

# Chapter 5

## Summary of Public Involvement, Agency Coordination, and Comments

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# 5 Summary of Public Involvement, Agency Coordination, and Comments

## 5.1 Introduction

The Project's decision-making and public involvement process included a diverse group of project committees representing a wide range of community and agency interests, technical working groups with subject-matter experts who brought unique insights, and multiple rounds of broad community engagement. The robust stakeholder and public engagement process was pivotal in informing key milestones and decisions throughout the project. This chapter describes the decision structure and public involvement process, and how stakeholder and public input has shaped project outcomes.

## 5.2 Project Groups

The complexity of the Project required establishing a planned decision-making process to set process milestones, community outreach goals, and draw in technical insights. Three project committees were formed to help inform and guide the process. These committees were supported by the Project Management Team and Working Groups. Please visit the EQRB website<sup>1</sup> for additional committee information.

### 5.2.1 Project Committees

#### Policy Group

The Policy Group consisted of elected officials and agency executives as shown in Table 5-1. The Policy Group was tasked to set policy framework, represent issues of each member's respective agency or constituents, communicate progress to fellow elected or agency officials, review input from the Community Task Force (CTF) and the public, and make decisions at key process milestones (some of which are referred to local, state, or federal agencies for approval).

**Table 5-1. Policy Group Members**

<b>Member</b>	<b>Agency/Jurisdiction</b>
Chris Warner	City of Portland
Justin Douglas	Prosper Portland
Councilor Cate Arnold (pending replacement)	City of Beaverton
Councilor Karylenn Echols (retired)	City of Gresham
Councilor Sue Piazza	City of Gresham
Chair Deborah Kafoury	Multnomah County
Commissioner Jessica Vega Pederson	Multnomah County
Councilor Craig Dirksen (retired)	Metro
Councilor Mary Nolan	Metro
Doug Kelsey (retired)	TriMet
Steve Witter (pending replacement)	TriMet
Rian Windsheimer	Oregon Department of Transportation

<sup>1</sup> <https://multco.us/earthquake-ready-burnside-bridge/committees>

Member	Agency/Jurisdiction
Oregon Representative Barbara Smith Warner's Office	Oregon State Legislature
Oregon Senator Kathleen Taylor's Office	Oregon State Legislature
US Senator Ron Wyden's Office	US Senator's Office
US Senator Jeff Merkley's Office	US Senator's Office
US Representative Earl Blumenauer's Office	US Representative's Office
US Representative Suzanne Bonamici's Office	US Representative's Office
Phil Ditzler (retired)	Federal Highway Administration, Oregon
Keith Lynch	Federal Highway Administration, Oregon

### Community Task Force

The Community Task Force (CTF) brought together a range of community members, advocacy groups, and business representatives as shown in Table 5-2. The CTF represented constituents' perspectives and input, communicated project information to constituents, and worked to develop consensus recommendations to the Policy Group at each process milestone.

**Table 5-2. Community Task Force Members**

Member	Agency/Jurisdiction
Marie Dodds	AAA
Robert McDonald (retired from group)	American Medical Response
Susan Lindsay	Buckman Community Association
Gabriel Rahe	Burnside Skate Park
Jennifer Stein	Central City Concern
Peter Finley Fry	Central Eastside Industrial Council
Ed Wortman	Community Member At-Large
Jacqueline Tate	Community Member At-Large
Sharon Wood Wortman	Community Member At-Large
Neil Jensen	Gresham Area Chamber of Commerce
Fred Cooper	Laurelhurst Neighborhood Association and Laurelhurst Neighborhood Emergency Team
Tesia Eisenberg	Mercy Corps
Art Graves	Multnomah County Bike and Pedestrian Citizen Advisory Committee
Peter Englander (retired from group)	Old Town Community Association
Paul Leitman	Oregon Walks
Amy Rathfelder	Portland Business Alliance
William Burgel	Portland Freight Advisory Committee
Timothy Desper (retired from group)	Portland Rescue Mission
Howie Bierbaum	Portland Saturday Market
Dennis Corwin	Portland Spirit
Stella Funk Butler	Powell Valley Neighborhood Association
Jane Gordon	University of Oregon

### Senior Agency Staff Group

The Senior Agency Staff Group (SASG) members represented a variety of agencies and elected officials. They provided individual technical insights, agency perspectives, and served as liaisons to their affiliated Policy Group member. The representatives are shown in Table 5-3.

**Table 5-3. Senior Agency Staff Group Members**

Member	Agency/Jurisdiction
Mark Lear	City of Portland
Brian Monberg	City of Gresham
Jean Senechal Biggs	City of Beaverton
Dan Bower	Portland Streetcar
Greg Theisen	Port of Portland
Mike Bezner	Clackamas County
Jon Henrichsen	Multnomah County
Christina Deffebach	Washington County
Malu Wilkinson	Metro
Steve Witter	TriMet
Katie Morrison	Oregon State Senator Kathleen Taylor's Office
Sam Hunaidi	Oregon Department of Transportation
Mike Morrow	Federal Highway Administration

### 5.2.2 Project Management Team

The Project Management Team supported and facilitated the decision-making process. The Project Management Team was composed of Multnomah County, the Oregon Department of Transportation, the Federal Highway Administration (FHWA), the City of Portland, Metro, and consultant team members. The team managed the scope, schedule, and budget for the Project; directed and provided quality assurance for technical and public involvement work; and provided staff support to the PG, SASG, CTF, and Working Groups.

### 5.2.3 Working Groups

Multiple working groups, consisting primarily of topical experts from various local, state, or federal agencies, met one or more times and provided detailed input and work products to the Project Management Team and CTF in their respective areas of expertise. The working groups are shown in Table 5-4.

**Table 5-4. Working Groups**

Name	Objective	Participants
Roadway/Transit (motorized)	Provide early technical input on motorized design standards and preferences.	<ul style="list-style-type: none"> <li>• PBOT</li> <li>• ODOT</li> <li>• Portland Streetcar</li> <li>• TriMet</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>

Name	Objective	Participants
Multimodal	Provide technical input on the bridge uses, typical sections, and connections to the existing multimodal networks.	<ul style="list-style-type: none"> <li>• PBOT</li> <li>• Portland Streetcar</li> <li>• Metro</li> <li>• TriMet</li> <li>• ODOT</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>
Constructability/Estimating	Provide technical input on construction approach and cost estimates.	<ul style="list-style-type: none"> <li>• PBOT</li> <li>• ODOT</li> <li>• FHWA</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>
Transportation	Provide technical input on traffic analysis and planning.	<ul style="list-style-type: none"> <li>• PBOT</li> <li>• Metro</li> <li>• Portland Streetcar</li> <li>• ODOT</li> <li>• FHWA</li> <li>• Multnomah County</li> <li>• Toole Design</li> <li>• CTF members</li> </ul>
Seismic	Provide early technical input on non-motorized design standards and preferences.	<ul style="list-style-type: none"> <li>• PBOT</li> <li>• ODOT</li> <li>• Portland State University</li> <li>• FHWA</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>
Natural Resources	Collect input from natural resource regulatory agencies that will or may have permitting authority on the project, and integrate permitting considerations in the Draft EIS and alternatives' design.	<ul style="list-style-type: none"> <li>• BES</li> <li>• ODOT</li> <li>• EPA</li> <li>• State of Oregon</li> <li>• FHWA</li> <li>• DEQ</li> <li>• ODFW</li> <li>• USFWS</li> <li>• DSL</li> <li>• USACE</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>
Cultural Resources	Consolidate the coordination with and input from Section 106 consulting parties as part of implementing the Section 106 process.	<ul style="list-style-type: none"> <li>• BDS</li> <li>• ODOT</li> <li>• FHWA</li> <li>• SHPO</li> <li>• Multnomah County</li> <li>• Additional agencies being considered for consulting party status</li> <li>• CTF members</li> </ul>
Definition of Alternatives (No-Build)	Provide input on the definition of the build and No-Build alternatives.	<ul style="list-style-type: none"> <li>• PBOT</li> <li>• RDPO</li> <li>• ODOT</li> <li>• Metro</li> <li>• Clackamas County</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>

Name	Objective	Participants
Urban Design/Aesthetics	Inform early urban design and aesthetics considerations.	<ul style="list-style-type: none"> <li>• Multnomah County</li> <li>• PBOT</li> <li>• BPS</li> <li>• PP&amp;R</li> <li>• Portland Parks Foundation</li> <li>• Portland Parks Board</li> <li>• City of Portland</li> <li>• Prosper Portland</li> <li>• American Institute of Architects, Oregon</li> <li>• TriMet</li> <li>• CEIC</li> <li>• ODOT</li> <li>• CTF members</li> </ul>
Emergency Management	Provide insight on Emergency management plans and technical needs (access, capacity, etc.).	<ul style="list-style-type: none"> <li>• PBEM</li> <li>• RDPO</li> <li>• OEM</li> <li>• Metro</li> <li>• ODOT</li> <li>• Clackamas County</li> <li>• Washington County</li> <li>• Oregon State</li> <li>• USCG</li> <li>• City of Portland</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>
Social Services; Diversity, Equity, and Inclusion	Provide insight on access, housing, shelter, and service needs. Provide input on items relating to environmental justice and equity especially regarding the selection of a preferred alternative and mitigation ideas for impacts to their community and other historically disadvantaged groups.	<ul style="list-style-type: none"> <li>• Portland Rescue Mission (CTF)</li> <li>• Central City Concern (CTF)</li> <li>• Night Strike</li> <li>• A Home for Everyone</li> <li>• Ride Connection</li> <li>• Mercy Corps (CTF)</li> <li>• Salvation Army</li> <li>• JOIN</li> <li>• Union Gospel Mission</li> <li>• NAACP</li> <li>• Multnomah County</li> <li>• CTF members</li> </ul>
Diversity, Equity, and Inclusion	Provide insight on diversity, equity, and inclusion best practices and lessons learned amongst agencies. This group also provided insight on how to apply diversity, equity, and inclusion best practices and an equity lens to the EQRB Project.	<ul style="list-style-type: none"> <li>• City of Portland</li> <li>• ODOT</li> <li>• TriMet</li> <li>• Port of Portland</li> <li>• Portland Streetcar</li> <li>• Metro</li> <li>• Multnomah County</li> </ul>
City Technical Advisory Committee	Conduct inter-bureau coordination on the key issues.	<ul style="list-style-type: none"> <li>• BDS</li> <li>• BES</li> <li>• BPS</li> <li>• PBEM</li> <li>• PBOT</li> <li>• Portland Fire and Rescue</li> <li>• PP&amp;R</li> <li>• Portland Water Bureau</li> <li>• Portland Streetcar</li> <li>• Multnomah County</li> </ul>

Name	Objective	Participants
Sustainability	Provide input on the Project's sustainability approach and track progress of the work plan.	<ul style="list-style-type: none"> <li>• BPS</li> <li>• BES</li> <li>• PP&amp;R</li> <li>• Multnomah County Sustainability Department</li> </ul>

BDS = Bureau of Development Services; BES = Bureau of Environmental Services; BPS = Bureau of Planning and Sustainability; CEIC = Central Eastside Industrial Council; CTF = Community Task Force; DEQ = Oregon Department of Environmental Quality; EPA = US Environmental Protection Agency; DSL = Oregon Department of State Lands; FHWA = Federal Highway Administration; NAACP = National Association for the Advancement of Colored People; ODFW = Oregon Department of Fish and Wildlife; OEM = Oregon Department of Emergency Management; ODOT = Oregon Department of Transportation; PBEM = Portland Bureau of Emergency Management; PBOT = Portland Bureau of Transportation; PPP = Policy, Planning and Projects Group; PP&R = Portland Parks and Recreation; RDPO = Regional Disaster Preparedness Organization; SHPO = State Historic Preservation Office; USACE = US Army Corps of Engineers; USCG = US Coast Guard; USFW = US Fish and Wildlife Service

### 5.3 Stakeholder Outreach

The project team started outreach efforts during the development of the Feasibility Study phase and continued building on outreach efforts to a wide range of stakeholders throughout the Environmental Review phase. Figure 5-1 reflects the many outreach activities performed. Stakeholder groups engaged are identified in Table 5-5 by environmental topic areas that may be of interest or concern to them.

Figure 5-1. Outreach by the Numbers





**Table 5-5. Potential Areas of Interest for Stakeholder Groups**

Potential Areas of Interest or Concern	Drivers	Freight	Cyclists	Pedestrians	Transit Users	People with Disabilities	Low Income & Homeless	Social Services	People of Color	Native American	Non-English Speaking	Senior Citizens	Contracting Community	Property Owners	Developers	Businesses	Residents	Historic Preservationists	Agencies	Park Users	River Users	Environmental Preservationists	
Land Use	No	No	No	No	No	No	Yes	Yes	No	Yes	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	
Economics	No	Yes	No	No	No	No	No	Yes	No	No	No	No	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	No	
Right-of-Way	No	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No
Transportation (Traffic/Mobility/Access)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	No
Construction	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
River Navigation	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	Yes	No	No
Neighborhoods and Social Environment	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes
Environmental Justice	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	No	Yes	No	No	No	No	No	Yes	No	No	No	Yes
Equity	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	No	No	Yes	No	No	No	No
Visual Resources (Aesthetics)	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No
Parks and Recreation	No	No	Yes	Yes	No	No	Yes	Yes	No	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	No	Yes
Archaeological and Historic Resources	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	No	Yes
Public Services	No	No	No	No	No	Yes	Yes	Yes	No	Yes	Yes	Yes	No	No	No	No	Yes	No	Yes	No	No	No	No

Potential Areas of Interest or Concern	Drivers	Freight	Cyclists	Pedestrians	Transit Users	People with Disabilities	Low Income & Homeless	Social Services	People of Color	Native American	Non-English Speaking	Senior Citizens	Contracting Community	Property Owners	Developers	Businesses	Residents	Historic Preservationists	Agencies	Park Users	River Users	Environmental Preservationists
Utilities	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	No
Soils and Geology	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Hazardous Materials	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Air Quality	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	Yes	No	Yes	No	Yes	No	No	Yes
Noise and Vibration	No	No	No	No	No	No	Yes	Yes	No	No	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No	No	Yes
Waters	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No	No	No	Yes	No	Yes	No	Yes	Yes
Hydraulics	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	Yes	Yes
Stormwater	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Vegetation	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Wildlife	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Endangered Species	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Costs	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	No
Sustainability	No	No	Yes	Yes	Yes	No	No	No	No	Yes	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Climate Change	No	No	Yes	Yes	Yes	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes
Public Health	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes	No	Yes	Yes	No	Yes

Multnomah County identified four primary outreach goals which guided the community and stakeholder involvement process.

1. Awareness – Build awareness and share information through regular, meaningful, and consistent project communications about the important role this project plays in creating an earthquake-ready river crossing in downtown Portland.
2. Transparency – Inform all stakeholders and community members on how the project team has thoroughly considered their feedback, interests, issues, and concerns in project solutions and transparently communicate how project decisions are being made.
3. Inclusion – Provide equitable, inclusive, and accessible opportunities for stakeholders and the community to influence and shape the project by reducing participation barriers, ensuring culturally responsive practices, and offering diverse ways for all people to participate in project conversations.
4. Coordination – Engage and build authentic relationships with agencies, industry stakeholders, and County departments; secure cross-government coordination, commitment, alignment, and industry readiness, to realize the Earthquake Ready Burnside Bridge in the future.

## 5.4 Decision Process and Structure

The decision-making process was guided by the three project committees and supported by the PMT and stakeholder working groups as detailed in Section 5.2. Input from agencies, the public, and other stakeholders was solicited and considered at each step of the process. Figure 5-2 shows the roles of the different project groups during the decision-making process. The Multnomah County Board of County Commissioners (BCC) and FHWA, in coordination with the Policy Group, were the key players in the decision-making role. The CTF, informed by the public, working groups, and project team, was instrumental in making recommendations to the Policy Group for approval. A timeline of the public involvement process is illustrated in Figure 5-3.

**Figure 5-2. Decision-Making Structure**

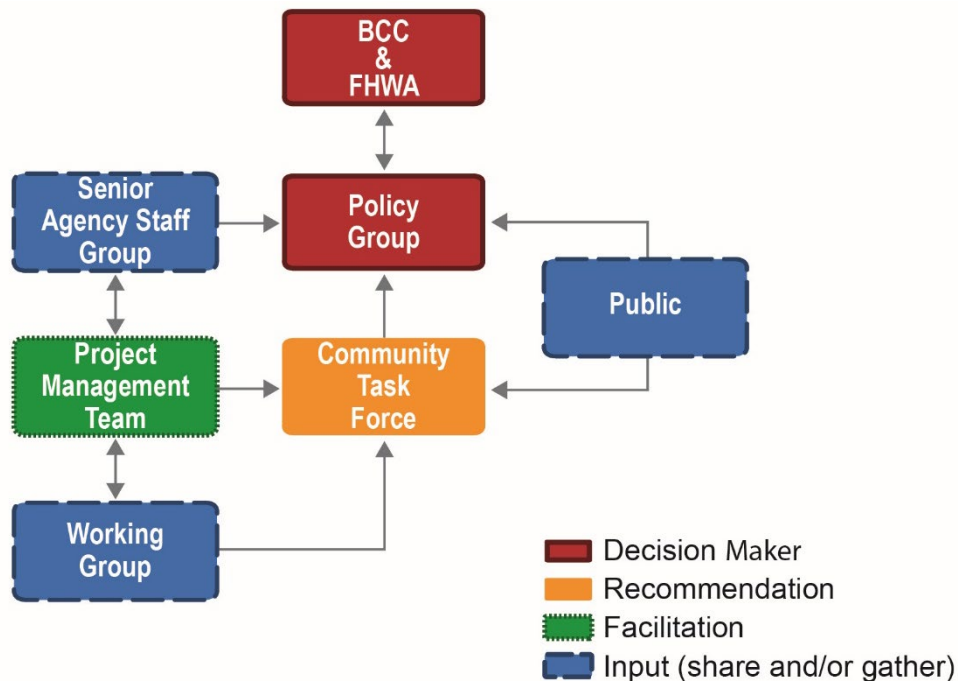
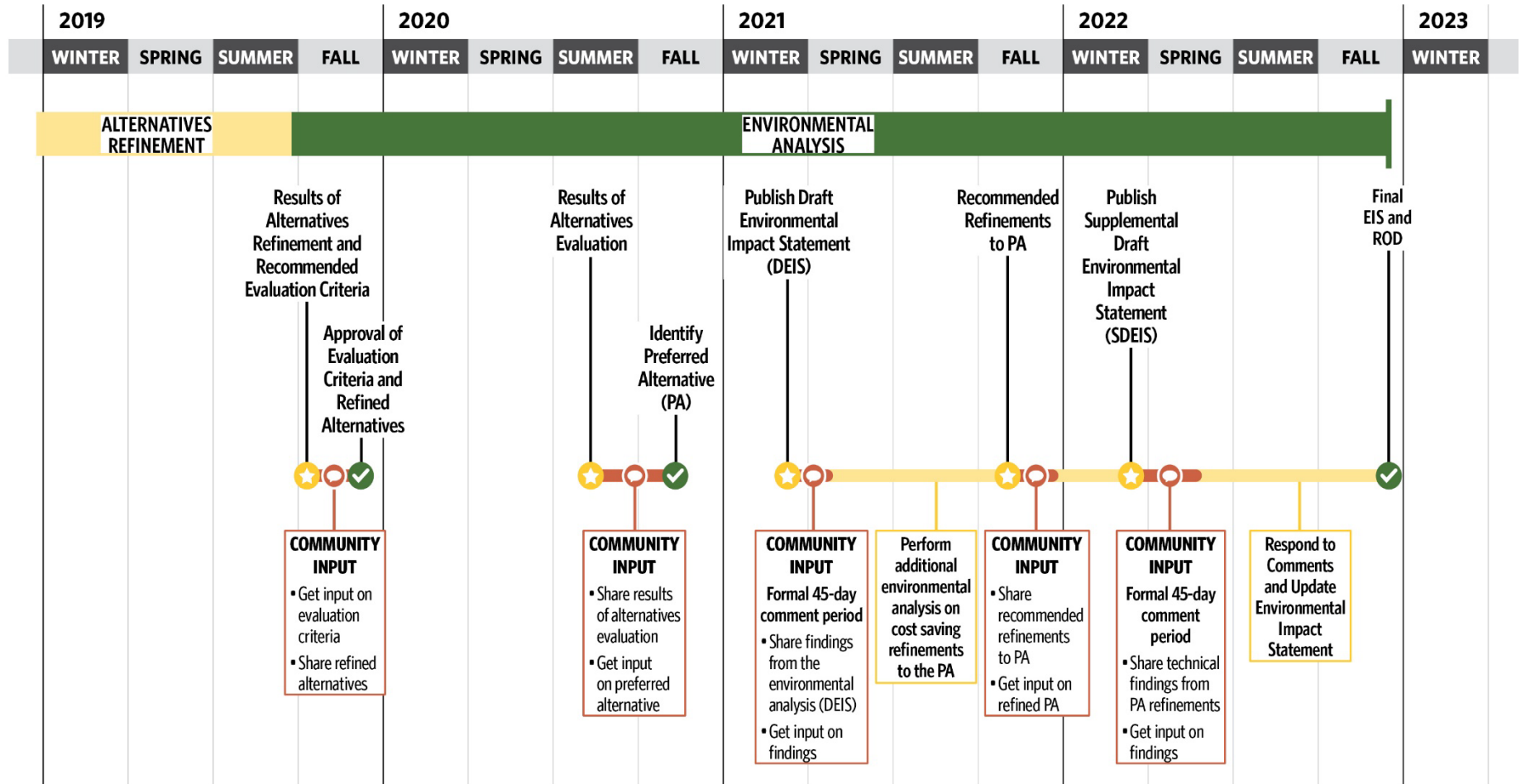


Figure 5-3. Public Involvement Process



The decision process included several key stages and decision points:

1. Feasibility Study and Informal Scoping – This stage focused on establishing the decision process and structure, defining the Purpose and Need of the Project, identifying issues of concern, and screening a wide range of potential project solutions to identify those alternatives that would be recommended for detailed review in the environmental impact statement (EIS).
2. Definition of Alternatives – This stage developed more detailed descriptions and conceptual designs of the identified Range of Alternatives and the construction assumptions for each.
3. Evaluation of Alternatives Method – In this phase, a rating system, evaluation criteria and measures, and criteria weightings or priorities, were developed to evaluate the Range of Alternatives.
4. Preferred Alternative Identified – After 18 months of work, the CTF recommended the Replacement Long-span Alternative with No Temporary Bridge as its Preferred Alternative on June 15, 2020. The public was invited to provide input via an online open house and survey during the public comment period in August 2020. The results were presented to the Policy Group on October 2, 2020, for a vote on the Preferred Alternative, and it was approved.
5. Refinements to the Preferred Alternative – Following publication of the Draft EIS and the failure of a regional transportation bond measure, the County determined that the estimated construction costs were likely too high to be able to fund the project and thus sought ways to reduce the cost of the Preferred Alternative. Input was invited from project committees and the public, and cost-reducing measures were approved by the Multnomah County Board of Commissioners on March 17, 2022. The proposed refinements were evaluated in detail in the EQRB Supplemental DEIS (SDEIS). The SDEIS process included an additional public comment period in spring 2022.

Final Preferred Alternative – Following the public comment period on the SDEIS, this Final EIS was prepared. This Final EIS responds to comments on the Draft EIS, SDEIS, and provides other updated information. See Chapter 7, Record of Decision, for the formal decision on the Selected Alternative.

## 5.5 Planning and Environmental Linkages

Multnomah County followed a Planning and Environment Linkages (PEL) process to help inform and guide the environmental review process. PEL is a collaborative and integrated approach to decision-making that engages the public, agencies, and tribes and considers environmental, community, and economic goals starting early in the planning process, and it continues through project development and delivery. FHWA guidance issued in November 2016 prescribes a PEL approach based on 23 USC 168 as amended by the Fixing America's Surface Transportation Act. The EQRB Project's PEL strategy and compliance are described in the *EQRB Draft Environmental Impact Statement* Attachment N, *EQRB Planning and Environment Linkages Report*.<sup>2</sup>

Informing and engaging the community has been an important focus throughout the EQRB project. The Feasibility Study phase conducted from 2016 through 2018 obtained feedback and insight from local, regional, and state agencies, and the local community to advise the process. A broad stakeholder engagement process was implemented to inform the community and solicit input. Stakeholder committees, interviews, briefings, presentations, workshops, booth tabling, online

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<sup>2</sup> <https://www.multco.us/earthquake-ready-burnside-bridge/draft-environmental-impact-statement>

surveys and open houses, project videos and simulations, and a project website were key elements of the stakeholder engagement effort. Small group interviews and briefings were most effective in engaging key stakeholders and gathering meaningful input. Emails and social media were used to publicize meetings and project news, while the project website provided a central hub for public information.

Following the Feasibility Study, public outreach continued in 2019 beginning with the first phase of outreach for the Environmental Review phase, Round 1 Engagement, during the early and formal scoping period for the EIS (January through September 2019). Round 1 Engagement focused on informing the public of the status of the Project. It also sought input on the Range of Alternatives to carry into the EIS and on the draft evaluation criteria that informed the selection of a preferred alternative (see Section 5.8 for additional information).

When the Notice of Intent was issued, the 30-day comment period was initiated and a notification was sent to the stakeholder list. The notification provided information about the website, environmental topics, Purpose and Need statement, and Range of Alternatives, and encouraged the community to submit input through an online comment form.

## 5.6 Agency Review and Coordination

Much of the agency coordination has occurred through the project committees and working groups described above, as well as through topic-specific meetings and communication with the relevant agencies. The *EQRB Agency Coordination Plan* outlines the fundamentals of the approach, as well as the agencies and milestones.

The NEPA co-lead agencies for the EIS are FHWA, Multnomah County, and ODOT. In addition, three other federal agencies—the US Coast Guard, the US Army Corps of Engineers, and National Oceanic and Atmospheric Administration Fisheries—accepted cooperating agency status under NEPA because of their permitting or approval roles on the Project.

Additionally, Participating Agencies were included throughout the review process:

- City of Beaverton
- City of Gresham
- City of Portland
  - Bureau of Development Services
  - Bureau of Environmental Services
  - Bureau of Planning and Sustainability
  - Bureau of Transportation
  - Parks and Recreation
  - Water Bureau
- Clackamas County
- Metro
- TriMet

- State of Oregon
  - Department of Environmental Quality
  - Department of State Lands
  - Office of Emergency Management
  - State Marine Board
  - State Historic Preservation Office
- Portland Streetcar
- Prosper Portland
- US Fish and Wildlife Service
- US Environmental Protection Agency
- Federal Emergency Management Agency

## 5.7 Tribal Review and Coordination

ODOT and FHWA met with the Confederated Tribes of the Grand Ronde Community of Oregon, Confederated Tribes of Siletz Indians, Confederated Tribes of the Warm Springs Reservation of Oregon, Confederated Tribes of the Umatilla Indian Reservation, and Nez Perce Tribe in 2019. These meetings provided an opportunity for the tribes and agencies to discuss the alternatives proposed for the Project, progress of the cultural resource surveys, and the proposed potential effects. Additionally, the tribes were recognized as Participating Agencies for the NEPA process. Presently, no specific feedback has been received although one tribe expressed concern that there be early archaeological investigations. The Nez Perce Tribe requested to end its consultations for the EQRB project. The Cowlitz Tribe and the Confederated Tribes and Bands of the Yakama Nation did not respond to invitations for in-person consultation meetings in 2019.

Because of COVID-19 travel restrictions and precautions, as well as limited availability, no in-person meetings occurred with the tribes in 2020. However, in July 2020, ODOT and FHWA had telephone conference calls with the Confederated Tribes of the Warm Springs Reservation of Oregon and the Confederated Tribes of the Umatilla Indian Reservation. They also had a video conference meeting with the Confederated Tribes of the Grand Ronde Community of Oregon who expressed concerns that the project area has a high probability for archaeological resources, particularly historic archaeology. They requested that both a detailed treatment plan and an approach for identifying intact archaeological resources prior to impacts by construction be developed. They also requested an opportunity to review and comment on both the methodology and treatment plan.

The tribes were invited to the Section 106 Consulting Parties Meeting in late November 2020. The Confederated Tribes of Siletz Indians and the Confederated Tribes and Bands of the Yakama Nation attended the video conference meeting.

Six Section 106 Consulting Party meetings were held from November 2020 to September 2022. The purpose of these meetings was to discuss the project Purpose and Need, present the Range of Alternatives, explain the preferred alternative criteria, review visual simulations, and discuss mitigation measures to resolve the Section 106 adverse effect to the Burnside Bridge from the build alternatives.

Input continued to be solicited from the Tribes through 2022, partly through regular government-to-government coordination with FHWA and ODOT, as well as through the Section 106 Consulting Party process.

## 5.8 Key Findings

Broad input was received encompassing a large range of perspectives during five key rounds of public engagement. Please refer to the Engagement Summary Reports for more details on the engagement activities performed and feedback received for each round of outreach. The reports are on the project website.<sup>3</sup>

Table 5-6 categorizes the most frequent topics included in the comments received throughout the public engagement processes specifically for the Draft EIS and SDEIS comment periods.

**Table 5-6. Public Comment Topics and Number of Comments Received**

Comment Topic	Draft EIS Comments	SDEIS Comments	Total Comments
Transportation	212	84	296
Built Environment	113	51	164
Natural Environment	105	42	147
EIS Process	97	49	146
Social and Economics	43	20	63
Construction	20	7	27

Each round of engagement and public comment revealed common themes and key findings, which were used to directly inform project actions and decisions. These community-informed actions are detailed for each engagement round.

### 5.8.1 Round 1 Engagement

The first round of engagement was implemented from January through September 2019 to inform the public of the status of the Project and to seek input on the draft evaluation criteria. The feedback received helped inform the selection of a preferred alternative and preferred traffic management options during construction. The initial round of engagement sought to connect with and understand the perspectives of the stakeholders, including organizations and neighbors, located near the project and the community members identified in the project's *Diversity, Equity and Inclusion Plan* (see Attachment I). Key activities included an online open house and survey, over 50 virtual project briefings with community groups and agencies, and focus group meetings with diverse community groups including Black and African American, Native American, Vietnamese, Latinx, Chinese, Japanese, Arabic, Russian, and Ukrainian.

The following summarizes Round 1 Engagement feedback:

- Support for the project purpose to create a crossing that will withstand a large earthquake in downtown Portland.
- Strong support for the draft evaluation criteria.
- Strong support for removing the high fixed bridge option.

<sup>3</sup> <https://multco.us/earthquake-ready-burnside-bridge/project-library>.



- Many comments related to impacts to people biking, walking, and taking transit. (The active transportation community promoted engagement with the online survey through [bikeportland.org](http://bikeportland.org).)
- Although there were differing opinions and concerns regarding whether to implement a temporary detour bridge, more respondents supported a full closure of the bridge often citing concerns about cost and construction duration.
- Participants informed through the diversity, equity, and inclusion (DEI) outreach generally agreed with the input and themes from the aggregate survey respondents; however, they elevated themes related to safety, economics, and fiscal responsibility more often.

**Round 1 Engagement resulted in the following community-informed action:**

- The high fixed bridge option was dismissed from further study.

(More details about Round 1 Engagement and feedback received can be found in the [R1 Engagement Summary](#)<sup>4</sup> online.)

## 5.8.2 Round 2 Engagement

The second round of engagement was conducted from January through September 2020. The objectives of the second round were to inform the public of the status of the project and seek feedback regarding the Recommended Preferred Bridge Alternative, the Replacement Long-span Alternative, and the recommended traffic management option of fully closing the bridge during construction without constructing a temporary bridge. Round 2 also sought to establish contact with and understand the needs and perspectives of the stakeholders including organizations and neighbors located near the project area and members of communities who are historically underserved and underrepresented (as identified in the project's DEI Plan). Key activities included an online open house and survey provided in seven different languages, over 70 virtual project briefings with community groups and agencies, and DEI engagement activities conducted through the project's Community Engagement Liaisons Program.

The following summarizes Round 2 Engagement feedback:

- Strong public support for the recommended Preferred Bridge Alternative: Replacement Long-span.
- Strong public support for the recommendation to fully close the bridge during construction.
- High levels of engagement among the skate community who support the preservation of the Burnside Skatepark.
- Similar levels of support for the two recommendations among DEI respondents as all survey respondents.

**Round 2 Engagement resulted in the following community-informed actions:**

- The Replacement Long-span Alternative was selected as the Preferred Alternative and was approved by the CTF, Policy Group, and BCC. This alternative includes preservation of the Burnside Skatepark.

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<sup>4</sup> [https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/EQRB\\_R1\\_Engagement\\_Summary\\_2020\\_0406.pdf](https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/EQRB_R1_Engagement_Summary_2020_0406.pdf)

- Building a temporary bridge during construction to manage traffic was dismissed. Using other bridges for traffic during construction was selected and approved by the CTF, Policy Group, and BCC.

(More details about R2 engagement and feedback received can be found in the [R2 Engagement Summary](#)<sup>5</sup> online.)

### 5.8.3 Round 3 Engagement

The third round of engagement was conducted from December 2020 through March 2021 and focused on gathering feedback on a range of bridge types and the Draft EIS. This engagement also provided an opportunity to keep stakeholders and interested parties up to date and engaged with the Project, continue to build meaningful relationships, and gather community input to inform the Project and process. Key activities included an online open house and survey (provided in seven different languages), over 60 virtual project briefings with community groups and agencies, and DEI engagement activities conducted through the project's Community Engagement Liaisons Program.

The following summarizes Round 3 Engagement feedback:

- Strong and about equal levels of support for the cable-stayed and tied-arch bridge options.
- Some support for a girder option on the west side approach of the bridge.
- Strong preference for a bascule movable span over a vertical lift movable span.
- Similar survey results from non-English-speaking survey respondents with the exception of placing a higher emphasis on project cost than total respondents as a whole.

#### **Round 3 Engagement resulted in the following community-informed actions:**

- The truss bridge type was dismissed. Cable-stayed and tied-arch bridge types were moved forward for further consideration.
- A girder option on the west side approach of the bridge was included.
- A bascule was identified as the movable span type preferred by the community.

(More details about R3 engagement and feedback received can be found in the [Bridge Type Engagement Summary](#)<sup>6</sup> and [Draft EIS Engagement Summary](#)<sup>7</sup> online.)

### 5.8.4 Round 4 Engagement

In spring 2021, County leadership directed the project team to identify and evaluate potential cost-saving measures to apply to the Project to ensure an affordable project could be built. In response, a fourth round of engagement occurred from summer through winter 2021 to share information and seek community feedback on recommended cost-saving refinements to the Preferred Alternative identified in the Draft EIS.

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<sup>5</sup> [https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/EQRB\\_2020\\_Engagement\\_Summary.pdf](https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/EQRB_2020_Engagement_Summary.pdf)

<sup>6</sup> [https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/2021\\_0226\\_EQRB\\_TypeSelection\\_EngagementSummary.pdf](https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/2021_0226_EQRB_TypeSelection_EngagementSummary.pdf)

<sup>7</sup> [https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/Spring\\_2021\\_EQRB\\_DEIS\\_Engagement\\_Summary.pdf](https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/Spring_2021_EQRB_DEIS_Engagement_Summary.pdf)

Principal topics for community discussion focused on reducing the overall bridge width of the Draft EIS Preferred Alternative, using a refined girder structure for the west span, and using a bascule structure for the center movable span.

The primary engagement activities included an online open house and survey (in seven different languages), a project webinar, discussion group meetings with members of communities identified in the project's DEI Plan, and over 45 virtual briefings with community organizations, agencies, and neighborhood stakeholders.

The following summarizes Round 4 Engagement feedback:

- General understanding and support for cost savings to ensure the Project can be funded and built.
- General support for reducing the bridge width to aid project completion.
  - Stakeholders were split in their support for reducing the number of travel lanes from five to four.
  - Many shared that although a narrower bridge would not be their preference, they understood the tradeoffs of the cost savings and ultimately valued having at least one seismically resilient river crossing.
  - Concern with removing a vehicle lane because of safety, freight, and emergency response.
  - Strong interest in retaining a fifth vehicle lane if funding becomes available.
  - Some interest in preserving bicycle and pedestrian spaces with other suggestions to reduce the spaces in favor of a fifth vehicle lane.
- Strong preference for the reversible vehicle lane traffic configuration option including among DEI communities.
  - Respondents also provided additional comments about the need for educational opportunities to learn how to properly use the reversible lane option if it moved forward.
  - Interest in prioritizing public transit options and addressing sustainability goals across all lane allocation options.
- Overall support for reducing the width of the bike and pedestrian space in the Draft EIS Preferred Alternative from 20 feet to a 14- to 17-foot-width with opposing views about removing bicycle and pedestrian space to allocate more space for vehicle lanes.
- Strong preference for the girder structure type for the west approach, including among DEI communities.
- Strong preference for a bascule option rather than a vertical lift option for the movable span, including among DEI communities.
- High interest in active transportation ramp connections to the bridge with separate facilities to accommodate bicycles and pedestrians. Respondents who stated support for ramp connections also prioritized public safety and accessibility.
- Results for those who took the survey in languages other than English were similar to the overall results and did not have significant variations.

**Round 4 Engagement resulted in the following community-informed action:**

- The Refined Replacement Long-span Preferred Alternative, incorporating the following cost-saving measures and design refinements, was approved by the CTF, Policy Group, and BCC.
  - Reduced bridge width
  - Girder span on west approach
  - Bascule movable span

(More details about R4 engagement and feedback received can be found in the [R4 Engagement Summary](#)<sup>8</sup> online.)

### 5.8.5 Round 5 Engagement

On April 29, 2022, the SDEIS was published. It documents the findings of the cost-saving refinements to the Draft EIS Preferred Alternative. The SDEIS was available for public review and comment for 45 days. The primary engagement activities included an online open house, project briefings, and an in-person hearing. The public was notified of the opportunity for comment through the project website, news release, e-newsletters, emails, and social media.

The following summarizes Round 5 Engagement feedback:

- Interest and recommendations for wider bicycle and pedestrian facilities
  - Some support and some disagreement for reducing the number of vehicle lanes
  - Differing opinions on appropriate lane widths
  - Interest in ramps and the design of potential ramp or elevator connections to the bridge
  - Concerns about tree removal or replacement
- Concerns about removal of the historic bridge

**Round 5 Engagement resulted in the following community-informed action:**

- Confirmed that the Refined Replacement Long-span Alternative was the Preferred Alternative to move forward into the Final Design phase.
- Several engagement, design, and mitigation ideas moved forward into the Final Design phase.

(More details about R5 engagement and feedback received can be found in the [SDEIS Engagement Summary](#)<sup>9</sup> online.)

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<sup>8</sup> [https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/2022\\_0118\\_EQRB\\_R4\\_PI\\_Summary\\_Report\\_FINAL\\_VERSION.pdf](https://multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com/s3fs-public/2022_0118_EQRB_R4_PI_Summary_Report_FINAL_VERSION.pdf)

<sup>9</sup> [Spring\\_2022\\_EQRB\\_SDEIS\\_Engagement\\_Summary.pdf \(multco-web7-psh-files-usw2.s3-us-west-2.amazonaws.com\)](#)