



IBR Executive Steering Group Meeting

April 21, 2022

10:00 a.m. – 1:00 p.m.

www.interstatebridge.org

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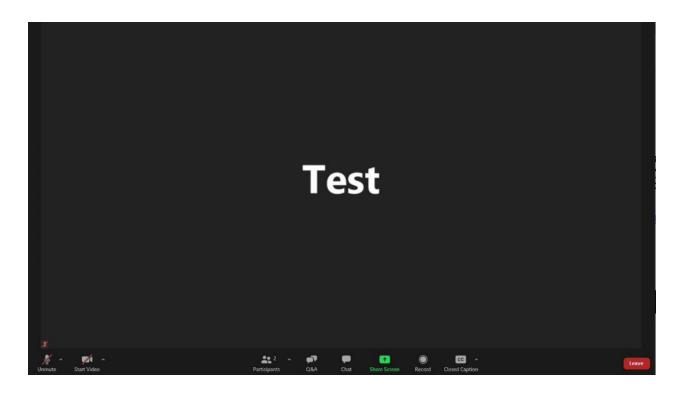
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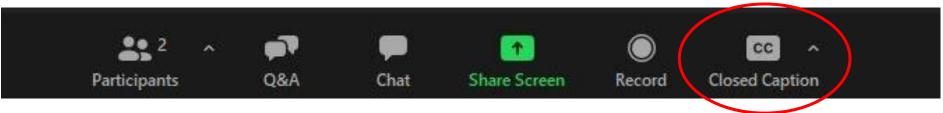
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Webinar Participation Tips

- Thank you for joining us today!
- We encourage panelists to turn on your video.
- Please keep your audio on mute when not speaking.
- ► Before speaking, please state your name and affiliation to help attendees identify who is talking.
- ► If you experience technical difficulties, please contact program staff at: (360) 329-6744



Public Input Instructions

► There will be an opportunity to provide brief public input later in the meeting today.



- ► To submit input after the meeting:
 - Email comments to info@interstatebridge.org with "ESG Public Comment" in the subject line
 - Call 888-503-6735 and state "ESG Public Comment" in your message







Meeting Ground Rules

- Honor the agenda
- Listen to understand and ask questions to clarify
- ► Hard on the problems, soft on the people
- Address interests and seek common ground
- Provide a balance of speaking time





Meeting Agenda

Time	Topic
10:00 – 10:20 pm	Welcome, Introductions, Agenda Review, and Updates
10:20 - 11:20 am	Technical Overview & Data Sharing – Auxiliary Lanes
11:20 – 11:30 am	Break
11:30 – 12:10 pm	Technical Overview & Data Sharing - Transit
12:10 – 12:40 pm	Options Analysis and Review: Modified Locally Preferred Alternative Scenarios
12:40 – 12:55 pm	Public Comment
12:55 – 1:00 pm	Confirm Upcoming Meeting Topics, Next Steps and Summary



Welcome, Introductions, and Brief Program Updates







IBR ESG Update on Rampto-ramp Connections (Auxiliary Lanes)

April 21, 2022

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IBR Desired Outcomes and Aux Lanes

PURPOSE AND NEED	DESIRED OUTCOMES
1. Travel demand and congestion	More people can move through the program area.
	Travel times through the program area are faster and more predictable.
	People of all ages, abilities, and incomes have access to move through the program area, regardless of mode.
	Regional trips stay on I-5.
2. Freight movement	Freight travel through the program area is more reliable.
	Freight travel times through the program area are faster.
	Accommodates high, wide, and heavy cargo in existing and future routes.
3. Public transportation	More people use transit.
	Travel by transit is competitive with other modes.
	Transit connects people to their origins and destinations.
	Travel by transit is predictable, reliable, and consistent.
	More people have access to high-quality, affordable, and reliable transit.



IBR Desired Outcomes and Aux Lanes

PURPOSE AND NEED	DESIRED OUTCOMES
4. Safety	Reduce overall crashes on I-5, including severe injury and fatal crashes.
	Reduce overall crashes, including severe injury and fatal crashes, on I-5 ramps, local streets, and active transportation networks in the program area.
	Fewer diverted trips from I-5 to local streets.
	Safety is reflected in designs for all modes.

CLIMATE CHANGE & RESILIENCY

Reduce GHG emissions in support of state climate goals.

Minimize operational and embodied carbon during construction.

All structures are resilient to and operable following anticipated climate disruptions (e.g., heat events, flooding, sea level rise).

Program limits other environmental impacts that exacerbate effects of climate change (e.g., heat island, runoff).



IBR Desired Outcomes and Aux Lanes

EQUITY (as excerpted from the Equity Framework and to be refined by EAG)

Improved mobility, accessibility, and connectivity especially for lower income travelers, people with disabilities, and communities who experience transportation barriers.

Fewer identity-based disparities in travel time, access, transportation costs, and exposure to air pollution, road noise, and traffic crashes.

Local community improvements are implemented in addition to required mitigations.

Economic opportunities generated by the program benefit minority and women owned firms, BIPOC workers, workers with disabilities, and young people.

Equity priority communities have access, influence, and decision-making power throughout the program in establishing objectives, design, implementation, and evaluation of success.

Disproportionate impacts on equity priority communities are avoided rather than simply mitigated.



IBR Program Design Considerations

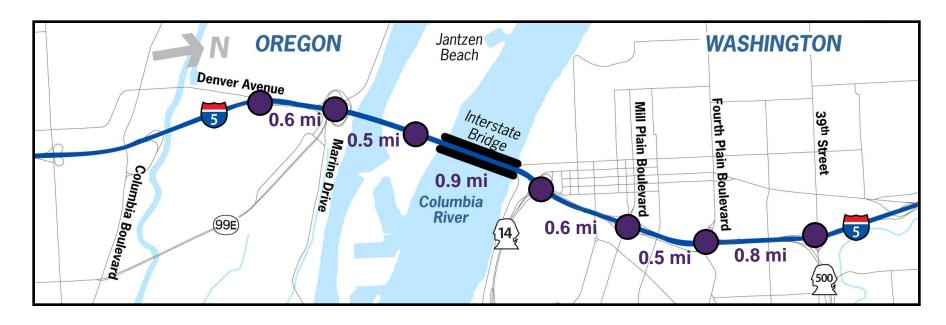
- Strategies for addressing issues
 - Strategically addressing substandard ramp spacing, high traffic and freight volumes, high crashes through various highway design solutions including auxiliary lanes, collector-distributor lanes, and braided ramps
 - Addressing traffic volumes and speed differential issues via demand and system management strategies including ramp meters, advisory speed signs, transit, etc.
 - A combination of competitive transit investments including High-Capacity Transit, express bus and Bus on Shoulder
 - Variable rate tolling, combined with Oregon congestion pricing, to encourage use of other modes, encourage off-peak travel, and reduce discretionary trips



IBR Background Traffic/Design Information



Seven Closely Spaced Interchanges



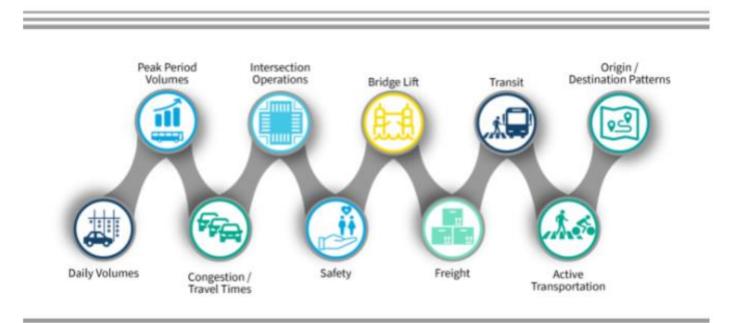
Standard Spacing: Desirable = 2 Miles

Minimum = 1 Mile



Existing Counts

- Started with current data/counts from 2019
- Collected additional data in 2021 to fill in where counts weren't available
 - This 2021 data was factored to represent 2019 conditions

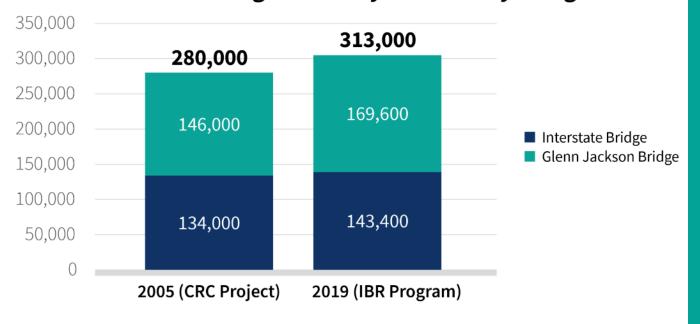




Traffic Growth Rates

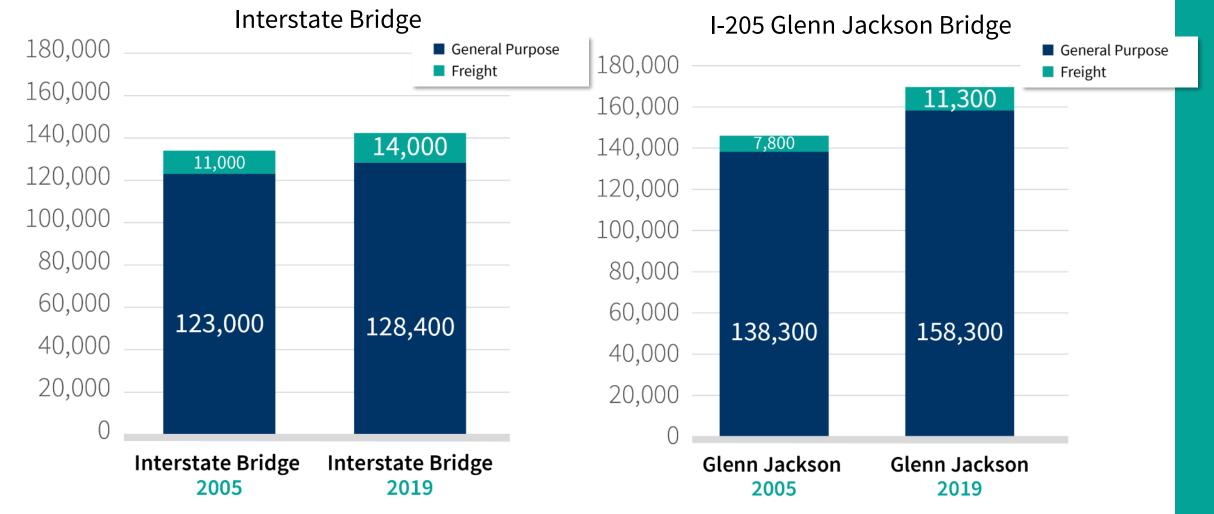
Overall average weekday daily traffic (AWDT) increased 12% between 2005 and 2019.

Overall Average Weekday Volumes by Bridge





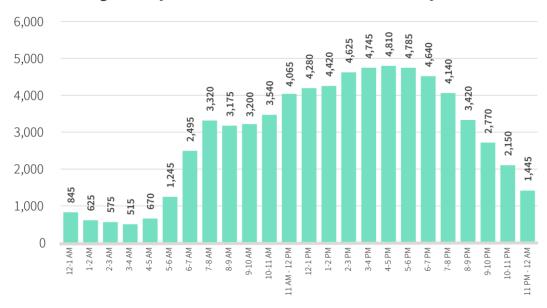
Average Weekday Volumes – Vehicles and Freight





Interstate Bridge Hourly Profiles – Northbound Vehicles and Freight Volumes

Interstate Bridge Hourly Profile - Overall Northbound Weekday Service Volumes Interstate Bridge Hourly Profile - Northbound Weekday Freight Service Volumes

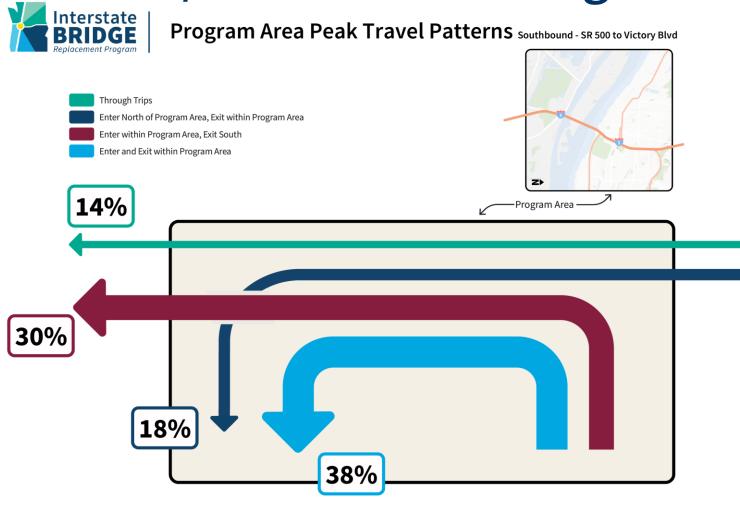




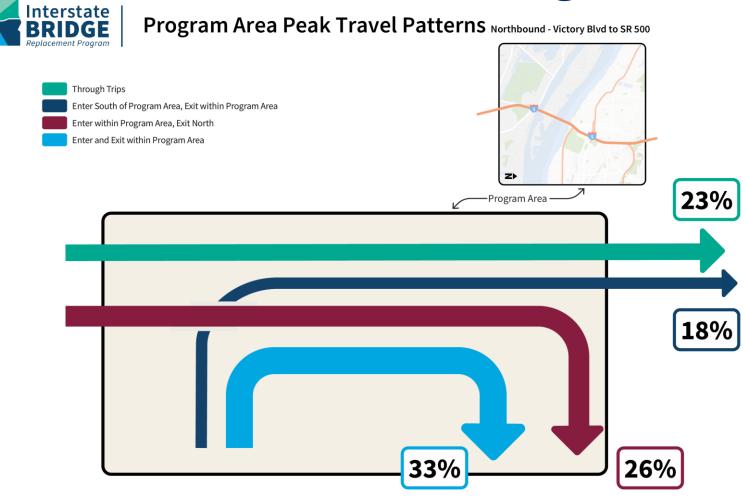
Freight traffic does not peak during typical commute hours (6-9 AM and 3-6 PM). The highest freight volumes occur during the middle of the day, as freight trucks try to avoid the most congested periods of the day.



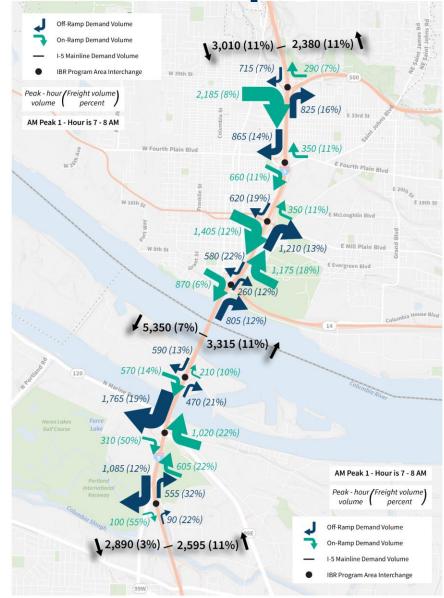
AM Peak Hour – Southbound 85% of Traffic to/from 7 interchanges



PM Peak Hour - Northbound 75% of Traffic to/from 7 interchanges

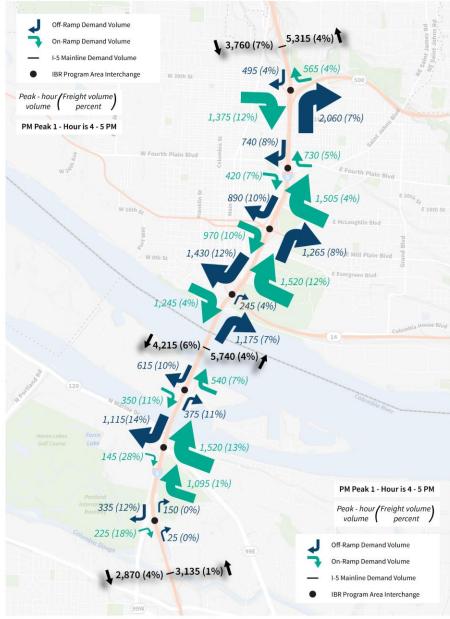


AM Peak 1-hour IBR Ramp Traffic Volumes





Existing Varying PM Peak 1-hour Traffic Volumes





Bottleneck Locations in the Program Area

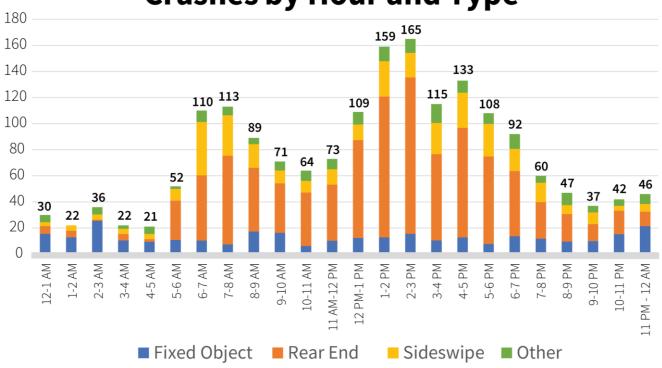
- ► There are multiple bottleneck locations within and influencing the IBR Program Area.
- ► These include:
 - Northbound I-5 Capitol Hwy to Interstate Bridge for 7 hours from 12:30-7:30 PM
 - Southbound I-5 Main Street to Interstate Bridge for 3.5 hours from 6-9:30 AM.
 - Southbound I-5 Marine Drive to Going Street for 4 hours from 7-11 AM.

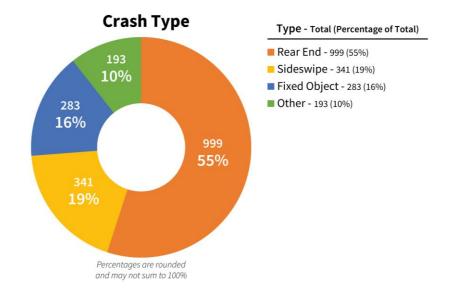




Over 1,800 Crashes in the IBR Program Area (2015-2019)









Safety Issues

- Following features all contribute to the high number of crashes and crash rate within the I-5 IBR Program Area
 - Short merges, diverges, & weaving sections
 - Presence and duration of congested traffic conditions
 - Bridge lifts / traffic stops



Ramp to Ramp Connections (Auxiliary Lanes)



What are Auxiliary Lanes?

► Ramp-to-ramp connections to facilitate acceleration and deceleration, weaving, merging, and diverging for automobiles and trucks between two or more interchanges

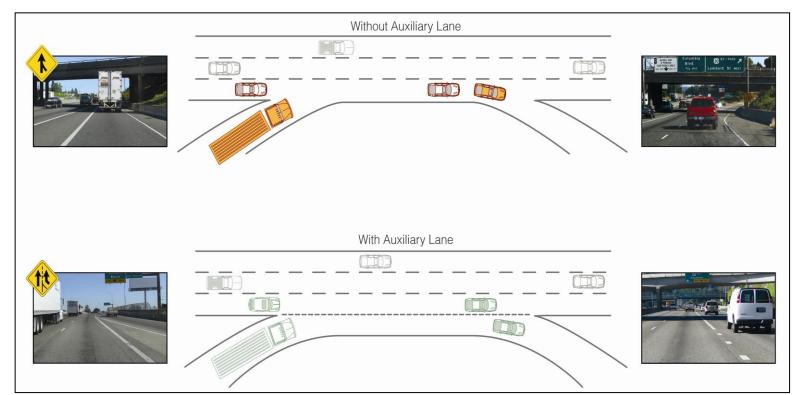


Figure shows typical highway Merge and Diverge Conditions, with (top) and without (bottom) Aux Lane

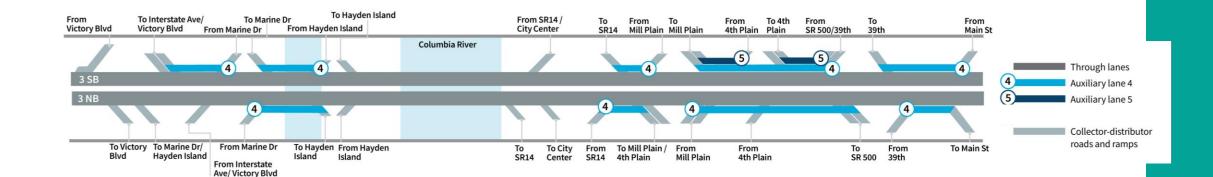


Auxiliary Lanes Described





Auxiliary Lanes exist today in the IBR Program Area





IBR Program Design Considerations

- Design throughout the corridor needs to address multiple issues:
 - Traffic congestion
 - Interchange spacing not allowing adequate time for vehicles to make on/off decisions
 - High on and off ramp traffic volumes
 - Conflicts between through, regional, and local traffic
 - Freight requirements (volumes, origin/destination patterns, steep grades)



IBR Program Design Considerations

- Design throughout the corridor needs to address multiple issues:
 - Crashes caused by short merging/weaving distances resulting in idling vehicles and increased emissions
 - Diversion to local roadways to avoid I-5 congestion causing increased volumes and emissions in local communities
 - Transit sitting in general purpose lanes subject to the same back-ups as vehicles
 - Limited active transportation facilities
 - Maintenance of traffic during construction



Ramp to Ramp Connections (Auxiliary Lanes) Analysis



Auxiliary lanes for IBR are proposed to address:

Close interchange spacing

- All interchanges are spaced below *minimum interchange spacing standards:* For example, Marine Drive to Hayden Island interchange spacing is 0.5 mile.

Short Merges, weaves & diverges

 Example Short Merge: Northbound Hayden Island On-Ramp acceleration distance is not long enough to get up to freeway speeds

High on-ramp & off-ramp volumes

- **Example:** Southbound Marine Drive Off-Ramp is 1,400 – 1,800 vehicles per hour.

High vehicle crashes

- **Example of Importance:** Substandard merge, diverge, weaving lengths combined with heavy volumes lead to more crashes, and crashes, of any severity increases congestion & impact reliability

Lane balance

 Proper arrangement of traffic lanes on the freeway and ramps to realize efficient traffic operations by minimizing the required number of lane shifts.



Future Volume/Mode Share Forecasting

- Travel Demand Modeling is the process used to predict travel behavior and resulting demand for a specific timeframe given a defined set of assumptions.
- Projects future demand, mode choice, traffic volumes, likely travel patterns (origins/destinations) out to 2045 based on current data
 - The Model includes land use plans and transportation projects identified by the region to be built into the future, which are included in the Regional Transportation Plans (e.g., Rose Quarter, Division BRT Transit, etc.)
 - Metro/RTC (ESG partner agencies) owns this model, and other regional agencies use it to predict travel behavior



IBR Tolling Sensitivity Analysis

Purpose

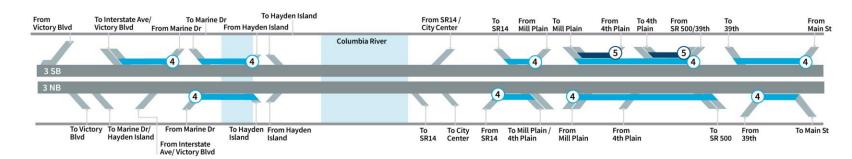
- Forecast the impacts of toll rate scenarios on traffic/transit volumes on I-5 and I-205
- Purpose is not to recommend a toll rate structure

Initial Takeaways

- Tolls (or toll rate changes) on I-5
 - Reduce volumes on I-5, divert some trips to I-205
 - Reduce total trips across river on I-5 and I-205
 - Increases transit demand
 - Impact overall commute trips (home-to-work, work-to-home) very little
- Tolls plus Oregon Mobility Pricing
 - Retain more trips on I-5 during peak period,
 - Reduce discretionary trips which show up more in off-peak time periods

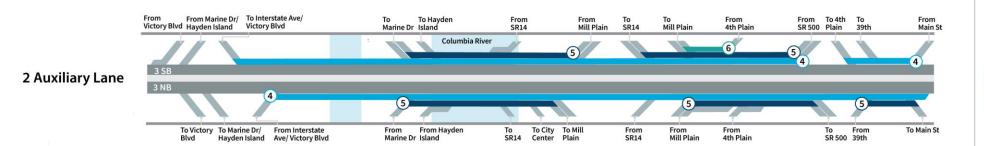


IBR Program - Auxiliary Lane Options



From Marine Dr/ To Interstate Ave/ To Hayden From From From From To 4th From Victory Blvd Hayden Island Victory Blvd **SR14** Mill Plain **SR14** Mill Plain 4th Plain Marine Dr Island SR 500 Plain Main St 1 Auxiliary Lane To Victory To Marine Dr/ From Interstate From Hayden To City To Mill To Main St Hayden Island Ave/ Victory Blvd Marine Dr SR14 Mill Plain 4th Plain SR 500

All options, have 3 lanes thru traffic Northbound and Southbound

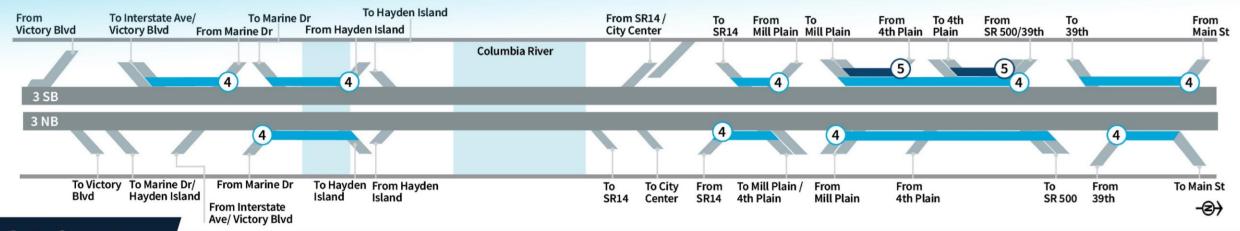




No Build



Auxiliary Lanes - No Build



Existing 2019 No Build 2045

27%

11%

52%

Congestion Index (Peak Period, Peak Direction Only)

46%

12%

28%

Data Summary



Climate



Travel Time (minutes) Existing No Build AM Peak SB I-205 to I-405 35 99th to Victory Blvd PM Peak NB Broadway to SR 500 I-405 to I-205







Transit demand exceeds peak 1-hour capacity on all modes of transit crossing the river. The mode share numbers shown assumes excess seak 1-hour demand cannot be accommodated and therefore has been shifted back to the auto mode.



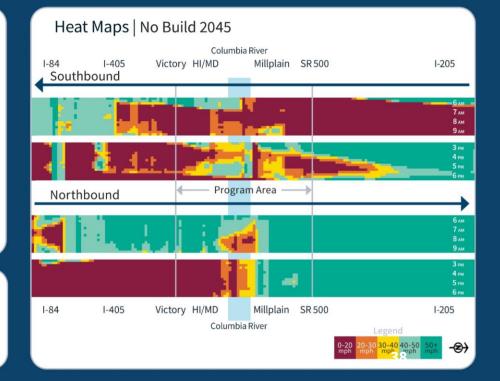




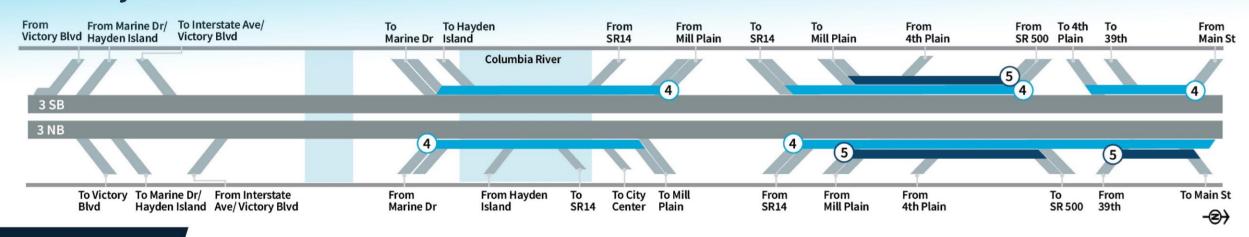








Auxiliary Lanes - 1 Aux Lane



Data Summary



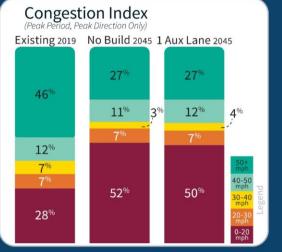
Climate

Anticipated GHG Reduction

Mode Shift from 50

No Bridge Lift Scenarios

Travel Time (minutes)			
AM Peak SB	Existing 2019	No Build	l Aux Lane 2045
I-205 to I-405	29	63	60
99th to Victory	16	35	33
PM Peak NB			
BDWY to SR 500	35	35	24
I-205 to I-405	38	38	27

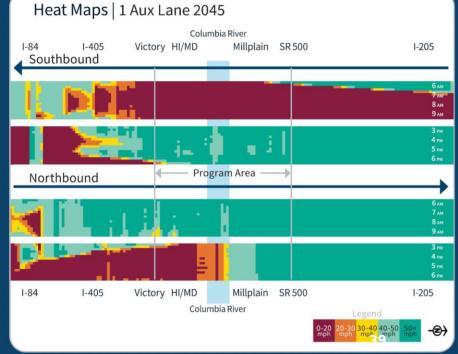


Daily Mode Share (PM 1-Hour) → 76% → 11% (170()) → 11% → (170())

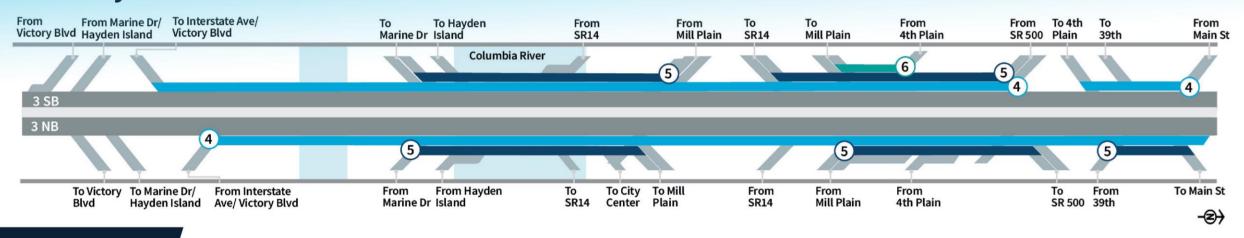
Transit demand exceeds peak 1-hour capacity on all modes of transit crossing the river. The mode share numbers shown assumes excess reak 1-hour demand cannot be accommodated and therefore has been shifted back to the auto mode.

Cost
75 - 100 Million
Dollars Less
Than the 2013
LPA
\$

Footprint
2013 LPA
Minus 16
Feet



Auxiliary Lanes - 2 Aux Lanes



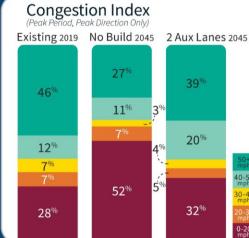
Data Summary

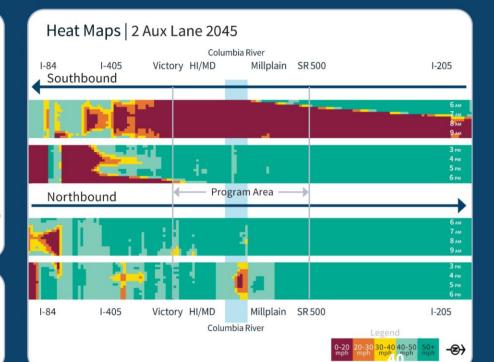




Climate







Daily Mode Share

(PM 1-Hour)











Footprint

Transit demand exceeds peak 1-hour capacity on all modes of transit crossing the river. The mode share numbers shown assumes excess seak 1-hour demand cannot be accommodated and therefore has been shifted back to the auto mode.

Aux Lane (1 or 2) Tradeoffs compared to No Build

- Mode choice benefits (High-Capacity Transit, Bus on Shoulder and Active Transportation)
- Variable rate tolling
- Reduces overall congestion
 - Off-peak benefits, including weekends
 - Less diversion to local streets
 - Faster congestion recovery from crashes and incidents
- Fewer lane changes required (i.e., lane balance)
- Large safety improvements
 - **Lane widths** to allow for current vehicle widths, turning, and comfort
 - **Fewer sideswipe** crashes
 - Full shoulders to allow BOS and to recover from breakdowns and emergency vehicle access
 - Improved visibility (hills and curves)
 - No bridge lifts



Benefits of 1-Aux Lane compared to 2045 No Build

Travel time improvements

- SB AM travel time is reduced by 3 minutes between I-5/I-205 split and I-405
- NB PM travel time is reduced by 11 minutes between Broadway Ave. and SR 500

Reduced Congestion

Congestion is similar during AM/PM peak period peak direction, but reduces in off-peak periods

Safety benefits

Likelihood of crashes is expected to decrease

Mode shift

Daily transit mode share is expected to increase 4% from No Build to 11% total

Climate

 Anticipated GHG reduction due to less congestion, mode shift away from single occupant vehicles (transit and active transportation), variable rate tolling, no bridge lifts

Equity

Increased modal options



Benefits of 2-Auxiliary Lane compared to No Build

Travel time improvements

- SB AM travel time is reduced by 6 minutes between I-5/I-205 split and I-405
- NB PM travel time is reduced by 25 minutes between Broadway Ave. and SR 500

Reduced congestion

Congestion reduces 20% during AM/PM peak period peak direction

Safety benefits

Likelihood of crashes is expected to decrease

Mode shift

Daily transit mode share is expected to increase 4% from No Build to 11% total

Climate

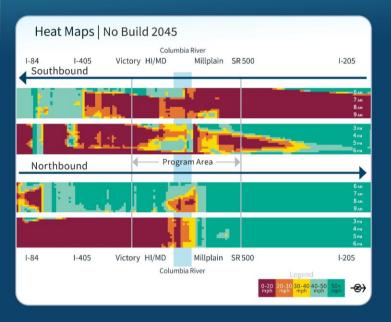
 Anticipated greater GHG reduction due to less congestion, mode shift away from single occupant vehicles (transit and active transportation), variable rate tolling, no bridge lifts

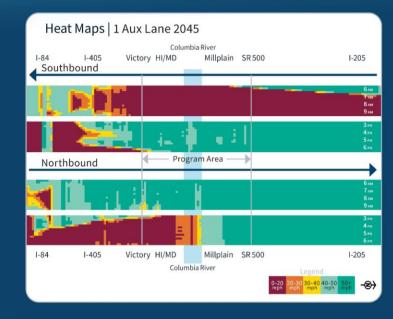
Equity

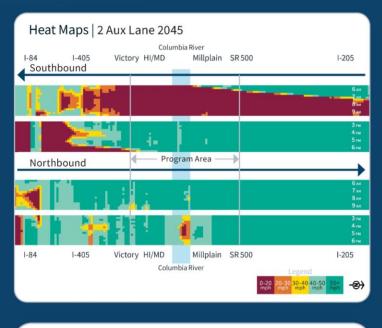
Increased modal options, improved travel time reliability



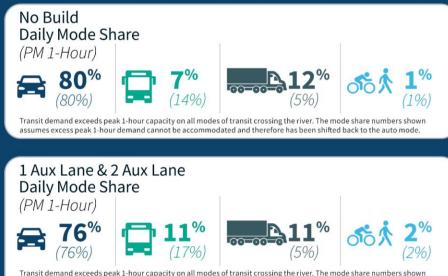
Auxiliary Lanes - Traffic Summary











assumes excess peak 1-hour demand cannot be accommodated and therefore has been shifted back to the auto mode.







Questions?





IBR Transit Investment Considerations

April 21, 2022

IBR Transit Investment

- Quick Recap Overview of process to date
 - Development of representative transit investments
 - Development of transit measures
 - What has changed since 2013 for transit?
- Draft findings from transit measures
- Considerations for transit components
- Next Steps



What has changed for transit since 2013?

- C-TRAN has developed and begun implementation of the Vine BRT network.
- ► City of Vancouver has worked with C-TRAN to design robust station environments for the Vine system on Broadway and Washington in the Central Business District.
- ► The City of Vancouver has seen substantial growth in the Waterfront District as planned for in the Waterfront Development Plan.
- ► The population of the region is growing and diversifying. Since 2010, Clark County's population has grown by nearly 78,000 (76% of whom are people of color).



Development of Representative Transit Investments

- ► 11 representative transit investments
- ▶ 16 measures developed with project partners
 - Multiple measures of ridership demand in 2045
 - Access for equity priority communities
 - Relative costs
 - Potential impacts
- Stakeholder and community engagement
- Project components will be optimized and refined as design advances



Draft Findings from Transit Measures



Transit Measures- Draft Findings

- All build options substantially improve service over the no build
- Modeling shows demand for cross river transit service is expected to increase
- Capacity, both at the investment option level and at the system level, are important considerations for selecting a preferred alternative
 - LRT Downtown Vancouver, Interstate Ave., Rose Quarter, Steel Bridge, Portland transit mall
 - BRT Downtown Vancouver
 - Express bus Downtown Vancouver and the Portland Transit Mall
- ► A transit investment that serves the identified markets and attempts to serve demand, will need to include a combination of BRT, LRT and express bus
- Transfers from other transit vehicles are the highest mode of access for all representative transit investments. This highlights the importance of conveniently connecting the C-TRAN and TriMet systems.
- When comparing the same representative alignment, LRT options have higher ridership and carrying capacity than BRT options



Transit Measures – Draft Findings

- Modeling shows park and ride demand is highest for facilities that provide convenient access from I-5
- Options that include more stations serve more residents within walking distance, including BIPOC and low-income populations
- ▶ All transit investments improve access to jobs, including for BIPOC and low-income populations. LRT investments improve access to jobs to a greater degree than BRT investments.
- When comparing the same representative alignment, LRT options have higher capital cost and lower operations cost per rider than BRT options.



Considerations for Representative Transit Investments



IBR Transit Investment

- Three Transit Components to Include in the LPA
 - Alignment
 - Mode
 - IBR Terminus
- Other components that will be studied further
 - General station locations
 - General park and ride location and size
 - Operations and maintenance facility
 - System improvements to transit speed and reliability



Discussion of Mode



Modes Considered for Program Investment

- Bus on Shoulder
- Bus Rapid Transit (BRT)
- Light Rail Transit (LRT)



Bus on Shoulder

- A transit investment that serves the identified markets and attempts to serve demand, will need to include a combination of BRT, LRT and express bus
 - Bus on Shoulder capability is included in all representative transit investments
 - Remove as a stand alone option



BRT & LRT - How do they compare for the cross river connection?

- When comparing the same representative alignments, LRT options have higher demand than BRT options
 - Vehicle capacity
 - LRT up to 266 passengers accommodated with a two-car train
 - BRT up to 100 passengers accommodated with a bus
 - Additional transfer needed for BRT options traveling further north/south than Expo
 - Impacts travel time
 - Effects demand for BRT options more when compared to C-TRAN express bus option between downtown Vancouver and Downtown Portland



2045 Average Weekday Ridership - Mode

- ▶ In 2008 analysis, LRT had 19%-25% more riders than BRT. That delta has increased. Why is that?
 - BRT options include an additional transfer for riders that are traveling further north/south than Expo, which negatively impacts ridership demand
 - BRT options see more trips moving to the C-TRAN Express bus service



Transit Mode Takeaways

- Capacity on LRT options allows the program to maximize trips provided across the river
- LRT allows for preservation of the C-TRAN Vine and express bus current and future system while providing convenient connections to new LRT stations
- ► LRT provides more competitive travel time compared with trips that require a transfer at Expo
- Competitiveness for FTA discretionary funding
- An LRT extension of the Max Yellow Line from Expo Center into Vancouver best integrates existing transit investment in the region



Preferred Transit Investment – Mode

► The IBR Preferred transit investment components:

```
Mode - <u>Light Rail Transit</u>
Alignment - _____
IBR Terminus - _____
```

After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood



Discussion of Alignment



Two Representative Alignments

Downtown Vancouver/	I-5 Running/Adjacent
Central Business District	
Expo to Turtle Place	Expo to Kiggins
2013 LPA	Expo to I-5 McLoughlin
	Expo to Evergreen





Alignment takeaways

- Any transit investment should be made with a desire to complement the C-TRAN BRT Vine system, including existing and planned service
 - One BRT line is in operation, one is construction, and one in planning.
 - The Vine and C-TRAN express bus service provide frequent and reliable service within Clark County and to downtown Portland, respectively.
 - City of Vancouver has worked with C-TRAN to design robust station environments for the Vine system on Broadway and Washington in the Central Business District



Supports Vancouver Land Use & Development Goals

- Significant investment and redevelopment in downtown Vancouver has occurred since the 2013 LPA, including new BRT stations on the Washington-Broadway couplet, where BRT and local routes are frequent. The addition of LRT infrastructure would duplicate BRT service and have property impacts.
- ► The I-5 alignment has fewer potential property impacts than the 2013 LPA alignment and integrates with transit-oriented development opportunities at Library Square and at nearby City-owned parcels
- ▶ A connection over I-5 near Library Square between downtown and the Historic Reserve has the potential to create a significant opportunity to integrate transit into an active station environment that connects to key destinations



Recommended General Alignment – I-5 running/adjacent

I-5 Running/Adjacent

Expo to Kiggins

Expo to I-5 McLoughlin

Expo to Evergreen





Preferred Transit Investment

- The IBR Preferred transit investment components:
 - Mode <u>Light Rail Transit</u>
 - Alignment <u>I-5 Running/Adjacent</u>
 - IBR Terminus -

After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood



Discussion of IBR Terminus



IBR Terminus Considerations

- Evergreen terminus has fewer potential property impacts
- Connects directly to downtown library, jobs, services and amenities
- Evergreen terminus supports transit-oriented development opportunities at Library Square and on nearby City-owned parcels
- ► Evergreen terminus maximizes transfer opportunities given direct connections to several local routes as well as planned BRT routes
- ► Evergreen connects east over I-5 to the Historic Reserve, and west through downtown to Main Street and Esther Short Park via planned 9th Street pedestrian way



Preferred Transit Investment

- ► The IBR Preferred transit investment components:
 - Mode <u>Light Rail Transit</u>
 - Alignment <u>I-5 Running/Adjacent</u>
 - IBR Terminus Near Evergreen

After a preferred transit investment is selected project components will be optimized and refined as design advances and benefits and impacts are better understood



Next steps

- ▶ Preferred transit investment → Modified Locally Preferred Alternative
- Optimize the Preferred Transit Investment
 - Access to transit investment
 - Walk access
 - Transfer from existing/future transit
 - Park and ride
 - Transit Operations Working to meet transit demand
 - Assumed frequency of HCT investment
 - Complimentary service via express bus, existing bus/BRT network, other
 - How the HCT investment will work within the built environment
 - Optimize service and connection within equity communities
 - Fundability
 - Understand how preferred option would rate for Federal Transit Administration Capital Investment Grant funding



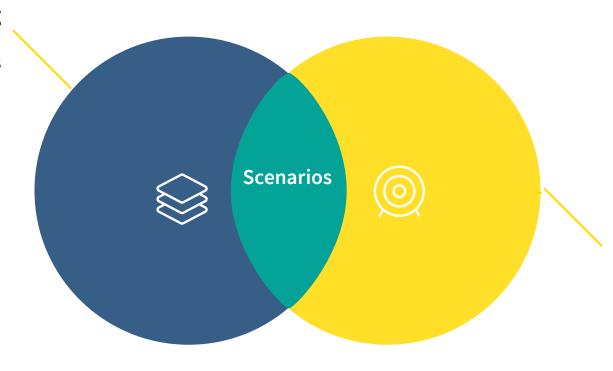
Options Analysis and Review: Modified Locally Preferred Alternative Scenarios



Scenario Development

Leveraging Previous Planning

Existing data Past studies/findings Previous design



Current Planning

Changes since 2013
New and existing data
New modeling
Stakeholder & community input



Scenario Development





Scenario Development

Scenario A

Bridge - **Replace**

River Crossing Auxiliary

Lanes - 1

System and Demand

Management - Yes

HI/MD - Partial

Transit- Light Rail

Scenario B

Bridge - Replace

River Crossing Auxiliary

Lanes - 2

System and Demand

Management- Yes

HI/MD - Full

Transit- **Light Rail**















Opportunity for Public Input



Comment Instructions

To make a verbal comment:

- If you have joined by Zoom, click "Raise Hand."
- ▶ If you have joined by phone, press *9 to raise your hand.
- ► The facilitator will call on participants. You will receive an "unmute" request. Please accept it. If you are commenting by phone dial *6 to unmute.
- ▶ Please provide your name and affiliation.
- ► Attendees will be allocated up to 2 minutes for public comment depending on the number of commenters up to a total of 10 minutes.

If we run out of time and you have not had a chance to speak, you can still provide comments after the meeting.







Comment Instructions

To submit comment after the meeting:

- ► Fill out comment form on program website or email comments to <u>info@interstatebridge.org</u> with "ESG Public Comment" in the subject line.
- ► Call 888-503-6735 and state "ESG Public Comment" in your message.
- ▶ All written comments must be received prior to 48 hours in advance of each upcoming meeting in order to be distributed to ESG members. Comments received after that point will be distributed to members in advance of their next meeting. All comments are posted on the IBR website.







Confirm Upcoming Meeting Topics, Next Steps, and Summary



Confirmation of Upcoming Meeting Topics

- ► May 5, 2022
 - Introduction of the Program Recommendation for the Modified LPA



Thank you!

