

THE NORTHWEST SEAPORT ALLIANCE
MEMORANDUM

MANAGING MEMBERS
STAFF BRIEFING

Item No.	6C
Date of Meeting	July 2, 2020

DATE: June 24, 2020

TO: Managing Members

CC: NWSA Management Team, Steve Metruck, Pearse Edwards

FROM: Lindsay Wolpa, Regional Government Relations, North Harbor

SUBJECT: West Seattle Bridge (WSB) Closure Response Update

A. BRIEFING REQUESTED

This memo is intended to brief the Managing Members on the ongoing response to the March 23 closure of the West Seattle high bridge. No action is requested of the Managing Members at this time.

A. SYNOPSIS

The West Seattle Bridge was closed on March 23, 2020 due to rapid growth in cracks along the center section of the bridge. Recent inspections found that the cracks continue to grow, but at a slower rate, confirming that immediate removal of live load (traffic) was essential. Seattle Department of Transportation (SDOT) has improved its understanding of the stabilization timeline, but there is still uncertainty.

The closure of the bridge creates hardships for many of the maritime and industrial businesses across Harbor Island and along the Duwamish River on both sides of the river. It also affects residents and businesses throughout West Seattle and, due to the designated detour routes, the closure also affects South Park, Georgetown, SODO and other areas of south Seattle.

The Managing Members have been receiving weekly updates on WSB activities from CEO Wolfe in his Friday correspondence since April 24.

B. WSB GOALS AND OBJECTIVES

As NWSA and Port of Seattle staff continue work to support our interests with respect to the WSB closure response, the following goals and objectives are guiding our approach:

1. Maintain Spokane Street corridor/Lower Bridge access for freight (or goods movement), including NWSA/Port facilities;

2. Support the operational needs of the Harbor Island / Lower Duwamish maritime-manufacturing ecosystem; incorporate these needs within the larger spectrum of the corridor's critical users, including transit and first responders;
3. Support both high-bridge safety planning and traffic mitigation plans and implementation;
4. Promote rapid decision on repair or replace, and rapid execution of the plan to restore high bridge operations;
5. Consider equity lens for all aspects of how NWSA and the Port of Seattle collaborates with other agencies and organizations and supports the response more broadly;
6. For near-term traffic mitigation and high bridge restored operations, support innovative solutions that reduce carbon emissions, support clean energy infrastructure deployment for electric vehicles, serve larger social equity access needs and promote healthy communities;
7. Promote the larger regional, state and federal strategic role this corridor plays in our economy and transportation network; and
8. Work with all stakeholders to incorporate their needs, act expeditiously, and secure local, state, federal and private funds to successfully execute the corridor plan.

C. BACKGROUND

The first pair of bridges over the West Waterway in this location served in use until June 11, 1978, when one was struck by a ship named *Chavez* as it transited the West Duwamish Waterway. The current high bridge was dedicated on July 14, 1984 and cost \$150 million including \$60 million in federal support. Completion of the current low Spokane St bridge followed the high bridge.

D. ONGOING ACTIVITIES

In early April, NWSA and Port of Seattle staff launched several internal working groups to support several parallel interagency efforts. Those groups include:

1. *Executive Committee*: ensure senior management is well informed and can provide regular input as the response and replacement process unfolds.
2. *Emergency Contingency Planning*: is focused on supporting interagency efforts for the dynamic safety management plan in the unlikely event of a catastrophic failure of the high bridge. This group successfully provided truck evacuation options off Harbor Island and away from the Spokane Street corridor (for SPD and SFD), supported coordinated outreach to various potentially impacted businesses in the area and continues to meet regularly as various response scenarios are tested.
3. *Operational Strategy and Performance Monitoring*: is focused on keeping our cargo terminal operational and freight moving thru the gateway and throughout the Duwamish MIC. This includes collecting and developing the data and analysis that will be needed to work productively with the City to ensure adequate

landside access and egress for Port and NWSA facilities beyond emergency/contingency planning. This group is meeting every other week with SDOT counterparts, so it is an opportunity to coordinate that work internally first. In addition, this group is coordinating policy development as the City further explores updating its lower bridge access policy and permit/pass system in the coming weeks.

4. *Water Transportation*: is drafting proposal as to how Port/NWSA can support the broadened movement of people and goods via water routes such as fast ferries. This will include, but not be limited to, establishing which shoreline properties could be used to support access, determining what uses could be provided at each property and establishing what external partners to engage on this effort. This work is well underway, and a feasibility report is expected in the next couple of weeks from Port environmental and engineering staff. Once it is reviewed with commissioners after the July 4th holiday, that report will be shared with SDOT.
5. *Transit*: coordinate strategy with external partners on expanded transit needs considering the closure and provide guidance around Port/NWSA employee mobility and commuting needs. The working group will also collaborate with the external working group that includes other partners around Harbor Island and the Duwamish to expand transit options. This group is now meeting monthly and has been successful in securing a Metro stop on Harbor Island. Work continues to figure out how to support transportation around Harbor Island as well.
6. *Replacement/Repair Strategy*: draft Port/NWSA strategy for the eventual bridge replacement. This will include, but not be limited to, working with our congressional delegation on federal funding, coordinating with WSDOT, SDOT, the County and Sound Transit establishing guidance on replacement options and financing, especially as to how the replacement intertwines with ST3. This group is meeting every two weeks and will become more active as the City makes more decision on their path forward. Representatives from this group met with their City counterparts two weeks ago and continue to encourage broadening engagement at the federal and state level.
7. *Outreach and Communications*: set the recommended strategy for external outreach and communications activities. Staff has drafted a dynamic communications and outreach plan for our approach and will continue to update that document regularly. In addition, representatives from this group are closely engaged with West Seattle peninsula groups such as the West Seattle Chamber, West Seattle Transportation Coalition and Duwamish River Clean Up Coalition.

Staff coordinated a presentation from SDOT at the May 12 Port of Seattle Commission meeting and continues to work with them and other agencies on the WSB response daily. The City launched the WSB Community Task Force on June 10 – NWSA Co-Chair Steinbrueck is representing both NWSA and the Port of Seattle on that group.

In addition, other task force members include representatives from SSA Marine, Vigor, Nucor Steel, MLK Labor, West Seattle small businesses and other elected officials and their representatives. The group will be meeting every other week for the rest of the summer and is expected to continue its work through the next year. See attached PPT from June 24 meeting for current information as to what the Task Force is focused on.

West Seattle Bridge Community Task Force

Meeting #3
June 24, 2020



Agenda

- Welcome and Intros – 5 minutes
- Group Working Agreement – 10 minutes
- Bridge Updates – 15 minutes
- Introduction to the Technical Advisory Panel – 35 minutes
- Traffic mitigation discussion – 20 minutes
- Low bridge access policy – 25 minutes
- Next steps & Meeting #4 (July 8 @ noon) – 5 minutes

Please note, audio and video for this Webex Event is being recorded and afterward will be available online and accessible to media.

Welcome and Introductions

Introductions from:

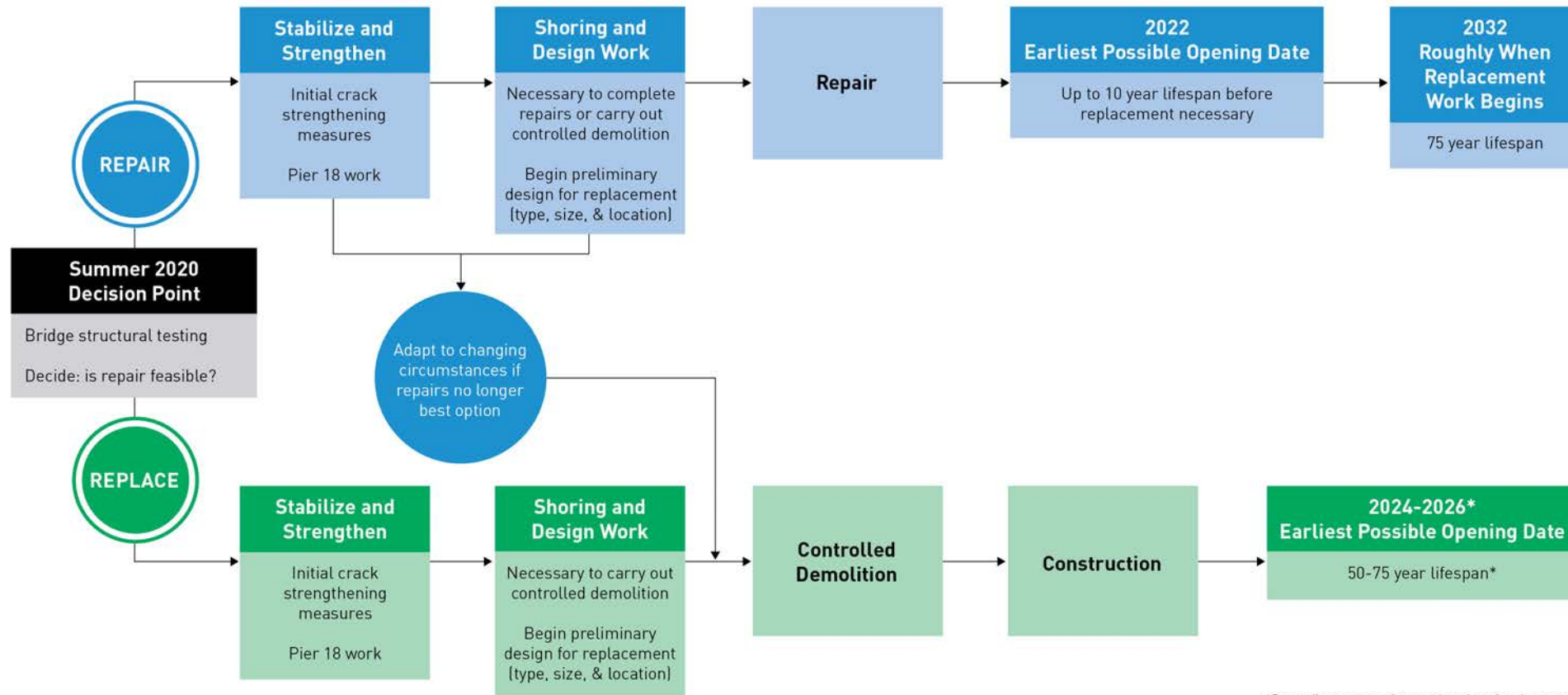
- Katie Garrow – Cannot attend. Will join the group on July 8.
- Charlene Robins

Group working agreement - Paulina

- ~~1. Honor confidentiality (Stories and names stay; Learnings go) – N/A~~
2. Acknowledge/respect differences and similarities - 2
3. Take space- Make space
4. Listen to understand (rather than listening to respond) - 4
5. Balance advocacy & inquiry - 5
6. WAIT: Why Am I Talking; Why *Aren't* I Talking - 2
7. Lean into your learning edge
8. It's OK to be "raggedy"
9. Assume good intentions *AND* tend to impact - 3
10. Take risks, ask questions, be courageous -1
11. Actively participate – Be fully present - 2
12. Actively "self-rescue"
13. Speak from personal experience – use "I" statements
14. Respect the views of all participants - 2
15. No representatives (don't expect a person to represent all persons in their group)
16. Be present
17. Practice curiosity, empathy, compassion, humility and love
18. Commit to growing individual equity competence/lens - 1
19. Learn from each other - 2
20. Decisions are made by consensus
21. Be comfortable with discomfort
22. Commit to difficult conversations when necessary - 2
23. Provide honest input and feedback, with constructive solutions - 3
24. If we agree to something, we fulfill it - 2
25. Share stories
26. Clarify assumptions and explain mental models
27. Speak your truth - 2
28. Be okay with unfinished conversations - 2
29. Follow through on promises/commitments - 2
30. Have fun and celebrate - 1
31. Respect everyone's role and rely on each other's expertise - 5
32. Approach everything as a team (all equal participants) - 3
33. Remain fully engaged - 1
34. Support each other - 1
35. Commit to building trust - 1
36. Be transparent- 4

Bridge structure update - Matt Donahue

Possible Pathways to Reopen West Seattle Bridge



*Depending on type, size, and location of replacement.

Emergency bridge repair and stabilization: Temporary Crack Arrest Measures

- Design of the long-term repair would be accomplished by the existing engineers working on the stabilization
- Would include:
 - Carbon fiber-reinforced polymer (CFRP) wrap on affected girders
 - Girder interior floor post-tensioning system
 - Epoxy injection into cracks over .3mm in width prior to CFRP installation



Example of a bridge with girders supported by CFRP and columns wrapped in it.

Emergency bridge repair and stabilization: In-Water Work



Crane barge used to hoist temporary access platforms
(Kraemer previous project)

- Temporary access platforms will be assembled on a barge adjacent to a channel under the bridge
- Crane barge will enter the channel in four-hour windows; four times to host platforms in July and four times to remove them in November
- When not in use, the barge will be moored on the east side, under the bridge footprint but outside the navigation channel

Emergency bridge repair and stabilization: Temporary Access Platforms

- 4 platforms total
- Channel clearances will be reduced by up to 7 feet
- Will be in place from July through November
- Amber solid marker lights will be placed on each corner of the platforms



Temporary access platform (Kraemer previous project)

Emergency bridge repair and stabilization: Safety

- All effort will be made to contain debris
- Barge will be guided by 2 tugboats
- Barge and tug operators will be on Channel 13
- Kraemer will communicate all work activities to Spokane Street Drawbridge operators and US Coast Guard 1 week prior to starting each of the eight work windows
- The US Coast Guard has issued a Local Notice to Mariners
- Kraemer will coordinate with all adjacent projects to minimize impacts to the navigation channel



All efforts will be made to keep the navigation channel clear

Paulina and Greg: Meet the Community Task Force

- Who we are
- Role of the Community Task Force
 - Future of the Bridge
 - Traffic Mitigation
 - Public Awareness and Engagement
- CTF Immediate Priorities



Barbara and Scott: Meet the Technical Advisory Panel

- Introduce TAP members
- Role of the Technical Advisory Panel
- TAP Charter Questions
- TAP Priority Questions



TAP Key Milestones for Written Recommendations

- Review and support decision-making for type of repair or not to repair
- Review bridge structure demolition tactics and sequence (if necessary)
- Review of key milestone documents including:
 - Type, Size and Location Study (TS&L);
 - Key Design Milestones (30, 60, 90%, etc.) including but not limited to estimates and design plans;
- Review and support decision-making in regard to Sound Transit's bridge plans for WSBLE and the relationship with the West Seattle High-Rise Bridge;
- Input and review of construction delivery method, constructability and construction approach, including impacts during construction
- Review of permitting and environmental documentation
- Review of right of way and access needs (as applicable)
- Review of information provided in response to any specific TAP inquiries deemed appropriate by the panel to investigate or to which a detailed response should be provided
- Other technical documents as needed

How will the TAP and CTF work together?

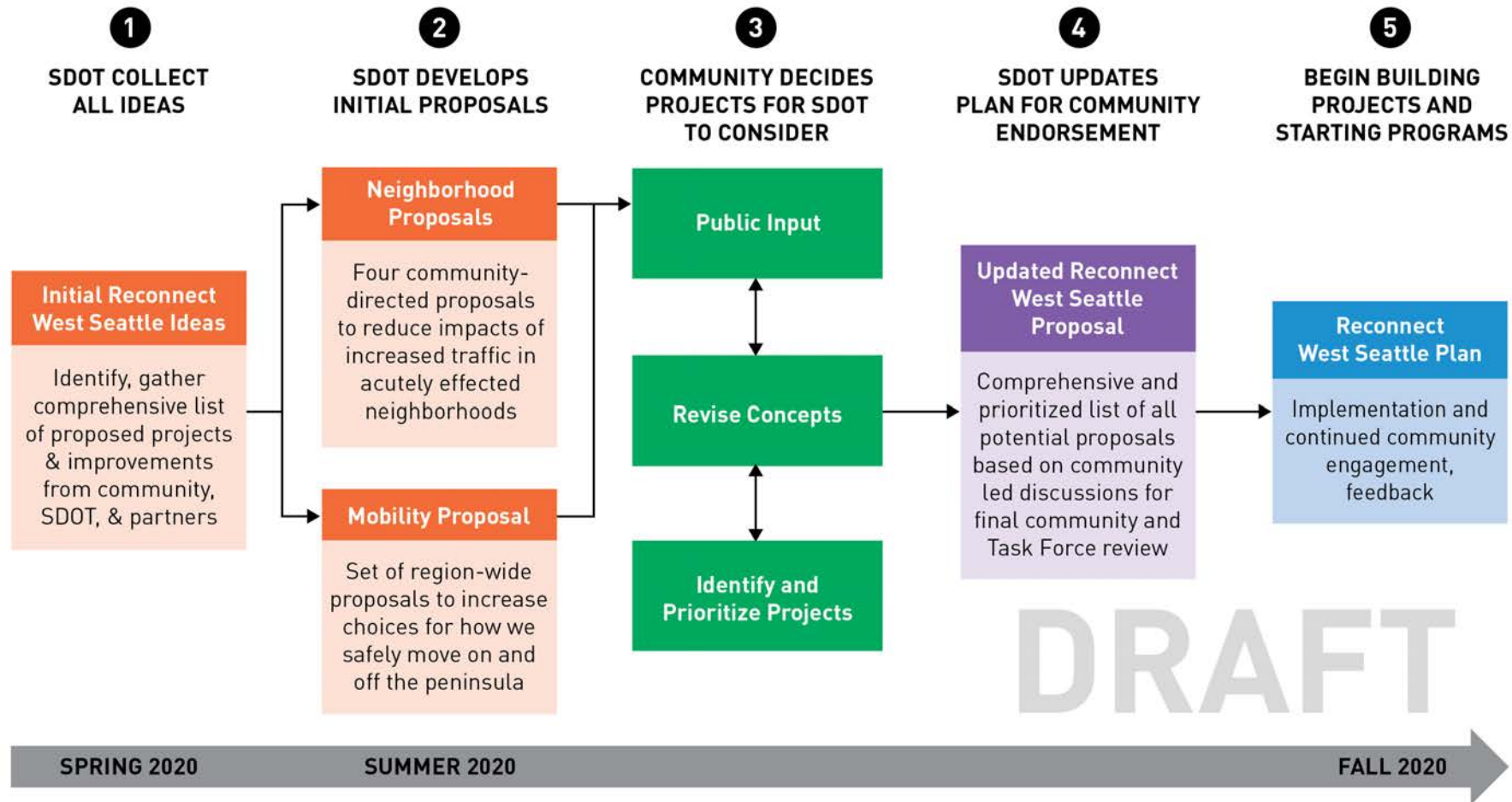
When TAP develops written recommendations to SDOT at key milestones or decision-points, the co-chairs will come and discuss with the Community Task Force.





Discussion re: Task Force/ TAP collaboration

Draft Process + Flow - Reconnect West Seattle



Reconnect West Seattle: Mobility Action Plan

The Multimodal Action Plan includes discrete actions SDOT can take, similar to the 80+ traffic improvements already implemented, like bike and freight improvements for the region to weigh in on. It will also, eventually, fold in all means and modes our partners can bring to bear in order to help achieve the ambitious vision of Reconnect West Seattle.

Related Documents:

- Reconnect West Seattle Mobility Action Plan 2-pager
- Freight improvement projects, map and list
- Bike improvement projects, map and list

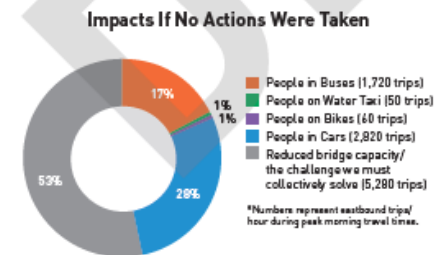
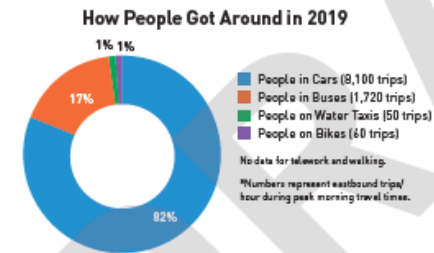
RECONNECT WEST SEATTLE An Ambitious Mobility Action Plan

The Seattle Department of Transportation has established a Mobility Action Plan. This plan outlines a vision for restoring similar levels of travel across the Duwamish to those seen before the closure of the High-Rise Bridge, while also reducing the environmental injustices that impact communities in the Duwamish Valley.

We can reach this vision with a community-led process that identifies challenges and prioritizes solutions. Together, we can create more and new ways to cross the Duwamish for people who are able to safely ride the bus, bike, walk, or take the water taxi as the phased reopening moves forward and safety and trust steadily return to shared modes of travel. Success hinges on them playing a central role. We are asking West Seattle to join us in the process.

THE CHALLENGE

The West Seattle High-Rise Bridge closure has created a traffic management situation that can be solved but will require so much more than traditional detours or service changes.



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Before the bridge closure, there were 21 vehicle travel lanes crossing the Duwamish River. Now there are 12 that are mostly in the southern part of West Seattle.

During peak eastbound morning commute hours in 2019, Car Trips made up about 82% of all trips crossing the Duwamish.

If no actions are taken to help those who are able to adopt alternative modes of transportation, but previously drove, there would be a 53% gap once traffic slowly returned to pre-COVID levels. This is the challenge that we must collectively solve to reconnect West Seattle.

The closure creates unique challenges in different parts of West Seattle and surrounding communities:

- **North:** While getting out of West Seattle is difficult for people on the north end of the peninsula today, there are promising water, transit and rolling opportunities in 2021
- **South:** With the closure of the High-Rise Bridge, detour routes off the peninsula lead traffic south. The increased traffic and accompanying air pollution along the detour routes disproportionately impact the south end of West Seattle and Duwamish Valley where communities already face several environmental injustices, including:
 - Proximity to the Lower Duwamish Waterway Superfund site, one of the most toxic hazardous waste sites in the nation
 - Air pollution from a disproportionate number of polluting industries
 - Air pollution from surrounding major highways – State Highways 99 and 509, and I-5

Consequently, people in these communities face greater health, public safety, and economic disparities, including higher rates of asthma and lower rates for life expectancy.

This is also a race and social justice issue as the Duwamish Valley community is far more diverse than much of Seattle. In South Park, 63% of residents are people of color and 40% speak a language other than English at home.

YOUR VOICE IS NEEDED!
Take the Mobility Action Plan Survey
<<website>>



Reconnect West Seattle: Mobility Action Plan

	2019 Baseline Mode Share	2021 Goal Mode Share
Cars	82%	35%
Surface Transit	17%	30%
Water Transit	1%	10%
Bicycle	1%	10%
Telework	--	10%
Walk	--	5%
Total	100%	100%

- Alaska Junction/ North Admiral/ Alki
 - Decrease car trips by 80%
 - Increase transit usage by almost 3 times and bicycle trips to 400 per peak hour
- Delridge/ Highland Park
 - Decrease car trips by 50%
 - Evaluate new transit connections to SoDo and SLU
- 35th Ave SW (Roxbury to Seacrest)
 - Decrease car trips by 50%
 - Increase bicycle trips to 275 per peak hour
- Fauntleroy/ Lincoln Park/ Seaview
 - Increase transit usage by 120%

Neighborhood Traffic Mitigation Plans

This portion of the Reconnect West Seattle framework enables those neighborhoods most acutely impacted by the detour routes to lead and prioritize which projects they feel, as a community, will best mitigate the impacts of the High-Bridge closure and corresponding detour routes.

Related Documents include flyer, map and list for:

- South Park
- Georgetown
- SODO
- Roxhill, Highland Park, Riverview, S Delridge

Neighborhood Prioritization Process

ROXHILL | HIGHLAND PARK | RIVERVIEW | S DELRIDGE



The unexpected closure of the West Seattle High-Rise Bridge dramatically impacted West Seattle and the nearby Duwamish Valley communities, especially those along the detour routes. These impacts will only continue to grow as we recover from the COVID-19 pandemic. Though challenging, with ambition, change, and collaboration, we can Reconnect West Seattle. This region-wide framework aims to increase mobility for all impacted areas. Critically, it also provides an additional layer of support for those regions most acutely impacted.

From over 30+ town halls and community forums, we have heard and gathered proposals and feedback directly from community members in South Park,

Georgetown, Sodo, and South West Seattle who are deeply and rightfully concerned about how they will get around, the availability of buses, cut-through traffic, pedestrian safety, and increased pollution in their neighborhoods. These communities already faced disparate environmental impacts before absorbing the vast majority of all detour traffic and related pollution in the wake of the bridge closure.

This portion of the Reconnect West Seattle framework enables your neighborhood to lead and prioritize which projects you feel, as a community, will best mitigate the impacts of the High-Bridge closure and corresponding detour routes. SDOT stands ready to serve.

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Summer 2020



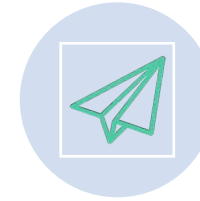
Neighborhood Prioritization Process



The community will lead this process with City support



We are reaching out to groups that have not traditionally been part of this conversation



We will work with trusted community advocates to reach community members



We want to ensure people who are not affiliated with organized groups still have a way to provide input



We will be transparent about limitations, expectations, and criteria



We will make every attempt to honor the neighborhoods' feedback and suggestions

Reconnect West Seattle Draft Schedule

- Week of June 22: Task Force feedback to SDOT on materials and process
- Week of June 29: Finalize and translate materials
- Week of July 6: Launch website with on-line surveys, share ballots, community-led prioritization starts, SDOT provides briefings, Community Liaisons start outreach
 - July 8 and July 22: Updates to Community Task Force from SDOT and Neighborhoods
- Week of August 3: Neighborhood prioritization and survey responses due to SDOT
 - August 5: Initial prioritization review with Community Task Force
 - August 19: Community Task Force secondary review
 - September 2: SDOT presents draft plan to Community Task Force for feedback
 - End of September: Final Reconnect West Seattle plan

Traffic Mitigation - Next Steps

- Review approach and materials
 - Schedule
 - Process to gather feedback
 - Materials
- Questions:
 - What are your questions and or feedback on the Reconnect West Seattle process?
 - What about the materials? In your initial review do you have questions or feedback on how to improve?
 - How can we help you get this process going the week of July 6?



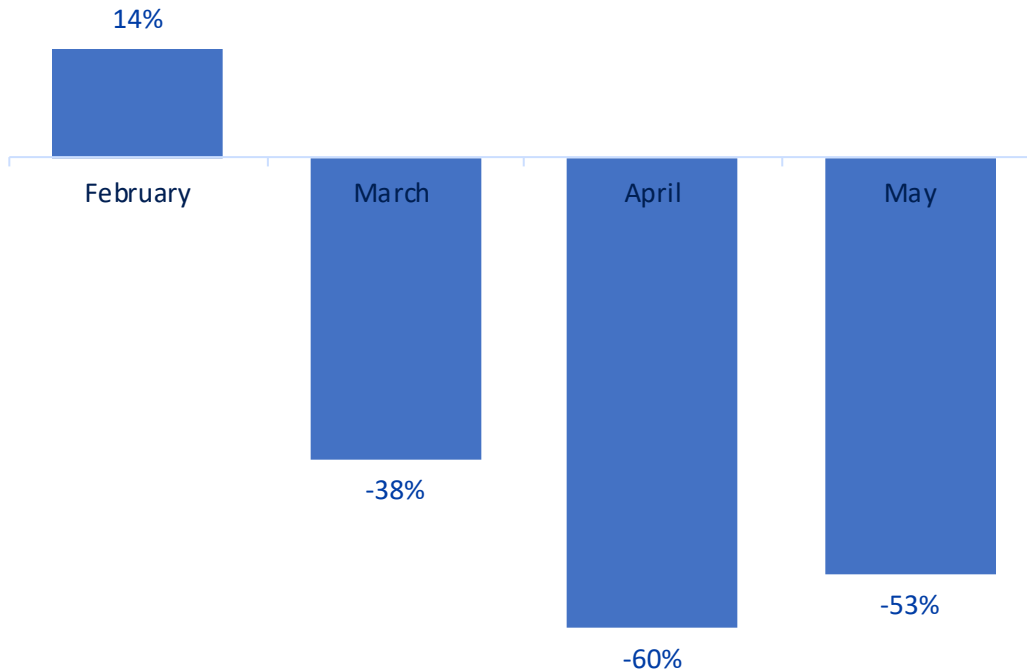
Low Bridge Access Policy: Needs & Considerations

- Expand access to the low bridge while maintaining unfettered access for emergency vehicles
- Create a dynamic, data-driven policy that can be enforced, evaluated and adjusted over time
- Allocate access equitably
- **What are other considerations that align with stakeholder values?**



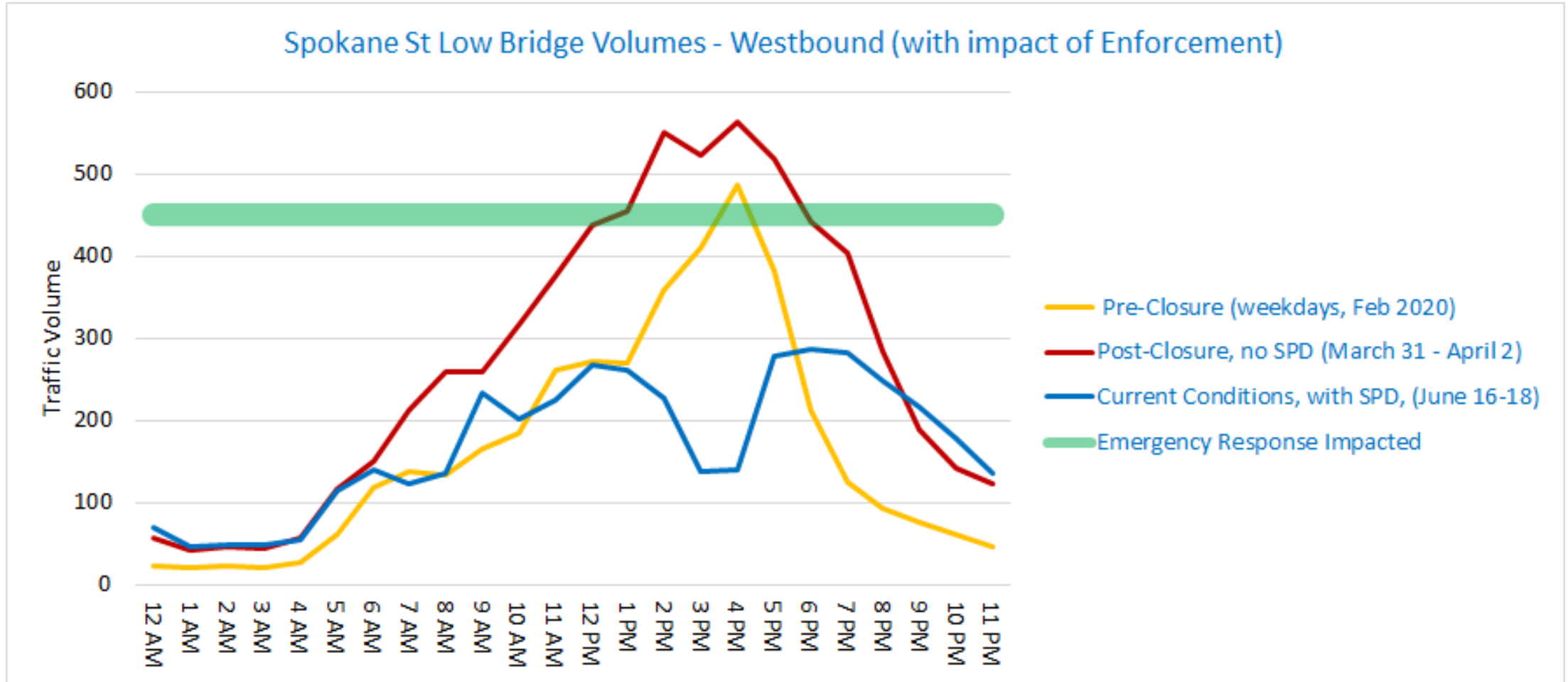
Low Bridge - Citywide traffic still down, but Low Bridge high

Year Over Year Traffic Volumes

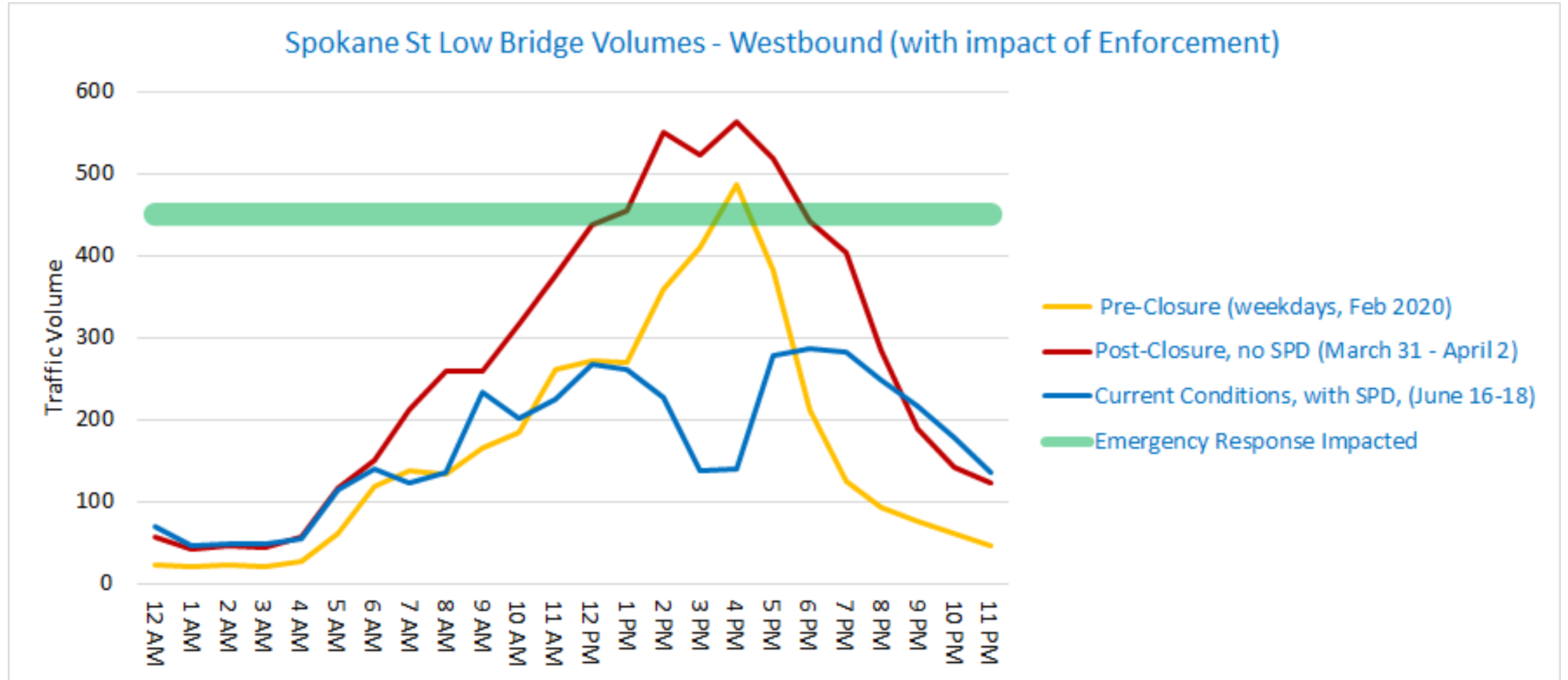


- Citywide traffic is down 53% year over year for the month of May
- Low Bridge access is currently highly restricted
- Despite these two factors, we are close to or exceeding Low Bridge capacity at many points in the day

Low Bridge - Emergency Response Impacted Eastbound

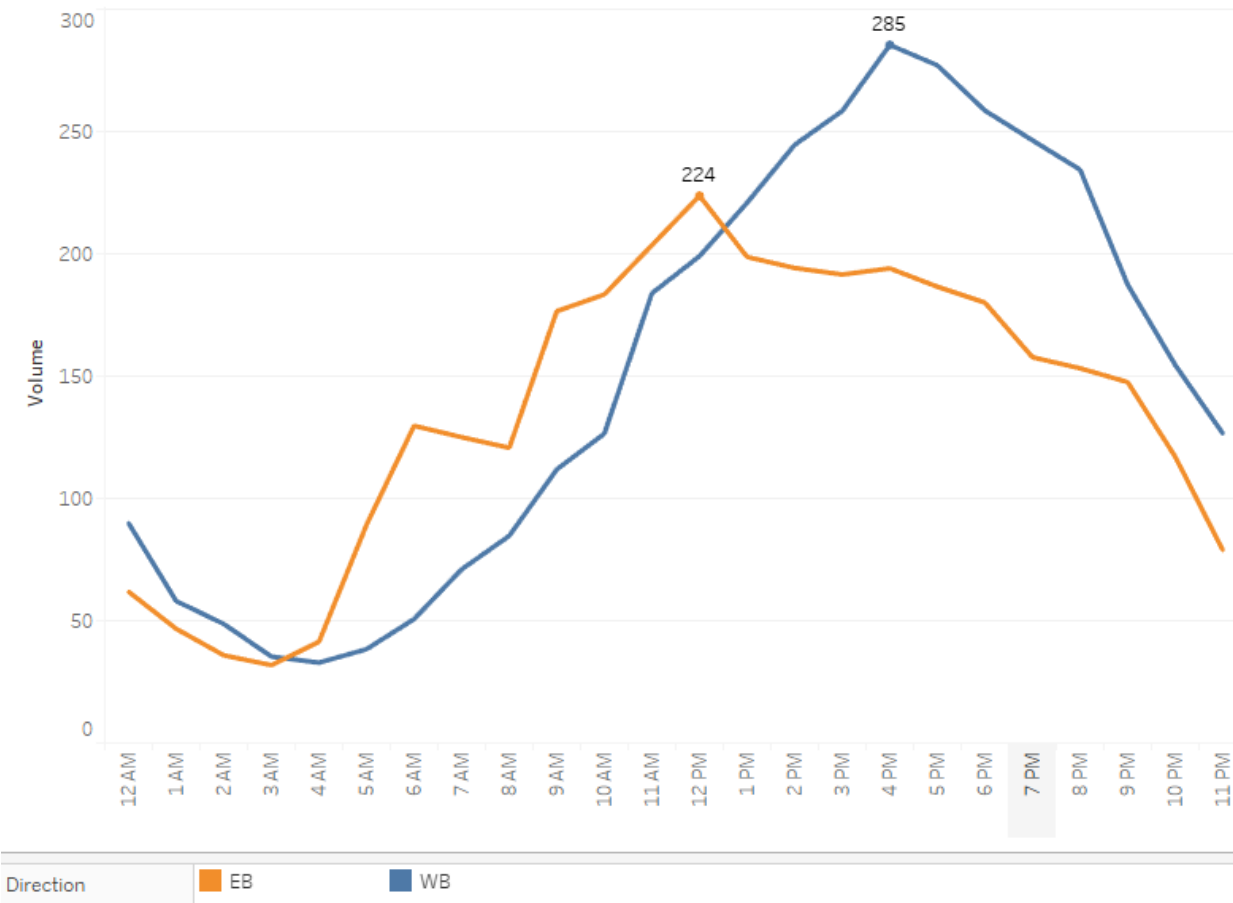


Low Bridge - Emergency Response Impacted Westbound



Low Bridge - Weekend traffic volumes near peak

Spokane St Br Average Volumes by Hour on Weekends



- Even with traffic down 53 percent, we are still nearing maximum capacity on weekends
- Weekend traffic on the last three weekends are averaged (June 6-7, 13-14, and 20-21) to provide a current description of typical weekend traffic volumes
- Weekend traffic volume restrictions have not been actively enforced

Analysis Summary

- Chelan 5-Way is the key limiting factor
- Unimpeded emergency access calculated by wait times to get onto the Low Bridge
- SFD and SPD have reviewed and concurred
- SDOT analysis indicates that Low Bridge can accommodate total 400-500 vehicles per hour in each direction before emergency vehicle access is impeded
- This translates into additional access for ~160 additional vehicles per hour, in each direction
- Any additional access needs to be enforceable when Automated Enforcement begins this fall

Many Needs; Few Spaces to Allocate

Recommendation Now:

- Overnight access for all; 9 pm to 5 am, 7 days a week
- School buses

Recommended for Further Consideration:

- Vanpools
- Maritime/industrial users needing work access proximate to Harbor Island and Low Bridge
- Employer shuttles
- Essential healthcare workers; pandemic response

Policy Needs Access granted must be:

- Within Low Bridge capacity
- Equitable (who gets access within a class of vehicles/users?)
- Enforceable (tied to vehicle type or license plate)
- Dynamic (can be changed over time)

Next Steps

- Your feedback today informs the policy changes
- What is easy to approve right now?
- What needs more time or more data?
- Conversations underway with potential users to understand how to operationalize:
 - Maritime/Industrial users
 - Employer shuttles



Task Force Member Discussion re: Low Bridge Access Policy

Questions / Discussion

www.seattle.gov/transportation/WestSeattleBridge

