Granite Falls Bridge #102 Replacement
Snohomish County, Washington

2019 USDOT BUILD Grant Application
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June 20, 2019

The Honorable Elaine L. Chao
Secretary, U.S. Department of Transportation
1200 New Jersey Avenue S.E.
Washington, DC 20590

RE: BUILD Letter of Support - Granite Falls Bridge #102 in Snohomish County, Washington

Dear Secretary Chao:

I am pleased to write this letter of support for the Granite Falls Bridge #102 Replacement project in Snohomish County, Washington, submitted under the 2019 USDOT BUILD Grant program.

Granite Falls Bridge #102 is located approximately 1.5 miles northeast of downtown Granite Falls, Washington, and carries traffic over the South Fork Stillaguamish River. The bridge provides direct access to the Mount Baker/Snoqualmie National Forest via the Mountain Loop Highway which offers recreational opportunities and tourism for people across the state of Washington. Granite Falls Bridge #102 is also part of a vital freight route for transportation of natural resources including timber, sand, gravel and aggregate resources. These resources are crucial for the Puget Sound region’s infrastructure and construction industry.

The current 85-year old, 340-foot long, 20-foot wide bridge deck is not wide enough for two large vehicles to pass comfortably. This important bridge is considered fracture critical and functionally obsolete. Granite Falls Bridge #102 provides an essential route for residents living outside Granite Falls and in the communities of Verlot, Rabe Valley, and Silvertown. If the bridge were to fail or close, the detour route is 94 miles. Part of this 94-mile route is closed during the winter months and is built to minimal forest service standards. A closure would prevent or delay imperative emergency services; the County cannot afford to wait until the disaster falls before taking action.

I would like to request your consideration and selection of this necessary project.

Sincerely,

[Signature]

Dave Somers
County Executive
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July 12, 2019

The Honorable Elaine L. Chao
Secretary, U.S. Department of Transportation
1200 New Jersey Ave SE
Washington, DC 20590

Dear Secretary Chao:

Thank you for considering the BUILD Grant for Granite Falls Bridge #102 Replacement project, a critical Snohomish County project. The Public Works Department is responsible for over 200 bridges of which Granite Falls Bridge #102 is the largest and one of the last needing replacement.

If Snohomish County is awarded the BUILD Grant for Granite Falls Bridge #102 Replacement Project, our Public Works Department is prepared to match 27% of the total project costs with our local County Road Fund. As of this application, we have expended almost $4 million of County Road Funds for evaluating alternatives, preparing plans, initiating federal and state environmental procedures, and engaging in preventative measures to ensure the safety of the existing bridge. We will also be applying for other state and federal grants.

This letter is provided as documentation of the financial commitment from Snohomish County Public Works. The County is committed to providing its share of the project cost as the BUILD program is the only viable option for funding a project of this size in a rural location.

Sincerely,

Steven E. Thomsen, P.E., Director
Snohomish County Public Works
# TABLE OF CONTENTS

I. Project Description .............................................................................................................................. 1

II. Project Location ....................................................................................................................................... 8

III. Grant Funds and Sources and Uses of Project Funds ............................................................................ 10
   (A) Project Costs .................................................................................................................................. 10
   (B) Source and Amount of Eligible Project Costs .................................................................................... 10
   (C) Non-Federal Fund Documentation of Commitment ........................................................................... 11
   (D) Non-Federal Match Source Information for Federal Funds .............................................................. 11
   (E) Budget ............................................................................................................................................ 11

IV. Selection Criteria .................................................................................................................................... 11
   (1) Primary Selection Criteria ................................................................................................................. 11
       (a) Safety .......................................................................................................................................... 11
       (b) State of Good Repair ..................................................................................................................... 12
       (c) Economic Competitiveness ........................................................................................................... 13
       (d) Environmental Sustainability ........................................................................................................... 14
       (e) Quality of Life .................................................................................................................................. 15
   (2) Secondary Selection Criteria ........................................................................................................... 15
       (a) Innovation ....................................................................................................................................... 15
           (i) Innovative Technologies ................................................................................................................ 15
           (ii) Innovative Project Delivery ......................................................................................................... 16
           (iii) Innovative Financing ................................................................................................................ 17
       (b) Partnership ................................................................................................................................ 18

V. Project Readiness .................................................................................................................................... 20
   (a) Technical Feasibility .......................................................................................................................... 20
   (b) Project Schedule ............................................................................................................................... 22
       (1) Obligation of PE/CN BUILD Funds ................................................................................................... 23
       (2) Construction Readiness and Funds Expended Deadline ................................................................ 23
       (3) Right-of-Way Acquisitions/Readiness ......................................................................................... 23
   (c) Required Approvals .......................................................................................................................... 23
       (1) Environmental Permits and Reviews .............................................................................................. 23
           a. NEPA Status ................................................................................................................................... 24
           b. Reviews, Approvals, and Permits from other Agencies .................................................................. 24
           c. Environmental Studies ................................................................................................................... 25
           d. WSDOT Environmental Compliance ............................................................................................. 25
           e. Public Engagement ........................................................................................................................ 25
       (2) State and Local Approvals ............................................................................................................. 26
       (3) Federal Transportation Requirements Affecting State and Local Planning .................................. 26
   (d) Assessment of Project Risks and Mitigation Strategies .................................................................... 27

VI. Benefit Cost Analysis .......................................................................................................................... 27
Granite Falls Bridge #102 Replacement (Snohomish County) Washington

Attachments: Granite Falls Bridge #102 Funding Webpage

I. Project Description

Granite Falls Bridge #102 is approximately 1.5 miles northeast of downtown Granite Falls in a rural area of Snohomish County, Washington. The 340-foot long steel arch truss bridge was built in 1934. It carries Mountain Loop Highway (MLH) traffic consisting of residents, workers, school buses, freight and tourists at 90 feet above the South Fork of the Stillaguamish River.

This bridge replacement project is the highest priority in Snohomish County because of the potential failure due to the condition of the bridge and its age of 85 years. Normal design life of this type of bridge is approximately 75 years. Bridge #102 is structurally deficient and has a rating of 52.4 out of 100 as of June 2018, one of the lowest in Snohomish County. Bridge #102 provides critical access to the Mount Baker-Snoqualmie National Forest (MBSNF). Because this bridge is of strategic importance, and the only available detour route is approximately 94 miles long and open only in non-winter seasons, traffic across the river must be maintained. This alternative route results in lost time, lost value, higher rate of diesel-related emissions and increased safety conflicts. The highway is an important economic and recreational corridor – vital to the Puget Sound Region. The highway carries a considerable volume of car and heavy truck traffic and is the only viable route to transport the region’s quarry products and lumber to the Puget Sound area markets. Gravel quarries to the north contribute much of the truck traffic that crosses the bridge. Future developments at these quarries are expected to produce an associated increase in truck traffic. Granite Falls Bridge #102 is also the “Last Mile” connection between the MBSNF to freight corridors State Route 92 and State Route 9; both on the National Highway System (NHS).

Purpose and Need

Snohomish County has applied for several TIGER/BUILD grants for this Bridge Replacement project. The applications have passed all of the technical reviews and forwarded to the United States Secretary of Transportation as a “highly recommended” project. This year, we have included a very detailed BCA, which shows a 69 to 1 Benefit Cost Ratio.

Granite Falls Bridge #102 was first recommended for replacement in the 2012 Snohomish County Public Works Annual Bridge Report due to the following:
Transportation Challenge I – Insufficient in Serving Current Needs

This rural bridge was constructed in 1934 to support the timber and logging industry during a time when logs were transported one-by-one on trucks. Although the structure is over eighty-five years old, it is actually the third version of the bridge. Significantly, each replacement was in response to changing economics; including levels and types of usage that it served. Since the opening of the current structure, design technology has evolved. New industries such as aggregate mining, recreational uses, and tourism have emerged and new economic demands in the region have increased.

The travelled way is only 20 feet wide from face-of-curb to face-of-curb. Class 8 trucks, or a truck and school bus, need to wait on either end of the bridge for similarly sized vehicles to pass in the opposite direction. The sidewalks on either side are not ADA compliant and are too narrow to accommodate non-motorized transportation such as bicycles and pedestrians. Finally, Federal Highways no longer accepts the construction methodology using a hinged steel truss; thus, none of the foregoing problems would be eliminated by simply widening the bridge.

The existing rural bridge is 85 years old, functionally obsolete, and was classified ‘structurally deficient’ by the State of Washington in 2008. Concerns with the existing structure include: 1) Narrow lanes that result in safety concerns, 2) A limit of one truck at a time on the bridge, 3) About 620 trucks per day use the bridge on average, and 4) fracture-critical nature of structure.

Finding a crack in a fracture-critical element would cause the structure to close for evaluation and/or repair. Failure of the structure would require a 94-mile detour, and the detour is available only in the non-winter months. A new replacement bridge needs to be constructed soon, before the existing structure can no longer support traffic. Snohomish County has determined that the existing bridge cannot be depended on to meet the area’s transportation needs in the coming decades.

Transportation Challenge II – Functional Obsolescence is increasing in the face of a changing economy and demographics

Bridge #102 provides the gateway to the Mt. Baker-Snoqualmie National Forest (MBSNF) and is located less than two hours away from a major urban metropolitan area. It is one of the most closely situated National Forests with Wilderness areas (Boulder River) to a major metropolitan area. The bridge and corridor provide access to homes, vacation properties, sand and gravel quarries and logging operations, as well as Forest Service campgrounds, interpretive sites, mountain biking routes, hiking trails and other outdoor recreation activities in rural areas on the eastern side of the bridge.
In the past, the economies of Granite Falls and Darrington areas were heavily dependent on logging and lumber manufacturing. The rural communities have been trying to diversify their local economies to increase tourism and recreation. Access to the recreational sites is an important part of the desired recreational experience for both residents and visitors. The Mountain Loop Highway (MLH) will continue to be central to the economic goals of Snohomish County, Granite Falls and Darrington. Job creation, tourism, recreational opportunities, timber harvest, and mining will continue to be tied to the rural communities that are geographically situated to take advantage of the corridor.

Census Track 7 in the Federal Tax Cuts and Jobs Acts of 2017 includes the Mountain Loop Highway and the MBSNF in the Snohomish County Opportunity Zones. This will be beneficial for both Darrington and the Granite Falls economies, especially along the Mountain Loop Highway.

The Puget Sound Metro area is one of the fastest growing in the United States. The average age of new residents is under 40 with above-average incomes. Recent studies by the State of Washington Recreation Conservation Office indicate that recreational opportunities available in MBSNF are consistent with the top ten most popular outdoor activities in the state with day hiking and backpacking leading the way. Studies indicate that over 40% of the state population participated in these same activities. The fact that this district of MBSNF also contains wilderness has been shown to add small percentages to these same numbers. Thus, while heavy truck traffic is high during the weekdays (750+ in 2018), personal and service traffic has escalated to over 5,000 vehicles/day and as much as 6,000+ on the weekend during the summer.

The rural bridge is also on a school bus route. The Granite Falls School District provides transportation for students on the Mountain Loop Highway. According to the District, during the 2018-2019 school year, there were approximately 220 students picked up in the morning and 213 driven home in the afternoon with an average of 42 daily school bus trips across the bridge. The population of the Granite Falls area is expected to increase substantially between now and 2035, which will result in additional school bus usage of the bridge. As a recent example, there was a 23% increase in the number of trips across Bridge #102 from 34 in 2017/2018 to 42 in 2018/2019.
It is important to note that, based on data provided by the Snohomish County Search & Rescue (SAR) calls on the Mountain Loop Highway, which the rural bridge accesses account for 25% of all SAR calls in the County. Closure or failure of the bridge would essentially land-lock these missions if they occur in the winter months due to closure of Barlow Pass during that time.

**Transportation Challenge III - Functional Obsolescence is Jeopardizing the USFS Mission in the Mount Baker Snoqualmie National Forest**

The phrase, "Land of Many Uses" captures the Forest Service’s mission. As set forth in law, the mission is to achieve quality land management under the sustainable multiple-use management concept to meet the diverse needs of people. As noted earlier, the rural bridge is the gateway to popular recreation activities. While it is presently serving the increasing traffic levels, it is inhibiting expanded accessibility and other forms of outdoor recreation. For example, the current facility does not support expansion of mountain biking due to the narrow sidewalks and narrow shoulders at each end. Mountain biking is a growing outdoor activity. Another example is the Scenic Byway status. The Mountain Loop Highway had been designated as a Scenic Byway in 1991 but has since been dropped from the list due to several factors. Neither the bridge, nor the highway can be considered for national Scenic Byway status due to the geometrics of the bridge and the roadway. Scenic Byways have an attraction component unique to themselves and offer the additional benefit of opening the highway to people with disabilities. For this and other reasons Snohomish County and management of the MBS Forest Service have formed a partnership to study further uses and improvements to the Mountain Loop Highway and subsequently to pursue mutually beneficial capital projects that make the highway more usable for people of all ages and abilities. The Mountain Loop Highway begins at Bridge #102.

**Project Details**

The project consists of replacing the existing rural Granite Falls Bridge #102 with a new bridge and removing the existing bridge.
The proposed Bridge #102 Replacement project will fulfill its purpose and need through the following details:

A. **Transportation**
The proposed bridge will have two 12-foot lanes, two 5-foot shoulders, and two 5-foot-6-inch sidewalks making it wide enough for construction trucks and large vehicles to cross concurrently without having to wait as well as providing multi-modal access.

B. **Bridge Strategic Value**
The mission of the US Forest Service (USFS) is to achieve quality land management under the sustainable multiple-use management concept to meet the diverse needs of people. As noted earlier, the rural bridge is the gateway to popular recreation activities and natural resources critical to the regional economy. Moreover, the majority of emergencies to which the Snohomish County Sheriff’s Office and the Search and Rescue Units respond to occur between Granite Falls Bridge #102 and Barlow Pass, which is closed in the winter. Thus, the bridge is not only economically important to the regional economy, it is the only year round access to emergency responders. While it is presently serving increasing commercial and recreational traffic levels, its early 20th century design and structural issues and the potential loss of the bridge, even for minor structural repairs, will inhibit or prevent the mission of the USFS, and limit access to essential natural resources and emergency responders.

The proposed bridge will be designed and built to current, 21st Century engineering design standards. The life expectancy of the new structure is 75 years. Hence, the bridge will become a reliable economic link between all USFS activities, commercial and recreational, and the greater Puget Sound Area for decades. The new Granite Falls Bridge #102 will improve long-term efficiency, reliability and costs in the movement of workers and goods.

**Expected Project Users**

**Average Daily Traffic (ADT)**
Attached and documented traffic data has shown that the bridge has varying degrees of use depending on the time, day, and month of year. On average, there is approximately 5000 vehicle trips/day. Peak daily trip counts reach up to 6,700 in the summer months. In 2018, there was an average of 756 heavy vehicle trips, including heavy trucks and school buses, per day on the bridge. Based on information from current, long-term permits, this traffic provides at least $86.4M/year in building material that is destined for major metropolitan areas.

**Local-are Residents**
According to the 2010 Census, there are approximately 3,525 residents in Granite Falls and 1,385 residents in the Town of Darrington. Residents, truck drivers, bus drivers and tourists perceive a safety concern due to the narrow bridge. Snohomish County is one of the fastest growing counties in the United States. It is expected that the county will see a population increase of 250,000, or 33%, in the next 20 years. To put this in perspective, the increase in population that the county must accommodate is roughly the same size as St. Petersburg, Florida, or Buffalo, New York.
Mining and Timber Industries
In 2015, there were an estimated 1,069 workers in the Granite Falls and Darrington areas that commute in from the outside, and 3,679 workers living in the rural areas that commute elsewhere for work. Only 254 live and work in the area*. According to the Washington State Employment Security Department, in 2017, the quarries and logging-related operations utilizing the crossing at Granite Falls employed over 260 workers with average wages of over $62,000/year; their annual payroll was over $16.4 Million** *(U.S. Census Bureau; Longitudinal Employer-Household Dynamics, OnTheMap **Employment Security Department, U.S. Bureau of Labor Statistics; Quarterly Census of Employment and Wages)

Emergency Services – Fire and Search and Rescue (SAR)

Granite Falls Fire District 17 has five grids east of Bridge #102, which constitutes five square miles of their 38.5 square mile district. The response area continues east on the Mountain Loop Highway to the bottom of Sand Hill; however, they also provide coverage in the outlying area in conjunction with Robe Valley Fire District 23. They average 165 fire and aid calls per year.

Snohomish County Sheriff’s Office Search and Rescue (SAR) Unit’s use of the Granite Falls Bridge #102 on the Mountain Loop Highway is paramount.

A bridge that is in good condition is critical to life-saving efforts of Emergency Response Teams. Over the last five years, the Snohomish County Sheriff’s Office reports that there have been 84 collisions involving 111 vehicles within 25 miles of Bridge #102 along the Mountain Loop Highway. Three crashes involved a total of five fatalities. There were six serious injuries and another 49 injuries of unknown extent. Only three accidents and four injuries can be attributable directly to the Bridge. For the remaining 81 incidents, the closure of Bridge #102 would prevent timely emergency response to the victims. It is estimated that potentially all six serious injuries could have led to fatalities if emergency response was not able to respond by crossing Bridge #102. If these lives were lost, the societal cost of the resulting fatalities would exceed $36M.
In addition to these traffic accidents, Snohomish Search and Rescue Teams have responded to 290 incidents (missions) in the five-year period from 2013-2017. These responses required an estimated 4,322 round trips across the Bridge involving 580 Sheriff’s Search and Rescue Teams and an additional 3,742 trips by volunteers. These incidents accounted for 17,033 mission hours responding to incidents access by the Mountain Loop Highway.

Recently retired Snohomish County Sheriff’s Office Sergeant Danny Wikstrom, who was at the helm of SAR and Air Ops Unit for more than 20 years, stated “It is my opinion that the vast majority of emergency SAR, Fire and Law Enforcement responses in the Darrington USFS District require the use of the MLH between Granite Falls and Darrington. In particular, the Mt. Loop Highway route between Granite Falls to Barlow Pass which sees the greatest amount of activity, including hiking, climbing, camping, and sight-seeing. The large volume of visitors to these areas generates the highest volumes of calls for emergency services, in contrast to other areas of the Darrington USFS District that do not use the Mt. Loop for access.”

**Tourism**
Supporting growing tourism and recreational use is economic development. Visitors in Washington State spent $21.4 billion in 2016, accounting for $1 Billion in tax revenues and created 177,000 jobs. Snohomish County visitors spent $1.04 Billion, creating 10,850 jobs. The Mountain Loop Highway is very popular and featured in many outdoor publications and focuses on the recreational opportunities in the national forest such as hiking, fishing, snowshoeing, whitewater rafting, mountain climbing and camping. Much of the County’s outdoor recreational opportunities are in this area.

Mountain Loop Highway is one of the main routes to and through the Mt. Baker-Snoqualmie National Forest (MBSNF) – one of the most visited National Forests in the country, according to the U.S. Forest Service website [http://www.fs.usda.gov/mbs/](http://www.fs.usda.gov/mbs/). According to the 2017 update of the State of Washington Recreation & Conservation Office update to the state recreation plan, seven of the top-10 outdoor recreation activities in Washington are available at locations accessed by the Mountain Loop Highway. These include: walking in a park or trail-setting (84%), visiting rivers or streams (66%), gathering or collecting things in a nature setting (54%), day-hiking (53%), sightseeing at a scenic or wilderness area (51%), wildlife or nature viewing (50%), and swimming/wading at a freshwater beach (50%).

In 2014, the Verlot Public Service Center, located 9.8 miles east of Bridge #102, was the most visited public information site in Snohomish County. In 2015, the US Forest Service collected data at trailheads immediately off the Mountain Loop Highway or that are served by the Mountain Loop Highway, and reported that there were 61,566 visitors. Use of the Mountain Loop Highway by recreational users is growing by 2-5% per year. This creates additional congestion and potential conflict at the Granite Falls Bridge #102 bottleneck.
**Prior Investment**

Granite Falls Alternate Route (GFAR)

The Granite Falls Bridge #102 Replacement Project connects with and complements, but has independent utility from, an earlier project on the same freight corridor, the Granite Falls Alternate Route (Please see Attachment: Map 4). This project was completed in 2011 and administratively reviewed and accepted by WSDOT in 2012. GFAR had substantial federal funding; approximately $8 Million. Federal fund sources included ARRA, Demonstration, Discretionary and STP. In addition, the project had substantial state support through the Freight Mobility Strategic Investment Board and private funding of over $1 million from quarry operators dependent on the bridge for product delivery. The corridor is now called Quarry Road and routes approximately 1200+ heavy trucks per day rather than through the community of Granite Falls. The Granite Falls Bridge #102 Replacement Project will be aligned to intersect with Quarry Road such that truck traffic in both directions can safely maintain optimum operating speeds to and from the quarries while allowing private and other small vehicles to travel as well.

Investment by Snohomish County and multiple funding partners in the Granite Falls area has been extensive. Over $31 million dollars has been spent in the past two decades on the transportation infrastructure serving Granite Falls from Granite Falls Bridge #102 to SR 92. These investments include over $25.53 Million on GFAR (Quarry Road). A roundabout was also constructed along Quarry Road where Jordan Road and Engebretson Road join it for an additional $2.38 Million. Approximately $2.57 Million was invested on rehabilitation of the existing Bridge #102 to help extend its useful life. The County has invested local funds to coordinate the interdisciplinary project development, including completion of the 30% design.

**II. Project Location**

Granite Falls Bridge #102 is located approximately 1.5 miles east of the City of Granite Falls, Washington, at the coordinates of 48°06’12” N, 121°57’12”W, in the County of Snohomish, and carries Mountain Loop Highway traffic over the South Fork Stillaguamish River.
Granite Falls Bridge #102 is a rural transportation project that is vital for its contribution to major freight corridors and as a necessary connection between rural communities. This bridge provides direct access to the Mountain Loop Highway (MLH) and the Mount Baker-Snoqualmie National Forest (MBSNF). It is a key through-route for transport of construction materials including timber, gravel and aggregate resources critical to the Puget Sound Region via a T-2 freight route on the Granite Falls Alternate Route (GFAR) (Please see Attachment: Map 4 - GFAR).

The MLH is used for recreational opportunities and tourism, and for residents in the rural townships of Verlot, Robe Valley, and Silverton. If the current 85 year old bridge was to fail, the effects would be devastating to residents and to the local economy as the detour route is 94 miles long and takes approximately three hours one way. In the winter months, the portion of the Mountain Loop Highway, which leads to the Town of Darrington, is closed and part of it is built to minimal forest service standards. This same highway was used for local residents as a secondary detour after the SR530 Landslide (March 2014 Presidential Disaster Declaration) to access the Town of Darrington.
III. Grant Funds and Sources and Uses of Project Funds

(A) Project Costs

Snohomish County is requesting $18.04 Million, 73% of the total remaining project costs, in BUILD federal dollars to fund this bridge replacement project. Remaining total costs include completion of final design to ready to advertise/award status with the following approvals by the Washington State Department of Transportation (WSDOT): NEPA Categorical Exclusion, Right of way Certification and Plans Specs & Estimate. Total costs for this project are summarized in this table. Costs incurred to date for design activities are included for informational purposes but are not part of this application. Design will not proceed any further without additional funding.

(B) Source and Amount of Eligible Project Costs

As noted in the table above, the total estimated project cost for this application is $24.722M. Our BUILD grant request is for $18.04M (73%), and our local match is $6.68M (27%). Sources and uses of funds for the project are detailed here:

Source and Use Summary

Grant Management: Grant funds will be managed by Snohomish County Public Works Department Program Planning, which manages transportation and other externally funded projects throughout the County, including grant funds disbursed by multiple federal agencies.

A detailed cost estimate for the project is attached. The grant applicant may request a pre-award agreement to include all eligible costs incurred after grant award, but before obligation, for any final design engineering required before obligation to ensure the County meets their proposed match spent on future eligible costs.
(C) Non-Federal Fund Documentation of Commitment
Please see Attachment: Funding Letter. $6.68M is committed from Snohomish County.

(D) Non-Federal Match Source Information for Federal Funds
Snohomish County Road Fund as referenced in the attached Funding Commitment Letter. As shown in the table below, 74% of the County Transportation Improvement Plan is non-federal.

<table>
<thead>
<tr>
<th>2019-2024 County TIP (in $1000s)</th>
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<tbody>
<tr>
<td>Federal</td>
</tr>
<tr>
<td>Non-Federal</td>
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<tr>
<td><strong>Total</strong></td>
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(E) Budget
Please see a more detailed budget in Attachment: Estimate.

IV. Selection Criteria
(1) Primary Selection Criteria
(a) Safety
Due to its rural location, the existing structure is presently a low volume and, hence, a low incident facility. The safety improvements associated with this application are preventive, rather than corrective in nature. As has been noted, the current structure does not meet current design standards for either accident prevention or incident impact mitigation. The fact that there have been no serious incidents is largely attributed to the fact that users are generally familiar with the bridge. For example, the one-truck/bus-at-a-time characteristic is self-monitored. However, regional projections assume that both industrial and personal traffic will increase steadily through 2040. Local data already demonstrates that the Granite Falls area is one of the most rapidly growing in Snohomish County. Thus, the familiarity with the roadway and the bridge that has helped keep the accident rate manageable will decrease while the opportunity for accidents increases. This trend has two major potential types of implications: on the structure and off.

Comparing the existing and proposed structures, simply stated: a minor incident on the proposed structure is easily a major incident on the existing structure and vice versa. Barring a catastrophic, head on collision between two large vehicles on the proposed structure, the incident could be quickly cleared at least sufficiently to resume traffic flow for personal and moderate sized vehicles, significant damage to the structure itself is unlikely. In the case of a side swipe incident, the most likely, the deflected vehicle would be safely captured by the shoulder buffer, higher curb and bridge railing. On the current structure, a serious deflection would easily result in the lighter vehicle being completely thrown through the railing and into the river ninety feet below. It important to note that Washington State’s Highway Safety Plan identifies three major contributors to incident risk on a rural two lane major arterial: 1) run-off the road; 2) lane encroachment resulting in head on collision and; 3) rear-end collisions due to abrupt stopping. All three characteristics are present in the current geometry of the Granite Falls Bridge.
Off the bridge, the potential impacts appear less dramatic but have serious implications nonetheless. In addition to the incident response situations described above, the bridge structure is defined as “fracture critical”. This means that a fracture in one or more of the members may require a full closure of the structure which would be devastating to residents and to the local economy as the detour route is 94 miles long and takes approximately three hours one way. (Please see Attachment: Map 3 - DETOUR). In the winter months, the portion of the Mountain Loop Highway which leads to the Town of Darrington is closed and part of it is built to minimal forest service standards. As has been described, a serious accident on the present bridge could close the bridge, at least to heavy truck traffic for one day, more if there was structural damage which is a real possibility on the current structure. While a lane for personal vehicles could be cleared relatively easily, this does not account for what kind of vehicles larger than personal cars would be permissible. For example, information from the Snohomish County Sheriff’s Office indicates that emergency vehicles, including Search & Rescue used the bridge over 900 times. Granite Falls Fire District 17 is also stationed on the near side of the bridge; the District responds to an average of 165 incidents across the bridge annually. What is not available in these statistics is what vehicle types comprised these trips and whether they would be able to move the appropriate equipment across the river in essential response time. The proposed project eliminates this issue by providing a geometry that is designed to keep the structure open under almost all circumstances.

(b) State of Good Repair

With the no-build scenario, the attached Benefit Cost Analysis model shows an additional $34 million in road preservation and maintenance costs will be spent in the 20-years post construction based upon the net increase travel mileage of 284 million miles due to the length of detour and travel choices when access across the bridge is unavailable to travel.

The rural project is consistent with relevant plans to maintain transportation facilities or systems in a state of good repair and address current and projected vulnerabilities. Snohomish County Public Works Department is responsible for over 200 bridges including Granite Falls. Only four remain to be rehabilitated or replaced to meet current standards. As noted earlier in this application the project constitutes the final link between major resource areas to the east for strategic building materials and the state and interstate systems through which these materials are delivered. It aligns the structure with the Granite Falls Alternate Route (GFAR) project (Please see Attachment: Map 4 - GFAR) which connects with these systems to maintain reliability and travel time. The current structure cannot be retrofitted to correct width, stress or seismic criteria due to its structural type and age. It is important to note that this project is the “last mile” connection to the regional freight system; the connection at Granite Falls is considered a Regionally Significant Project in the Metropolitan Transportation System and the Regional Freight Strategy. The critical nature of this link and regional policy support can be found in Transportation 2040, Appendix J, which is the regional transportation plan for the Puget Sound Region, prepared and adopted by the Puget Sound Regional Council, the Metropolitan Planning Organization. (Please see Attachment: Map 1 – VICINITY).
Replacement of the current bridge with a structure meeting 21st Century standards will ensure resiliency of the transportation system and reduce annual maintenance costs. More detail is contained elsewhere in this application but in summary, the current structure is: a) not seismically adequate; b) inadequate for the volume and type of traffic; c) very inadequate for pedestrian and bicycle access and therefore, non-ADA compliant. Moreover, the concrete deck has a high salt content and is nearing the end of its useful life. If the bridge is not replaced the deck will need to be completely replaced within the next ten years at an approximate cost of $2.5M; this is a current (2019) estimate.

From a maintenance perspective, because of the geometry/design, the Road Maintenance Division spends an average of $5,000/year repairing truck damage to the curb and guard rails. In addition, the following average annual maintenance costs in 2019 dollars will be avoided: a) pressure washing - $8,000; b) grind/repair deck surface - $8,000; c) apply/sweep sand - $7,000 and; d) repair/replace expansion joints - $2,000/yr. Total average maintenance costs avoided total over $600,000 (2019) given that the proposed structure will not need any of the foregoing for twenty years.

Regarding deck replacement and expansion joint replacement, it is important to note that, while the replacements can be completed one lane at a time, this will add dramatically to the increasing bottleneck created by current traffic levels; the 94-mile detour identified elsewhere in this application is not a practical option.

The BUILD grant will fully capitalize the project and construction can be initiated and completed per the Schedule of this application. The new bridge will be incorporated into Snohomish County’s Asset Management system to be inspected and maintained per standard engineering practice and as prescribed by federal regulations.

(c) Economic Competitiveness

Construction of the bridge identified in this application will contribute to the economic competitiveness of the United States over the medium to long-term and ensure preservation of good paying jobs. It is helpful to understand the context of this bridge and its major economic characteristics in a regional framework. The Puget Sound Regional Council has identified that construction aggregates, the primary resource output of this area, constitute the largest single product moved by truck in the Central Puget Sound Region. The most recent data available indicate that, in 2010, the volume of this commodity totaled 35 Million tons. By 2035 this tonnage is projected to increase to approximately 42 million tons. The quarries served by this bridge account for 10 – 15% of that trade and transport. This is projected to increase as permits for mining within a competitive distance from major metropolitan areas become more difficult and expensive to obtain due to encroachment from residential development and/or the depletion of resources. The quarries using this bridge are advantageously insulated from those limitations. First, new or renewed permits have been issued for 26 years for those quarries using the bridge.
Second, these quarries have been designated Mineral Resource lands consistent with the Washington State Growth Management Act; as such, encroachment by incompatible uses is prohibited under the County’s Comprehensive Plan. In addition to mineral resources, management of the MBSNF has written a letter of support for replacing Bridge #102 as a decision was made on the South Fork Stillaguamish Vegetation Management Project which will thin between 2100 to 3600 acres of timberland over a ten year period.

Access/egress via the Granite Falls Bridge is the preferred and most cost efficient route. According to the Washington State Employment Security Department, in 2017, the quarries and logging-related operations utilizing the crossing at Granite Falls employed over 260 workers with average wages of over $62,000/year; their annual payroll was over $16.4 Million. Replacement of the bridge will ensure adequate, efficient transport capacity for the foreseeable future for a metropolitan area with $36B worth of construction underway or permitted. The crossing at Granite Falls is truly an economic lifeline for the economic success of the Region. (Please see attached Economic Alliance Plan and Flyer)

While heavy trucks account for approximately one-third of the traffic on average, a reliable crossing at the current location benefits recreational traffic as well. The importance of a reliable crossing to the Granite Falls School District has already been discussed. In addition, a recent (2017) analysis of the Mount-Baker Snoqualmie National Forest estimated that the non-extraction component of the Forest’s operation contributed 1400 full time jobs and over $60 Million to local economies.

(d) Environmental Sustainability

Snohomish County is making government operations more environmentally and economically sustainable. Through a combination of policy development, adjustments to existing programs and processes, and projects that produce results, the County is working across departments and agencies, including continued coordination and collaboration with local tribes, to implement change. We have a Sustainable Operations Action Plan, an Environmentally Preferable Purchasing Policy and monitor our Benchmark and Progress Reports. Snohomish County Public Works operates in a sustainable manner that allows new solutions to be developed in environmentally and socially responsible ways, while striving to deliver services and infrastructure which citizens expect, with the best economic choice in the long run. Granite Falls Bridge #102 Replacement project will follow environmentally sustainable design and construction best practices. The proposed project implements this approach.

The proposed structure will be designed to current seismic standards. This ensures it stays open, even following a major seismic event and thus prevents the detour situation previously described. The environmental benefit to this approach is that diesel emission related air quality impacts remain at minimum levels as trucks will continue to use the most energy efficient route. Maintaining air quality is a major environmental benefit. This same analysis applies to serious incidents on the bridge. Even a serious collision would only
close the bridge for one day and would not inflict long-term structural damage; again, this ensures availability of the most energy efficient route to market. Comparing this situation to the current structure, serious collisions would be cleared more slowly due to geometry and load bearing capacity. Structural damage is highly likely and repairs are difficult and time consuming to implement because of the structural type and multiple potential failure points.

The current alignment is not environmentally friendly. It does not avoid or protect wetlands or wildlife habitat. The NEPA evaluation for the proposed project is underway. Critical habitat, including wetlands, has been mapped along with potential cultural resources; avoidance, protective and mitigation measures have been developed. These measures have been incorporated into the design and cost estimate to ensure their long term viability with inclusion to prevent debris from falling into the river. Storm water run-off from the present structure is currently unmanaged; the new structure will capture storm water run-off and dispose of it according to current codes. The location of the project, in a National Forest and over a river, requires consultation with multiple agencies; this process has been initiated and will result in environmentally sustaining features and actions being incorporated into the design and construction.

(e) Quality of Life
The project, as described in the application will create a safer and more non-motor friendly crossing at this location. This is important as access to the MBSNF and the nearby Washington State Department of Fish and Wildlife facility is also completed on foot and by bicycle. The project will contain ADA compliant sidewalks as opposed to the existing structure and will include widened shoulders, sidewalks, and a pedestrian lookout to improve safety between motorized and non-motorized users. This will improve non-motorized access to the City of Granite Falls as well. It is important to note that mass transit service for this part of Snohomish County terminates at Granite Falls and there is no plan to extend service to the dispersed population on the far side. People wishing to, or having no alternative to, using mass transit will have a safe opportunity to cross the bridge. From a larger perspective, the project will contribute to the regional quality of life for the long term, by providing access to the recreation opportunities discussed in this application.

(2) Secondary Selection Criteria
(a) Innovation
The project employs innovative strategies, tailored to the context of the bridge’s location, purpose and need, in the areas of civil/structural engineering, project delivery and financing. These are discussed in more detail below.

(i) Innovative Technologies
The project proposed in this application is innovative in its project development processes. In addition, the proposed bridge design implements several innovative design methods which either reduce or self-mitigate environmental impact, or reduce the use of construction material. Conduit will be installed under the bridge for future broadband and high speed networks.

The project development process is based upon context sensitive design. Three technically viable construction types and locations were developed and peer reviewed by
Some innovative design methods used in the preferred alternative include, but are not limited to:

- 3-dimensional rock bolting to reduce the amount of rock excavation next to the river
- Long span alternative to remove intermediate foundations off the steep rock slopes
- Octagonal shaped spread footings to fit skew/reduce rock excavation next to river
- Use of Grade 80 reinforcement bars to reduce the amount of steel in the footings
- Designing for user experience by including pedestrian lookouts on both bridge sides

The project is also significant in that it builds upon and completes an effort initiated in 2009 using early stimulus funding. In 2009 Snohomish County helped the community of Granite Falls design, fund and construct the Granite Falls Alternate Route project. This project is now complete; it routes heavy truck traffic around rather than through the community on a facility that is safer as well as less disruptive of the community. In fact, downtown Granite Falls is experiencing something of a renaissance as heavy trucks are no longer traversing its main thoroughfare. Substantial Congressional and State support was also made available with ARRA funds. The Granite Falls Bridge #102 Replacement project proposed in this application is designed and aligned to intersect with the Granite Falls Alternate Route Project to efficiently move heavy trucks around the community to intercept with SR 92 and channel them towards the Puget Sound Metro Area.

Finally, when the new structure is constructed, it will be added to the Snohomish County Public Works Department Asset Management System. This system will employ GIS technology to map and track the condition of critical structures. It will also integrate rigorous maintenance standards and records with historical and environmental information on an asset specific rather than program general basis.

(ii) Innovative Project Delivery

Snohomish County will employ three innovations to expedite project delivery. The ability and experience to utilize them derive from Snohomish County’s status as a Certified Agency, declared competent by WSDOT to develop and manage its own projects from identification to acceptance/close out through a stewardship agreement. In the case of Granite Falls Bridge #122, this offers excellent opportunities to accelerate construction. For example, the project is at the 30%+ design stage; at no point does this design have to be reviewed or approved by WSDOT and is sufficient to initiate the NEPA process. Under a negotiated agreement with WSDOT, the NEPA process can be initiated even before the project is adopted in the STIP. WSDOT can then approve NEPA through a Categorical Exclusion checklist once the project is adopted into the STIP. Concurrently, the County employs a large environmental staff with extensive expertise in direct resource agency consultation, permitting and coordination with WSDOT environmental staff to have all pertinent permits in-hand or satisfactorily progressing to advertise. For this project, we have assumed that if selected and notified by November of 2019, NEPA and related design will be initiated as described above. It will be completed in time to advertise for construction within two years of project selection as shown on the Project Schedule.
Functionally, the foregoing is supported by the strategy that the existing bridge will remain open during construction. Thus, no additional environmental complications will arise due to a temporary detour being incorporated into the Area of Potential Effect. This not only simplifies the NEPA review, it also ensures that economic activities that benefit County businesses and the MBSNF will remain in operation.

(iii) Innovative Financing
BUILD Grant funds will be utilized to complete final design, including NEPA and ROW permit acquisition, construct the replacement and remove the existing bridge. Replacement of the bridge is difficult to fund with grant funding sources other than BUILD; because of the construction methodology of the existing bridge, which is no longer accepted by the ASCE, replacement is the only option for federal assistance thus, precluding renovation.

The Washington State Growth Management Act compels the County to prioritize County transportation funding on transportation improvements in the unincorporated urban area over those in the rural area. The impact is that less than 5% of local transportation funding for the next six years will go to projects in the rural area. This means that funding for many roadway projects that are critical for rural economic development, such as the rural Granite Falls Bridge #102, must depend on outside funding sources. (See Census-Map 6)

MAP-21 eliminated the Highway Bridge Program as a stand-alone funding source for bridges. Instead, WSDOT allocates between $60-$70M biennially for existing local bridges. In Washington State, a local Bridge Advisory Committee (BRAC) recommends projects for WSDOT Local Programs Director approval. In 2017, BRAC awarded 37 bridge replacement grants. The BRAC funds ranged from $1 to $12 Million with the average award of $3.5 Million. More information on BRAC funding is available at: WSDOT Bridge Funding (BRAC)

The principal uses of the bridge are for resource extraction and recreation, including Wilderness activities (Map Attached). By definition, these uses are isolated and thereby have few potential direct contributors that can be specifically identified. However, because replacement of the structure accesses the Mount Baker Snoqualmie National Forest and serves its mission to provide for recreational as well as commercial uses, it is eligible for funding through the FHWA Western Lands Federal Lands Access Program. The County has pursued this source successfully. There is a feasibility study currently underway to evaluate improvements to the Mountain Loop Highway to improve the recreational experiences. Funding from this program will also fund the replacement of the Trout Creek Bridge on the Index-Galena Road, traversing the forest to the south. County and USFS management are discussing possible partnerships to jointly pursue resources for funding this and other infrastructure improvements. Four capital projects have been mutually identified to be submitted for FLAP assistance at the next call for projects.
(b) Partnership

Snohomish County’s Public Works Department employs approximately 600 employees and is responsible for the development and maintenance of the County’s transportation system, disposal of solid waste generated within all of Snohomish County, and control and management of surface water quantity and quality. The Roads Division is responsible for over 1600 miles of road and over 200 bridges.

Awards:

- 2019 AGC Build Washington Award, Associated General Contractors of Washington
- 2017 IRWA Project of the Year Award, International Right of Way Association
- 2016 WSACE President's Award, Washington State Association of County Engineers
- 2015 Best County Paving Award, Washington State Association of County Engineers
- 2016 Best County Paving Award, Washington State Association of County Engineers
- 2015 Roy Morse Award, Washington State American Public Works Association
- 2015 Build WA Construction Excellence Award, Assoc. General Contractors of WA
- 2015 APWA Public Works Project of the Year Award, American Public Works Assoc.
- 2014 WSACE President's Award, Washington State Association of County Engineers
- 2013 County Engineer of the Year, Washington State Association of County Engineers

Snohomish County will work directly with the Washington State Department of Transportation (WSDOT) through their Local Programs Office for administration of BUILD funds as well as with Puget Sound Regional Council, the local Metropolitan Planning Organization. Snohomish County has Certification Acceptance (CA) to manage Federal Highway Administration funds. Public Works staff is experienced at working with stimulus funds including ARRA.

Washington State
- Washington State Department of Transportation (WSDOT)

Metropolitan Planning Organization
- Puget Sound Regional Office (PSRC)

Additional Stakeholders
- United States Forest Service
- WA State Dept. of Natural Resources
- Frontier Communications, Verizon
- City of Granite Falls
- Fire, Police, and EMS Agencies
- WA State Dept. of Fish and Wildlife
- Snohomish County Public Utility District
- Comcast Cable
- City of Darrington

Quarries/Mines/Timber

Discussions with quarry operators and the USFS indicate a projected increase in activity in the mining and timber industries that transport building materials over the bridge. Freight traffic on the bridge is expected to increase as mines southwest of the bridge are closed due to declining material and urban growth pressure. Similarly, much of the land along the Mountain Loop Highway is owned by private timber companies. As with aggregates, the private timber owners are expecting future growth which is associated with the growth in the Puget Sound region. Both industries are strategically located to provide primary building materials to the I-5 corridor.
Quarry customers and destinations include The Port of Everett, including Naval Station Everett, WSDOT, BNSF, multiple local jurisdictions and private businesses building capital projects at various destinations throughout the greater Puget Sound area. For example, the Boeing 777X wing plant was receiving a truck from these quarries every six minutes during construction of the foundation. Aggregate products typically comprise approximately 60%, by volume, of the material in any large commercial building.

Due to the nature of what they produce and the cost of transport, these quarries cannot economically ship their product more than 50-75 miles. There is no viable alternative, over the long or even medium term, for shipping aggregate products to the Puget Sound Metropolitan Region; the only truck accessible detour requires a 188 mile round trip which is not sustainable for more than approximately four weeks before it is more effective for the quarries to temporarily shut down. The crossing at Granite Falls is truly an economic lifeline for the success of the Region. PSRC information visit: Transportation 2040 | Puget Sound Regional Council

Conversely, there are very few quarries within the 50-75 mile radius to make up the difference over the long term. Thus, the cost of aggregate products for the region can reasonably be expected to increase with the loss of the Granite Falls operations for a protracted period of time.

According to the Washington State Department of Natural Resources, on average, each Washington resident uses about 13.5 tons of aggregate per year. Demand can be linked to projected population growth. The cost of transport for aggregate doubles every 25 miles traveled by truck from the mine source. In 2010, Washington had 955 permitted mines.

Equally significant is the relationship between the Granite Falls area products and the national defense related facilities within the same geographic boundaries: Naval Station Everett, Whidbey Island Naval Air station and the Port of Everett. Mineral aggregate products from this area have been approved for use as Class I Railroad ballast as well as more commonly identified building materials. The region’s military goods movement system consists of the Strategic Highway Network (STRAHNET), Strategic Rail Corridor Network (STRACNET), military bases, and sea ports of embarkation (Transportation 2040...
Map D-8). Both projects, Granite Falls Bridge #102 Replacement and GFAR are efficiently connected to STRAHNET via SR92. Products from the Granite Falls quarries are used by national defense related facilities such as Naval Station Everett and Naval Air Station Whidbey Island.

**Letters of Support (Current/Past Applications) Attached**

**United State Government**
- Senator Maria Cantwell
- Congresswoman Suzan DelBene
- Senator Patty Murray
- United States Forest Service, Local Program

**Washington State/Regional**
- Washington Department of Transportation
- Puget Sound Regional Council

**Local Government and Other Agencies**
- Snohomish County Executive
- City of Arlington
- City of Darrington
- City of Granite Falls
- Economic Alliance of Snohomish County
- Port of Everett
- Granite Falls Fire District
- Granite Falls Historical Society
- Granite Falls School District Transportation
- Snohomish County Sheriff’s Office

**V. Project Readiness**

(a) **Technical Feasibility**
Snohomish County completed early planning and design for the Granite Falls Bridge #102 Replacement project. Early planning activities included conducting an Alternative Creation Workshop and the completion of a Type, Size, and Location Study Report (TS&L). To continue moving the Bridge #102 design forward, Snohomish County followed the TS&L with Phase I Design, consisting of final bridge type comparison selection, design-level geotechnical investigation, and solid 30% design plans. The Design Review Memorandum, 30% plans, Geotechnical Report and the Drainage Report are available for review on the Application Website www.snohomishcountywa.gov/3028.

**The TS&L Report**
The TS&L Report includes investigation and documentation on:


www.snohomishcountywa.gov/3028
The following information demonstrates the technical feasibility of the Granite Falls Bridge #102 Replacement project:

**Proposed Bridge Characteristics**

The design of the Granite Falls Bridge #102 Replacement is 30% complete and advancing towards 60% completion. For 30% bridge design plans, see Application Website www.snohomishcountywa.gov/3028. At this time, the proposed bridge characteristics include:

The replacement bridge will be wider and longer than the existing structure to meet current bridge standards. Current design plans include replacing Bridge #102 with a two-span steel plate girder bridge, 351 feet in total length (span lengths of 88 feet and 263 feet, measured south to north), with three piers. The new bridge section will have a total width of 45 feet (two 12’ lanes, two 5’ bike lanes, and two 5.5’ sidewalks on either side of the bridge) and will accommodate the horizontal curvature of the roadway using straight girders, which minimize the girder pick weights.

The end span steel plate girder segment will start at Pier 1 and cantilever out past the intermediate pier (Pier 2) 48 feet. The main span (Span 2) drop-in girder consists of two segments that are at-grade field spliced on-site just prior to erection. The superstructure depth, measured from top of bridge deck to the top of bottom flange, is 10 feet 6 inches.

The bridge span arrangement is not balanced and if unrestrained, the end of the girders at Pier 1 will want to lift off their bearings once the Span 2 girder segments are erected. This differs from the other concrete alternatives, whereby the girders have sufficient weight to prevent uplift from occurring at Pier 1. Therefore, a temporary hold-down assembly is required to transfer the uplift forces directly to the substructure elements of Pier 1. From a permanent perspective, to avoid the need of a mechanical hold-down assembly and a potential maintenance concern, the Pier 1 end diaphragm will be cast integrally around the steel girders and with the abutment stem wall and spread footing. Thermal expansion and contraction displacements in the longitudinal direction of the bridge will be designed to be accommodated at Pier 2 and Pier 3.

The steel plate girders were made to act composite with the cast-in-place concrete deck. Unlike the other alternatives, this option provides continuity along the full length of the bridge under dead loads, superimposed dead loads, and live loads.

The long-term maintenance of this bridge type is expected to be minimal. Typically the steel members of this new bridge design would require more maintenance to uphold durability, however the steel members of the new Bridge #102 would be metalized prior to painting. Metalizing refers to a thermal spray coating of zinc aluminum alloys directly onto steel surfaces that aids in corrosion protection. The paint system would provide 25 to 30
years of service life and metalizing would provide another 50 years of service life. The combination of the two would yield a lifecycle that will outlive the design life of the structure.

**Existing Bridge Characteristics**
Granite Falls Bridge #102 was built in 1934; the trusses and 20’ wide floor system were designed for an H-15 (15-ton) Live Load plus a 30% impact factor. Today, each loaded quarry truck crossing the bridge weighs more than 50 tons (3.5 times the original design load). As the size of the loads increased over the years, the number of loads also increased dramatically. Currently, approximately 750 heavy trucks cross the bridge each work day; on weekends, the number of vehicle crossings often increases although the average weight per load is lessened.

The existing Granite Falls Bridge #102 is rated functionally obsolete, structurally deficient due to a deteriorated deck condition, and is fracture critical (Sufficiency Rating is 52.4.) The 20 foot curb-to-curb deck width is considered inadequate for the bridge to be able to handle its normal traffic load of 5000 ADT (Average Daily Trips) with peak daily trip counts reaching 6,734.

Demolition of the existing bridge was estimated at $1.3 Million (2018 dollars). The demolition of the existing bridge could be accomplished in the following manner:

1. **Mid-Span Removal**
   a. Close Roadway
   b. Mobilize two 150T Cranes
   c. Lift Midspan Segment onto new bridge
   d. Transport Midspan Segment to Adjacent Staging
   e. Remove Concrete Deck and Disassemble Steel

2. **Approach Removal**
   a. Demo Concrete Deck and Steel Girders in place

3. **Pier Removal**
   a. Use Concrete Munchers and Concrete Breakers to Remove Pier

**(b) Project Schedule**
Please see Attachment: - **SCHEDULE**. It is available, as is all other pertinent information, on our Funding Website: [https://snohomishcountywa.gov/3028](https://snohomishcountywa.gov/3028)

### Schedule Milestones

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<tr>
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<td>Final Review 60% PS&amp;E Bridge Design</td>
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<tr>
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Notice to Proceed

| Event                | Month 202
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<tr>
<td>Start Construction</td>
<td>April 2022</td>
</tr>
<tr>
<td>Complete Construction</td>
<td>November 2024</td>
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</table>

a. Obligation of PE/CN BUILD Funds
As noted in the schedule milestones, Snohomish County expects to obligate BUILD funds in February 2020 for Final Design and in September 2021 for Construction.

b. Construction Readiness and Funds Expended Deadline
As previously described, a significant amount of work has been invested into this project. Several studies have been completed including a Type, Size, and Location Study. The design stage has surpassed the 30% phase, and could be approaching 60% as early as June of 2020, pending the award of this BUILD grant. The construction completion date of November 2024 is well ahead of the required 2026 expenditure year.

c. Right-of-Way Acquisitions/Readiness
All necessary right-of-way has been acquired and all documents have been recorded. Should any unforeseen additional right-of-way be needed as the design phase approaches 60%, our project schedule accounts for this with an expected right-of-way certification date of March 2021. All utility owners have been notified about the proposed project. Utilities within the project footprint include Snohomish County Public Utility District (SCPUD), Frontier Communications (telephone) and Comcast Cable.

c) Required Approvals
1) Environmental Permits and Reviews
No major environmental impacts are anticipated by the construction of this replacement bridge. The proposed alignment is adjacent and parallel to the existing bridge. The existing bridge will remain open during construction which eliminates the need for a temporary bridge or lengthy detour.

Due to its longer length and height above the river, the replacement bridge will require minimal clearing and grading. The proposed bridge is 90 feet above the South Fork Stillaguamish River and will require minimal in-water work. The area immediately adjacent to the bridge is undeveloped. There are no structures that would be impacted. A portion of the proposed alignment has been previously disturbed by the existing road shoulder, a parking lot and an access road for a WA n State Department of Fish and Wildlife fish ladder.

Snohomish County Public Works includes an in-house Environmental Services team of biologists and environmental planners with extensive expertise in all phases of
environmental permitting, critical area mitigation design and implementation. The department also has access to on-call consultants to assist with permitting and mitigation design. Based on previous experience with similar bridge replacements in the County, permitting for this bridge project is expected to be completed in approximately twelve to fourteen months. The bridge replacement will potentially require the Federal, State and Local permits listed below.

a. NEPA Status
   - National Environmental Policy Act (NEPA)
     A Documented Categorical Exclusion (DCE) Checklist (formerly called Environmental Classification Summary) will be submitted for approval by Washington State Department of Transportation (WSDOT) and Federal Highway Administration (FHWA) when funding becomes available. The County assumes this project is a Documented Categorical Exclusion (DCE). The duration of this process is typically twelve months long.

b. Reviews, Approvals, and Permits from other Agencies
   - Section 106 National Historic Preservation Act/WA State Archaeological Laws
     A Cultural Resource Inventory of the bridge was completed in 2005, and a Historic American Engineering Record (HAER) report was completed in 2008. These studies concluded that the bridge meets the criteria to be eligible for the National Register of Historic Places. Further study may be needed to determine if additional mitigation would be required for removal of the bridge structure. Consultation with the Department of Archaeology and Historic Preservation would begin when funding becomes available.

   - Section 4F Evaluation
     A 4F Evaluation will be required for this project. The proposed bridge alignment will impact a small, informal parking lot and a portion of a trail which accesses a fish ladder maintained by the Washington Department of Fish and Wildlife (WDFW). The fish ladder is approximately 360 feet downstream of the bridge on the South Fork Stillaguamish River. The parking lot and a portion of the trail will be replaced as part of the new bridge construction. There are several alternative alignments available to replace and improve this public access. The County has coordinated with the WDFW during the preliminary design phase and has acquired right-of-way from WDFW for the proposed bridge alignment. The final design of the parking lot and trail access will be determined in consultation with WDFW.

   - Corps of Engineers Section 404 Permit
     There are several small wetlands adjacent to the highway in the vicinity of the bridge. These may be impacted by the realignment and would require a Corps permit if impacted. Mitigation for these impacts will occur on-site or within the watershed. The county currently has a Water Resources Development Act (WRDA) agreement with the Corp of Engineers to expedite permits.
• **Endangered Species Act**
  A Section 7 (Endangered Species Act) consultation will be required. A Biological Assessment will be prepared.

c. **Environmental Studies**
  • A Documented Categorical Exclusion (DCE) Checklist (formerly called Environmental Classification Summary) will be submitted for approval by WSDOT and FHWA when funding becomes available. The County assumes this project is a Documented Categorical Exclusion (DCE). The duration of this process is typically twelve months long.
  • A Critical Area Study will be completed by Snohomish County for this project. This study will describe impacts to wetlands, streams, steep slopes and other critical areas associated with the bridge replacement. The study will include proposed mitigation for these impacts. Mitigation for impacts to critical areas will occur close to the project site or within the same watershed. A preliminary map of potential impacts to critical areas is available on the web site in the Type, Size, and Location Study (page 412).
  • Snohomish County Public Works will also prepare a Biological Assessment for this project. In this document, Public Works will determine the potential effects of construction activities associated with replacing Bridge 102 on species listed and proposed for protection under the Endangered Species Act.

d. **WSDOT Environmental Compliance**
  Consultation and approval for all aspects of this project, including NEPA, will be coordinated with WSDOT.

e. **Public Engagement**
  A Size, Type and Location Study was conducted in 2011-2012 to compare potential alignments and bridge types. At the conclusion of the study a newsletter was issued (2013) describing potential solutions to replacing the bridge.
  • A **SEPA Environmental Checklist** and Determination of Non-significance (DNS) was issued April 11, 2014 based on the preferred alignment. Public notification of the SEPA Checklist (available on Application Website) was mailed to all adjacent landowners, interested parties and posted on the County’s website. The County received several comment letters from agencies and one citizen. A newsletter article was published in the **Everett Herald in 2015** describing the proposed bridge replacement project.
  • An updated communication plan will be developed by the County including public meetings and newsletters to inform the local residents of the progress of
the project and timeline including updates on the project website. The County continues to coordinate and communicate with local Tribes.

(2) State and Local Approvals

- Hydraulic Project Approval (HPA)
  A Hydraulic Project Approval will be required for the proposed bridge. The proposed bridge is 90 feet above the South Fork Stillaguamish River.

- State Environmental Policy Act (SEPA)
  Preliminary environmental review of the project area has been completed. A SEPA Environmental Checklist was issued in 2014 for the first phase of this project: Acquisition of Right-of-Way. This phase is completed and the needed right-of-way has been acquired.

- Shoreline Substantial Development Permit
  The bridge crosses the South Fork Stillaguamish River and will require a Shoreline Substantial Development Permit. However, because the proposed bridge is 90 feet above the ordinary high water, little or no impacts to the river are expected. Stormwater drainage facilities will be integrated into the design to minimize impacts to the river. There will be minimal in-water construction.

- Snohomish County Critical Area Regulations
  The proposed bridge will comply with all Snohomish County Critical Area Regulations. Mitigation will be required for the loss of trees and other vegetation within the buffer of the river and potential impacts to the wetlands and small streams draining into the river. Mitigation for these impacts will occur on site or within the watershed.

- Land Disturbing Activity Permit
  Snohomish County Public Works will issue a Land Disturbing Activity Permit (Clearing and Grading permit) in-house.

- WSDOT – Consultation and approval for all aspects of this project, including NEPA, will be coordinated with WSDOT. A WSDOT Letter of Support is attached.

(3) Federal Transportation Requirements Affecting State and Local Planning

The Granite Falls Bridge #102 project is identified for replacement in the County’s 2018 Annual Bridge Report. This is an appendix to the Transportation Needs Report which is the capital projects plan for the County’s GMA Comprehensive Plan. The project is no longer in the County’s current Six Year Transportation Improvement Program (TIP) due to lack of funding to move beyond the design phase. The new County TIP (Attached) does contain the project again in anticipation of receipt of the BUILD grant.

The project meets the definition of a “last-mile” project to connect the resource areas described elsewhere in this application to SR 92, a T2 Freight Corridor. As such it is supported from a policy perspective in the regional transportation plan, Transportation
2040, Appendix J, the Regional Freight Strategy, the Metropolitan Transportation System (MTS), and on the Washington State Truck Freight Corridors Map contained in the Washington State Freight Mobility Plan. They have provided a letter of support. Please see Support Letters.

Upon notification of BUILD Grant award, Snohomish County will submit the required documentation (TIPNEW) to the Metropolitan Planning Organization (Puget Sound Regional Council) which is how the County is required to put projects into the STIP. This is typically a two-month process. If award decisions are made by November, 2019 the project can be in the STIP by January 2020 and design can be obligated almost immediately. The project is supported by Washington State Congresswoman DelBene and Senators Cantwell and Murray. Please see Attachment: Support Letters. Also available on our Project Funding website www.snohomishcountywa.gov/3028.

(d) Assessment of Project Risks and Mitigation Strategies

Snohomish County Public Works Department has assembled a project preliminary risk register. It includes external and internal factors. Risks are identified as positive (strength or opportunity) and negative (weaknesses or threat).

**Project Preliminary Risk Register**

<table>
<thead>
<tr>
<th>Type of Risk</th>
<th>Project Risk</th>
<th>Risk Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Negative (Weakness)</td>
<td>Construction Traffic Impacts to local roads</td>
<td>Early and frequent community outreach to inform local residents, business owners and tourists about project construction</td>
</tr>
<tr>
<td>Positive (Strength)</td>
<td>Underground unknowns</td>
<td>The pier foundations and proposed bridge abutments will be driven into bedrock. Low likelihood of presence of utilities or cultural resources.</td>
</tr>
<tr>
<td>Positive (Strength)</td>
<td>Traffic Detours</td>
<td>The existing bridge will remain in place and open to traffic until the new bridge is completed.</td>
</tr>
<tr>
<td>Negative (Threat)</td>
<td>Opposition to existing bridge removal (cultural/historic preservation)</td>
<td>Plan A: Early collaboration with the public, local historic organizations and tribes. Plan B: Postpone the existing bridge removal to another project phase. This would have no impacts to the new bridge structure.</td>
</tr>
</tbody>
</table>

**VI. Benefit Cost Analysis**

The results of the BCA analysis indicate a positive Benefit-Cost Ratio demonstrating that the proposed project is a good federal investment. As shown below, the BCA model was run using an assumption that due to the length of a required 94-mile detour, 65 percent of the trips would be eliminated. **The results of the BCA model at a 7% discount rate is 69:1 with a Net Present Value of $1.368 Billion.**
**BCA Results (20-year analysis-post construction) at 65% Traffic Eliminated due to Detour**

<table>
<thead>
<tr>
<th>Benefit Cost Analysis Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Long-term Outcomes</strong></td>
</tr>
<tr>
<td><strong>Social Benefit</strong></td>
</tr>
<tr>
<td><strong>Inputs</strong></td>
</tr>
<tr>
<td><strong>Value</strong></td>
</tr>
<tr>
<td><strong>Monetized Value</strong></td>
</tr>
<tr>
<td><strong>Discount Rate</strong></td>
</tr>
<tr>
<td><strong>7%</strong></td>
</tr>
<tr>
<td><strong>Safety</strong></td>
</tr>
<tr>
<td>Reduced accidents with new Bridge</td>
</tr>
<tr>
<td>State of Good Repair</td>
</tr>
<tr>
<td>Reduction of maintenance on US Roads &amp; Hwys, Consistent with State and Regional Plans</td>
</tr>
<tr>
<td>Economic Competitiveness</td>
</tr>
<tr>
<td>Fuel savings with replacement of Granite Falls Bridge #102</td>
</tr>
<tr>
<td>Mobility</td>
</tr>
<tr>
<td>Operating Cost Saving</td>
</tr>
<tr>
<td>Environmental Protection</td>
</tr>
<tr>
<td>Travel Time Savings</td>
</tr>
<tr>
<td>Environmental Protection</td>
</tr>
<tr>
<td>Environmental Benefits from Reduced Emission with replacement of Granite Falls Bridge #102</td>
</tr>
<tr>
<td>Quality of Life</td>
</tr>
<tr>
<td>Ability to Live/work in current locations with access without a detour</td>
</tr>
<tr>
<td>Quality of Life</td>
</tr>
<tr>
<td>Emergency Response Benefits from replacement of Granite Falls Bridge</td>
</tr>
</tbody>
</table>

**Total Benefits before Maintenance and Residual** $1,382,803,392

**Total Maintenance and Residual** $5,615,806

**Total Societal Benefits including Maintenance and Residual** $1,388,419,198

**Net Present Value** $1,368,247,145

**Benefit to Cost Ratio with Travel Time Savings** 68.83

**Benefit to Cost Ratio without Travel Time Savings** -3.00

[www.snohomishcountywa.gov/3028](www.snohomishcountywa.gov/3028)
A favorable Benefit-Cost Ratio is one that exceeds 1.0, indicating that the 20-year analysis of the benefits; life-cycle costs and residual value of the asset exceed the capital costs expended during that same time. As BCA Summary above shows, the Project, when discounted at 7 percent, generates $1.382 billion in societal benefits before life-cycle costs of $2.7 million and a residual value of $2.9 million, for a total benefit of $1.388 billion.

Project costs are $20.2 million when discounted at 7 percent. Using the potential of 65 percent of the detoured travelers choosing to eliminate their trip versus travel the additional 94 miles, the Benefit Cost Ratio BCR is estimated to be 69:1 with a Net Present Value of $1.36 billion.

This BCR is unusually high due primarily to the length of the 94-mile detour route through a canyon is required in the No-Build alternative. The effect of which is expressed in the Mobility improvements as represented in the Travel Time Value difference between the No-Build and Build scenarios. Without access to a Bridge crossing the South Fork of the Stillaguamish River just outside of Granite Falls, WA, the residents, employees and businesses to the east of the Bridge will be land-locked an average of 5 months per year each winter. This road closure is due to snow blocking the only detour available along the Mountain Loop Highway between Bridge#102 and Darrington, WA. Without a bridge, there will not be any access to services or goods for this rural community during the winter months.

**Mobility** is increased by $1.5 billion in Travel Time Value savings (106 percent of the benefits). Travel Time Value savings accounts for over 100 percent of the benefit due to the length of the detour under the No-Build scenario and an estimated 65 percent of the travelers by either choice or economics deciding not to use the detour. Thus, the No-Build annual vehicle count over the 20-year period post construction is lower than the Build vehicle volume. This causes other factors to become a cost (i.e. negative savings) versus the traditional savings often seen in a Benefit Cost Analysis.

**Economic Competitiveness** accounts for a negative 5 percent of the total societal benefit with $53 million in additional operating costs due to the detour.

**Safety Benefits** of $0.7 million saved account for less than 1 percent of the Project’s public benefits since the model used only accidents reduced on the Bridge versus using a VMT calculation of accidents that may occur in the No-Build scenario that generates an additional 94 miles per trip. The model estimates that there will a savings of approximately nine potential collisions with the completion of the Replacement Bridge.

**State of Good Repair** accounts for an additional 492 million VMT on the local roads and highways due to the closure of the Bridge in 2034. This is estimated to cost local and state governments an additional $14 million in preservation and repair costs to keep the roads in good condition.

**Environmental Emissions** costs increase by $0.1 million due to the length of the detour and 65 percent of the users choosing to eliminate their trips due to economic or life-style considerations.

The proposed project is appropriately capitalized up front and uses an asset management approach that optimizes its long-term cost structure. Additionally, a sustainable source of funds is available for long-term operation and maintenance of the proposed project. The detailed
results, assumptions and calculations can be found in Appendix A: BCA Spreadsheet and Narrative and is available on the Application Website: www.snohomishcountywa.gov/3028