

Victoria Barge Canal Railroad Bridge Concept Study

Texas Department of Transportation | 2023



Victoria Barge Canal Railroad Bridge

Concept Study

Developed by TranSystems

These documents are preliminary and subject to change. They are not intended for construction or permit purposes. They were prepared by, or under the supervision of: Gary J. Law, P.E.# 66550 11-01-2023 TranSystems - F3557

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Introduction

Texas Department of Transportation (TxDOT) and the Port of Victoria (the Port) have a shared interest to improve efficiency of waterway and rail freight movement. The goal of this project is to identify a conceptual layout that satisfies the future needs of all interested parties.

The Victoria Barge Canal Railroad Bridge is a unique situation where a public entity, the Port, owns and maintains the bridge. The bridge is nearing the end of its useful life and major repairs or replacement is outside the financial capacity of the Port. A goal of TxDOT is to facilitate the movement of freight and international trade, foster economic competitiveness, and improve the reliability of the state transportation system. If the bridge were to fall out of service, the impacts to freight movement would be experienced statewide.

This document summarizes work performed by TranSystems in providing professional services for an assessment of modifying vertical clearance at the Victoria Barge Canal Railroad Bridge. TranSystems completed conceptual engineering, preparation of cost estimates, funding analysis, and engagement of local officials and community leaders to advance planning on concepts to improve efficiency of waterway and rail freight movement.



Background

Geographically positioned along the mid-coast of Texas, the Port is a two-hour drive away from major cities like Houston, Austin, San Antonio, and Corpus Christi. With its connection to the Gulf Intracoastal Waterway (GIWW) through the Victoria Barge Canal, the Port has access to the Mississippi River, Ohio River, and their connecting canals and river basins. Construction of the GIWW was formally completed in 1949 with a ribbon cutting for the section between Corpus Christi and Brownsville. Construction of the barge canal began in 1951 with its completion in 1965. The current lift bridge is original to the project. In 2002, the widening and deepening of the Victoria Barge Canal was completed. Since then, the lift bridge has been a constricting point along the canal, limiting the freight capabilities of the Port.

The GIWW is a major backbone of the Texas economy, approximately 75 million tons of goods moved on the Texas portion of the GIWW in 2020.¹ Given the projected 45 percent growth in both the Texas population and national freight by 2045, the significance of the GIWW will continue to grow.² Multimodal port facilities such as the Port of Victoria will enable Texas to capture the benefits of growing demand.

Maritime

The criticality of the barge canal is still being realized. The Port has capacity for significantly more tenants. Still, with as many as 10 barge trips daily, maritime traffic has a considerable impact on rail operations. Legally, barge traffic has priority over rail traffic so that when a vessel approaches the bridge. The lift must be opened as soon as possible to accommodate an approaching vessel.

33 CFR § 117.991 Victoria Barge Canal

The draw of the Victoria Barge Canal Railroad Bridge across Victoria Barge Canal, mile 29.4, at the Bloomington, Victoria County, Texas, shall operate as follows:

(a) The draw shall be unmanned and when a vessel with AIS equipment onboard approaches the two-mile post, the dispatcher will receive a prompt to open the bridge, if required, because a vessel is approaching. The vessel may continue to transit the waterway, but must tune their radiotelephone to VHF–FM channel 13 and receive passing instructions from the railroad dispatcher. The dispatcher must contact the vessel promptly to provide passing instruction to insure the continued safe transit of the vessel. Vessels without AIS equipment or vessels with AIS who would prefer to call via telephone, may call the railroad dispatcher at 800–262–4691 to arrange passing instructions.

(b) When any vessel approaches the one-mile post, the railroad dispatcher should have either cleared the vessel through the bridge or given an indication that a train is in the block and the vessel will be cleared as soon as practicable. If the vessel has not yet spoken with the railroad dispatcher, the vessel should immediately call the railroad dispatcher via telephone at 800–262–4691.

(c) If any vessel reaches the one-half mile post and has not communicated with the railroad dispatcher nor been cleared to proceed, the vessel should stop and contact either the railroad dispatcher at 800–262–4691 or the Port of Victoria emergency contact at 361–570–8855.

[USCG-2014-0952, 80 FR 39686, July 10, 2015]

¹ 2022 Gulf Intracoastal Waterway Legislative Report – 88th Texas Legislature

² IBID

Rail

The Port is situated adjacent to two rail lines: the Brownsville Subdivision (mainline) and the Victoria Industrial Lead. The Brownsville Subdivision, with the Angleton Subdivision north of the project area, is the primary rail corridor along the gulf coast between Mexico and Houston. This critical rail corridor is utilized by three Class 1 railroads: Union Pacific Railroad (UP), BNSF Railway (BNSF), and Canadian Pacific Kansas City Limited (CPKC). According to the Federal Railroad Administration (FRA), there are approximately 18 trains crossing the bridge daily.³ The Port is in the process of completing a 10-year rail expansion effort which will connect the Port facilities to the Brownsville Subdivision and features enough capacity to work over 1,000 rail cars. The expansion would allow Port tenants to access UP and BNSF railroads and enhance freight rail services throughout the region.

The importance of this rail corridor to the Texas economy can be recognized through port access, border-crossing access, rural economic development, and quality job creation.

One pivotal facet of this corridor's importance is its role in providing access to ports. These ports serve as critical gateways for the exchange of goods, both domestically and internationally. The corridor's connectivity to these ports is indispensable for efficient import and export operations, making it a linchpin for businesses engaged in global trade. In 2016, the Panama Canal Authority officially opened a larger, third set of locks on the canal. The canal capacity for container vessels, previously limited to 4,500 Twenty-foot Equivalent Units (TEU) ships, are increasing to container vessels of 12,500 TEU capacity.⁴ This expansion project creates an opportunity for the ports in the eastern and southern U.S. to capture additional ocean trade with Asia and the West Coast of South American countries – traffic that, until recently, had avoided Atlantic ports and traveled instead to ports on the West Coast before traveling to eastern and southern regions by rail or truck.

Cross-border trade with Mexico stands as another driving force behind the corridor's economic significance. The corridor serves as a conduit for the flow of goods between the United States and Mexico. Trade agreements, such as the United States-Mexico-Canada Agreement, have further enhanced this cross-border commerce, bolstering the economic competitiveness of the region.

Regional economic development is another facet of this corridor's influence. As it traverses through rural areas, the corridor stimulates economic activity in these regions. An extended period of disruption would impact economic conditions on a regional scale. It attracts businesses, fosters job creation, and encourages investments that strengthen the fabric of rural economies. The corridor's impact extends to the realm of job creation, not just in terms of quantity but also in the creation of quality jobs. These jobs represent a variety of skills and sectors, ranging from logistics and transportation to maintenance and operations.

³ U.S. DOT Crossing Inventory Form, 2021

^₄ Texas Rail Plan

Existing Conditions

At the time of this report (2023) the lift bridge is in working condition but approaching a period needing significant investment for major rehabilitation reconstruction. The canal was dredged this year by the U.S. Army Corps of Engineers (USACE). A copy of the most recent hydrological study completed by the Corps can be found in **Appendix A**.

Maritime Infrastructure

Construction began on the canal in 1951 and it was completed in 1965, which included the lift bridge in operation today. Original plans for the bridge are included as **Appendix B**. Thirty (30) years later, construction began to widen and deepen the channel. In 2002, widening and deepening of the canal was completed. The canal is maintained by the USACE who routinely dredge the majority of the canal to a depth of 14 feet and width of 125 feet. There are three locations along the canal where the width is restricted to 75 feet: Dupont Road (existing plans for removal from channel), State Highway 35 (existing plans for removal from channel), and the Victoria Barge Canal lift bridge. Soon, the bridge will be the sole constriction point in the channel.

Rail Infrastructure

The Victoria Barge Canal Railroad Bridge is nearing 60 years in operation and will soon require significant investments to maintain operability and serviceability. Without significant investments, the rail corridor is at risk of extended mobility disruptions as the lift bridge ages. The bridge features a single line of track with a maximum speed of 50 mph. The bridge sees an average of 18 trains daily, nearly one train per hour, with nine during the day and nine during the night. Since 2011, lift bridge expenses totaled approximately \$3,967,000. As rail and maritime traffic continues to increase, concerns regarding reliable operation of the bridge will continue to demand investment.



Marine and Rail Traffic

An increase of either mode of freight transportation traffic, maritime or rail, means more interruptions to the other.

Maritime Traffic

Traffic along the canal has varied over the last 10 years, experiencing a peak in 2014.⁵ Since the COVID-19 pandemic, freight tonnage has increased each year. The projected tonnage by 2030 is double the expected tonnage of 2023. The increasing amount of maritime traffic will result in more bridge movements. The Port does not track the number of bridge movements annually, however, operations may be similar to 2014, the last year freight tonnage surpassed 7,000,000.

⁵ Port of Victoria Freight Volume by Tonnage, 2012-2022



Source: Port of Victoria, 2023

Rail Traffic

Rail traffic on the UP Brownsville Subdivision is expected to increase. The demand for rail capacity continues to grow as markets in Texas expand including grain, power equipment (e.g., large wind turbine components), petroleum coke exports to Mexico, and bulk fertilizer shipments destined for the Midwest.⁶ Approximately 60 percent of the rail traffic along this corridor is CPKS. The remaining 40 percent of rail traffic is divided between UP and BNSF. As maritime traffic increases, the interruptions to rail service would be experienced by all three Class 1 railroads.

⁶ South Texas Rail Capacity Project

Improvement Alternatives

With the goal to increase the efficiency of freight movement for barge and rail traffic, three alternatives were identified. Alternatives take into consideration future capacity needs for rail traffic as well as increased horizontal and vertical clearances for canal traffic. Therefore, all three alternatives feature the possible expansion of capacity for double tracks, an air-draft clearance of at least 73 feet, and a clear width of 85 feet to 125 feet.

Alternative 1: In-line Mechanical Structure

The first alternative identified is replacement of the existing mechanical lift structure with a new mechanized bridge. An in-line mechanized structure would not require additional ROW or carry the high up-front costs of a flyover. However, removing the existing bridge and installing a new one along the existing alignment would result in significantly higher immediate impacts to rail operations than other alternatives. Beyond construction impacts, commissioning the in-line bridge would result in additional downtime for rail operations.

A bascule bridge could be an option for an in-line replacement of the existing bridge if approved by the United States Coast Guard (USCG). An advantage of a bascule bridge is the mechanical components could be located on only one side of the canal, as opposed to a lift bridge which requires components on both sides of the canal. Another benefit to a bascule bridge would be reduced maintenance costs. On average, bascule bridges have a lower annual maintenance cost due to the nature of gears versus pullies found on a lift bridge. A disadvantage of a bascule bridge is communications will require a submarine cable or an adjacent aerial span. Another disadvantage is the USCG is responsible for regulating bridges and for this portion of the GIWW, mechanical lift bridges and fixed bridges are the official recommendation. While a bascule bridge may still get permitted, additional coordination with authorizing agencies would be required. With this alternative, interruptions to maritime and rail operations would persist, and extensive interruptions related to construction make this alternative less desirable than others.

Alternative 2: Off-Alignment Mechanical Structure

The second alternative identified is replacement of the existing mechanical lift structure with a new mechanized bridge. An off-alignment mechanized structure may require additional ROW but would not carry the high up-front costs of a flyover. Impacts to rail and maritime operations would be less significant for this alternative compared to an in-line replacement.

The new bridge could be constructed south of the existing alignment which would allow for oversized components to be delivered by barge, lessening impacts to rail operations. To accommodate future rail capacity needs, the combination of a new off-alignment single-track bridge could be combined with an in-line single-track replacement bridge. Together, the two bridges would provide double track capacity while creating minimal impact to operations.

Alternative 3: Off-Alignment Flyover

The final alternative identified is a flyover concept. Starting at milepost 214 headed north and milepost 218 headed south, track grade would increase at a one percent incline to achieve an air-draft clearance of 73 feet over the canal. A minimum horizontal clearance of 125 feet would accommodate

side-by-side barges. Because the tie-ins to the existing alignment would occur near milepost 214 and milepost 218, the reconstruction of the industrial spurs from the port to the Brownsville mainline would be required. This alternative may limit the port's rail access to only the Victoria Industrial Lead and could require the acquisition of significantly more ROW for construction.

The removal of mechanical components from the proposed bridge would offer substantial enhancements in the reliability of freight movement, benefiting both rail and barge traffic. As this concept is further developed, it is conceivable that UP might be more open to the prospect of taking ownership of the new bridge, particularly when compared to alternatives featuring mechanical structures.

It is important to underscore the removal of this lift bridge should not be perceived as an endeavor to altogether remove mechanical bridges along the rail corridor stretching from Brownsville to Houston. North of the Port, in Brazoria County, two mechanical bridges exist on the Angleton Subdivision, both of which are owned by UP: a vertical lift bridge spanning the San Bernard River and a swing bridge over the Chocolate Bayou.

To attain the dual objectives of improved reliability and heightened capacity, it may be appropriate to adopt a corridor-based approach for infrastructure enhancements. Such an approach would ensure that the broader network within this region is resilient, responsive, and well-equipped to meet the growing demands of freight movement.



Existing Mechanical Structures Along the Corridor

The following matrix identifies strengths and weaknesses of each alternative. The matrix is not meant to be a comprehensive alternative analysis but represents the narrow focus of this report on improved functionality of freight movement. Improved barge capacity includes increased width and clearance while improved rail capacity is a measure of reduced disruptions. Negative temporary impacts to rail and maritime operations includes disruptions due to traffic and construction activities. Other considerations include right of way acquisitions, compatibility with the Port's infrastructure (namely the Texas Logistics Center), and bridge cost.

	No Build	In-line Mechanical Structure	Off-Alignment Mechanical Structure	Off-Alignment Flyover
Improved Barge Capacity				
Improved Rail Capacity				See Note*
Negative Temporary Impact				
to Rail Operations				
Negative Temporary Impact				
to Barge Operations				
New ROW Acquisitions				
Compatibility with Texas				
Logistics Center				
Bridge Costs				
Overall				

Red = No Improvement, Amber = Slight Improvement, Green = Improvement

* Do not achieve improved rail capacity until all moveable bridges on corridor are replaced with fixed bridges.

Based on the table above, the likely concept to move forward is the off-alignment mechanical structure. The off-alignment mechanical structure results in the fewest negative impacts to rail and maritime operations while still meeting the desired capacity and reliability goals. While the off-alignment mechanical structure still poses temporary impacts to barge and rail operations, the disruption would be measured in days compared to an in-line replacement where disruptions would be measured in months. If a corridor-based approach is undertaken, a flyover may be more prudent for improved reliability.

Engagement of Local Officials

On September 25th, 2023, a meeting was convened to introduce local officials and community leaders to this study. A total of 13 individuals from the Victoria County Navigation District, Port of Victoria, Victoria County, Victoria Economic Development Corporation, and TxDOT attended. During the meeting, the study team presented three concepts, fostering a group discussion into the strengths and drawbacks of each option. The concepts consisted of two flyover concepts (one with standard earthwork, another utilizing retaining walls to reduce ROW requirements) and an off-alignment mechanical structure. Meeting exhibits are included in **Appendix C.**

The group acknowledged the merits of the flyover concepts, appreciating their potential benefits. However, concerns were raised regarding the associated reinvestment costs to reconnect the Texas Logistics Center with the Brownsville Subdivision Main. Given that the Port is presently in the process of securing state funding for on-site rail enhancements, including connectivity to the Brownsville Subdivision, concerns were expressed about the compatibility of these improvements with a flyover structure.

Conversely, when the lift bridge concept was under consideration, attendees conveyed a more optimistic outlook, primarily influenced by the potential for reduced costs and its alignment with ongoing port infrastructure enhancements. During the discussion, attendees addressed the complex question of bridge ownership. This included reflecting upon the positives and negatives of the Port retaining ownership,



recognizing the private interests of UP, a for-profit enterprise. These discussions resulted in a division of opinions regarding the tradeoffs associated with maintaining ownership of a lift bridge versus transferring ownership of a fixed-bridge solution.

This meeting was a successful forum for sharing insights and perspectives, allowing for a comprehensive examination of the alternatives under consideration. It provided a valuable platform for attendees to voice their concerns, interests, and considerations, thus informing the decision-making process related to this critical piece of infrastructure.

Bridge Costs

Construction costs can be highly volatile due to fluctuations in the prices of raw materials like steel and shifts in labor costs influenced by market demand. This volatility can result in substantial project cost variations, making accurate budgeting and cost estimation a challenging aspect of construction planning. Estimates to replace the existing bridge, contained in **Appendix D**, include the following costs:

- Planning Study (5 percent of estimated construction cost): \$600,000
- Final Design and Construction Activities: \$102,223,160
 - Final Design (7 percent of estimate construction cost): \$714,000
 - Existing Bridge Demolition: \$4,000,000
 - New Bridge Construction: \$51,500,000
 - Railroad Realignment: \$46,723,160

Implementation Strategies

This study serves as a starting point for continued multimodal coordination, collaborative planning, and design of a barge canal rail bridge replacement. Concepts presented here should be further developed following stakeholder and community input. A follow-up study to develop preliminary plans could determine concept feasibility, expected environmental impacts, and/or ROW requirements. Multiple options for funding future studies may be available, including the following:

The Rebuilding American Infrastructure with Sustainability and Equity (RAISE)

- Provides funding directly to <u>any</u> public entity, including municipalities, counties, port authorities, tribal governments, or Metropolitan Planning Organizations (MPOs).
- Program does NOT require a 20% local match
- Application window has previously occurred in early winter.

Consolidated Rail Infrastructure and Safety Improvements (CRISI)

- Provides funding to states, political subdivision of a state, MPOs, rail service provider, tribal governments, or a rail-related transportation research institution.
- Program requires a 20% local match
- Application window has previously occurred in spring or summer.

Multimodal Project Discretionary Grant (MPDG)

- Provides funding to states, political subdivisions of the state, MPOs, port authorities, local governments, tribal governments, and groups of eligible entities.
- Program requires a 20% local match
- Application window usually occurs in summer

Bridge Investment Program (BIP)

- Provides funding to state, county, or city governments, as well as tribal governments and special government districts.
- Program requires a 20% local match
- Application window has previously occurred in the fall.



The following graphic illustrates potential funding opportunities throughout the funding cycle. Application windows for federal funding, shown on the wheel, can fluctuate.

The planning study, years two through four, would focus on consensus building around preliminary concepts, alternative analysis, and environmental investigations to conform with the National Environmental Policy Act (NEPA).

NEPA requires a consideration of environmental impacts for federally funded projects that significantly impact the environment. This required environmental review can be satisfied in three ways depending on the scope of a project. These three methods are: categorical exclusions (CE), which are categories of projects that have been predetermined to have only minimal environmental impacts; environmental assessments (EAs) that result in a finding of no significant impact; and environmental impact statements (EIS) for projects that are expected to have a significant impact. It is anticipated that a Federal Railroad Administration NEPA review will confirm that the project is eligible for a Categorical Exclusion allowing it to move quickly to construction.

Year 5 and beyond, design and construction phase activities begin. These activities include final design, ROW acquisition, relocation activities (in accordance with the Uniform Relocation Assistance and Real Property Acquisition Act), utility adjustments, and finally construction.

Recommendations

The likely concept to move forward is the off-alignment mechanical structure, included in **Appendix E**. The structure should be constructed on the gulf-side of the existing alignment to allow for maritime delivery of oversized bridge elements. The lift span would be wide enough to span the entire dredged channel and provide the vertical clearance required for maritime freight on the GIWW to use this corridor. The concept minimizes interruptions to rail traffic and minimizes additional ROW acquisition.

A broader feasibility study with consideration of the entire corridor could determine the appropriate replacement for this bridge. If all mechanical structures could be replaced to optimize freight

movement through the corridor, it could change which type of bridge is recommended as a replacement for the existing Victoria Barge Canal Railroad Bridge.

References

Federal Railroad Administration. (2021). U.S. DOT Crossing Inventory Form.

Port of Victoria. (2023). Freight Volume by Tonnage, 2012-2022.

Texas Department of Transportation. (2010). Rail Capacity Expansion for the South Texas Region.

Texas Department of Transportation. (2019). Texas Rail Plan.

Texas Department of Transportation. (2022). *Gulf Intracoastal Waterway Legislative Report - 88th Texas Legislature.*



Appendix A USACE Hydrographic Survey







Appendix B Original Lift Bridge Plans

















Appendix C The Port and TxDOT Stakeholder Meeting Exhibits Port of Victoria Barge Canal Lift Bridge Study

Victoria County



Project Details:

TxDOT and the Port of Victoria (POV) have a shared interest to improve efficiency of waterway and rail freight movement. The project is described as a lift bridge replacement feasibility study. The study is a high-level, low-detail examination of alternatives for a future bridge replacement.

The current lift bridge is approaching 60 years in operation and will soon require additional investments to maintain serviceability. As rail and maritime traffic increases, reliable operation is critical for freight transportation through both corridors. Canal improvements over the years have resulted in the bridge site being a constriction point in the channel.

> **Project Location** The lift bridge is located on the Brownsville Subdivision, south of the port, near Bloomington.





The Existing Victoria Barge Canal Lift Bridge

TRANSYSTEMS

Project Contact Information: Gary J. Law, PE TranSystems Project Manager

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At-A-Glance:

Cost Estimate	To be Determined		
Status	Conceptual (Pre-Planning)		
Scope	Identify a potential alternative to increase barge canal clearances under the railroad lift bridge and increase the efficiency of freight movement in Texas.		
Schedule	Construction would begin after multiple years of planning		

Business with Port of Victoria: Sean Stibich Executive Director









Appendix D Cost Estimates

Estimate of Cost								
Item No.	Description	Quantity	Units		Unit Price		Amount	
	General Items							
1	Mobilization	1	LS	\$	4,000,000.00	\$	4,000,000.00	
2	Clearing and Grubbing	11.0	AC	\$	4,800.00	\$	52,800.00	
3	Topsoil Placement (6" Thick)	8,600	CY	\$	6.00	\$	51,600.00	
4	Embankment	30,000	CY	\$	24.00	\$	720,000.00	
5	Excavation	1,500	CY	\$	34.00	\$	51,000.00	
6	6" Road Base	1,800	SY	\$	50.00	\$	90,000.00	
7	Silt Fence	5,000	LF	\$	7.00	\$	35,000.00	
8	Erosion Control Management and Maintenance	1	LS	\$	50,000.00	\$	50,000.00	
9	Subballast	2,480	CY	\$	150.00	\$	372,000.00	
10	Seeding	10.0	AC	\$	1,500.00	\$	15,000.00	
11	Install New 5 Wired Barbed Wire Right-Of-Way Fence	6,700	LF	\$	36.00	\$	241,200.00	
12	Orange Construction Fence	400	LF	\$	5.00	\$	2,000.00	
13	Remove Existing Track	2,633	TF	\$	50.00	\$	131,650.00	
14	Proposed Track Shift	910	TF	\$	125.00	\$	113,750.00	
15	Install Track All-in Incl. Ballast	2,640	TF	\$	230.00	\$	607,200.00	
16	Proposed Lift Bridge	1	LS	\$	50,000,000.00	\$	50,000,000.00	
17	Proposed Bridge - Lift Bridge Approaches	1	LS	\$	1,500,000.00	\$	1,500,000.00	
18	Proposed Bridge Over Wetlands/Access Road	900	TF	\$	18,000.00	\$	16,200,000.00	
19	Demolition Existing Lift Bridge Structure	1	EA	\$	4,000,000.00	\$	4,000,000.00	
20	Demolition of Non-Channel Structure	1	EA	\$	400,000.00	\$	400,000.00	
	GENERAL SUBTOTAL					\$	78,633,200.00	
	CONTINGENCY	NCY 30%				\$	23,589,960.00	
GENERAL TOTAL			\$			102,223,160.00		



Appendix E Victoria Barge Canal Railroad Bridge Concepts







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