~~Purpose and Need~~ ~~InterCEP agencies had an opportunity to~~ [program. These opportunities are described in Appendix A, Agency and Tribal Coordination, and Appendix B, Public Involvement. For the formal comment on the Purpose and Need in November and December 2005. The feedback that they](#) ~~opportunities~~ provided resulted in minor edits to clarify and streamline the text of the Purpose and Need. The Purpose and Need statement was sent to the participating agencies in the invitation letter, and discussion was held at a meeting in late January 2006.
- ~~Methodologies~~—The CRC project solicited input on the methodologies to be used to analyze the various environmental effects of each alternative in the DEIS through the development of Methods and Data Reports. All cooperating, participating, and InterCEP agencies were integrally involved in developing these reports from March through October 2006.
- ~~Range of alternatives~~—The CRC project held several meetings with InterCEP and participating agencies during the fall of 2006 and winter of 2007 to discuss the range of alternatives to be evaluated in the DEIS. Agency input on resources and impacts helped inform the rating and screening of the alternatives, as well as refine the alternatives for the DEIS.
- ~~Draft EIS~~—The CRC project solicited input from InterCEP agencies on the impact analysis and findings prior to issuing the DEIS, and then solicited input on the DEIS from all agencies during the public comment period. Agencies provided feedback specific to the resources and issues of concern that they wanted addressed in the DEIS, and to inform the selection of the Preferred Alternative.

~~Preferred Alternative~~—The [CRC Project, please see Chapter 1 of the](#) CRC project solicited input from InterCEP agencies on the preferred alternative. WDFW, Ecology, ODFW, DSL, SHPO, USACE, and USFWS concurred on the preferred alternative, while EPA and DEQ waived their right to concur or not concur, and DAHP, DLCD, and NMFS abstained from this concurrence opportunity. [Final EIS.](#)

- ~~Mitigation Plan~~—InterCEP members provided input on proposed mitigation for natural resource impacts, and were given the opportunity to concur or not concur on the mitigation plan by May 26, 2010, which was the designated concurrence point. The project has committed to the mitigation measures contained within the plan. DSL, ODFW, WDFW, and USFWS concurred on the mitigation plan, and DLCD waived their right to concur or not concur. NMFS, DAHP, SHPO, Ecology, EPA, USACE, and DEQ abstained.

- ~~Final EIS – The CRC project solicited input from InterCEP agencies on the impact analysis and findings as part of the development of this FEIS. InterCEP and coordinating agencies were given 30 days to review and provide comments on the Administrative Draft of the FEIS on July 12, 2011.~~

1.3.1.5 Vision and Values

~~The~~ During the CRC ~~project~~ ~~co-~~Project, the joint lead agencies, with the help and recommendation of the CRC Task Force, developed a vision for how to address the CRC's Purpose and Need and the values they would follow ~~to develop a solution.~~ in doing so.

These values, along with the Purpose and Need, were instrumental in defining the ~~development of~~ evaluation criteria used during the development of the range of alternatives evaluated in ~~this DEIS~~ the CRC Project's EIS (see Sections 2.6- through 2.8 of the CRC Final EIS for information on this process).

As with the Purpose and Need statement, the IBR program worked with regional and local partner agencies and the public to review and comment on the Vision and Values. Opportunities for the public to comment included an online open house, virtual community briefings, and an online survey. The outcome of these efforts was the confirmation that the Vision and Values listed below remain community values.

The following is a statement of the ~~CRC project~~ IBR program vision:

~~The Columbia River Crossing~~ The Interstate Bridge Replacement (IBR) program Vision provides the foundation for developing criteria and performance measures that will be used to evaluate the ~~I-5 Bridge Influence Area~~ IBR program alternatives. ~~The Columbia River Crossing Project~~ IBR program NEPA process will include consideration of: crossing infrastructure; multimodal transportation; connectivity; high-capacity transit; land use; funding; community and business interests; under-represented, low income, and minority communities; commuter and freight mobility; maritime mobility; and the environment.

Values that have guided this ~~project's~~ program's development and framed identification and evaluation of alternatives are noted below.

1.3.1.5.1 Community Livability

- Supporting a healthy community.
- Supporting a healthy and vibrant ~~land use~~ mix of residential, commercial, industrial, recreational, cultural, and historic areas land uses.
- Supporting aesthetic quality that achieves the level of a regional landmark.
- Recognizing the history of the community surrounding the ~~I-5 BIA~~ program area, supporting improved community cohesion, and avoiding neighborhood disruption.
- Preserving parks, historic and cultural resources, and green spaces.

~~1.3.2~~ [1.5.2](#) Mobility, Reliability, Accessibility, Congestion Reduction, and Efficiency

- Providing congestion reduction and mobility, reliability, and accessibility for all users, and recognizing the requirements of local, intra-corridor, and interstate movement now and in the future.
- Providing an efficient transportation system through transportation system management, encouraging reduced reliance on single-occupancy vehicles, ~~improved~~ [improving](#) incident management, and [providing](#) increased capacity measures.

[Reliability refers to consistency or dependability in travel times as measured from day-to-day and/or across different times of the day.](#)

[Mobility refers to the ability to easily move between different locations.](#)

[Modal refers to the various methods \(or modes\) of transportation such as motor vehicle, transit, walking, cycling, rolling, or other means.](#)

~~1.3.3~~ [1.5.3](#) Modal Choice

- Providing modal choice for users of the river crossing, including highway, transit, high-capacity transit, bicycle, and pedestrian modes.

~~1.3.4~~ [1.5.4](#) Safety

- Ensuring safety for vehicles (trucks, ~~autos~~ [cars](#), emergency, and transit), pedestrians, bicyclists, river users, and air traffic at the crossing.

~~1.3.5~~ [1.5.5](#) Regional Economy and Freight Mobility

- Supporting a sound regional economy and job growth.
- Enhancing the I-5 corridor as a global trade gateway by addressing the need to move freight efficiently and reliably through the ~~I-5 BIA~~ [program area](#), and allowing for river navigational needs.

~~1.3.6~~ [1.5.6](#) Stewardship of Natural and Human Resources

- Respecting, protecting, and improving natural resources including fish, wildlife habitat, and water quality.
- Supporting improved air quality.
- Minimizing impacts of noise, light, and glare.
- Supporting energy efficiency through design, construction, and use.

~~1.3.7~~ [1.5.7](#) Distribution of Impacts and Benefits

- Ensuring the fair distribution of benefits and adverse effects of the ~~project~~ [program](#) for the region, communities, and neighborhoods adjacent to the ~~project~~ [program](#) area.

~~1.3.8~~ [1.5.8](#) Cost-~~effectiveness~~ [Effectiveness](#) and Financial Resources

- Ensuring cost-effectiveness in design, construction, maintenance, and operation.
- Ensuring a reliable funding plan for the ~~project~~ [program](#).

~~1.3.9~~ 1.5.9 Bi-state State Cooperation

- Fostering regional cooperation and planning.
- Supporting existing growth management plans in both states.
- Supporting balanced job growth.

1.6 Next Steps

The community will have an opportunity to review this Supplemental Draft EIS and provide feedback during the public review and comment period (dates to be added). The design of the proposed improvements may be further refined based on findings and public input, which will be addressed in a combined Supplemental Final EIS and Amended ROD issued by FHWA and FTA. The design of the Modified LPA will be developed to a level of detail that will allow the IBR program to apply for permits and update cost estimates. The IBR program will continue to work and foster relationships with agencies, tribes, and the public through completion of the program.

1.7 References

Note to Reviewers: Section 1.7, References, will not be in Chapter 1. It is included here until references for all the chapters are combined into the final references list.

[CRC \(Columbia River Crossing\). 2011a. Interstate 5 Columbia River Crossing Project Final Environmental Impact Statement and Final Section 4\(f\) Evaluation. Available at: <<https://www.wsdot.wa.gov/accountability/ssb5806/environmental-process-and-permitting.htm>>. Accessed January 12, 2023.](#)

[CRC. 2011b. Interstate 5 Columbia River Crossing Project Record of Decision. FHWA-WA-EIS-08-01-F. Available at: <<https://www.wsdot.wa.gov/accountability/ssb5806/environmental-process-and-permitting.htm>>. Accessed January 12, 2023.](#)

[IBR \(Interstate Bridge Replacement program\). 2021. Re-Evaluation of the Interstate-5 Columbia River Crossing Final Environmental Impact Statement and Record of Decision \(2011; re-evaluated in 2012 and 2013\). Available at: <\[https://www.interstatebridge.org/media/oikjjhz0/2021-12-29-ibr-reevaluation-final-version-signed_remediated.pdf\]\(https://www.interstatebridge.org/media/oikjjhz0/2021-12-29-ibr-reevaluation-final-version-signed_remediated.pdf\)>. Accessed January 12, 2023.](#)

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