



Alteration of Bridges

Program Specific Recovery Act Plan
May 14, 2009



Homeland
Security

United States Coast Guard

Message from the United States Coast Guard ARRA Senior Accountable Official

14 May 2009

I am pleased to present the following report, “Alteration of Bridges Program-Specific Recovery Act Plans”, which has been prepared by the United States Coast Guard.

This document has been compiled in response to a requirement included in the American Recovery and Reinvestment Act (P. L. 111-5) which appropriated \$240 million (\$142 million for Alteration of Bridges, \$98 million for AC&I) to the United States Coast Guard. The following pages set forth the Alteration of Bridges Program-Specific Recovery Act Plan for \$142 million (AC&I is provided in a separate report).

Senior Accountable Official

Approval Date: _____

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United States Coast Guard
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Executive Summary

The American Recovery and Reinvestment Act (P.L. 111-5) provided “Alteration of Bridges, \$142,000,000 for alteration or removal of obstructive bridges, as authorized by section 6 of the Truman-Hobbs Act (33 U.S.C. 516): *Provided*, That the Coast Guard shall award these funds to those bridges that are ready to proceed to construction: *Provided further*, That no later than 45 days after the date of enactment of this Act, the Secretary of Homeland Security shall submit to the Committees on Appropriations of the Senate and the House of Representatives a plan for the expenditure of these funds.

The funds will allow for completion of the bridge alteration construction projects shown in the table below. Completion of these projects facilitates safe and efficient navigation along the Nation’s waterways, creates or retains jobs in the construction sector, and leverages \$120.4 million of previously obligated appropriations for the alteration of bridges allocated to these projects. This will create a \$262 million stimulative impact on the construction industry in four different states.

Bridge owners have not solicited bids for these projects. All information contained in this report is considered For Official Use Only - Bridge Alteration Sensitive and shall not be distributed outside of the Federal Government.



United States Coast Guard Program-Specific Recovery Act Plan-Alteration of Bridges

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I. Legislative Requirement

The American Recovery and Reinvestment Act of 2009 appropriated \$142 million for the Alteration of Bridges Appropriation as quoted below. The appropriation will be executed in accordance with OMB M-09-15.

COAST GUARD

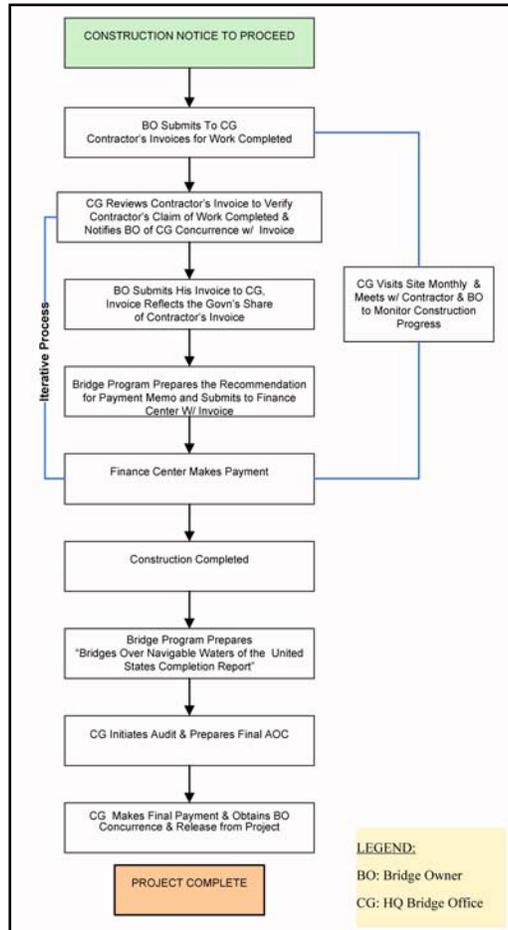
ALTERATION OF BRIDGES

For an additional amount for “Alteration of Bridges”, \$142,000,000 for alteration or removal of obstructive bridges, as authorized by section 6 of the Truman-Hobbs Act (33 U.S.C. 516): *Provided*, That the Coast Guard shall award these funds to those bridges that are ready to proceed to construction.

II. Funding

The \$142 million of ARRA funds will allow for the completion of four alteration of bridges projects to alter bridges found to be unreasonably obstructive to navigation. Completion of these construction projects facilitates safe and efficient navigation on U.S. waterways, creates or retains jobs in the construction sector and local communities, and leverages an additional \$120.4 million of previously obligated Bridge Alteration appropriations allocated to these projects. As such, the ARRA appropriation results in a \$262.4 million stimulative impact on the economies of four different states as well as national suppliers of equipment and materials associated with the projects.

The diagram below outlines the process by which the Coast Guard reimburses the Bridge owner of a Truman-Hobbs unreasonably obstructive bridge for completing Coast Guard alteration work. The work is performed pursuant to an alteration construction contract between the Bridge owner and the Contractor.



III. Objectives

Section 3 of the Truman-Hobbs (T-H) Act, Title 33 U. S. Code Section 513, provides for the use of federal funds to alter bridges found to be unreasonable obstructions to navigation under the Truman-Hobbs Act.

Typically, each year, Congress provides small appropriations, available until expended, for the Coast Guard Bridge Alteration Program. The Coast Guard disburses and obligates the yearly appropriations to specific Truman-Hobbs Bridge Alteration projects. Funds are then accumulated once the design of the alteration is complete but not expended until the Government's share of the construction cost is reached and the Coast Guard authorizes the Bridge Owner to proceed to construction. Due to this funding mechanism the duration between the Order to Alter and the construction contract award is often long. For example, the four bridge alteration projects selected for receipt of ARRA funds have the following durations based on the estimated construction award dates contained in this report: 1) Mobile Bridge- 10 years, 2) EJ&E Bridge- 14 years and 5 months, 3) Burlington Bridge-18 years and 5 months, 4) Galveston Causeway Bridge- 8 years and 3 months. ARRA funds facilitate the quick completion of the alteration of these unreasonably obstructive bridges, thus providing for safe and efficient navigation and facilitating movement of funds along the Nation's waterways, a key statutory objective of the Coast Guard Bridge Program.

IV. Activities

Summary of the Four Bridge Alteration Construction Projects

1. Mobile Bridge (Mobile River), Alabama

- **Background:** CSX Transportation, owners of the Mobile Bridge, was issued a Coast Guard Order to Alter (OTA) which requires Bridge owners to correct the obstructive nature of the bridge in June 1999. The estimated government share of the total project cost, from the start of the design phase through the end of the construction phase, is 92.5 percent. Construction estimated to start ten years after the Coast Guard OTA was issued.
- **Execution Strategy:** Following Coast Guard approval, it is estimated the bridge owner will award a construction contract by the end of June 2009. The project's construction is estimated to be completed by June 2011.
- **Competitive Bid Process:** *Has not been completed.*
- **Accomplishments to Date:**
 - Plans, Specifications, and Engineers Estimate are 100 percent complete.
 - National Environmental Policy Act (NEPA) and Section 106 under the National Historic Preservation Act (NHPA) Requirements have been completed.
 - On April 16, 2009, the Coast Guard authorized CSX Transportation to advertise the bid solicitation

2. EJ&E Bridge (Illinois Waterway), Illinois

- **Background:** Owners of the EJ&E Bridge were issued a Coast Guard OTA in February 1995. Effective January 2009, the Canadian National Railway Company became the owners of this bridge. The estimated government share of the total project cost, from the start of the design phase through the end of the construction phase, is 94.8 percent. Construction estimated to start 14-years and five months after the Coast Guard OTA was issued.
- **Execution Strategy:** Following Coast Guard approval, it is estimated the bridge owner will award a construction contract by the end of July 2009. The project's construction is estimated to be completed by July 2011.
- **Competitive Bid Process:** *Has not been completed.*
- **Accomplishments to Date:**
 - Plans, Specifications, and Engineers Estimate are 100 percent complete.
 - Both NEPA and NHPA Section 106 requirements have been completed for the EJ&E Bridge.

3. Burlington Bridge (Upper Mississippi River), Iowa

- **Background:** The Burlington Northern Santa Fe Railroad Company, owners of the Burlington Bridge, was issued a Coast Guard OTA in August 1991. The estimated government share of the total project cost, from the start of the design phase through the end of the construction phase, is 89.5 percent. Construction estimated to start 17-years and ten months after the Coast Guard OTA was issued.
- **Execution Strategy:** Following Coast Guard approval, it is estimated the bridge owner will award a construction contract by the end of June 2009. The project's construction is estimated to be completed in June 2011.

- **Competitive Bid Process:** Has not been completed.
- **Accomplishments to Date:**
 - Plans, Specifications, and Engineers Estimate are 100 percent complete.
 - Both NEPA and NHPA Section 106 requirements have been completed for the Burlington Bridge.
 - On April 27, 2009, the Coast Guard will authorize Burlington Northern Santa Fe Railroad Company, to advertise the bid solicitation.

4. Galveston Causeway Bridge (Gulf Intercoastal Waterway), Texas

- **Background:** Galveston County, owner of the Galveston Causeway Bridge, was issued a Coast Guard OTA in June 2001. The estimated government share of the total project cost, from the start of the design phase through the end of the construction phase, is 92.0 percent. Construction estimated to start eight years and three months after the Coast Guard OTA was issued.
- **Execution Strategy:** Following Coast Guard approval, it is estimated the bridge owner will award a construction contract in early September 2009. The project's construction is estimated to be completed by September 2011.
- **Competitive Bid Process:** Has not been completed.
- **Accomplishments to Date:**
 - NEPA and NHPA Section 106 requirements have been addressed. The project's Environmental Assessment, which is estimated to be finished by the end of May 2009, will complete the NEPA process.

V. Characteristics

The recipients of Alteration of Bridges ARRA funds are owners of unreasonably obstructive to navigation bridges who have received an “Order to Alter” from the Coast Guard. Actions to enforce the Truman-Hobbs Act and to execute appropriations are unique, and are not considered a public contract action, loan, or grant. There is no requirement to advertise these actions in accordance with the Federal Acquisition Regulations, nor do requirements for competitive acquisition procedures or the Buy American Act apply as a matter of law. However, the construction contracts between the Bridge owners and the Contractors will require compliance with the Buy American Act and Davis Bacon Act..

The \$142 million Alteration of Bridges ARRA appropriation allows for the completion of four bridge alteration construction projects selected based on being shovel ready, and the level of previously appropriated funds. The completion of these projects facilitates safe and efficient navigation along the Nation’s waterways, creates or retains jobs in the construction sector and local communities, and leverages an additional \$120.4 million of previously obligated Alteration of Bridges appropriations, specific to the four bridges. The table below includes the bridge owners of the four bridges to be altered; the amount of ARRA funds to be used; and the previous appropriation for each project.

VI. Delivery Schedule

Bridge Alteration Construction Project Schedules and Project Milestones

Milestones	Mobile	EJ&E	Burlington	Galveston
Advertise Bid Solicitation	FY09 Q3	FY09 Q3	FY09 Q3	FY09 Q4
Contract Award	FY09 Q3	FY09 Q4	FY09 Q3	FY09 Q4
Completion of the Project	FY11 Q3	FY11 Q4	FY11 Q3	FY11 Q4

VII. Environmental Review Compliance and Federal Infrastructure Investments

Environmental Review Compliance:

- 1. Mobile Bridge** (Mobile River), Alabama: Both NEPA and NHPA Section 106 requirements have been completed for the Mobile Bridge.
- 2. EJ&E Bridge** (Illinois Waterway), Illinois: Both NEPA and NHPA Section 106 requirements have been completed for the EJ&E Bridge.
- 3. Burlington Bridge** (Upper Mississippi River), Iowa: Both NEPA and NHPA Section 106 requirements have been completed for the Burlington Bridge.
- 4. Galveston Causeway Bridge** (Gulf Intercoastal Waterway), Texas: Both NEPA and NHPA Section 106 requirements have been addressed. The project's Environmental Assessment, which is estimated to be finished by end of May 2009, will complete the NEPA process.

THE ARRA ENVIRONMENTAL AND SUSTAINABILITY REQUIREMENTS ARE NOT APPLICABLE TO THE FOUR BRIDGE CONSTRUCTION PROJECTS

VIII. Measures

The alteration of the four bridges funded by the ARRA will improve navigation in the nation's waterways by allowing safe and unencumbered passage of marine traffic beneath bridges presently constituting choke points to the waterways they span. As a result of the alteration of these bridges, the Coast Guard expects a significant reduction in allisions (a vessel striking a fixed object) between vessels and bridges with a concurrent decline in associated repair costs, time required for vessels to transit these bridges, and delays caused to rail traffic. The following are the Coast Guard's expectations for the improvement of marine and land transportation at the four bridges. After completion of the projects the program will collect data annually for each bridge to compare actual versus expectation. The data shown below is based on information contained in the Truman-Hobbs Detailed Investigations Report for each bridge.

1. Mobile River Bridge

- The Mobile River Bridge averages 8 allisions per year at an annual cost to maritime users and the bridge owner of more than \$220,000. Alteration of the bridge is expected to reduce these allisions and damage costs to less than \$11,000 per year.
- The average time to accomplish a safe transit of the Mobile River Bridge is 6 to 7 hours. Alteration of the bridge is expected to reduce this transit time to between 25 and 30 minutes and result in a savings to the mariner of more than \$6,000,000 per year.
- An average of 8 trains per day are delayed at an annual cost to the railroad of more than \$1,050,000. Alteration of the bridge is expected to reduce these costs to less than \$53,000 per year.

2. EJ&E Railroad Bridge

- The EJ&E Railroad Bridge averages over 20 allisions per year at an annual cost to maritime users and the bridge owner of more than \$664,000. Alteration of the bridge is expected to reduce these allisions and damage costs to less than \$34,000 per year.
- The average time to accomplish a safe transit of the EJ&E Railroad Bridge under ideal conditions is 30-35 minutes. Alteration of the bridge is expected to reduce this transit time to 12-20 minutes in most conditions and result in a savings to the mariner of more than \$620,000 per year.
- The average time for a mariner to double-trip a larger tow is 6 to 7 hours. Alteration of the bridge is expected to eliminate the need for double-tripping and save the mariner more than \$490,000 per year.

3. Burlington Northern Railroad Bridge

- The Burlington Northern Railroad Bridge averages over 12 allisions per year at an annual cost to maritime users and the bridge owner of more than \$232,800. Alteration of the bridge is expected to reduce these allisions and damage costs to less than \$12,000 per year.
- The average time to accomplish a safe transit of the Burlington Northern Railroad Bridge is 50 minutes. Alteration of the bridge is expected to reduce this transit time to about 18 minutes and result in a savings to the mariner of more than \$1,400,000 per year.
- On average 8 trains per day are delayed at an annual cost to the railroad of more than \$264,000. Alteration of the bridge is expected to reduce these costs to less than \$14,000 per year.

4. Galveston Causeway Bridge

- The Galveston Causeway Bridge averages over 10 allisions per year at an annual cost to maritime users and the bridge owner of more than \$560,000. Alteration of the bridge is expected to reduce these allisions and damage costs \$28,000 per year.
- The average time to accomplish a safe transit of the Galveston Causeway Bridge under ideal conditions is 21 minutes. Alteration of the bridge is expected to reduce this transit time to about 15 minutes in most conditions and result in a savings to the mariner of more than \$212,000 per year.
- Trains are delayed an average of two hours per week at an annual cost to the railroad of more than \$283,284. Alteration of the bridge is expected to reduce these costs to less than \$15,000 per year. It should be noted that the Galveston Causeway Bridge provides the only railroad service to Galveston, TX.

The specific program mission performance measures to be used are:

- Twelve-month average for Distinct Allision Events.
- Five-year average for Distinct Collision, Allision, and Grounding Events.

These measures are reported quarterly in the Fiscal Year Homeland Security Plan and annually in the DHS Annual Performance Report.

IX. Monitoring/Evaluation

The Alteration of Bridges Program will follow its established procedures to closely monitor and evaluate the use of the ARRA funds, maintain project schedules, and ensure accountability objectives of the law are followed. In addition, procedures have been established to allow for the immediate identification and resolution of project related problems or low performance. The following are the procedures that will be followed to monitor and evaluate progress of the bridge projects:

Recovery funds are awarded and distributed in a prompt, fair, and reasonable manner:

The criteria used by the Coast Guard to select the four Truman-Hobbs bridge projects are:

1. The project is “Shovel Ready.”
2. The amount of previously appropriated funding for the project and ability to leverage those funds to create a greater economic impact.

Application of the above criteria allows the Coast Guard to complete the maximum number of bridge alterations projects, leverage \$120.4M of previous appropriations to the selected projects, and create a \$262.4 million stimulative impact on the economies in four different states. In addition, the alteration of these four bridges will have a longer term impact on the economy by ensuring safe navigation on the nation’s waterway system and facilitating improved trade and movement of cargo.

The recipients and uses of all recovery funds are transparent to the public, and that the public benefits of these funds are reported clearly, accurately, and in a timely manner:

Bridge owners will provide a monthly report to the Coast Guard which includes all requirements of the ARRA Act as prescribed in Section 1512 of the Act and OMB Memorandum M-09-10. Based on the contract between the contractors and the bridge owners, contractors will submit certain information to the bridge owners to facilitate development of the monthly reports. No later than the first day of the month, contractors will provide bridge owners with a detailed list of all activities completed during the previous month and the payment received from the bridge owners for each activity including the following:

1. The name of each activity
2. A description of the activity
3. An evaluation of the completion status of the activity
4. Types of jobs (e.g., job titles or broader labor categories) created for these activities
5. An estimate of the number of jobs created and the number of jobs retained by the Contractor during the month to conduct the project’s activities
6. Name of any subcontractor participated in the activities and the number of jobs created and retained by subcontractors to conduct the project’s activities.
7. The total cost of each activity, payment received, and balance remained to complete the activity

8. Copies of all invoices charged to the project during the month
9. Copies of the receipts of all material ordered during the month.
10. Copies of payrolls and Statement of Compliance with the requirements of Davis Bacon Act
11. Steps taken by the Contactor to comply with the requirement of the ARRA to use American iron, steel, and manufactured goods|

Recovery funds are used for authorized purposes and every step is taken to prevent instances of fraud, waste, error, and abuse:

The Coast Guard assigns a qualified Project Manager / Professional Engineer for each bridge project to monitor closely all the activities of the contract and ensure work is completed as planned. No advance payment will be made to the bridge owners. The payment will be authorized after the Project Manager visits the construction site and ensures the work is completed.

Projects funded under the recovery legislation avoid unnecessary delays and cost overruns:

The Coast Guard reviews all the contract documents and ensures their compliance with the most current bridge engineering specifications to avoid change orders or overruns during constructions. Any change order arising during construction for unexpected site or construction condition must be reviewed and approved by the Coast Guard. The bridge owners are not authorized to approve any change orders without Coast Guard approval.

Programs meet specific goals and targets, and contribute to improved performance on broad economic indicators:

The Coast Guard expects these projects will create immediate jobs and stimulate the condition of many manufactures and suppliers of construction materials throughout the United States. In addition, the alteration of these bridges will have a long-term effect on the economy by improving navigation on the nation's waterway system and facilitating trade and the movement of goods and cargo between states.

X. Transparency

The recipients and uses of all recovery funds are transparent to the public. Public benefits of these funds are reported clearly, accurately, and in a timely manner:

Internal USCG Transparency

The project managers will provide a weekly report to the Coast Guard program offices that include all the requirements of the ARRA Act as prescribed in Section 1512 of the Act and OMB Memorandum M-09-10. The weekly reports will include the following:

1. The name of each activity
2. A description of the activity
3. An evaluation of the completion status of the activity
4. An estimate of the number of jobs created and the number of jobs retained by the Contractor during the month to conduct the project's activities
5. The total cost of each activity, fund obligations or commitments, and balance remaining to complete the activity

External Transparency

Project information will be made available to the public and to the private sector via Recovery.gov. Coast Guard spending information (by project) will be posted on Recovery.gov.

XI. Accountability

The Coast Guard Alteration of Bridges Program will assign licensed professional engineers, who will also be certified as project managers (Level I), to manage the four bridge projects. The Program developed a spend plan for the four bridge alteration construction projects which reflects obligation of ARRA funds during FY09 and expenditure of those funds by Sept 30, 2010. The obligation and expenditures will be managed by the project managers and Coast Guard staff. Projects Manager will ensure that each construction phase will be completed on time and as scheduled to avoid undelivered orders.

XII. Barriers to Effective Implementation

There are no expected barriers to effective implementation.