

Summary – Meeting #6

Community Advisory Group – I-5 Willamette River Bridge Project

October 15, 2007, 10:00 a.m. to 1:00 p.m.

Tykeson Room, Eugene Public Library (100 West 10th Ave.)

ATTENDANCE

CAG Members

- Charlotte Behm – Representative, Springfield Neighborhood (and member, CPC for Whilamut Natural Area)
- David Sonnichsen – Chair, CPC for Whilamut Natural Area
- Pat French – Planner and CPC Representative, Willamalane Park & Recreation District
- Trevor Taylor – Natural Resources Supervisor, Eugene Parks and Open Space Division
- Rich Hazel – Co-Chair, Laurel Hill Valley Citizens Association
- Dave Carvo – Vice Chair, Glenwood Neighborhood Group
- Bob Kline – Chair, Harlow Neighbors
- John Barofsky – Co-Chair, Fairmount Neighbors
- Chris Ramey – Director and Architect, University Planning Office, University of Oregon

Resource Team

- Ann Sanders – ODOT Project Leader/Area Representative for Lane County, ODOT Region 2
- Tim Dodson – ODOT Project Liaison/CPM, ODOT Bridge Delivery Unit
- Lou Krug – Project Manager, Oregon Bridge Delivery Partners
- James Gregory – Environmental Task Leader, Oregon Bridge Delivery Partners
- Jamie Damon – Public Involvement Coordinator, Jeanne Lawson Associates
- Kalin Schmoldt – Public Involvement Assistant, Jeanne Lawson Associates

Other Attendees

Chris Henry (City of Eugene)

Phil Taylor (Project Development Team)

Alan Anderson

Handouts

- Agenda
- Summary of CAG Meeting #4
- DRAFT Summary of CAG Meeting #5

WELCOME AND AGENDA REVIEW

Jamie welcomed the group. The focus of the meeting is to bring the CAG up to speed on the development of the Environmental Assessment (EA), discuss the upcoming design process, and gather input on the future role of the CAG.

PUBLIC COMMENT

Chris Henry, PDT member, noted that there has been interest from the Eugene mayor and council to involve the arts community in the project. He suggested that while CAG membership may be closed, a member of the arts community could attend in an active or passive role. Jamie said that there would be discussion of how to involve new people later on in the meeting. Dave Carvo noted that the inclusion of art has been an ongoing consideration. Chris said that the elected officials want to make sure it is included.

Phil Taylor, representative from Federal Highway Administration (FHWA) and PDT member, said he was here to observe and learn.

Alan Anderson, community member, said that he was here to observe. He noted that he used to work on highways and bridge repair.

COMMITTEE BUSINESS

Summary of Meeting #5 - There were no comments at this time.

PROJECT UPDATE

Technical work completed - James Gregory explained that the EA is being prepared in compliance with the National Environmental Policy Act (NEPA). For this project, the Federal Highway Administration (FHWA) is the lead federal agency partnering with ODOT. FHWA will ultimately approve the EA document.

NEPA is intended to create an informed public and informed decision making. The EA is the basis for providing input and feedback to ODOT and FHWA. The EA gives an assessment of whether an action will have a significant environmental impact or result in a Finding of No Significant Impact (FONSI). The conversations and deliberations of the CAG have helped form the build alternative presented in the EA. The EA looks at two alternatives: a build alternative with an alignment within the footprint of existing permanent ODOT right-of-way; and a no-build alternative that considers what would happen if no replacement bridge were built and the detour bridge were upgraded to meet current seismic standards. The document discusses existing environmental conditions, a summary of potential environmental effects, as well as actions to minimize those impacts. In terms of the bridge alternatives, FHWA and ODOT are only reviewing concepts based on pier locations and bridge types, not detailed designs.

This is the only bridge in the OTIA III statewide bridge program for which an EA is being prepared. The project is guided by OTIA III environmental performance standards that were negotiated with environmental regulatory agencies to meet the requirements of environmental regulations, such as the Clean Water Act and the Endangered Species Act. The project is also guided by the CS3 (Context Sensitive and Sustainable Solutions) element of the OTIA program, that considers aspects such as how the facility fits within its environment and community, and materials being used.

James summarized the upcoming process schedule. The EA is anticipated to be published in mid December. Publication will be followed by a public comment period that will last through the end of January. The comment period will include public hearings that will be similar in format to the May open houses, but with the ability to submit oral comments through a court reporter. ODOT and

FHWA will dialog with the CAG regarding the comments and before preparing the revised EA. If appropriate, a FONSI will be prepared should be available in June 2008.

ODOT has reviewed a wide variety of environmental technical reports at a high level of detail as the basis of the EA. All of these documents will be made available at the time of the EA's publication.

After an internal review, the internal draft EA is now complete and is being reviewed by a "study committee" that includes PDT members. The draft is currently being treated as an internal working draft before public distribution, anticipated in mid December after FHWA approval.

James elaborated on the alternatives. The build alternative would remove the existing bridges, construct replacements, and use the alignment currently occupied by the existing bridges. Lou Krug noted that the replacement bridges would fit within the existing footprint and wouldn't require new right of way acquisitions. Tim Dodson noted that the new bridges will take up a similar amount of space as the current bridges, but they would be closer together.

Ann Sanders asked whether the right-of-way covers the whole project or just the section over the water. Lou confirmed that the replacements would fit within the current right of way for the entire project area.

James noted that the build alternative identifies two pier configurations and three potential bridge types. The pier locations attempt to maximize span length over the river while minimizing pier placement in the Willamette River. James noted that not all bridge types will work with both pier configurations.

Of the bridge types considered, the I-girder bridge can be built in a haunched shape and has a traditional, simple look. A box girder bridge would allow for more haunching depth in the structure, while a deck arch offers significantly more arch in the structural components of the bridge. James noted that the forms being considered in the EA are basic and unornamented so as to allow for a baseline comparison. Each has potential for addition of design details, such as color, texture, and illumination that would enhance the appearance.

Lou noted that they were attempting to avoid placing more than one pier in the middle of the river. Because pier configuration "A" places a pier very close to Franklin, it cannot be used in conjunction with an arch over Franklin because of vertical clearance requirements. A haunched girder may be able to provide adequate clearance over Franklin. Configuration "B" does allow an arch over Franklin, but places a pier farther from shore. "B" also allows more flexibility for the pier on the north bank and could allow a trail next to the river. The EA only requires general pier locations be addressed. Once the EA is approved there can be more discussion of pier shape, exact location, and other considerations. James noted that the EA is more specific on issues such as fill quantities and impacts to trails.

PROGRESS ON THE EA

Findings – James noted that the EA looks at changes between existing and "with project" conditions. The EA notes impacts from the project that would be long-term such as impacts from noise from traffic. The EA also describes mitigation options. Pier configuration "B" does touch on the Eugene Dam and Millrace and ODOT discusses measures necessary to address that issue. Land use plan amendments will be required. The amendment application is scheduled to be submitted

later in October and will be processed concurrently with the environmental process. The land use amendments must be approved by local agencies prior to completion of the environmental process. James emphasized that there will be opportunities for comments from the public and elected officials as part of the land use amendment review.

Trevor Taylor asked about considerations for the Willamette Greenway. James said that the Greenway is covered by the Goal 5 amendments. He noted that a FONSI requires addressing all statewide planning goals.

James offered to send out a link to information on the OTIA III environmental performance standards. Jamie noted that the environmental performance standards have been negotiated by state and federal regulatory agencies. James explained that the agencies in charge of enforcing the environmental regulations have negotiated the baseline performance standards for OTIA projects. Tim noted that the programmatic permitting process allows the project to remain on schedule. The Programmatic Agreements Reporting and Implementation Team (PARIT) coordinates compliance with these standards. While the programmatic approach streamlines the compliance process, it still satisfies required laws in a comprehensive way. Jamie noted that the approach also allows unique features of a project to be identified and addressed early in the process. Tim explained that there are three levels of Preconstruction Assessment (PCA) necessary for demonstrating compliance with the programmatic conditions. If a condition cannot be met, then an exception can be proposed to the PARIT group.

Trevor asked how the performance standards relate to the project goals and objectives. Tim explained that the programmatic standards are narrowly focused on environmental impacts. James noted that the project goals go deeper than the programmatic standards, which only deal with a narrow environmental subset of the goals and objectives.

Charlotte Behm noted that she has read the document since she is part of the PDT. She said that the EA is extensive and some elements were complex. Charlotte said that she would like to see the resources and questions of the CAG applied to interpreting the document. Tim assured the CAG that ODOT and FHWA are currently reviewing a draft, after revision it will be completely open to review and comment by the public. The draft is currently being kept as an internal document so as to ensure that any major errors are addressed before the public is involved more deeply. Jamie noted that several elements were still in question, such as the millrace finding, and it will be important to address those issues appropriately before the EA is released. Charlotte noted that there were few surprises in the draft and that it appears to have successfully processed much of the information from the CAG and PDT. She said some of the “hows” may not yet be worked out.

James said that EA process will proceed with a continued commitment to public involvement through the next phases of the process and on into design and construction. Because the comment period coincides with the December holidays, the usual 30 day comment period will be extended to 45 days-through the end of January. Hearings will likely take the form of an open house, but with the opportunity to provide oral comments to a court reporter. The revised EA is expected in June 2008. The revised draft will also go out for public comment. Public dialog will continue throughout the process concerning bridge type and details.

John Barofsky asked what would happen if the determination is not a FONSI. James said that the project would then require a full EIS and more time. The definition of a “significant impact” is not

always clear, and any potentially significant impacts can hopefully be mitigated to a level of non-significance. Agencies typically conduct an environmental process for what they *think* the case will be, and an EIS would probably have resulted if ODOT and FHWA felt the project would have had more impacts. Tim noted that they had a good idea of the potential impacts because of the recent construction of the detour bridge. The team has also been in touch with the PARIT group throughout the process and has a fairly high level of confidence in a FONSI.

John asked whether the EPA was providing feedback and questioned the objectivity of FHWA in seeking an EA since they are a road-building agency. James noted that the Collaborative Environmental and Transportation Agreement on Streamlining (CETAS) process includes the EPA, DEQ, the Department of Land Conservation and Development (DLCD), and other agencies, and reviews and makes recommendations on projects prior to the PARIT group. Trevor noted that NEPA was structured so that the agencies themselves determine whether an EIS or EA is necessary. Tim noted that if no bridge currently existed and a brand new bridge was proposed, then the document would be an EIS. As it is, the base condition is two bridges across the river. David Sonnichsen noted that the process also involves significant deconstruction impacts.

Trevor asked whether the build alternative will consider the pier locations. James said that the locations would be considered as varying design options on one alternative. The EA will look at the extent to which the design options differ. Lou noted that they would not move forward with options that pose a significant impact; both variations will be workable.

Jamie noted that the chances of moving from an EA to an EIS are likely pretty slim. James agreed, noting that FHWA is looking at the project in terms of replacing existing facilities, which is typically treated as a requiring only an EA.

DISCUSS DESIGN PROCESS AND SCHEDULE

Selection of A&E (Architect and Engineering) and CM/GC (Construction

Manager/General Contractor) firms – Tim explained that they were currently in the process of selecting an A&E firm and will soon be seeking a CM/GC firm. Tim thanked the group for their feedback on the A&E RFP. Tim explained that CM/GC allows the A&E firm to actively collaborate with the CM/GC firm, the PDT, CAG, and elected officials during the design phase. The CM/GC phase will yield more accurate construction estimates and scheduling which will reveal what can be accomplished during construction seasons. To expedite the process, an early CM/GC work package could include the demolition of the old bridge or the building of a foundation to support any of the bridge types before the actual design is complete. The conclusion of the A&E process will yield a guaranteed maximum price (GMP). If the price is over budget, a conventional bid process may be used, though this is not the preferred approach. CM/GC maximizes opportunities for everyone to participate in the design processes and still get the project done on time.

Selection of Bridge Type – Bridge type refers to general form and is closely associated with location and spacing of foundations. The final appearance is contingent on architectural elements. The engineer will use CAD to create renderings of what the bridge could look like. The addition of the CM/GC in July will add more creativity to the process. Tim said that they were planning to incorporate wider public comment and seek input to determine what the community really wants.

The number of A&E firms eligible to submit a proposal (short listed) should be refined to three by November 5. The A&E selection is intentionally in advance of the CM/GC selection to allow firms

that were not selected for A&E to compete for the CM/GC. Any short listed A&E firms are precluded from priming a CM/GC proposal.

Dave Carvo questioned issuing the RFP before the completion of the NEPA process. Tim said that they would know enough about pier locations, budget, and bridge types to get a sense of the firm's expertise and flexibility. The firms may also be asked to submit an example bridge sketch to show their creativity.

David Sonnichsen asked for information about the industry forum. Tim said that the morning session was for A&E firms, with the afternoon for CM/GC, though most attendees went to both. Tim said that most of the teaming has already happened and that the forum was less formal than the preconstruction meeting. The forum also solicited feedback on the procurement process.

Chris Henry asked whether firms were being paid for their bridge design submissions, noting that it seemed to violate architectural ethics to require a bridge concept without payment. Tim emphasized that the drawings would not become ODOT property, nor will they be evaluated from a design point of view. Chris Henry noted that there are other ways to demonstrate creativity without requiring a bridge design concept. Chris Ramey emphasized that it is not ethical to ask for a design concept from a firm without paying for it.

Tim described the procurement process, noting that a core procurement team has been working with the project management oversight group, contracting experts, and OBDP - who is providing the engineering expertise. Tim said that they would be sure to raise the question of architectural ethics with the procurement team. He noted that FHWA has also had to provide blessings before compressing the process, and added that this was possibly the first highway project that is using a CM/GC.

Dave Carvo asked to confirm that there would be two contracts with two separate firms. Tim said there would be. He noted that a conventional design/build contract with the engineer subbing to the contractor would require that the design be at 30% before they could select a design/build contractor. Design/build would also grant less control to the project owner.

John asked what happens after December 12, 2012 if the project is not completed. Tim said that while the funding wouldn't disappear, they would be failing to meet the legislative mandate and the project would be subject to disadvantageous financial rules. He said that they are looking into what flexibility is available. John expressed concern at potential delays that could hold up the process.

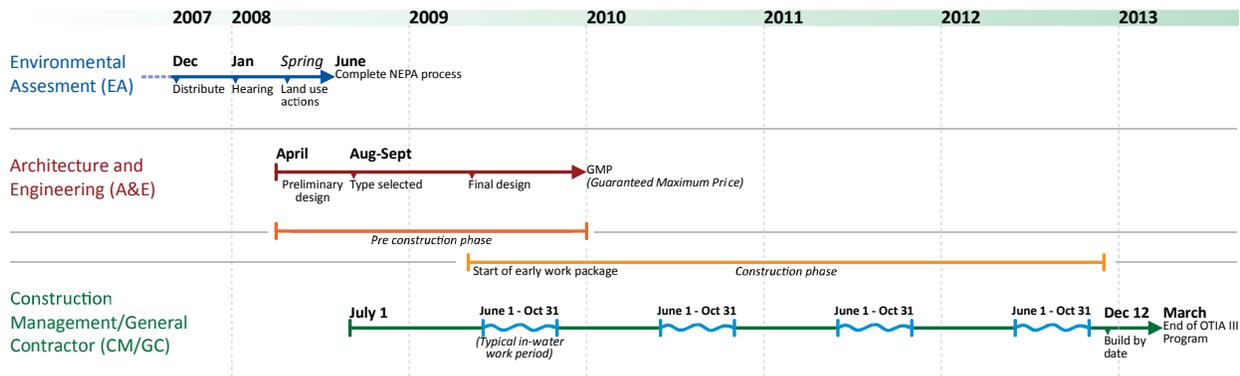
David Sonnichsen asked about the selection of the December 12, date. Tim said that it was easy to remember (12/12/12) and seemed appropriate as a target date considering the additional finishing steps required before the OTIA III program actually ends on March 13, 2013.

Jamie discussed the project timeline and points of overlap. The preconstruction phase will last until a guaranteed maximum price (GMP) is reached at the end of 2009. The preconstruction process will give a sense of what the GM/GC has to work with and could allow for the demolition of the old bridge within the in-water work period while design is being developed. The additional use of the 2009 work period would allow three in-water work periods for construction before 2012. The CAG and the public will be involved throughout the final design and through construction because of

impacts to the bike path. RFPs for the GM/GC have not been written yet. The A&E firms will also be proposing ways of gathering feedback from the community on designs.

Dave Carvo asked whether Jamie's firm (JLA) would only be involved through the EA. Tim said that there is a good chance that JLA will continue through the end of the project through an extension of the existing contract, though OBDP will retain control of the public involvement services.

John asked what was included in the GMP. Tim said that the GMP includes the complete costs of demolition and construction; the estimated \$70 million for the bridges and \$110 million for everything else. The following sketch was prepared during the meeting to illustrate the schedule.



CAG INVOLVEMENT

Jamie noted a variety of items will be occurring over the next three months. A newsletter will provide information and notice about the EA and upcoming hearings. The EA will be distributed in mid December and hearings will be held in mid January. CAG meetings will continue with a meeting in November to review materials that will be used at the hearings. A March meeting will allow time after comments are gathered and the A&E firm is onboard. The meeting can serve as a kickoff for the A&E process. Additional members could be added to the CAG as part of the design discussion and to provide additional expertise.

John suggested holding a CAG meeting in advance of the hearings to allow the CAG to submit comments, look at the EA, and address questions. Charlotte agreed, noting that the meeting could be shorter and focused on the EA. Chris Ramey said that the CAG should be able to help form the EA distribution list.

Dave Carvo asked who will receive copies of the EA. Lou said that certain agencies will automatically get copies. James said that a postcard will be sent out to the project mailing list with information about where the public can access a copy, whether by mail, at a library, on the website, or on CD. Dave noted that it would be important to make sure that 1000 Friends of Oregon and the Goal One Coalition are on the list and able to comment. Jamie suggested making a copy of the mailing list available at the November CAG.

Whiteboard - Upcoming Activities

<i>Newsletter #3</i>	<i>Early December</i>
<i>EA Distribution</i>	<i>Mid December</i>
<i>CD/Notice of comment period</i>	
<i>EA Hearing</i>	<i>Mid January</i>
<i>Web Survey</i>	<i>Mid Jan-Feb?</i>
<i>Design work w/ community workshop?</i>	<i>June</i>

Whiteboard - CAG Meetings

<i>November</i>
<i>January</i>
<i>March – Add members?</i>
<i>May</i>
<i>July</i>

DISCUSS NEXT STEPS FOR PUBLIC INVOLVEMENT

Jamie said she felt that a newsletter might make more sense if issued in early January as a hearing announcement with a supplemental postcard announcing the release of the EA in mid December. Rich suggested issuing the newsletter first and providing a follow-up reminder in January. James suggested sending the newsletter out in early December followed by a hearings notice and CD in mid December. Jamie said that they would be ramping up media outreach during that period.

Dave Carvo said that he thought that the public would be less interested in commenting on the EA at the hearings, and more eager to offer input on the bridge designs. Jamie agreed that there is some confusion about the EA and design phases. She noted that since people will be offering their input on design, the hearings can be structured to gather design feedback as well. Trevor cautioned against letting the design discussion consume the process. Chris Ramey warned against getting too far ahead of the design team.

David Sonnichsen asked for more details about the hearings. Jamie confirmed that they would be similar to the May open houses: held at different times in both Eugene and Springfield, but with the addition of a court reporter if the public wishes to provide oral testimony.

Rich said that it would be important to gather the public’s visions regarding long term visual quality benefits while preventing design from dominating the discussion. He also requested that the CAG have the opportunity to review the materials that will be going out to the public.

Dave Carvo noted that because the CAG doesn’t have the expertise that will come with the A&E firm, they shouldn’t get into too much detail about design. John suggested that the design discussion at this phase should be akin to asking what the preferred ingredients are, but then letting the “chef” create the masterpiece. The CAG requested the opportunity for further discussion.

The majority of the CAG said that they would like to receive a hardcopy of the EA as opposed to a digital version.

NEXT STEPS

The PDT will meet on October 26. Jamie proposed November 19, for the next CAG meeting from 10am-Noon to discuss the EA and hearing materials. This would be followed by a meeting on January 8, just prior to the public hearing. CAG members agreed to these meeting dates.

CLOSE