



MEMORANDUM

DATE: June 8, 2020

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

RE: **Update- Interstate Bridge Replacement Program (IBRP)**

CC: Brian Carlson, Interim Deputy City Manager; Chad Eiken, Director, Community & Economic Development; Rebecca Kennedy, Planning Manager; Aaron Lande, Senior Policy Analyst; Ryan Lopossa, Streets & Transportation Manager; Dan Swensen, Interim Director, Public Works

Background:

The Interstate 5 Bridge is a corridor of national significance that serves the entire west coast of the United States, and is a key economic connector between two major ports and much of the industrial land in the Vancouver-Portland Metropolitan Region. The existing Interstate 5 bridges are seismically vulnerable, have inadequate bicycle and pedestrian facilities, and suffer from some of the most severe congestion on the entire I-5 Corridor, negatively impacting travel time reliability and hindering the efficient movement of people and freight. Replacement of the Interstate 5 Bridge is needed to support critical trade routes, address congestion, provide transportation choices, and improve safety.

For the last two decades, regional partners have been working together to identify and implement improvements to the I-5 Corridor in Vancouver and Portland to ensure continued economic development and the efficient movement of goods and people throughout the region. Replacement of the Interstate Bridge is identified as a priority in both the Regional Transportation Plan and the City of Vancouver Comprehensive Plan, as well as those for the Portland Metro area and the City of Portland. The previous effort to replace the bridge- the Columbia River Crossing Project- was terminated prior to construction in 2013.

Current Conditions:

Demand and congestion on the Interstate Bridge continue to increase, impairing the movement of freight, decreasing transit reliability, and resulting in longer commute times. During the peak hour, the I-5 corridor is frequently in a state of hyper-congestion- as more vehicles enter the congested roadway, throughput decreases and travel times increase, resulting in stop-and-start movement and increasingly frustrated drivers. Decreases in freight mobility have led operators to modify driver schedules to avoid congested periods, shifting to evening and overnight operations. Transit

operations are also significantly impacted, as congestion leads to increased transit travel times and decreased reliability. As conditions deteriorate, safety challenges increase, including significant numbers of rear end collisions on the corridor and ramps, and diversion onto local streets that increase conflicts between vehicles and vulnerable road users. Narrow lanes, no shoulders and sub-standard bike and pedestrian facilities on the bridges contribute to safety issues for all users. In addition, the existing bridges do not meet seismic standards and will fail in even a moderate seismic event. Ongoing capital maintenance costs for the existing bridges are estimated to exceed \$282 million by 2040.

Restarting the bridge replacement process:

In recent years, the Washington Legislature has enacted both policy guidance and funding to restart I-5 bridge replacement project development activities. In 2017, [Substitute Senate Bill 5806](#) directed WSDOT to complete a [Planning Inventory](#) of past project efforts and created a WA legislative working group to initiate policy development discussions in partnership with Oregon legislative representatives. In 2019, the Washington Legislature approved funding for WSDOT to form a project office and restart project development activities, and the Oregon Transportation Commission committed resources for the same effort. Additionally, in 2019 the [Joint Oregon-Washington Legislative Action Committee](#) convened and held three meetings, beginning the legislative work towards the I-5 bridge replacement project. In November 2019, the WA and OR Governors convened to sign the [Oregon-Washington Memorandum of Intent on Replacing the I-5 Bridge over the Columbia River](#). That Memorandum of Intent directed the department(s) of transportation to open a joint project office.

These state-level efforts were accompanied by local actions expressing support for a replacement bridge. On August 6, 2018, the Vancouver City Council unanimously adopted Resolution M-3975 in support of replacing the Interstate Bridge and including high-capacity transit in a dedicated guideway. Following the City Council's action, jurisdictions throughout Southwest Washington adopted similar resolutions in support of the bridge replacement effort, including the cities of Battleground, Camas, La Center, Ridgefield and Washougal; the Ports of Vancouver, Camas-Washougal, and Ridgefield; C-TRAN, Clark County, and the Regional Transportation Council (RTC). In August 2019, local agencies in Oregon sent a letter to both Governors to express their support for an Interstate 5 Bridge replacement; signatories included the City of Portland, Metro, Multnomah County, the Port of Portland, and TriMet. In addition to public agency activity, private freight and business organizations on both sides of the Columbia have expressed support for the bridge replacement project.

Regional partnering process:

In February 2020, the Washington Secretary of Transportation and Oregon Director of Transportation convened a group of regional governmental agencies for a series of partnering discussions. The intent of these discussions was to begin to develop a framework for regional leadership and collaboration to inform the I-5 Bridge Replacement Program process. Participating agencies included WSDOT, ODOT, C-TRAN, TriMet, RTC, Metro, City of Vancouver, City of Portland, Port of Vancouver, and the Port of Portland. The partner group met on four occasions through May, and discussions have been summarized in a series of working documents, which are attached here and intended to be a starting point for the formal convening of an Executive Steering Group (ESG).

The Executive Steering Group is expected to be comprised of the government agencies that participated in the partnering process, as well as representatives from a not yet convened Citizen Advisory Group, and will also include opportunities for representatives of the Joint Oregon-Washington Legislative Action Committee to participate. The Executive Steering Group will be a resource for government agency and community input, recommendations, and will provide broad guidance to the Interstate Bridge Replacement Program (IBRP) team throughout the process. The Community Advisory Group (CAG) will include members from around the region representing a variety of stakeholder groups, and is intended to provide well-rounded and diverse community perspectives throughout the process. Both the ESG and CAG will be key components of a broader, comprehensive community engagement strategy to ensure extensive and inclusive public dialogue.

Next Steps:

A national recruitment effort is underway with the goal of hiring a Program Administrator in the next two months. This position will lead the bi-state program team and will be responsible to both Departments of Transportation and equally representing both states. Advertisement is also underway for a General Engineering Consultant (GEC), which will bring specialized staffing resources needed to support the Bridge Replacement Program. The Executive Steering Group will likely be formed in summer 2020, with the Mayor and City Manager representing the City. City staff and the IBR Program team will provide the City Council with regular updates as the project progresses.

Attachments:

- May 7, 2018: WSDOT update to City Council on the I-5 Bridge Planning Inventory Report
- July 16, 2018: Staff update to Council on the status of efforts to restart the bridge replacement project
- August 6, 2018: Council Resolution M-3975 supporting a replacement bridge with high-capacity transit in a dedicated guideway
- Interstate Bridge Replacement Program December 2019 Progress Report
- Interstate Bridge Replacement Program Partnering Process Outputs:
 - IBRP- DRAFT Conceptual Partner Expectations (May 19, 2020)
 - IBRP- DRAFT Conceptual ESG Issues List (May 19, 2020)
 - DRAFT Process Diagram- Purpose and Need (May 16 2020)

I-5 Bridge Planning Inventory

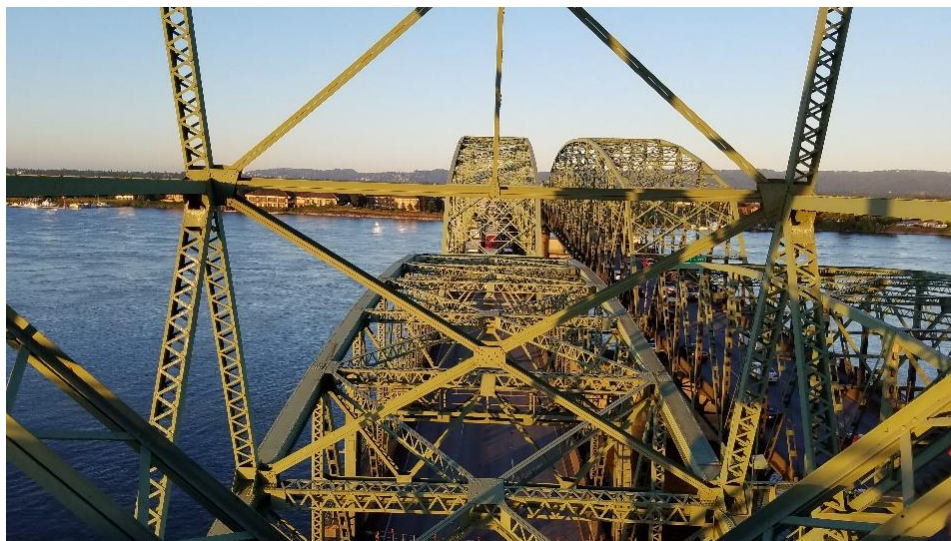
Vancouver City Council

Kris Strickler, PE, WSDOT Southwest Regional Administrator

May 7, 2018

Presentation Outline

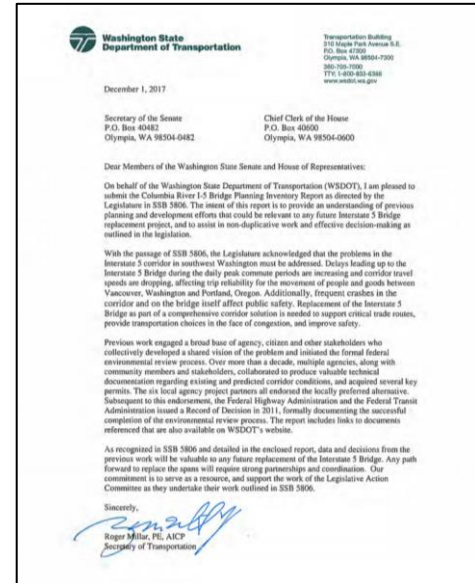
- Brief summary of requirements set forth in Substitute Senate Bill 5806 (SSB 5806)
- Brief summary of Interstate 5 Bridge Planning Inventory Report



SSB 5806 - Columbia River I-5 Bridge Planning

WSDOT was directed to provide:

- A planning inventory that documents previous planning data related to construction of a new Interstate 5 bridge over the Columbia River
- Submit a report to the Washington State Legislature by December 1, 2017 that details the findings of the inventory of existing planning work



SSB 5806 - Columbia River I-5 Bridge Planning

SSB 5806 establishes a Joint Legislative Action Committee regarding construction of a new I-5 bridge spanning the Columbia River.

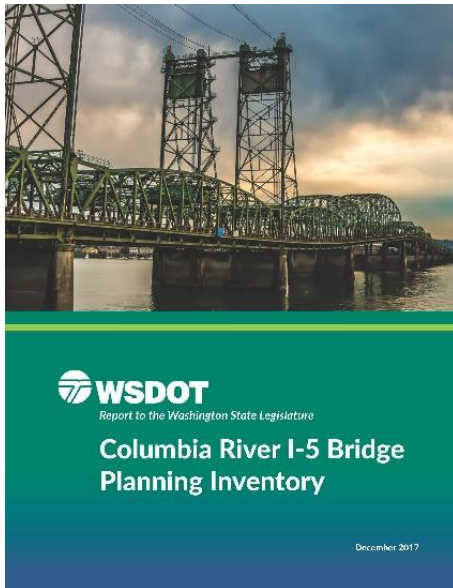
The Committee is tasked to:

- Work with DOTs, transportation commissions and stakeholders to begin a process toward project development
- Review and confirm roles for permitting, construction and maintenance
- Establish process to seek public comment on the I-5 bridge project development plan
- Examine potential mass transit options
- Consider creation of a Columbia River bridge authority
- Present final recommendations for the process and financing
- Report to legislature of each state by December 15, 2018

Discussed
within
inventory



Planning Inventory Index/Contents



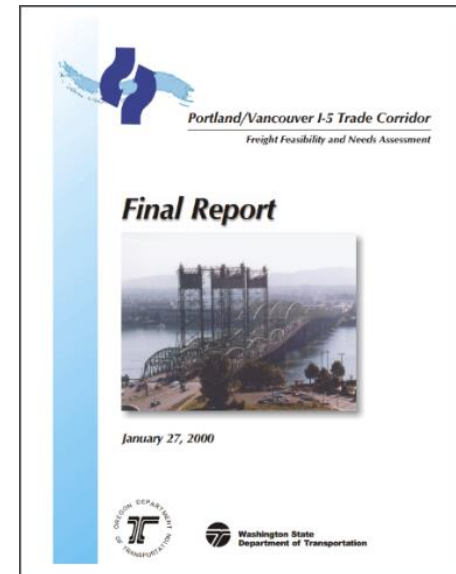
- Long-range planning (pre-CRC)
- Context and constraints
- Finance
- Project management
- Project development
- Project delivery
- Operations and maintenance



Long-Range Planning (Pre-CRC)

Bi-State Transportation Committee (1999)

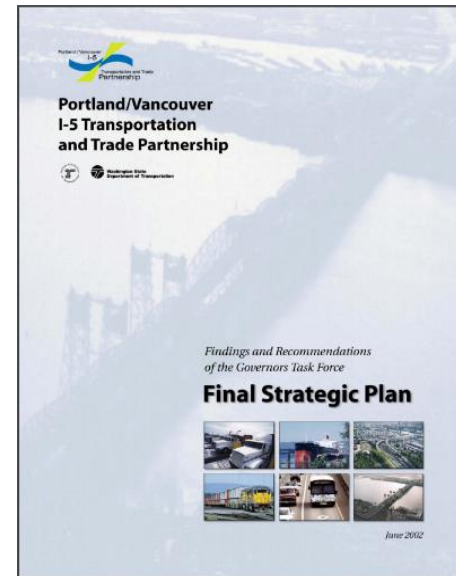
- **Freight Feasibility and Needs Assessment Final Report:**
 - I-5 is the primary economic lifeline on the West Coast
 - To maintain economic competitiveness, the region needs to develop a strategic plan for the I-5 Trade Corridor
 - Improvements will be costly and most cannot be funded with existing transportation revenues



Long-Range Planning (Pre-CRC)

Portland/Vancouver Transportation and Trade Partnership (2001)

- The Governors of Washington and Oregon appointed a Task Force to address the growing congestion of I-5 in the metro areas of Vancouver and Portland between I-205 and I-84
- The 26-member Task Force included:
 - Metro, Tri-Met, City of Portland, ODOT, Ports, WTC, C-Tran, City of Vancouver, Clark and Multnomah counties, neighborhoods, businesses, industry, citizen groups



Long-Range Planning (Pre-CRC)

Portland/Vancouver Transportation and Trade Partnership (2001)

- Final Strategic Plan recommended physical improvements in the I-5 Trade Corridor to meet the transportation, economic and livability needs of the Portland/Vancouver region
- Recommended widening projects (from 2 to 3 lanes) included:
 - Vancouver 99th St. to 134th St. **Completed - 2009**
 - Vancouver Main St. to 99th St. **Completed - 2002**
 - Bridge Influence Area Improvements **CRC Project**
 - Victory Blvd. to Lombard St. **Completed - 2010**
 - I-405 to I-84 **Funded - 2017**



Context and Constraints

Vision and Values

Problem Statement

Purpose and Need:

- Growing travel demand and congestion
- Safety
- Impaired freight movement
- Limited public transportation
- Bicycle and pedestrian facilities
- Seismic vulnerability



Context and Constraints



Interchange Spacing: Optimal = 2 Miles / Desirable = 1 Mile

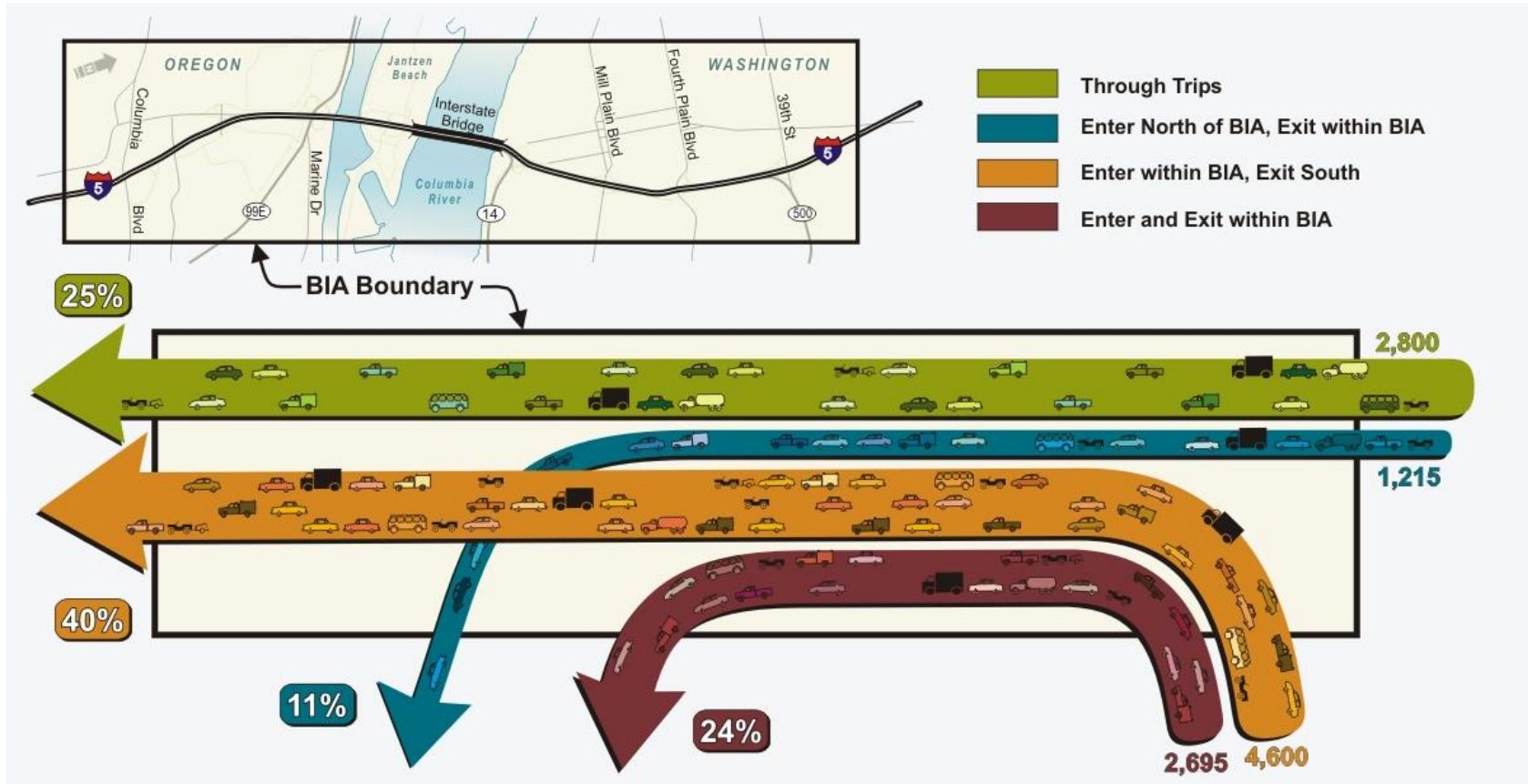


Context and Constraints

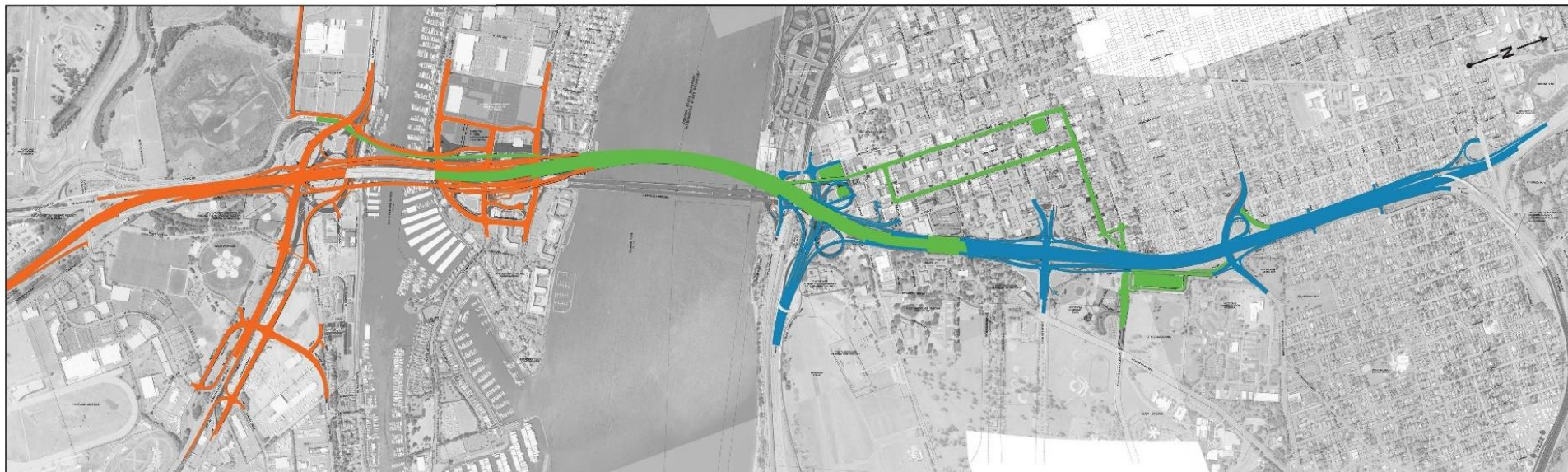
- Natural and built environment:
 - Fort Vancouver National Historic Site
 - Downtown Vancouver
 - I-5 is the only access to Hayden Island
 - Light rail terminus at Expo Center
- Aviation (PDX and Pearson)
- Columbia River (navigation and ESA)
- I-5 access to Ports of Portland and Vancouver



Context and Constraints



Finance



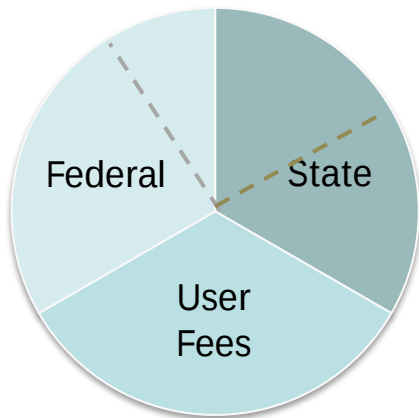
Oregon Roadway and Interchanges	Cost	Funding Source
Oregon Roadway and Interchanges Total	\$595 million	State and/or federal funds

Columbia River Bridge and Approaches	Cost	Funding Source
Columbia River Bridge and Approaches Total	\$1.2 billion	Tolls and State or Federal funds

Light Rail Transit Extension	Cost	Funding Source
Light Rail Transit Extension Total	\$850 million	FTA New Starts

Washington Roadway and Interchanges	Cost	Funding Source
Washington Roadway and Interchanges Total	\$435 million	State and/or Federal Funds

Finance



Federal	FTA (\$850 M) FHWA (\$400 M)
User Fees	Toll revenue (\$900 M - \$1.3 B) TIFIA (loan to leverage tolls)
State	Washington (\$450 M) Oregon (\$450 M)

In December 2013, a bonding analysis of an Investment Grade Analysis found that Net Toll Revenues with pre-completion tolling would provide approximately \$1.35 billion and \$1.57 billion



Project Management

- 39-Member Task Force
- Project Sponsor's Council
- Working Groups:
 - Freight
 - Portland
 - Vancouver
 - Urban Design
 - Pedestrian and Bicycle
 - Community and Environmental Justice



U.S. Department of Transportation
Federal Highway Administration Federal Transit Administration



Oregon Department
of Transportation



Washington State
Department of Transportation



City of Vancouver



City of Portland



SW Washington Regional
Transportation Council



Metro



C-TRAN

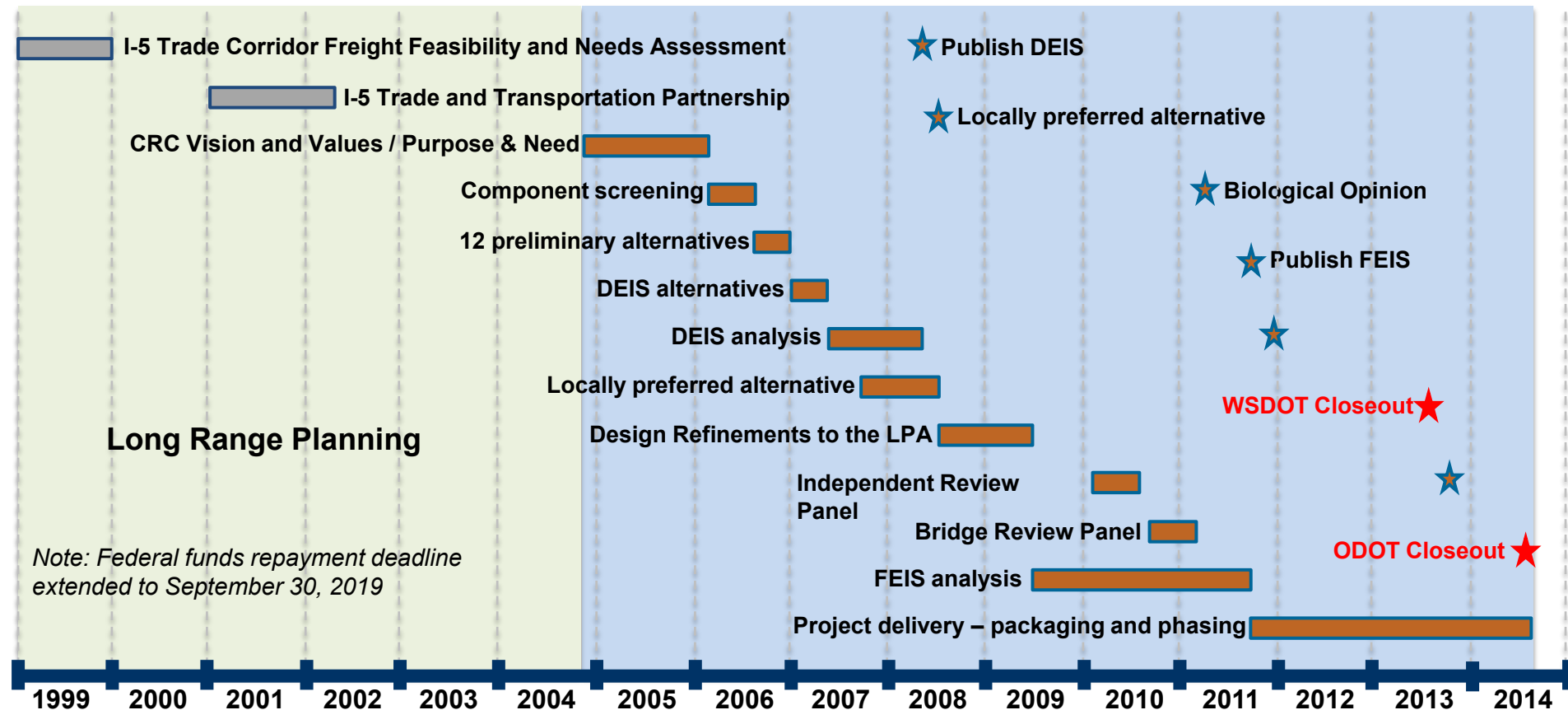


TriMet



Project Development

CRC Project Timeline



Project Development

Public Involvement (as of March 2013):

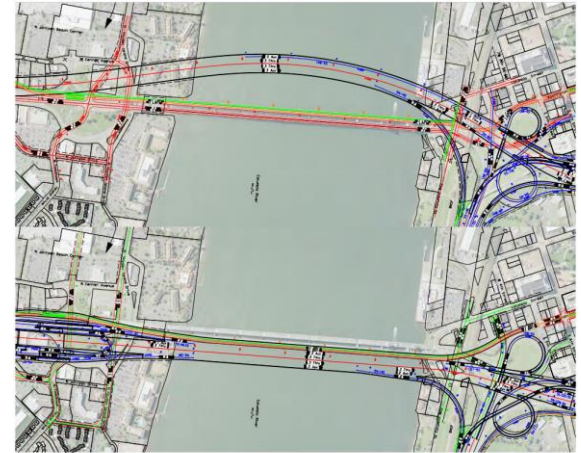
- **1,277 public events**
 - 653 in WA
 - 624 in OR
- **33,984 face-to-face contacts**
 - 17,175 in WA
 - 16,809 in OR
- **Approximately 12,000 public comments**
- **Contact list: 6,000 email and 14,000 mailing addresses**



Project Development

Project components identified from previous long-range planning, public comments and project stakeholders that advanced after performance screening:

- River crossing: 4 of 23
- Transit: 5 of 14
- Pedestrian and bicycle: 10 of 12
- Freight: 3 of 5
- TDM/TSM: 10 of 18
- Roadways north and south: 2 of 2



Prior project planning included the development and analysis of twenty-three river crossing alternatives.



Project Development

Preliminary Alternatives:

- Components that passed screening were packaged into 12 preliminary alternatives to measure performance
- Each alternative included a river crossing component and transit component
- Analysis demonstrated that a replacement river crossing, light rail transit and bus rapid transit performed best among remaining river crossing and transit components

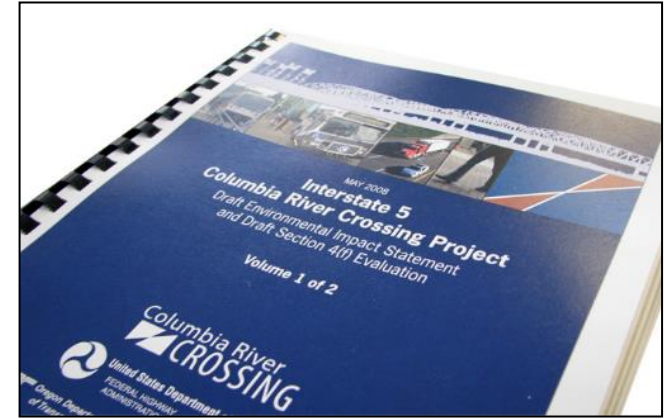


Project Development

DEIS Alternatives:

1. No Build
2. Replacement bridge with bus rapid transit
3. Replacement bridge with light rail transit
4. Supplemental bridge with bus rapid transit
5. Supplemental bridge with light rail transit

All “build” alternatives included interchange, freight and pedestrian/bicycle improvements between SR 500 and Delta Park



Project Development

Locally Preferred Alternative:

- Replacement I-5 bridge with 3 through lanes and up to 3 add/drop lanes
- Light rail transit to Clark College
- Highway and pedestrian/bicycle improvements

*Adopted by the CRC Task Force by a 37-2 vote on June 24, 2008.
Endorsed by project stakeholders (WSDOT, ODOT, City of Vancouver, City of Portland, RTC, Metro, C-Tran, TriMet)*

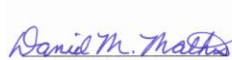


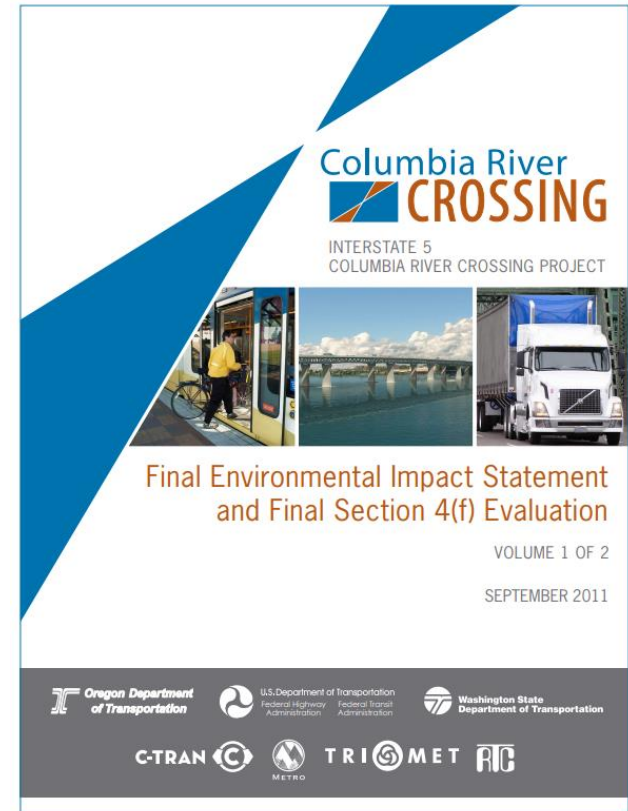
Project Development

FEIS and Record of Decision:

- Re-confirmed the purpose and need
- Reviewed and validated technical work
- Reviewed and validated the process used to select a locally preferred alternative
- Approved mitigation for unavoidable impacts
- Completed the planning phase, indicating the end of the NEPA process

This I-5 Columbia River Crossing Project Record of Decision is hereby approved.

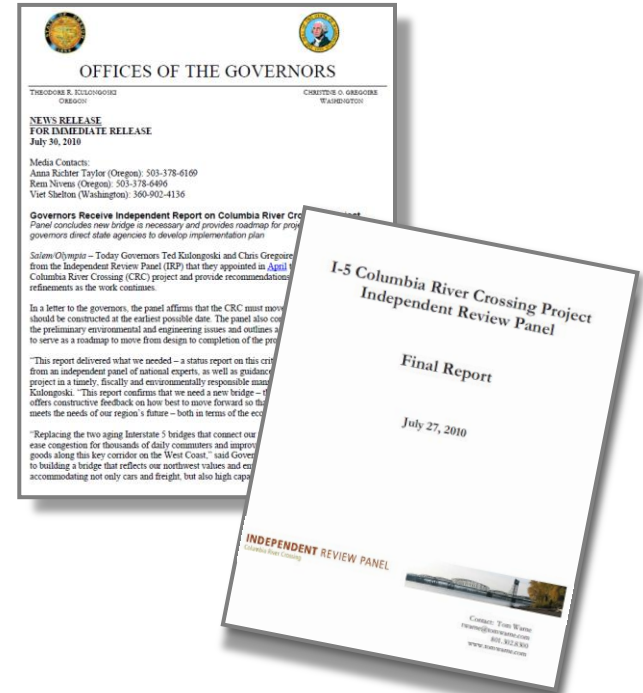
 Daniel M. Mathis FHWA Washington Division Administrator	 Phillip Ditzler FHWA Oregon Division Administrator	 R.F. Krochalis FTA Regional Administrator, Region 10
<u>12/07/2011</u> Date of Approval	<u>12/07/2011</u> Date of Approval	<u>12/07/11</u> Date of Approval



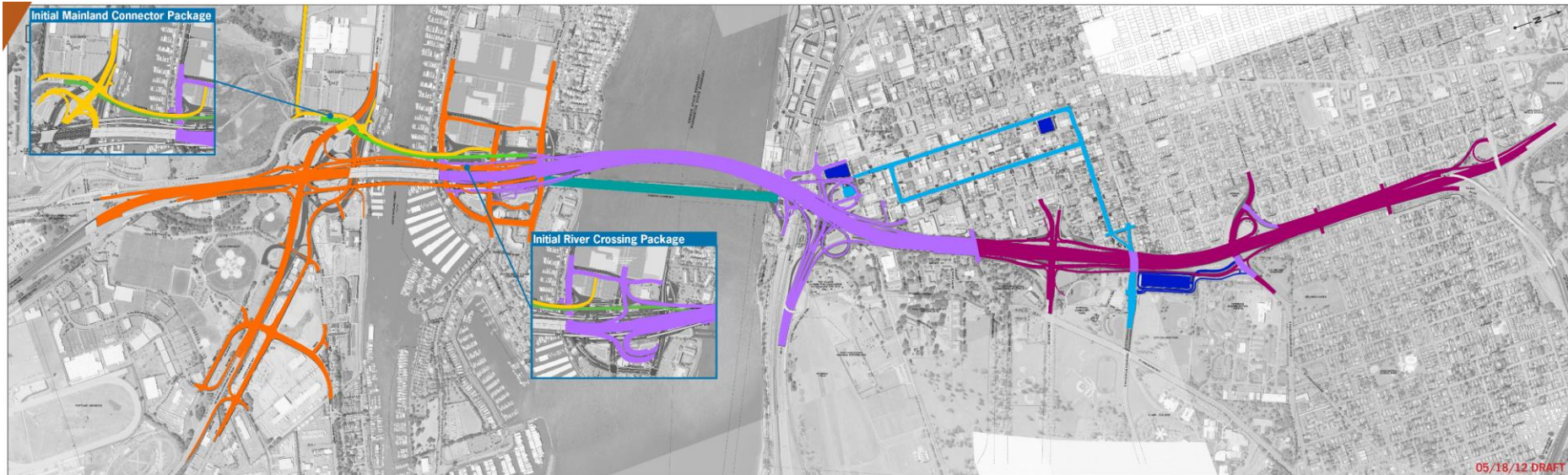
Project Development

External Review and Validation:

- Value Engineering Studies
- Cost Estimate Validation Process Workshops
- Independent Review Panel
 - 18 findings and 30 recommendations
- Bridge Review Panel
 - 6 recommendations



Project Delivery



- River crossing and approaches (6 years, starting 2014)
- Mainland connector to Hayden Island (2 years, starting 2015)
- Park and rides (and misc. transit) (2 years, starting 2015)
- WA Transit (4-5 years, starting 2015)
- OR Transit (3-4 years, starting 2016)
- WA North (Mill Plain Blvd., Fourth Plain Blvd., 29th St., 33rd St., SR 500) (5 years, starting 2016)
- Marine Drive/Hayden Island (4 years, starting 2018)
- Bridge demolition (1.5 years, starting 2021)



Operations and Maintenance

Highway Operations and Maintenance:

- Agreement between WSDOT and ODOT would address O&M
- Tolling would finance O&M specific to the bridge and approaches, tolling infrastructure and collection of tolls

Transit Operations and Maintenance:

- TriMet would operate the light rail vehicles and perform system maintenance per the bi-state agreement between C-Tran and TriMet



Existing Bridges and Costs

- Northbound bridge turned 100 years old on Feb. 14, 2017
- One of 6 remaining movable bridges on the Interstate System - the only one on I-5 between Canada and Mexico
- Operations and Maintenance costs for existing bridges equal \$1.2 million per year
- Capital maintenance for existing bridges estimated to cost \$282 million by 2040:
 - Includes trunnion replacement, SB bridge painting, bridge deck replacement, and electrical systems



Questions?

Kris Strickler
360-905-2001
StricklerK@wsdot.wa.gov

Interstate 5 Bridge Update

July 16, 2018

Vancouver City Council Workshop

Rebecca Kennedy, Long Range Planning Manager

Jennifer Campos, Principal Planner



Presentation Overview

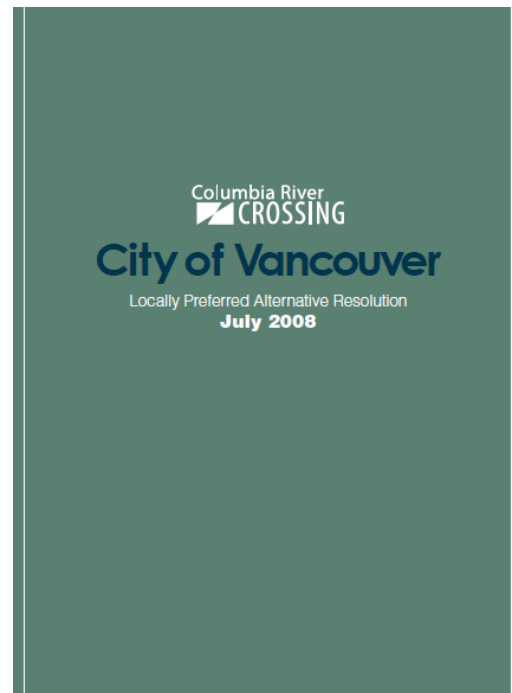
- Past Council Review
- I-5 Bridge conditions
- Current Context
- Items for consideration
- Next Steps



Photo credit: WSDOT

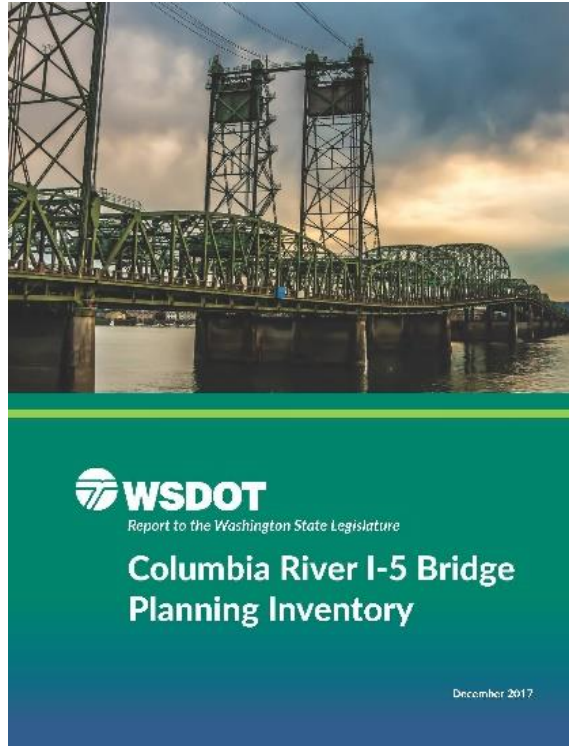
Locally Preferred Alternative (July 2008)

- Corridor of national significance
- Bridge congestion causes one of worst bottlenecks on entire I-5 corridor
- Key economic connector
- Impacts regional livability



Prior Council Review

May 7, 2018: WSDOT
updated Council on the
I-5 Bridge Planning
Inventory



Interstate 5 Bridge Update- 4

Interstate 5 Bridge: Current Conditions

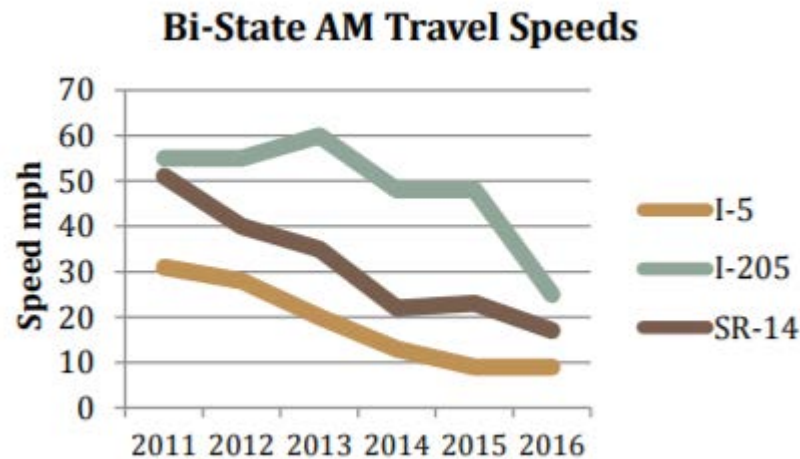
- Growing travel demand and congestion
- Safety challenges
- Impaired freight movement
- Limited public transportation
- Poor bicycle and pedestrian facilities
- Seismic vulnerability

Interstate 5 Bridge: Increased Demand

Year	I-5	I-205	Total	Annual Growth
2011	128,115	145,054	273,169	
2012	128,373,	145,440	273,813	0.2%
2013	130,511	148,152	278,663	1.7%
2014	132,592	151,735	284,327	2.2%
2015	135,696	158,409	294,105	3.3%
2016	135,496	162,031	297,527	1.2%

Interstate 5 Bridge: Increased Congestion

- Hyper-congestion
- Long travel times
- Limited vehicle throughput
- Decreasing travel time reliability
- Frustrated drivers



Interstate 5 Bridge: Safety

- 2012-2016: 585 total collisions between milepost 6 and milepost 0 on I-5 south leading up to the bridge
- 72% of these were rear end crashes
- Does not account for collisions on the ramps, which are also an important factor in a congested environment
- Does not account for diversion and safety impacts on local road systems

Interstate 5 Bridge: Freight Movement

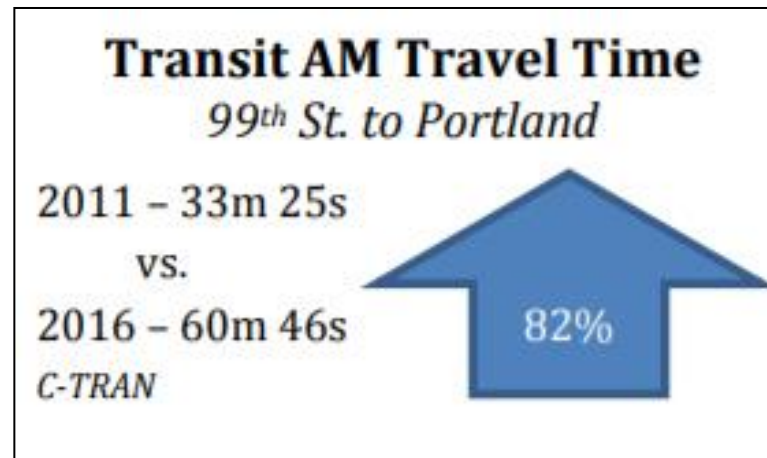
- Modified driver schedules to avoid peak travel periods
- Staggered shifts and evening and overnight operations
- Fewer deliveries per truck per day- “lost turns”



Photo credit The Columbian

Interstate 5 Bridge: Transit

- Limited transit service
- Multiple transfers
- Increasing travel time for transit
- Challenge to meet mode split and sustainability goals



Interstate 5 Bridge: Transit

C-TRAN On-Time Performance					
Line	2013	2014	2015	2016	2017
105 - I-5 Express	56%	57%	55%	57%	55%
134 - Salmon Creek Express	45%	44%	44%	47%	42%
157 - Lloyd District Express	61%	59%	54%	63%	54%
177 - Evergreen Express	54%	54%	50%	48%	43%
190 - Marquam Hill Express	51%	55%	58%	60%	54%
199 - 99th Street Express	51%	44%	45%	41%	40%

Interstate 5 Bridge: Bike & Pedestrian

- Inadequate bicycle and pedestrian facilities
- Current conditions make it difficult to meet mode split and sustainability goals



Photo credit: Jonathan Maus

Interstate 5 Bridge: Seismic

- Capital maintenance for existing bridges estimated to cost \$282M by 2040
- Does not meet seismic standards
- Narrow lanes, no shoulders and limited sight distance over the vertical hump make both bridges functionally obsolete



Photo credit: WSDOT

Interstate 5 Bridge: Current Context

- May 7, 2018 Workshop with WSDOT
- Federal funding environment has changed
- Oregon House Bill 2017
- Rose Quarter Bottleneck relief funded by Oregon legislature
- Increasing maintenance costs for aging, inadequate facility
- CRC federal funding reimbursement: September 2019 if no progress on replacement bridge

Council Considerations

- Replacement Bridge
- Phased corridor improvements
- High-capacity transit with a dedicated guideway

Next Steps

- August 6, 2018 Council workshop
- Future policy resolution
- Legislative Advocacy- WA, OR, Federal

Questions and Discussion

Jennifer Campos, Principal Planner,
jennifer.campos@cityofvancouver.us

Rebecca Kennedy, Long Range Planning Manager,
rebecca.kennedy@cityofvancouver.us



08/06/18

RESOLUTION NO. M-3975

A RESOLUTION supporting the replacement of the Interstate 5 Bridge between the State of Washington and State of Oregon, guided by the principles herein.

WHEREAS, Interstate 5 is a corridor of national significance that serves the entire west coast of the United States, as well as international commerce with Canada, Mexico, and all of the countries of the Pacific Rim that access U.S. west coast sea ports; and

WHEREAS, the Interstate 5 Bridge is a key economic connector to two major ports and much of the industrial land in the Vancouver-Portland Metropolitan Region; and

WHEREAS, Interstate 5 between Vancouver, Washington, and Portland, Oregon, experiences some of the most severe congestion along the entire length of the Interstate 5 corridor, especially during the daily commuting periods, affecting travel time reliability and hindering the efficient movement of people and freight; and

WHEREAS, existing bi-state public transit service is inadequate to meet demand, and existing service operates in mixed traffic, which has significant negative impacts on performance and operational outcomes; and

WHEREAS, high capacity transit does not currently connect Vancouver and Portland, and high capacity transit with a dedicated guideway would provide greatly improved transit service with much better schedule reliability and service than mixed-traffic operation; and

WHEREAS, frequent crashes on the corridor and on the Bridge itself affect public safety;
and

WHEREAS, the existing Interstate 5 bridges are functionally obsolete and do not meet current seismic standards; and

WHEREAS, replacement of the Interstate 5 Bridge is needed to support critical trade routes, address congestion, provide transportation choices, and improve safety;

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

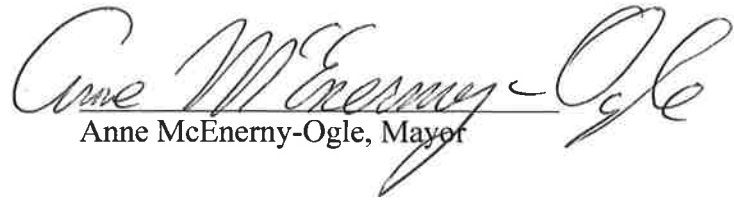
Section 1. The City of Vancouver City Council supports efforts to begin a new project development process for an Interstate 5 Bridge replacement, consisting of:

- a. A replacement bridge
- b. High capacity transit with a dedicated guideway

Section 2. The City of Vancouver City Council supports a multi-modal approach of highway, high capacity transit, and bicycle and pedestrian improvements to support the City's and region's travel needs.

Section 3. The City of Vancouver City Council urges Governor Jay Inslee and the Washington State Legislature to provide adequate funding to the Washington State Department of Transportation to materially advance project development for an Interstate 5 Bridge replacement.

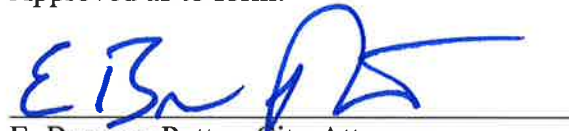
ADOPTED at a Regular Meeting of the Vancouver City Council this 6th day of August, 2018.


Anne McEnerny-Ogle, Mayor

Attest:


Natasha Ramras, City Clerk
By: Carrie Lewellen, Deputy City Clerk

Approved as to form:


E. Bronson Potter, City Attorney



Interstate Bridge Replacement Program

December 2019 Progress Report



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December 2, 2019

(Electronic Transmittal Only)

The Honorable Governor Inslee

The Honorable Kate Brown

WA Senate Transportation Committee

Oregon Transportation Commission

WA House Transportation Committee

OR Joint Committee on Transportation

Dear Governors, Transportation Commission, and Transportation Committees:

On behalf of the Washington State Department of Transportation (WSDOT) and the Oregon Department of Transportation (ODOT), we are pleased to submit the Interstate Bridge Replacement Program status report, as directed by Washington's 2019-21 transportation budget ESHB 1160, section 306 (24)(e)(iii). The intent of this report is to share activities that have lead up to the beginning of the biennium, accomplishments of the program since funding was made available, and future steps to be completed by the program as it moves forward with the clear support of both states.

With the appropriation of \$35 million in ESHB 1160 to open a project office and restart work to replace the Interstate Bridge, Governor Inslee and the Washington State Legislature acknowledged the need to renew efforts for replacement of this aging infrastructure.

Governor Kate Brown and the Oregon Transportation Commission (OTC) directed ODOT to coordinate with WSDOT on the establishment of a project office. The OTC also allocated \$9 million as the state's initial contribution, and Oregon Legislative leadership appointed members to a Joint Committee on the Interstate Bridge. These actions demonstrate Oregon's agreement that replacement of the Interstate 5 Bridge is vital.

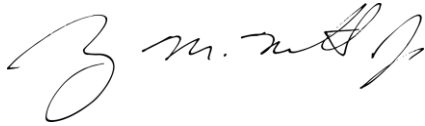
As is conveyed in this report, the program office is working to set this project up for success by working with key partners to build the foundation as we move forward toward project development. Following the signing of a Memorandum of Intent by Governor Inslee and Governor Brown on November 18, WSDOT and ODOT signed a Memorandum of Understanding laying out the terms of their cooperation.

December 2, 2019

Page 2

The DOTs are prepared to continue the necessary work to engage leaders, stakeholders and the community to arrive at a supported solution, and are eager to maintain momentum toward federal approval for construction. We look forward to your continued support and engagement during this process.

Sincerely,

A handwritten signature in blue ink, appearing to read "R. Millar".

Roger Millar, P.E., FASCE, FAICP
WSDOT Secretary of Transportation

A handwritten signature in blue ink, appearing to read "Kris W. Strickler".

Kris Strickler, P.E.
ODOT Director

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EXECUTIVE SUMMARY

As directed in the Washington State 2019-21 transportation budget (Engrossed Substitute House Bill 1160, Section 306), and the Oregon-Washington Memorandum of Intent on Replacing the I-5 Bridge over the Columbia River signed by Oregon Governor Kate Brown and Washington Governor Jay Inslee on November 18, 2019, this progress report provides a summary of the current and future work that must be successfully completed for the Interstate Bridge Replacement Program (IBR Program) to advance to construction.

This status report is structured into three sections: background on past planning activities and recent state actions that will guide IBR efforts moving forward, initiating work which includes current and near-term activities, and the future program development work necessary to successfully deliver a program to construction.

I. Background

Previous bi-state planning efforts identified the need for highway and transit improvements within the I-5 corridor from I-205 in Washington to I-84 in Oregon. These regional planning efforts stressed that maintaining mobility in the I-5 Trade Corridor is key to meeting the transportation, economic, and livability needs of the Portland/Vancouver Region. Many of the recommendations and outcomes of these early efforts later informed the Columbia River Crossing project and will remain relevant for future IBR Program work.

In 2019, both Oregon and Washington dedicated funding to restart work to replace the Interstate Bridge on I-5 across the Columbia River, with initial funding going into effect on July 1. Leadership in both states have directed the Oregon Department of Transportation (ODOT) and Washington Department of Transportation (WSDOT) to open a bi-state program office to lead these efforts.

II. Initiating Interstate Bridge Replacement Work

Current IBR Program efforts are in the early stages and focused on establishing a program office and performing critical foundational work with partners to ensure there is informed and effective decision making throughout the process. As outlined in this report, initiating work will include stakeholder reengagement, bi-state legislative engagement, and establishing the program office. The IBR Program will be developed and delivered by a bi-state, multi-agency, multi-modal team comprised of staff from WSDOT, ODOT, C-TRAN, TriMet, the Southwest Washington Regional Transportation Council (RTC), Oregon Metro (Metro), City of Vancouver, City of Portland and consultants. Beyond the key local partner agencies, there are many other agencies, governments and elected officials, and regional stakeholders that will ultimately be engaged.

WSDOT and ODOT are the lead state agencies for this program and are in the early stages of reengaging with local bi-state partner agencies to develop a common understanding of roles and responsibilities and a structure for how the parties will work together. Once this foundation is set, WSDOT and ODOT will work with the local partner agencies to identify a staffing plan and other resource needs. Once some of the key outcomes of this work are in place, including bringing on a program administrator and consultant team, substantive program development work can begin.

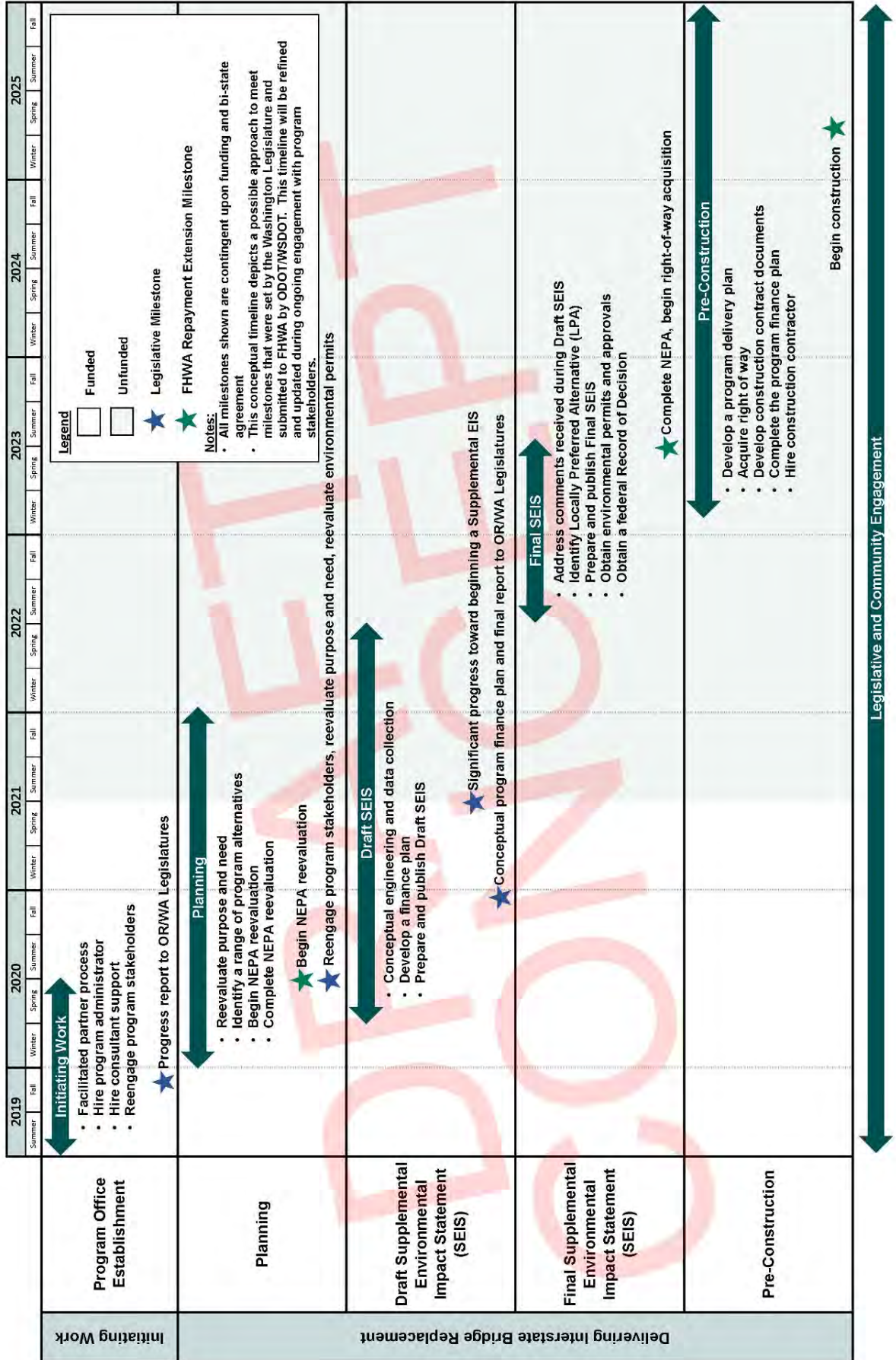
III. Delivering Interstate Bridge Replacement

Program development includes the planning and technical work that will be necessary to obtain federal approval for a locally preferred alternative to move to construction. This will require successful completion of the federal National Environmental Policy Act (NEPA) process, including the eventual publication of a Final Supplemental Environmental Impact Statement (Final SEIS) and Record of Decision (ROD). Based on previous planning activities, it is estimated that it will take 3 to 5 years to complete the federal environmental process. The program office will strive to utilize past work and lessons learned to ensure effective and efficient decision making throughout the process.

This work will be conducted using a transparent, data-driven process that allows for extensive and inclusive community engagement and public input. Comprehensive stakeholder engagement will continue throughout program development and will include the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) as federal lead agencies; other federal, state and local regulatory agencies; state elected officials; sovereign tribal governments; local governments and elected officials; ports, business and industry; neighborhoods and community groups; interest groups; travelers and the public.

A conceptual program timeline is shown on the following page and depicts a possible approach to meet milestones that were set by the Washington Legislature and submitted to FHWA by ODOT and WSDOT. This timeline will be refined and updated during ongoing engagement with program stakeholders.

Conceptual Interstate Bridge Replacement Program Timeline



I. BACKGROUND: PREVIOUS INTERSTATE BRIDGE PLANNING WORK

Regional leaders identified the need to address the I-5 corridor (including the Interstate Bridge over the Columbia River) through bi-state long-range planning studies. In response to this regionally identified need, Washington and Oregon undertook a project development process from 2005 to 2014. After the project was shut down, Washington initiated efforts to restart the conversation and work towards bridge replacement. Paired with Oregon commitments of time and resources, an additional extension was granted by FHWA for federal repayment.

IN THIS SECTION:

- Previous planning efforts
 - o Portland/Vancouver I-5 Trade Corridor (1999-2000)
 - o Portland/Vancouver I-5 Transportation and Trade Partnership (2001-2002)
 - o Columbia River Crossing Project Development (2005-2014)
- State leadership
 - o WA SSB 5806 (2017)
 - o WA ESHB 1160 (2019)
 - o Oregon Governor and Transportation Commission Actions (2019)
 - o Bi-State Memorandum of Intent
- FHWA repayment extension

PREVIOUS PLANNING EFFORTS

Trade and transportation issues in the I-5 corridor through the Portland-Vancouver metropolitan area have over two decades of study involving bi-state leadership and extensive public participation. Precursors to the Columbia River Crossing Project (CRC) included recommendations from a bi-state leadership committee in 2000, and a strategic plan developed by a task force appointed by the Governors of Washington and Oregon in 2001-2002.

Each step in the process involved key interagency and community stakeholders, which allowed for the development of a shared understanding of transportation problems, policy issues and possible solutions. These studies demonstrate clear regional agreement on the need for a solution within the project area to address safety, seismic, and mobility concerns, and led to the initiation of previous project development.

PORTLAND/VANCOUVER I-5 TRADE CORRIDOR

In January 2000, regional elected officials and decision makers initiated the Portland/Vancouver I-5 Trade Corridor Freight Feasibility and Needs Assessment, to better understand the magnitude of the congestion problem and explore concepts for improvement. Key recommendations from this assessment were carried forward into project planning.

These recommendations included the need for a balanced set of highway, transit, and demand management improvements in the corridor; and the recognition that funding for the improvements would likely require a combination of federal funds, tolling, and state funds from both Washington and Oregon.

PORTLAND/VANCOUVER I-5 TRANSPORTATION AND TRADE PARTNERSHIP TASK FORCE

The Governors of Washington and Oregon established a 26-member Task Force in 2001 to address the growing congestion on I-5 in the Portland-Vancouver metropolitan area and to determine investment needs by developing a strategic plan. This Portland/Vancouver I-5 Transportation and Trade Partnership Task Force (Partnership Task Force) looked at I-5 from I-205 in Washington to I-84 in Oregon.

The Partnership Task Force developed a Problem, Vision and Values Statement that helped guide the strategic plan and informed the formal Purpose and Need statement later developed during the CRC NEPA process:

The I-5 Trade Corridor is the most critical segment of the regional transportation system in the Portland/Vancouver metropolitan area. The corridor provides access to many of the region's most important industrial sites and port facilities and is a link to jobs throughout the Portland/Vancouver region. Due to infrastructure deficiencies, lack of multi-modal options, land-use patterns, and increasing congestion, businesses and individuals experience more frequent and longer delays in the corridor. Without attention, the corridor's problems are likely to increase significantly, creating additional impacts to mobility, accessibility, livability and economic promise of the entire region.

The Partnership Task Force made it clear that maintaining mobility in the I-5 Trade Corridor is key to meeting the transportation, economic, and livability needs of the Portland/Vancouver Region. To achieve this, it was determined that physical improvements would be necessary, including highway and transit, and without these improvements, continued congestion would threaten the economic promise of the Portland/Vancouver region.

Specifically, the Partnership Task Force recommended fixing the following highway bottlenecks on I-5 in its 2002 Strategic Plan:

- Vancouver - 99th St to 134th St (completed in 2009)
- Vancouver - Main St to 99th St (completed in 2002)
- Portland - Victory Blvd to Lombard/Delta Park (completed in 2010)
- Portland - I-405 to I-84/Rose Quarter (In 2017, Oregon's transportation bill, HB 2017, identified funds for project development and construction at this location)
- Portland/Vancouver - Interstate Bridge, SR 500 to Columbia Blvd. (unfunded, except for Mill Plain Blvd. Interchange project, which is funded for a 2023 planning start.)

The Partnership Task Force findings and recommendations provided the policy underpinnings for several key elements of the CRC Project including the Purpose and Need statement; the assumption that tolling would be a core element of the finance plan; addressing two-lane sections (by expanding to three lanes) as a key principle for the highway policy and project elements; and the need for both transit and vehicle capacity improvements within the Bridge Influence Area.

COLUMBIA RIVER CROSSING PROJECT DEVELOPMENT

As the project moved from long-range planning into project development and the formal federal processes of environmental review and grant funding review, prior planning efforts and findings were incorporated. This information helped in identifying and evaluating project needs. Solution ideas evaluated in long-range planning were reconsidered and evaluated in further detail through the CRC Project to ensure compliance with federal requirements.

The multi-year project development phase encompassed planning and engineering activities to develop and compare the costs and benefits of alternatives; stakeholder and public participation processes to develop consensus on the project components; identification of impacts to meet both the intent and the legal requirements of the National Environmental Policy Act (NEPA) and other applicable federal laws; and development of a funding and finance plan, including participation in federal grant processes and rigorous analysis of a tolling program.

CRC TASK FORCE

The 39-member CRC Task Force was formed by the Governors of Oregon and Washington to provide regional input to guide planning efforts. The group established a Vision and Values statement to articulate project goals and guided the development of a formal statement of Purpose and Need as part of the NEPA process. These formed the evaluation criteria used to screen project alternatives, resulting in broad consensus on a locally preferred alternative (LPA).

Major milestones completed during this process resulted in:

- A locally preferred alternative that was recommended by the 39-member CRC Task Force, supported by public comments, and formally endorsed by the boards and councils of all local partner agencies;
- Federal approval for construction (Record of Decision), issued by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA), approving the proposed project, mitigation measures and conditions identified in the Final Environmental Impact Statement (FEIS);
- A U.S. Coast Guard Bridge Permit which approved the bridge height and other features of the proposed new bridge;
- An \$850 million Federal Transit Administration Capital Investment Grant funding recommendation by the U.S. Department of Transportation in Fiscal Year 2012;

- Design plans of sufficient detail to support detailed, validated cost estimates for construction advertisement; and
- Construction procurement, phasing and packaging plans.

A tolling and finance plan developed under advisement of both state treasurer's offices, validated through review by the Oregon Treasurer and that incorporated investment grade traffic and toll revenue analysis which demonstrated toll-backed borrowing could provide up to \$1.57 billion in funding for construction.

Analysis completed for the CRC Project NEPA process will be useful in subsequent environmental review or reevaluation, as the natural and developed environment of the project area are substantially the same as they were when federal approval for construction was issued. However, the extent to which a new project could be informed by prior environmental analysis and/or approvals may depend on factors such as:

- Whether there are changes to the previously identified Purpose and Need
- The degree to which there are changes in current conditions in the program area
- The extent of changes in the scope and design of a new program

A new program will require new federal approval to be eligible to move to construction. The program will conduct a NEPA reevaluation which will likely lead to the requirement of a Supplemental Environmental Impact Statement.

STATE LEADERSHIP

WASHINGTON SUBSTITUTE SENATE BILL 5806

During the 2017 regular session, the Washington Legislature enacted Substitute Senate Bill 5806 (SSB 5806), relating to preliminary work to develop a process for planning for a new I-5 bridge spanning the Columbia River. The bill invited the Oregon Legislature to participate in a joint Legislative Action Committee regarding the construction of a new Interstate 5 bridge spanning the Columbia River and proposed a work program that includes:

- Beginning a process toward project development;
- Reviewing and confirming lead roles related to permitting, construction, operation and maintenance of a future Interstate 5 bridge project;
- Seeking public comment and presenting recommendations for process and financing;
- Providing resources to inventory and utilize any prior relevant work to allow for non-duplicative and efficient decision making regarding a new project;
- Examining all potential mass transit options available for a future Interstate 5 bridge project;
- Using an innovative delivery method such as design-build procurement and other best practices, consistent with work already completed.

SSB 5806 also directed the Washington State Department of Transportation (WSDOT) to conduct a planning inventory to document the existing planning data related to the construction of a new Interstate 5 bridge over the Columbia River. WSDOT submitted the planning inventory report to the Washington Legislature on December 1, 2017. The intent of the inventory report was to provide an understanding of previous planning efforts that could be relevant to any future Interstate 5 Bridge replacement project, and reduce duplicative work and assist effective decision making as outlined in SSB 5806.

The full Columbia River I-5 Bridge Planning Inventory and supporting documents can be found at: www.wsdot.wa.gov/accountability/ssb5806/default.htm.

WASHINGTON STATE 2019-21 TRANSPORTATION BUDGET (ENGROSSED SUBSTITUTE HOUSE BILL 1160)

The Washington State 2019-21 Transportation Budget (ESHB 1160) allocated \$35 million to open an office and restart program development efforts to replace the Interstate Bridge on I-5. Of these funds, \$7.78 million will be held in unallotted status by the Washington State Office of Financial Management (OFM) until the program office develops a detailed plan for IBR Program work in consultation with the chairs and ranking members of the transportation committees of the Washington State Legislature.

The legislation specifies that the work of the program office will include but is not limited to:

- Reevaluation of the Purpose and Need identified for the project previously known as the Columbia River Crossing;
- Reevaluation of permits;
- Development of a finance plan (the program office is directed to assume that some costs of the new facility may be covered by tolls)
- Reengagement of key stakeholders and the public
- Reevaluation of scope, schedule, and budget

The program office must also study the possible different governance structures for a bridge authority that could provide for the joint administration of the bridges over the Columbia River between Oregon and Washington. As part of this study, the program office will examine the feasibility and necessity of an interstate compact in conjunction with the National Center for Interstate Compacts. The program office will also implement Engrossed Substitute House Bill 1994 (2019), to establish a Projects of Statewide Significance program within WSDOT.

 **LEGISLATIVE
MILESTONE**

December 1, 2019: initial progress report due (this report);
December 1, 2020: final progress report due

ESHB 1160 sets the following target goals for the program office to meet:

- December 1, 2019: Provide a progress report to the governor and the transportation committees of the legislature (this report)
- July 1, 2020: Reengage project stakeholders, reevaluate the Purpose and Need, reevaluate environmental permits
- December 1, 2020: Develop a finance plan, provide a final report to the governor and the transportation committees of the legislature
- June 30, 2021: Have made significant progress toward beginning the Supplemental Environmental Impact Statement process

OREGON GOVERNOR AND TRANSPORTATION COMMISSION ACTIONS

Oregon Governor Kate Brown and the Oregon Transportation Commission have directed ODOT to coordinate with WSDOT on the establishment of a program office jointly staffed by Oregon and Washington, and to work with both legislatures to develop a plan for public involvement and engagement including with elected and community leadership. The Oregon Transportation Commission approved allocating \$9 million in August 2019 as the state's initial contribution to restarting work.

BI-STATE MEMORANDUM OF INTENT

Oregon Governor Kate Brown and Washington Governor Jay Inslee signed the Oregon-Washington Memorandum of Intent on Replacing the I-5 Bridge over the Columbia River (MOI) on November 18, 2019, announcing the restart of bi-state efforts to replace the Interstate Bridge. The MOI in part states:

We commit our states to the reopening of a joint Oregon-Washington state project office (project office) to replace the Interstate 5 bridge over the Columbia River.

The work of this project office should include, but is not limited to, the reevaluation of the Purpose and Need identified for the project previously known as the Columbia River Crossing, the reevaluation of permits and development of a finance plan, the reengagement of key stakeholders and the public, and the reevaluation of scope, schedule and budget for a reinvigorated bi-state effort for replacement of the Interstate 5 Columbia River bridge.



Governors Jay Inslee and Kate Brown sign an MOI on November 18, 2019 announcing the restart of bi-state efforts to replace the Interstate Bridge. Photo courtesy Office of Governor Kate Brown

When reevaluating the finance plan for the project, the project office shall assume that some costs of the new facility may be covered by tolls.

Additionally, in reevaluating the project scope, the project office shall assume any plan for a new bridge will include high capacity transit.

The MOI also directs the program office to provide a draft progress report to both governors and the transportation committees of the Oregon and Washington legislatures by December 1, 2019 (this report) and a final report by December 1, 2020.

FHWA REPAYMENT EXTENSION

The *Code of Federal Regulations*, 23 CFR 630.112, states that if a state utilizes federal funding for a project, they must begin right-of-way acquisition or actual construction by the tenth fiscal year following when the funding was authorized. If one of these actions is not completed, the state must repay the federal funds. Under this provision, the State of Washington originally had until September 30, 2014 and the State of Oregon had until September 30, 2017 to acquire right of way or begin construction, or the federal funds expended by each state on the former CRC Project would need to be repaid. In 2014, FHWA granted a joint extension to both states until September 30, 2019.

In August 2019, WSDOT and ODOT displayed each state's commitments to restarting the work to move forward a program that meets the previously identified Purpose and Need in a joint letter to FHWA requesting an additional extension. In response, FHWA requested a draft timeline of key milestone dates for the bridge replacement work, in accordance with *FHWA Order 5020.1A, para 6.e.*, which specifies that time extensions for repayment should only be approved with a commitment to follow a definite schedule and documentation of steps that will be taken to advance the program.

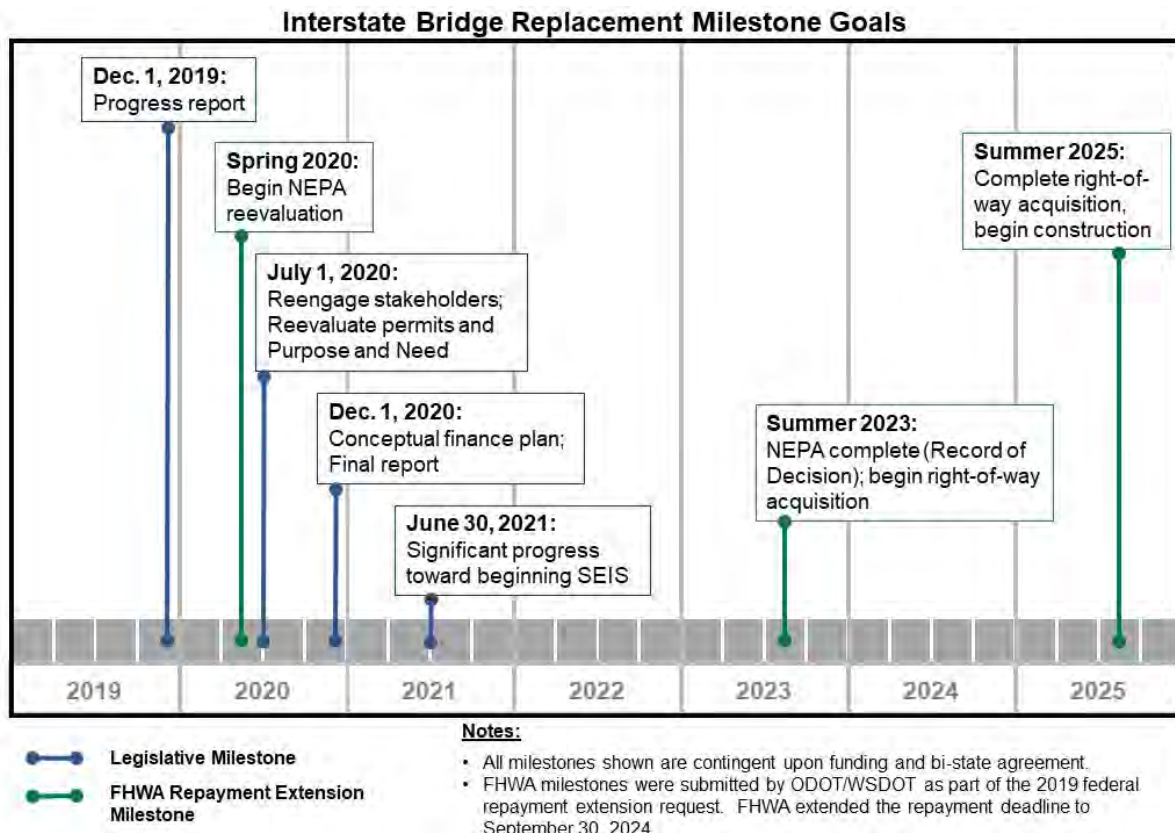
The following target dates were developed by the IBR Program in response to FHWA's request:

- Spring 2020: Begin National Environmental Policy Act (NEPA)-required environmental reevaluation by publishing Notice of Intent in the Federal Register
- Summer 2023: NEPA review complete and right-of-way acquisition begins
- Summer 2025: Right of way acquired and program construction begins

FHWA acknowledged that the steps taken by both states demonstrated a commitment to moving a program forward and addressing the complex issues surrounding the program with the various program partners. A second extension of repayment was granted for both states until September 30, 2024 to begin right-of-way acquisition or start the construction phase on a program. The above dates are part of the FHWA repayment extension conditions. The ability to meet these target dates is dependent upon bi-state agreement and additional funds being secured.

II. INITIATING INTERSTATE BRIDGE REPLACEMENT WORK

As previously noted in this report, federal approval will be required for a bridge replacement program to move to construction. Due to the magnitude and complexity of this process, it is critical that there is a shared understanding among key partners for how they will work together on efforts to replace the Interstate Bridge before substantive SEIS work can begin. While a more detailed schedule will be developed in collaboration with program partners, some goals for key milestones have been identified:



WSDOT and ODOT are in the early stages of reengaging with key bi-state partner agencies: C-TRAN, TriMet, Southwest Washington Regional Transportation Council, Oregon Metro, City of Vancouver and City of Portland. Beyond these parties, there are many other agencies, governments and regional stakeholders that will ultimately be engaged as well.

An essential first step is developing a structure and plan for how the various parties will be engaged. This requires identifying which entities have a role to play, what that role is and how it relates to the roles and responsibilities of other parties. Subsequently, it is critical to have commonly defined goals and outcomes for the work.

IN THIS SECTION:

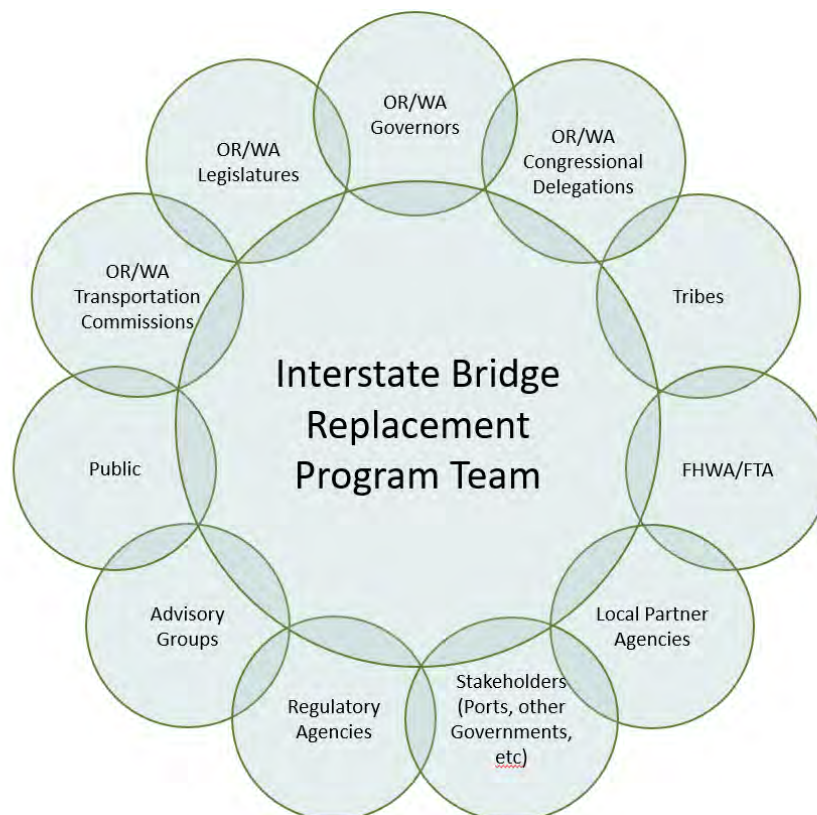
- Stakeholder Reengagement
 - o Local Partner Agencies
 - o Other Agencies and Governments
 - o Public and Interested Parties
- Bi-state Legislative Engagement
- State Transportation Commissions
- Program Office Establishment

STAKEHOLDER REENGAGEMENT

The visual below presents the broad array of parties that were involved in work previously. It is assumed that all of these parties will be involved in some way again and will need to be reengaged. The role of each will vary and could include advisory, technical, decision-making, approval and/or regulatory responsibilities. Clarifying each of these roles will inform the basis for an organizational structure of a program office and the relationships between that office, partner agencies and stakeholders to successfully deliver the Interstate Bridge replacement.

★ LEGISLATIVE MILESTONE

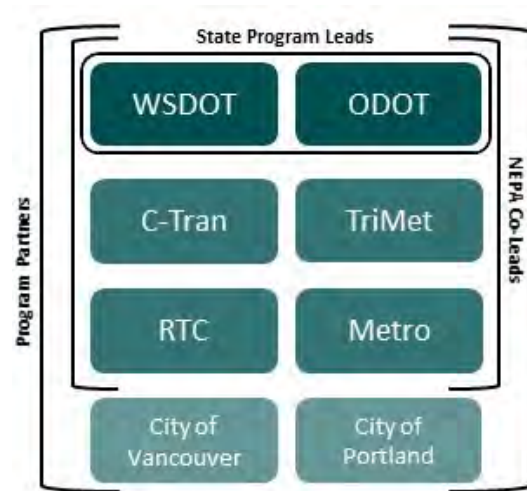
July 1, 2020 is identified as the goal to reengage key stakeholders and the public



LOCAL PARTNER AGENCIES

First and foremost, the bi-state local partner agencies must develop a common understanding of how they will work together specific to Interstate Bridge Replacement. It is critical that this early collaborative work be done right to have a solid foundation for the program to be successful. Taking sufficient time to accomplish this up will increase the effectiveness and efficiency of work going forward.

As state program leads, WSDOT and ODOT are in the process of engaging an impartial, experienced facilitator to lead this initial partnering work among the eight bi-state local partner agencies to identify roles and responsibilities.



This work will also develop a process to:

- Ensure informed decision making
- Provide policy guidance
- Provide regional perspectives and guidance

This process will include one-on-one discussions between the facilitator and the partner agencies, as well as group workshop meetings. These discussions are intended to elicit key concerns or issues of interest to each party and clarify the relevant legal or regulatory responsibilities of each agency. These discussions will help inform the workshop meetings and may identify additional stakeholders to engage.

Key outcomes of this partnering work are expected to be the identification of an advisory group (or groups) to ensure well-rounded regional guidance, as well as corresponding chartering information. This chartering information may include purpose, norms, rules of engagement, roles, responsibilities and other information relevant to convening parties.

OTHER AGENCIES AND GOVERNMENTS

Other agencies and governments to be engaged will include the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) as federal lead agencies, regulatory agencies, sovereign tribal governments, ports and other local governments. Reengagement with each will include identifying and discussing roles and responsibilities of both parties, identifying informational needs of the parties and establishing communication expectations and protocol related to program work. In some instances, agreements will be established between entities to facilitate the completion of work.

The timing of reengagement with each of these entities will vary depending on when they have a role in the process. For instance, given their ultimate role in approving a Record of Decision, ongoing engagement with FHWA and FTA will begin early in the process. In other cases, reengagement may not occur until a program office is fully established and additional information is available.

PUBLIC AND OTHER PARTIES

Public involvement is essential to ensure effective and informed decision making to develop the right program to best meet the needs of the region. A robust public outreach plan will be developed for the new IBR program as part of program development work to ensure there is ongoing, transparent and inclusive engagement with communities on both sides of the river, regional stakeholders, disadvantaged populations, and the traveling public. This will include opportunities for public meetings, informational updates, and public comments throughout program development.

Previous planning efforts included extensive public engagement through the life of the project, including:

- Nearly 1,300 public events
- Approximately 12,000 public comments

The IBR program will work with local stakeholders to ensure that an effective outreach plan considering all tools available is developed to provide open access to information and public input through each stage of the process. The program office will strive to incorporate a variety of tools and approaches to make sure that information on program updates, public meetings, and opportunities for public input are transparent and easily accessible. This range of tools is expected to include a dedicated program webpage, social media, open public meetings, online and in-person open houses, community and neighborhood presentations, subject specific work groups, earned media, and other engagement tools.

A dedicated, independent website to share program updates and documentation will be created as program development moves forward. In the interim, both ODOT and WSDOT have established GovDelivery distribution lists where interested parties can sign up for future updates on Interstate Bridge Replacement work, and an interim landing page has been created at www.wsdot.wa.gov/projects/i5/interstate-bridge/home.

BI-STATE LEGISLATIVE ENGAGEMENT

Bi-state legislative involvement is essential for a successful bridge replacement. There will be continuous engagement with both legislatures, including the respective House and Senate leaders, transportation committees, and local delegations in each state. The program office will

continue to provide progress updates and other information as requested to support the efforts of the bi-state legislative group.

As noted in the previous legislative section, SSB 5806 provided direction for the creation of the Joint Oregon-Washington Legislative Action Committee for direct engagement on Interstate Bridge replacement efforts. This committee is comprised of eight Washington members split between the Senate and House of Representatives. The legislation provided for an invitation to Oregon Legislature to participate in the bi-state legislative committee with similar representation.



*Oregon and Washington legislators and committee staff participate in a tour of the Interstate Bridge prior to their meeting on Oct. 25, 2019.
Photo by ODOT*

In August 2019, Oregon Senate President Peter Courtney and Oregon House Speaker Tina Kotek appointed eight members from Oregon to participate on the Joint Interim Committee on the Interstate 5 Bridge. These members were given the direction to work with the Washington members of the Joint Oregon-Washington Legislative Action Committee in planning for a new effort to replace the Interstate Bridge, with work guided by the objectives outlined by SSB 5806 and intended to provide oversight on the deliverables funded by ESHB 1160.

As outlined in SSB 5806, the purpose of this bi-state legislative committee is to:

- Work with both state DOTs and transportation commissions and stakeholders to begin a process toward program development.
- Review and confirm lead roles for construction, permitting, operation and maintenance of a future I-5 Bridge.
- Establish a process to seek public comment on the I-5 program development plan and presents final recommendations for the process and financing to both states.
- Work to ensure that there are sufficient resources available to both state DOTs to inventory and utilize existing data and any prior relevant work to allow for nonduplicative and efficient decision making.
- Examine all of the potential mass transit options available.
- Utilize design-build procurement, or an equivalent innovative delivery method.
- Determine the least costly, most efficient program management and best practice tools consistent with work already completed (including bridge height, navigation needs, transparency, economic development and other critical elements).
- Minimize the impacts of congestion during construction.

Meetings:

- December 14, 2017 – Washington members only
- December 11, 2018 – Washington members, Oregon guests
- October 25, 2019 – Oregon and Washington members
- November 13, 2019 – Oregon and Washington members
- *Planned: December 20, 2019*

CURRENT MEMBERSHIP	
OREGON	WASHINGTON
*Sen. Lee Beyer (D-Springfield)	*Sen. Annette Cleveland (D-Vancouver)
*Rep. Susan McLain (D-Hillsboro)	*Rep. Brandon Vick (R-Vancouver)
Sen. Cliff <u>Bentz</u> (R-Ontario)	Sen. Steve Hobbs (D-Lake Stevens)
Sen. <u>Denyc</u> Boles (R-Salem)	Sen. Ann Rivers (R-La Center)
Sen. Lew Frederick (D-Portland)	Sen. Lynda Wilson (R-Vancouver)
Rep. Shelly <u>Boshart</u> Davis (R-Albany)	Rep. Jake Fey (D-Tacoma)
Rep. Caddy <u>McKeown</u> (D-Coos Bay)	Rep. Paul Harris (R-Vancouver)
Rep. Ron Noble (R-McMinnville)	Rep. Sharon Wylie (D-Vancouver)
*Co-chairs	

STATE TRANSPORTATION COMMISSIONS

The Oregon Transportation Commission (OTC) establishes state transportation policy and oversees ODOT activities. As such, there will be ongoing and regular engagement with the OTC throughout the life of the IBR Program. OTC involvement will include but is not limited to:

- Approval of ODOT/WSDOT Memorandum of Understanding and amendments
- Oversight, direction and strategy
- Providing ongoing resources for program development
- Consideration of overall construction finance plan
- Tolling authorization
- Setting toll rates (in coordination with the Washington State Transportation Commission)

The Washington State Transportation Commission (WSTC) is responsible for assessing the statewide transportation system and recommending a comprehensive 20-year Transportation Plan to the Legislature every four years. The WSTC is also responsible for setting toll rates for state highways and bridges and will have an active role in toll rate setting for this program.

PROGRAM OFFICE ESTABLISHMENT

The program office will consist of a mix of agency staff and consultants who are tasked with performing all work necessary to advance the program. Key initial DOT staff dedicated to the program have been assigned to coordinate efforts to get a program office established, and support initial partner and legislative work. Ultimate staffing and other resource needs, including an office location, will be determined in coordination with local partner agencies.

WSDOT and ODOT will work with local partner agencies to determine a staffing plan, which could include partner agency staff assigned to the IBR Program. The staffing plan will help determine consultant needs and priorities. Consultants provide specialized personnel to meet the program needs and will supplement agency staff to support the development and delivery for a program of this complexity. Partner agency staff and a consultant team may or may not be co-located with DOT staff at a central IBR program office.

To lead the IBR program team, WSDOT and ODOT will hire a single bi-state program administrator with input from local partner agencies on desired qualities for this role. Program development will begin by creating a detailed management plan and schedule for Interstate Bridge replacement, once the program administrator and consultant team are in place.

III. DELIVERING INTERSTATE BRIDGE REPLACEMENT

As described above, the initial work for the program office will be focused on building a solid understanding among local agency partners of the structure that will be used to ensure that the decision-making process is transparent, data-driven, and allows for regional input and guidance. This initial work will include developing an organizational structure outlining staffing needs for a program office and developing a process for stakeholder engagement. Program development will begin once the partnering work described above is complete and key staff resources (e.g. program administrator and consultant support) have been added.

Program development includes the planning and technical work necessary to select a preferred alternative and obtain federal approval to move to construction. Program development activities for a mega-program such as this one are time and resource intensive, usually taking several years to complete.

The program team will work with program partners, stakeholders and the public to develop broad regional support on a preferred alternative. This process will follow the federal guidelines required by the National Environmental Policy Act (NEPA). The program office will conduct a NEPA reevaluation, which is expected to lead to the requirement of a Supplemental Environmental Impact Statement. For the purpose of this report and anticipated future activities, it is assumed that an SEIS will be required.

Based on previous planning activities and the costs of similarly large projects, it is estimated that it will take at least 3 to 5 years and cost up to \$100 million to complete the required federal environmental process and obtain federal approval to move to construction.

WHAT IS NEPA?

The **National Environmental Policy Act (NEPA)** is a federal law requiring agencies that utilize federal funding to consider the environmental, cultural, social and community impacts of a proposed project. This is an open process that must consider input from the public, local stakeholders, sovereign tribal governments, and permitting and planning agencies.

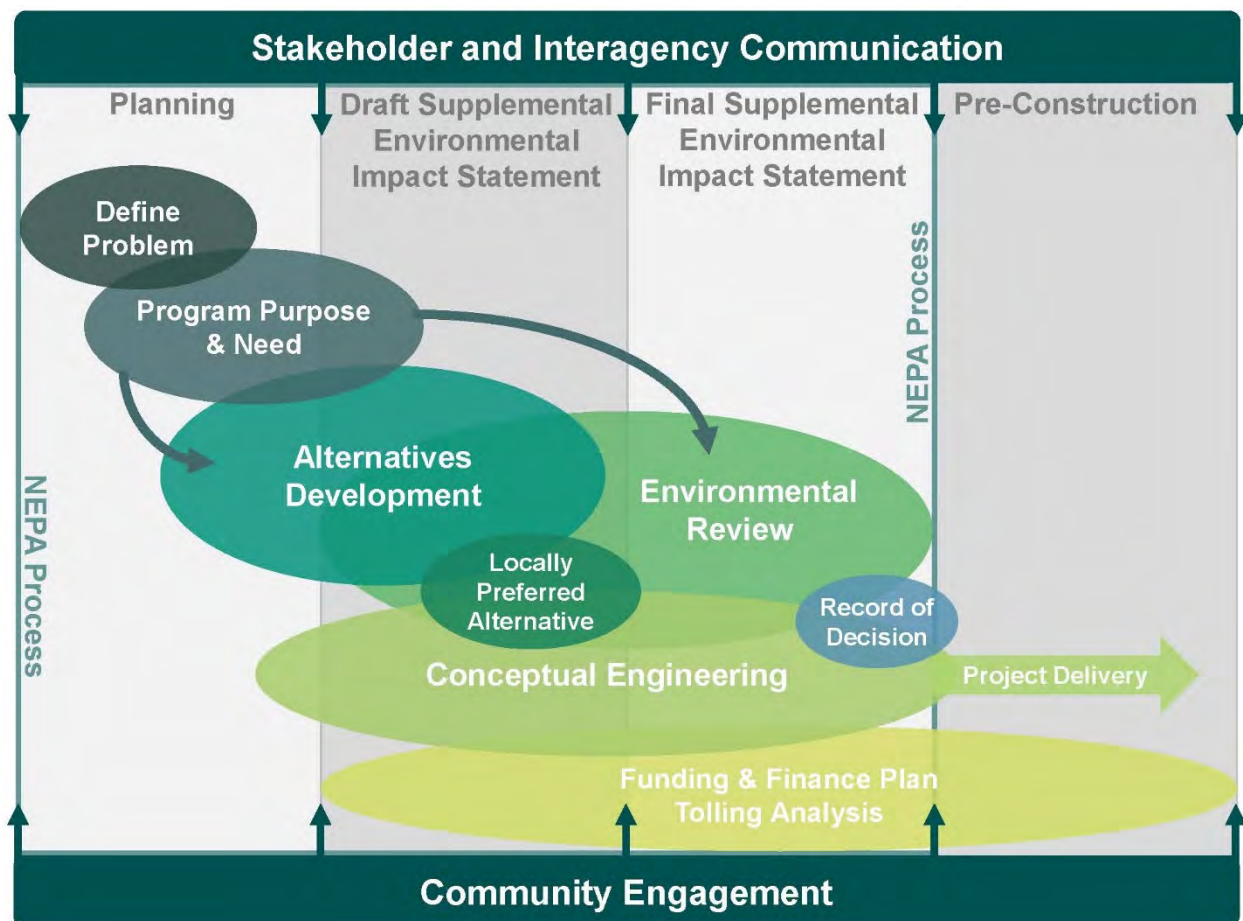
An **Environmental Impact Statement (EIS)** is a comprehensive report required by NEPA for projects expected to have significant impacts on the natural and built environment. An EIS compares the positive and negative impacts of each alternative and must outline ways to mitigate any impacts that cannot be avoided.

NEPA reevaluation establishes if a previously approved NEPA document, decision, or determination remains valid. A **Supplemental Environmental Impact Statement (SEIS)** may be required if NEPA reevaluation finds that changes to the proposed action or existing circumstances would result in significant environmental impacts not previously evaluated.

PROGRAM DEVELOPMENT PHASES THAT WILL BE DISCUSSED IN THIS SECTION:

- Planning
- Draft Supplemental Environmental Impact Statement
- Final Supplemental Environmental Impact Statement
- Pre-Construction

The following graphic illustrates that many aspects of program development advance concurrently:



PLANNING

The planning phase of the IBR Program will include all of the initial activities necessary to begin work on the Supplemental Environmental Impact Statement. This includes:

- Develop a program management plan
- Reevaluate the Purpose and Need from previous planning efforts
- Reevaluate the Vision and Values from previous planning efforts

- Identify a range of program alternatives for consideration
- Reevaluate environmental permits
- Complete a NEPA reevaluation
- Develop a Bridge Authority report
- Conduct rule-making for Project of Statewide Significance

PROGRAM MANAGEMENT PLAN

A Program Management Plan (PMP) will be developed to provide the framework, strategies, processes, and procedures necessary to successfully deliver the IBR Program from initial planning to construction. The PMP will describe the organizational structure, roles and responsibilities, program management approach, community engagement approach, schedule development, risk management process, environmental permitting plans and business procedures to successfully deliver this multimodal, bi-state transportation program.

The PMP will be informed by the facilitated partnering workshops and inter-governmental agreements that result from engaging with program partners. It will also incorporate management best practices and allow for efficient program development.

REEVALUATE THE PURPOSE AND NEED

A Purpose and Need statement that has support from all program partners is an important milestone for the planning phase of the IBR program development process and will need to be completed prior to beginning re-evaluation of the environmental documentation. An alternative must meet all of the requirements of the Purpose and Need to advance into the Draft Supplemental Environmental Impact Statement.



Coordination with program partners and other stakeholders to review the Purpose and Need statement from previous planning efforts is a key initial step for development of the IBR Program. Previous planning efforts identified the need for a program to address these six problems:

- Safety and vulnerability to incidents
- Seismic vulnerability
- Impaired freight movement
- Limited public transportation operation, connectivity and reliability
- Growing travel demand and congestion
- Substandard bicycle and pedestrian facilities

Technical data will need to be gathered to determine current conditions for each of these problems, such as current crash rates and locations, origin/destination data of vehicles using

the corridor, transit ridership and trends, and current congestion statistics. Collecting this new data is necessary to make sure that current conditions are understood and that these six problems adequately reflect the current state of transportation issues to be addressed. While none of the six problems previously identified have gone away since the close of the former bridge replacement work, it may be determined necessary to revise or add additional issues that must be addressed to the program's Purpose and Need.

REEVALUATE THE VISION AND VALUES

Reevaluating the Vision and Values, in addition to the Purpose and Need, will be among the first activities a program office will address once a governance structure is in place and program development begins. During the previous planning process, a Vision and Values statement was developed and used to determine the criteria and performance measures to evaluate program alternatives.

The previous Vision and Values statement was developed by the CRC Task Force. It set the expectation that program development would occur through an inclusive and collaborative process that considered long-range planning work and delivered a financially feasible solution for a healthy community. Values were identified in the following areas: community livability; mobility, reliability, accessibility, congestion reduction and efficiency; modal choice; safety; regional economy; freight mobility; stewardship of natural and human resources; distribution of impacts and benefits; cost effectiveness and financial resources; and bi-state cooperation.

The program team will work with the program partners, stakeholders and community members through a public process to determine if the previously identified Vision and Values statement is still valid for the needs of the region and will re-define the statement if needed. The range of alternatives that meet the Purpose and Need will be measured against the Vision and Values to determine the best performing alternative.

IDENTIFY A RANGE OF ALTERNATIVES

Once the Purpose and Need for the program is established, the program team will conduct a data-driven process with the program partners, stakeholders and community to identify the range of alternatives that could be implemented to address the Purpose and Need. The program team will document alternatives that are analyzed and removed from further consideration if they do not meet Purpose and Need.

The range of alternatives will evaluate highway, bridge and transit options. Alternatives developed should consider phasing approaches for delivery. Those alternatives that meet the Purpose and Need will undergo in-depth technical analysis as part of the Draft Supplemental Environmental Impact Statement (Draft SEIS).

Previous planning efforts analyzed over 70 components, including 23 different river crossing ideas as well as transit options, bicycle and pedestrian facility improvements, roadway

improvements, freight mobility improvements, and operational systems. Technical analysis was used to screen these components to determine if they could meet the Purpose and Need. Additional screening was conducted to ensure that each option was consistent with the Vision and Values. Input from technical staff and a community task force further narrowed the range of alternatives that received further analysis for consideration in the Draft SEIS.

NEPA REEVALUATION

The program team must coordinate with federal partners to ensure that the environmental documentation for the proposed action is still valid, prior to proceeding with major program approvals or authorizations. Previous planning efforts resulted in a federal Record of Decision (ROD) in December of 2011. FHWA guidelines require a reevaluation of environmental documentation that has not advanced within three years of original submittal. As more than three years have passed since a Record of Decision was issued on the former project without right-of-way acquisition or construction occurring, a NEPA reevaluation must be completed.



A NEPA reevaluation is an assessment of any changes which may have occurred in either the program's concept or the affected environment, and a determination of what effects these changes might have on the validity of the environmental documentation. If the NEPA reevaluation determines that changes to the proposed action or existing circumstances would result in significant environmental impacts not previously evaluated, a Supplemental Environmental Impact Statement (SEIS) may be required.

Given the length of time that has lapsed since the close of the former program and the desire of stakeholders to consider changes to what was previously proposed, it is anticipated that an SEIS will be necessary for the IBR Program.

REEVALUATE ENVIRONMENTAL PERMITS

The program team will reevaluate all of the environmental permits and approvals that will be required to advance through program development. This includes reengaging with regulatory permitting agencies to review the permits and approvals previously received. This review will confirm what data or analysis will be necessary to obtain new permits and determining if there are new analysis areas, permits or approvals that may be needed.



DEVELOP A BRIDGE AUTHORITY REPORT

Both SSB 5806 and ESHB 1160 identified that a program office must study possible governance structures for a bridge authority that would provide joint administration of the bridges over the Columbia River between Oregon and Washington.

A bridge authority may:

- Review bridge needs for repair, maintenance and new construction
- Prioritize the identified needs
- Make recommendations to both states regarding financing specific projects, timing, authority and operations

The study will look at national examples of multi-state transportation authorities to understand what responsibilities have been placed with these organizations and how they are structured, as well as who identifies decision makers and how those decision makers are responsible to the public. The study will include a review of how Oregon and Washington currently handle these responsibilities and identify key considerations to aid in determining if these responsibilities would be best served through a bi-state agreement, authority, interstate compact, or other arrangement. Consideration of an interstate compact approach will be informed by consultation with the National Center for Interstate Compacts. If there are legal questions that surface as a result of this study, these will also be documented.

RULE-MAKING FOR WASHINGTON STATE TRANSPORTATION PROJECTS OF STATEWIDE SIGNIFICANCE

During the 2019 Washington legislative session, ESHB 1994 was passed, creating the ability to recognize transportation projects of statewide significance and expedite their completion within the state of Washington through the establishment of a formal process of coordination. WSDOT is directed to develop an application for this designation; the program office will conduct this work, including rule-making as necessary. The permanent rule making process involves three formal steps and will take several months.

DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT

This phase of program development will include all work necessary to complete the Draft Supplemental Environmental Impact Statement (Draft SEIS), as defined by the earlier planning work and a reevaluation of NEPA. Community and legislative engagement will occur throughout development of the Draft SEIS to inform the process. The Draft SEIS is a part of the NEPA process, and will provide the foundational regulatory approval from the federal lead agencies that will



LEGISLATIVE MILESTONE

June 30, 2021 is identified as the target to make significant progress toward beginning SEIS

allow federal agencies to issue permits and enter into funding agreements for the program. During this phase, the program team will:

- Conduct conceptual engineering and data collection
- Develop a finance plan
- Publish the Draft SEIS

CONCEPTUAL ENGINEERING AND DATA COLLECTION

The program team will perform conceptual engineering on the highway, bridge and transit elements for each of the alternatives that meet the Purpose and Need. Conceptual engineering work will need to advance far enough to identify how each alternative performs when measured against the Vision and Values statement. For the Draft SEIS, engineering will advance to identify the information necessary to develop technical reports on community and environmental effects for the Draft SEIS. This work will identify improvements for transit, freeway and interchanges at Marine Drive, Hayden Island, SR 14, Mill Plain Blvd. and Fourth Plain Blvd.

Conceptual engineering will also allow the program team to perform a risk assessment and develop conceptual cost estimates for each alternative. The risk assessment will assist the program team to identify a program schedule and the cost estimates will be used to determine the budget for the initial finance plan.

The program team will collect and analyze data that is necessary to evaluate the performance of each alternative. The program team will update information regarding the natural and built environment within the program area including gathering new traffic data. Traffic data will be collected to update existing conditions and travel patterns and to perform modeling that will forecast future travel patterns for each alternative. Traffic modeling is necessary to evaluate performance of each option including the degree to which tolling can contribute to funding construction and other costs.

DEVELOP A FINANCE PLAN

A finance plan that identifies funding necessary to construct a new program is required to complete the SEIS. The finance plan for a program of this size is dynamic and will be updated over the life of the program as work progresses in coordination with partner agencies and other relevant parties.

A conceptual finance plan will be developed early in the program development process to determine feasible funding sources, with a milestone goal of December 1, 2020.



As part of developing a conceptual finance plan, the program team will:

- Identify possible funding sources and their purpose
- Analyze viability of funding sources: likely amount of funding compared to need, funding criteria and/or selection processes, timing considerations, recent funding outcomes/levels
- Review previous toll funding capacity assumptions to develop a conceptual range of possible construction funding from toll revenue

PUBLISH DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT

The program team will develop a Draft SEIS in coordination with the federal leads, program partners, stakeholders and the community. The Draft SEIS will document how each alternative performs in relation to the program Vision and Values. The Draft SEIS will review and revise (if necessary) the analysis methods that were used in previous planning efforts and collect new data necessary to determine the potential impacts associated with each alternative.

The program team will develop and update discipline reports that analyze each alternative based on changes in the program design, new information within the program area and any changes in the regulatory environment.

Some of the discipline reports that will be reviewed, updated or developed for the SEIS are:

- | | |
|---|---------------------------------|
| • Air Quality and Air Toxics | • Historic Resources |
| • Archaeological and Cultural Resources | • Land Use |
| • Aviation | • Neighborhoods and Populations |
| • Community Impacts Assessment | • Noise and Vibration |
| • Economics | • Public Services |
| • Ecosystems | • Public Utilities |
| • Electric and Magnetic Fields | • Right of Way |
| • Energy | • Section 4(f), 6(f) and Parks |
| • Environmental Justice | • Transportation |
| • Geology, Soils and Hydrogeology | • Transit |
| • Geotechnical | • Visual Quality and Aesthetics |
| • Hazardous Materials | • Water Quality |
| | • Wetlands |

FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT

This phase of the IBR program development will include all work necessary for the program team to complete a Final SEIS. This phase of the program will:

- Address comments received during Draft SEIS
- Identify a Locally Preferred Alternative
- Obtain environmental permits and approvals
- Publish a Final SEIS
- Obtain a Federal Record of Decision

ADDRESS COMMENTS RECEIVED ON DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT

As part of the NEPA process there will be a public comment period following the publication of the Draft SEIS and public meetings will be held to provide an opportunity for questions and in-person feedback. Following this comment period, the program team will review all comments received from the public and affected agencies on the Draft SEIS, address those comments, and modify program elements, as appropriate. The Final SEIS will incorporate all public comments from the Draft SEIS along with responses from the program team and the federal leads.

IDENTIFY A LOCALLY PREFERRED ALTERNATIVE

The program team will work in coordination with local, state and federal partners to select a Locally Preferred Alternative (LPA). The LPA will be developed through a data-driven, transparent process using technical analysis presented in the Draft SEIS to identify the highway, bridge and transit elements that best meet the program Purpose and Need. This process will include input from program partners, stakeholders and the public to ensure the LPA has broad regional support. The LPA will be the alternative that is analyzed in the Final SEIS and may include a phased approach to program construction.

OBTAIN ENVIRONMENTAL PERMITS AND APPROVALS

The program team will coordinate with regulatory and permitting agencies to obtain all environmental permits and approvals necessary to complete the Final SEIS. The initial focus will be on permits that are required to complete NEPA. Additional permits will be needed as the program advances to construction. Some of the regulatory reviews that will be required include, but are not limited to:

- Section 7 Consultation under the Endangered Species Act
- Section 106 National Historic Preservation Act

- Section 408 USACE River Navigation and Modification/Alteration of Corps of Engineer Levee
- Section 9 of the Rivers and Harbors Act - US Coast Guard General Bridge Permit

PUBLISH A FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT

Once an LPA has been adopted by the program partners, the program team will collect additional data and advance engineering as necessary to support development of the Final SEIS. The program team will update and finalize technical analysis that was performed as part of the Draft SEIS based on outreach with the community and additional details identified for the LPA. The Final SEIS will disclose and review effects of the LPA, including any phasing options, to the program partners, stakeholders and community. The Final SEIS will include mitigation that the program will be performing as a result of adverse impacts associated with the LPA.

OBTAIN A FEDERAL RECORD OF DECISION

The Record of Decision (ROD) is the completion of the federal NEPA process. It will incorporate environmental permits and approvals into the preferred alternative. The program must obtain a ROD prior to advancing into construction and right-of-way acquisition. The ROD states the basis for the selection of the LPA, identifies the alternatives that were considered and states whether all practicable means to avoid or minimize environmental harm from the LPA have been adopted and if not, why they were not. The ROD documents federal approval of:

- Purpose and Need
- Technical analysis for the program
- Process used to select an LPA
- Mitigation for unavoidable impacts



PRE-CONSTRUCTION

Once the NEPA process has been completed, the program can begin pre-construction activities. pre-construction work will:

- Develop a Program Delivery Plan
- Complete a Program Finance Plan
- Begin Right of Way Acquisition
- Develop construction documents

DEVELOP A PROGRAM DELIVERY PLAN

A Program Delivery Plan (PDP) will be developed to identify the work required to advance the IBR Program into construction. The PDP will address the process that the program team will follow once a ROD is received on the LPA. The PDP will identify potential phasing options for the program and will explore different procurement options for construction.

The PDP will be developed to meet the needs and standards for all local partners. It will identify the number of construction contracts, the sequence for delivering construction and the delivery method for each construction contract (including the administering agency). The program team will evaluate innovative construction delivery methods (including design-build).

COMPLETE A PROGRAM FINANCE PLAN

The program finance plan will identify funding sources for the program and may inform development of a phasing plan that reflects incremental investment opportunities to move forward a series of projects that provide public benefit as soon as possible. This will take into consideration the potential timing of legislative funding opportunities in each state and the reality that federal funding for construction typically isn't committed until other funding sources are secured. The program team will engage local, state and federal partners while developing the program finance plan.

As acknowledged in ESHB 1160, tolling is anticipated to be a necessary component of any finance plan for a program of this size. The program team will complete an investment grade analysis of traffic forecasts and toll revenues to determine how much construction funding can be generated by tolls. This will confirm if toll revenues, in combination with state and federal funding sources, can provide sufficient funding for the program.

The program team will work with the Oregon and Washington legislatures and the OTC to obtain all approvals necessary to toll for this program. Following approval, the program team will work with the OTC and WSTC to set toll rates. Intergovernmental agreements between Oregon and Washington will need to be developed to address tolling details, such as collection and rate setting.

BEGIN RIGHT-OF-WAY ACQUISITION



FHWA EXTENSION

September 30, 2024: The current FHWA repayment extension grants the states until this date to begin right-of-way acquisition or start construction

Right of way must be acquired prior to the beginning of construction. This can be a lengthy process that spans multiple years and will require adequate funding before purchasing can commence. The program team will develop a plan to acquire right of way in accordance with all federal laws, regulations and guidance. The plan will identify and minimize the schedule and budget risks for this program.

In their repayment extension request, WSDOT and ODOT committed to progressing towards right-of-way acquisition by summer of 2024, pending the availability of funding and bi-state approval.

DEVELOP CONSTRUCTION DOCUMENTS

Once the program is ready to move to construction, the program team will develop construction documents in accordance with the PDP. The type of contracts will be dependent on the delivery methods chosen. This is a detailed process that entails writing the contracts necessary to advertise for construction which may include completing design plans and specifications.



CONCLUSION

Regional planning efforts have recognized the need to address issues associated with the existing Interstate Bridge over the Columbia River for decades. As the only continuous north-south Interstate on the West Coast between Mexico and Canada, I-5 is a vital trade route for regional, national and international economies. With the northbound span now over 100 years old, the current bridges are vulnerable to seismic activity, have significant safety concerns as a result of existing roadway design, are experiencing worsening congestion issues, contribute to impaired freight mobility, and have substandard bicycle and pedestrian facilities.

The commitment by executive and legislative leadership to restart Interstate Bridge replacement efforts demonstrates a clear recognition that addressing these issues is a critical transportation need for both states. WSDOT and ODOT are dedicated to leading a transparent, data-driven process in collaboration with elected leaders, stakeholders and the public to identify and advance the best possible solution to meet the needs of the region.

As work progresses, the IBR Program will strive to incorporate lessons learned from past efforts and utilize existing data to ensure efficient and effective decision making throughout the process. This will be done through an open public process following federal NEPA guidelines to ensure informed decision making with broad community input. As part of this work, WSDOT and ODOT are committed to meeting the legislative milestone goals outlined in this report, including submitting a final progress report to the governors and state transportation committees by December 1, 2020.

APPENDIX A: KEY RESOURCES REFERENCED IN THIS REPORT

I. BACKGROUND: PREVIOUS INTERSTATE BRIDGE PLANNING WORK

I-5 Trade Corridor Freight Feasibility and Needs Assessment:

https://www.wsdot.wa.gov/accountability/ssb5806/docs/2_Long_Range_Planning/I_5_TradeCorridorFreightFeasibilityandNeedsAssessment.pdf

Portland/Vancouver I-5 Transportation and Trade Partnership Task Force 2002 Strategic Plan:

www.wsdot.wa.gov/accountability/ssb5806/docs/2_Long_Range_Planning/FinalStrategicPlan_with_attach.pdf

Washington Substitute Senate Bill 5806:

<https://app.leg.wa.gov/billsummary/?BillNumber=5806&Year=2017&Initiative=false>

Columbia River I-5 Bridge Planning Inventory:

www.wsdot.wa.gov/accountability/ssb5806/default.htm

Washington State 2019-21 Transportation Budget (ESHB 1160):

<https://app.leg.wa.gov/billsummary?BillNumber=1160&Initiative=false&Year=2019>

Oregon-Washington Memorandum of Intent on Replacing the I-5 Bridge over the Columbia River: <https://drive.google.com/file/d/1-cGDO0X3jB7lsS8o7I9g8jleZJAuui0L/view>

Code of Federal Regulations, 23 CFR 630.112:

www.fhwa.dot.gov/legsregs/directives/cfr23toc.htm

FHWA Order 5020.1A, para 6.e.:

www.fhwa.dot.gov/legsregs/directives/orders/50201a.cfm

II. INITIATING INTERSTATE BRIDGE REPLACEMENT WORK

Interstate Bridge Replacement Program interim webpage:

www.wsdot.wa.gov/projects/i5/interstate-bridge/home

GovDelivery Interstate Bridge Replacement Program updates:

https://public.govdelivery.com/accounts/WADOT/subscriber/new?topic_id=WADOT_592

Bi-State Legislative Involvement:

Joint Oregon-Washington Legislative Action Committee:

<http://leg.wa.gov/jointcommittees/OWLAC/Pages/default.aspx>

Joint Interim Committee on the Interstate 5 Bridge:

<https://olis.leg.state.or.us/liz/2019I1/Committees/JI5B/Overview>

III. DELIVERING INTERSTATE BRIDGE REPLACEMENT

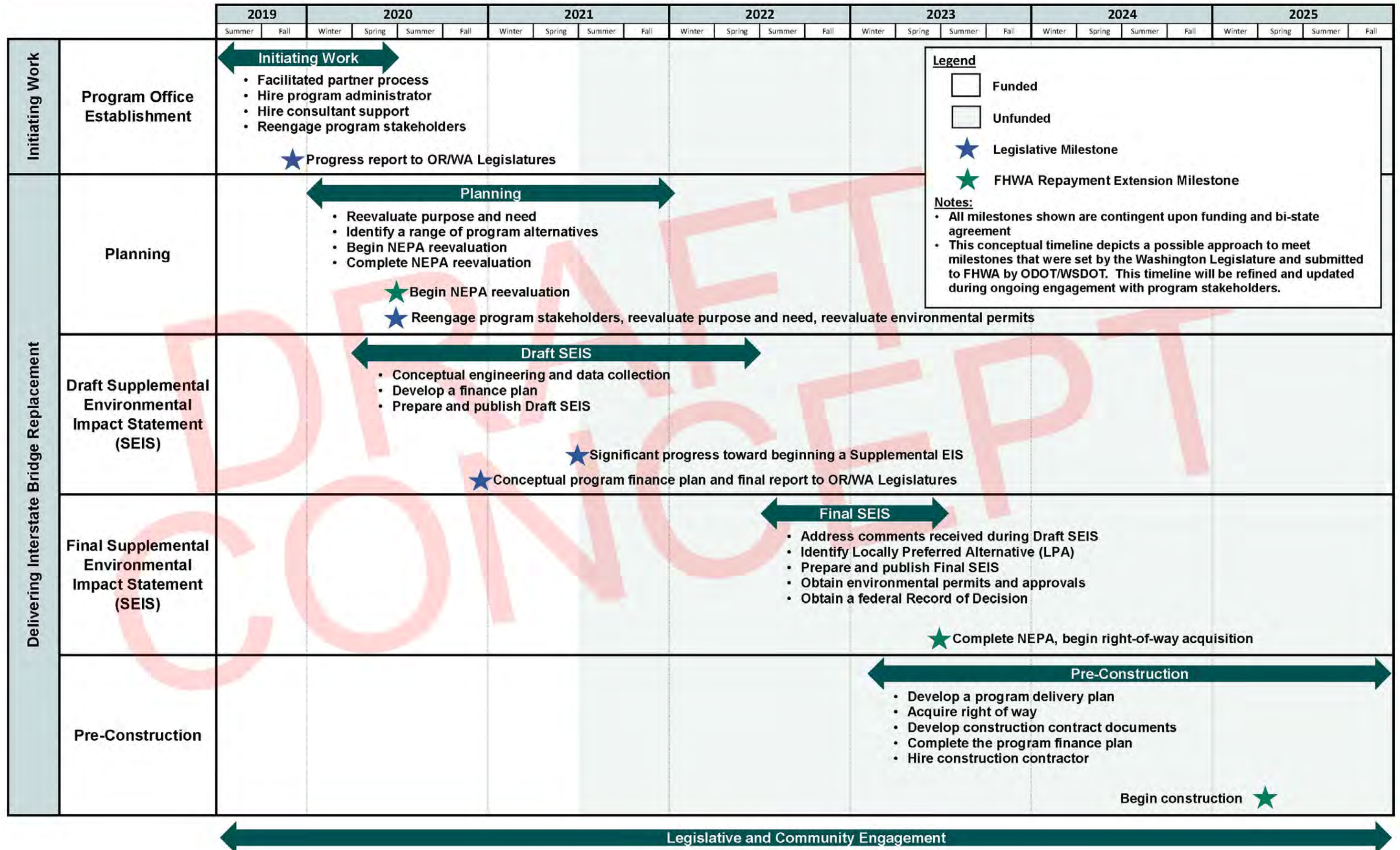
NEPA Reevaluation Guidance:

www.environment.fhwa.dot.gov/legislation/nepa/Reevaluation_guidance_08142019.aspx

Engrossed Substitute House Bill 1994:

<https://app.leg.wa.gov/billssummary?BillNumber=1994&Initiative=false&Year=2019>

APPENDIX B: CONCEPTUAL INTERSTATE BRIDGE REPLACEMENT PROGRAM TIMELINE



TITLE VI NOTICE TO PUBLIC AND AMERICANS WITH DISABILITIES ACCOMMODATIONS

It is the policy of the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT) to assure that no person shall, on the grounds of race, color, national origin or sex, as provided by Title VI of the Civil Rights Act of 1964, be excluded from participation in, be denied the benefits of, or be otherwise discriminated against under any of its federally funded programs and activities.

Oregon Contact Information

For ADA (Americans with Disabilities Act) or Civil Rights Title VI accommodations, translation/interpretation services, or more information call 503-731-4128, TTY 800-735-2900 or Oregon Relay Service 7-1-1.

Washington Contact Information

This material can be made available in an alternate format by emailing the Office of Equal Opportunity at wsdotada@wsdot.wa.gov or calling toll free, 855-362-4ADA(4232). Persons who are deaf or hard of hearing may make a request by calling the Washington State Relay at 7-1-1.

Any person who believes his/her Title VI protection has been violated, may file a complaint with WSDOT's Office of Equal Opportunity (OEO). For additional information regarding Title VI complaint procedures and/or information regarding our non-discrimination obligations, please contact OEO's Title VI Coordinator at (360) 705-7082.

NOTIFICACIÓN DE TÍTULO VI AL PÚBLICO

Es la póliza de el Departamento de Transportes del Estado de Oregon y el Departamento de Transportes del Estado de Washington de asegurar que ninguna persona sea excluida de participación o sea negado los beneficios, o sea discriminado bajo cualquiera de sus programas y actividades financiado con fondos federales sobre la base de raza, color, origen nacional o sexo, como proveído por el Título VI de el Acto de Derechos Civiles de 1964.

Información del Contacto en el Estado de Oregon

Si desea obtener información sobre este proyecto traducida al español, sírvase llamar al 503-731-4128.

Información del Contacto en el Estado de Washington

Este material es disponible en un formato alternative. Envíe su petición por correo electrónico al equipo de Oficina de Igualdad de Oportunidades (OEO) en wsdotada@wsdot.wa.gov o llamando gratis, 855-362-4ADA (4232). Personas sordas o con problemas de audición pueden solicitar llamando el relé de estado de Washington al 711.

Para información adicional con respecto a procedimientos de quejas de Título VI y/o información con respecto a nuestras obligaciones sin discriminación, por favor de comunicarse con el Coordinador de Título VI de la Oficina de Igualdad de Oportunidades (OEO) (360) 705-7082.



DRAFT - CONCEPTUAL PARTNER EXPECTATIONS INTERSTATE BRIDGE REPLACEMENT PROGRAM

In an effort to ensure that work on the Interstate Bridge Replacement Program follows a data-driven, transparent process that prioritizes equity and inclusion, ODOT and WSDOT hired an independent facilitator to guide a collaborative process with the eight bi-state partner agencies that have direct involvement in addressing the transportation challenges associated with the Interstate Bridge: TriMet, C-TRAN, Oregon Metro, the Southwest Regional Transportation Council, the cities of Portland and Vancouver, and the Ports of Portland and Vancouver. These are the parties with a direct role in any future improvements, due to their positions within the integrated multi-modal transportation system as an owner, operator, transportation policymaker, or public economic development entity reliant on direct access to operations within the bridge corridor.

This facilitated process included a series of workshops this spring to determine how to work together as regional partners to identify a solution with broad regional support that reflects community values, is rooted in outcomes, and can successfully advance to construction. It is assumed that this will include the formation of a regional leadership group as well as a community advisory group to provide for well-rounded input from a diverse array of community perspectives. The bi-state agency partners are expected to play a central role in providing regional leadership throughout program development as an advisory structure is defined and implemented.

This document was developed through the workshop process to identify shared expectations for how bi-state partner agencies will work together on the program and initial principles for consideration to guide future work. This document is intended as draft framework to inform future conversations as a regional leadership group is convened.

Shared context

- Memorandum of Intent signed by Governors of Oregon and Washington state on November 18, 2019 highlighted replacement of the Interstate Bridge as a high priority for both states based on major seismic risk and being a traffic bottleneck for the region and the nation.
- Oregon and Washington State legislatures have committed to engaging in a bi-state committee regarding a reinvigorated bi-state effort to replace the Interstate Bridge and tasked ODOT and WSDOT to do this work in coordination with stakeholders.
- Both states have allocated funding for ODOT and WSDOT to open a bi-state office to restart bridge replacement efforts and have directed them to consider opportunities for efficient decision making.
- Interstate Bridge Replacement is a designated improvement project in both the RTC and Metro fiscally constrained regional transportation plans as well as the comprehensive growth plans for the City of Portland and the City of Vancouver. These plans call for corridor planning that consider multiple facilities, modes and land uses in solutions for improving mobility.
- Support for replacing the Interstate Bridge and adding high capacity transit across the Columbia River has been documented recently by local jurisdictions through resolutions and letters.

- Given the funding reality for similarly large transportation projects nationwide, it is acknowledged that a bridge replacement program will require revenue from a diverse array of sources, including tolling, state funds from both Oregon and Washington, and federal funds.
- Extensive and meaningful public engagement will be a critical component to inform program work and identify a solution with broad regional support.
- Previous planning efforts to address issues identified with the existing Interstate Bridge corridor resulted in a locally preferred alternative to build a replacement river crossing with multimodal improvements, which will be informative to support an efficient decision-making process with new program development efforts as appropriate within current context.
- The approach to addressing transportation challenges has changed in the time since previous bridge replacement efforts shut down and new work will need to reflect current conditions and regional community values to ensure that all travelers enjoy the same access to safe, reliable, and affordable transportation options.

Key problems to address – While there may be additional problems identified as work gets underway, some of the fundamental problems that have been identified that are essential to address with any improvements include the following. Note that key issues are not listed in priority order.

- Seismic vulnerability of the existing bridge & regional resiliency needs/requirements
- Limited public transportation
- Inadequate bicycle and pedestrian facilities
- Impaired freight movement
- Safety concerns as a result of structures that are functionally obsolete and existing roadway design
- Current congestion and growing travel demand that constrain economic vitality and development
- Significant and increasing operations and maintenance costs

Initial shared principles – The following initial principles have been identified as essential in this work. Additional principles to guide program development work will be identified with the community as work gets underway and engagement structures are developed:

- Use of common values identified by partners and the community to guide program development and decision making
- Conducting work through an open, transparent, data-driven process
- Respecting the role of decision makers
- Extensive, inclusive and continuous public engagement
- Commitment to safe, healthy, reliable and affordable transportation that supports access to jobs, education, culture and recreation
- Commitment to equity of processes and outcomes and consideration of historical context
- Recognition of urgency
- Commitment to identifying a cost-effective solution that contains costs as practicable to optimize benefits and make the best use of limited public funds
- Fundability
- Consistency with state climate change policies, goals and plans

- Holistic approach to mobility that provides transportation options for all travelers and incorporates both congestion management and transportation demand management
- Context-sensitive multimodal design
- Follows legislative guidance
- Utilization of previously completed work to the extent feasible and in context with community and regional leadership feedback
- Consider this work in context with other regional transportation planning and project efforts, including ODOT's tolling work

Shared key outcome expectations – While many details will need to be developed through work with input from the public and guidance from technical, advisory, and oversight groups, the following have been identified as essential outcomes for this program to address the transportation issues associated with the existing Interstate Bridge:

- Replacement of the existing Interstate Bridge with a seismically resilient facility
- Providing a balanced system for all modes of transportation, including high capacity transit and improved facilities for bicyclists, pedestrians and other travelers
- Improved mobility and travel reliability for freight and traffic
- Improve local connectivity and complementary off-system multimodal improvements
- Facilities that support adjacent land use, community-building efforts and enhance regional economic resiliency
- Seeking to avoid or minimize impacts to the social and natural environment and to human health, including disparate impacts to minority and low-income populations
- Incorporating financial strategies that also manage bridge traffic and demand
- Ensuring safe design of the roadway in consideration of standards and context
- Balancing the needs of various users and constraints, including air traffic and marine navigation
- Enhance regional economic resiliency

Shared partner expectations - As the local agencies with direct involvement in addressing the transportation challenges associated with the Interstate Bridge, bi-state partner agencies are committed to working with each other and with the community to identify a solution that reflects the values and needs of the region. The following is a draft list of expectations for how partners will work together to further this goal:

- Working together as regional partners in a collaborative and constructive way to advance bridge replacement efforts
- Working with our communities/constituencies to identify a solution with broad regional support that reflects community needs and values, is rooted in outcomes, and can successfully advance to construction
- Thorough and expedient review of materials and transmittal of input, in acknowledgement of the timeline(s) and schedule(s) developed by the legislatures, governors and the state transportation departments
- Collaborative leadership in developing a viable funding package, including consistent and shared communication with state legislators, Congress, and federal agencies

- Developing effective bi-state partnerships that could serve as a foundation for future joint efforts to address issues of regional significance

DRAFT

DRAFT - CONCEPTUAL EXECUTIVE STEERING GROUP ISSUES LIST INTERSTATE BRIDGE REPLACEMENT PROGRAM

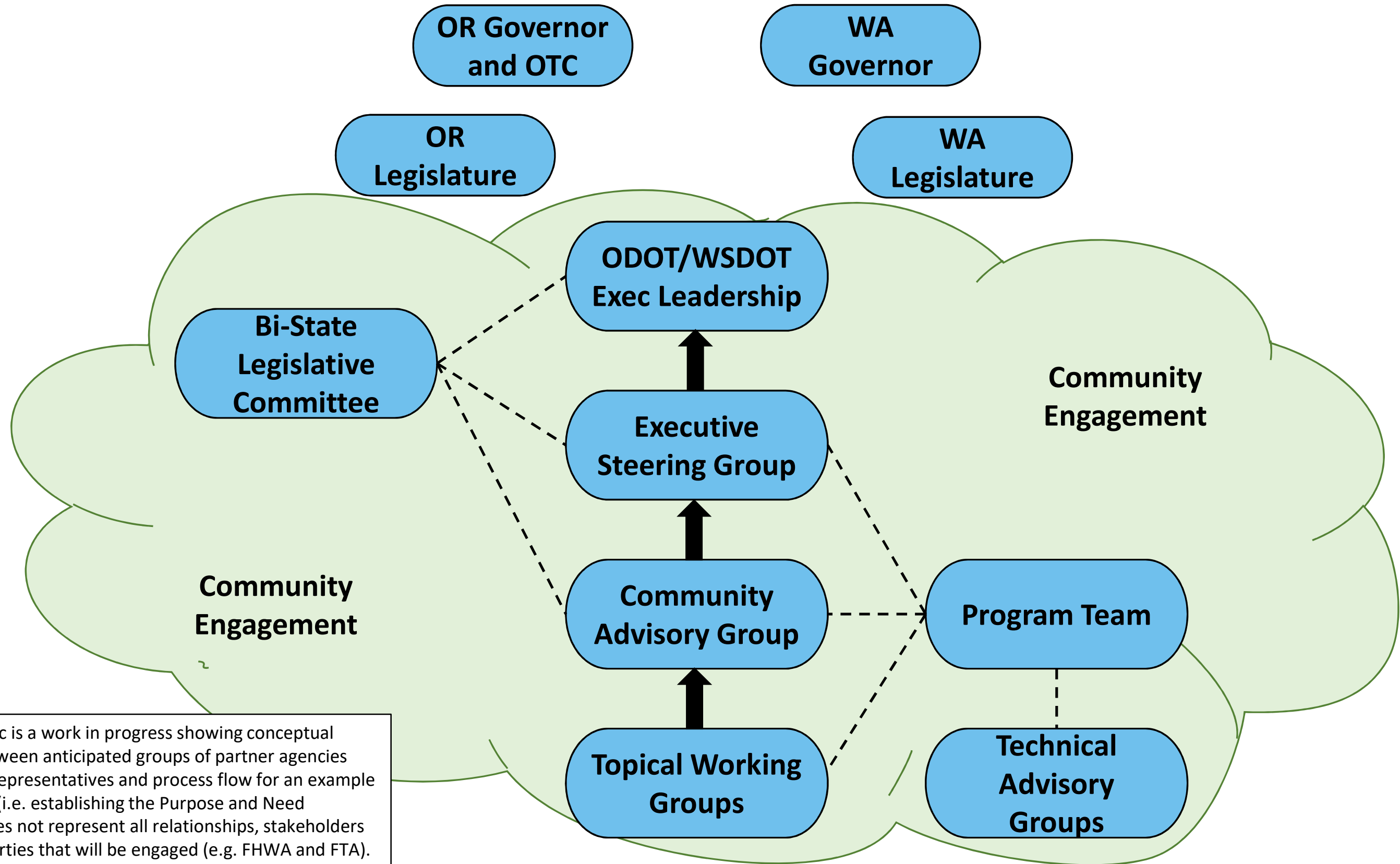
This document was developed through a facilitated workshop process with the bi-state agency partners that have direct involvement in addressing the transportation challenges associated with the Interstate Bridge: TriMet, C-TRAN, Oregon Metro, the Southwest Regional Transportation Council, the cities of Portland and Vancouver, and the Ports of Portland and Vancouver. These bi-state agency partners are expected to play a central role in providing regional leadership throughout program development as an advisory structure is defined and implemented, which is assumed to include an Executive Steering Group as well as a Community Advisory Group.

This document is intended as an initial draft list to inform future conversations on the potential issues that an Executive Steering Group may provide guidance on, to be considered as such a group is convened.

- Program Vision
- Program Values
- Program Area
- Purpose and Need
- Develop and recommend program performance measures
- Equity and environmental justice strategies
- Transportation demand management strategies
- Transportation system management strategies
- Community engagement strategies
- Finance plan strategies, including tolling
- SEIS Alternatives
- Locally preferred alternative development and adoption process
- High capacity transit mode
- Multimodal river crossing structure type and configuration
- Program phasing options
- Freight (especially High, Wide, Heavy cargo requirements) considerations
- Affected properties mitigation strategy, timeline, and approach
- Local connectivity and complementary off-system multimodal improvements

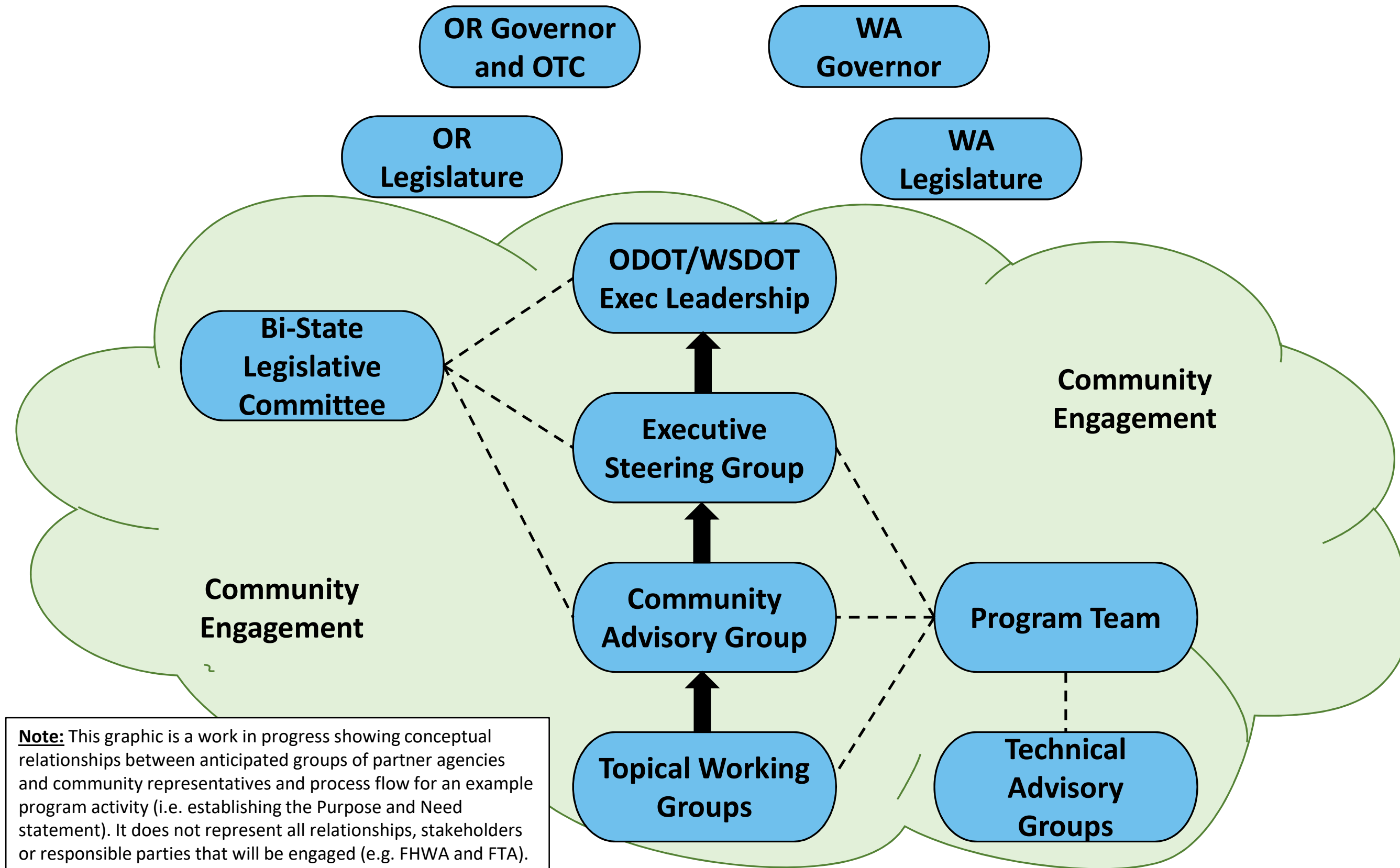
Interstate Bridge Replacement Program

Working Draft Process Diagram – Purpose and Need

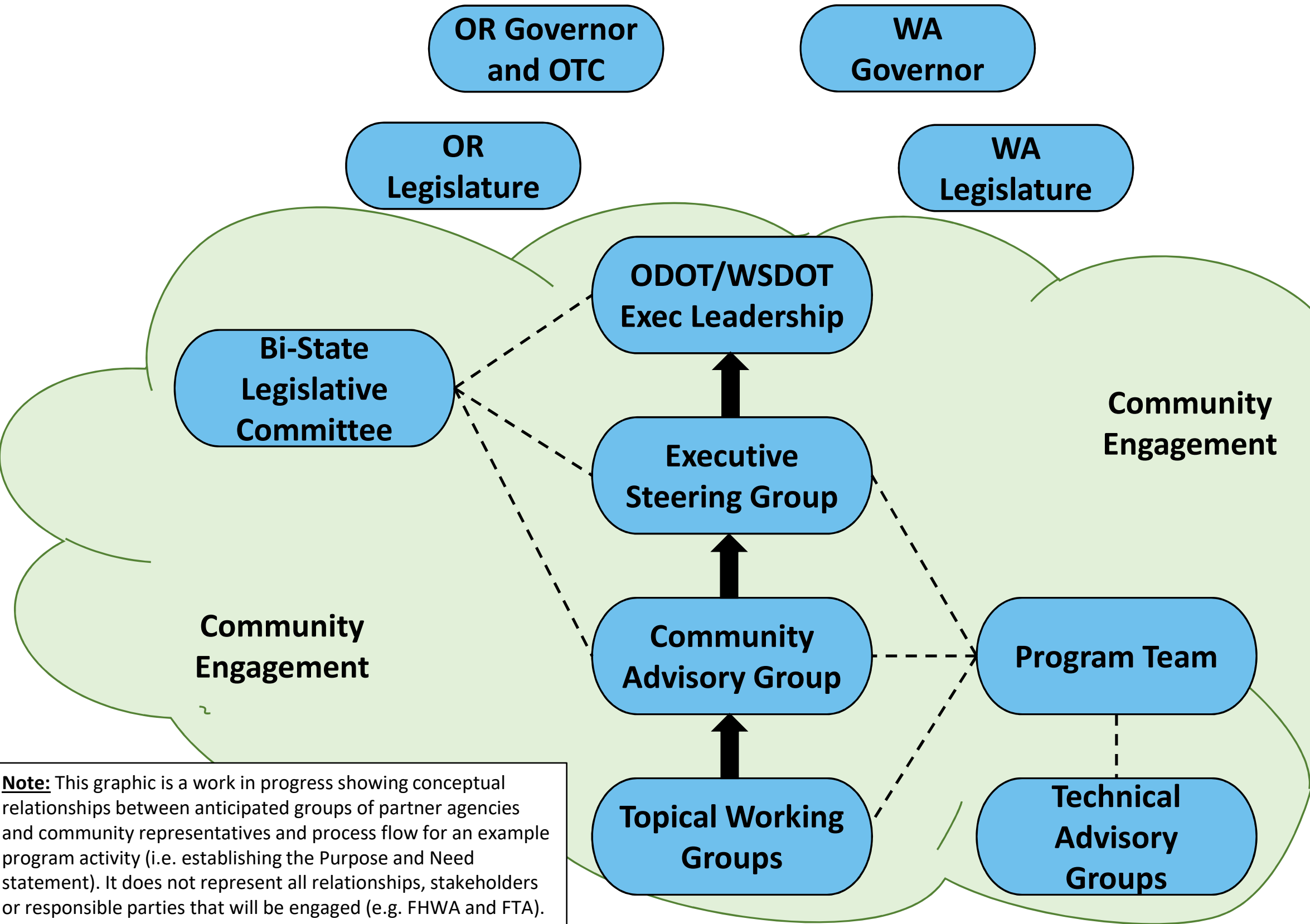


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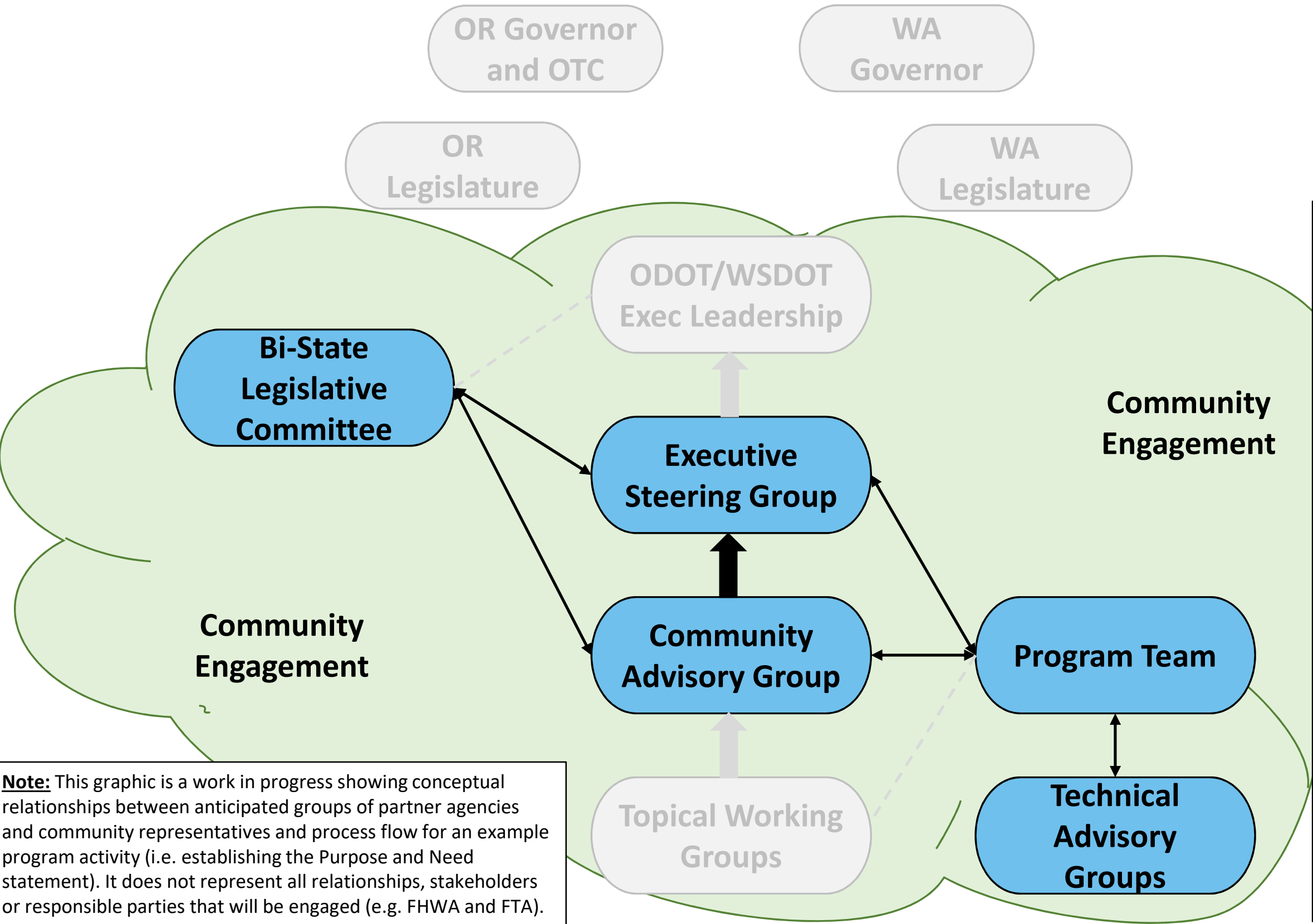
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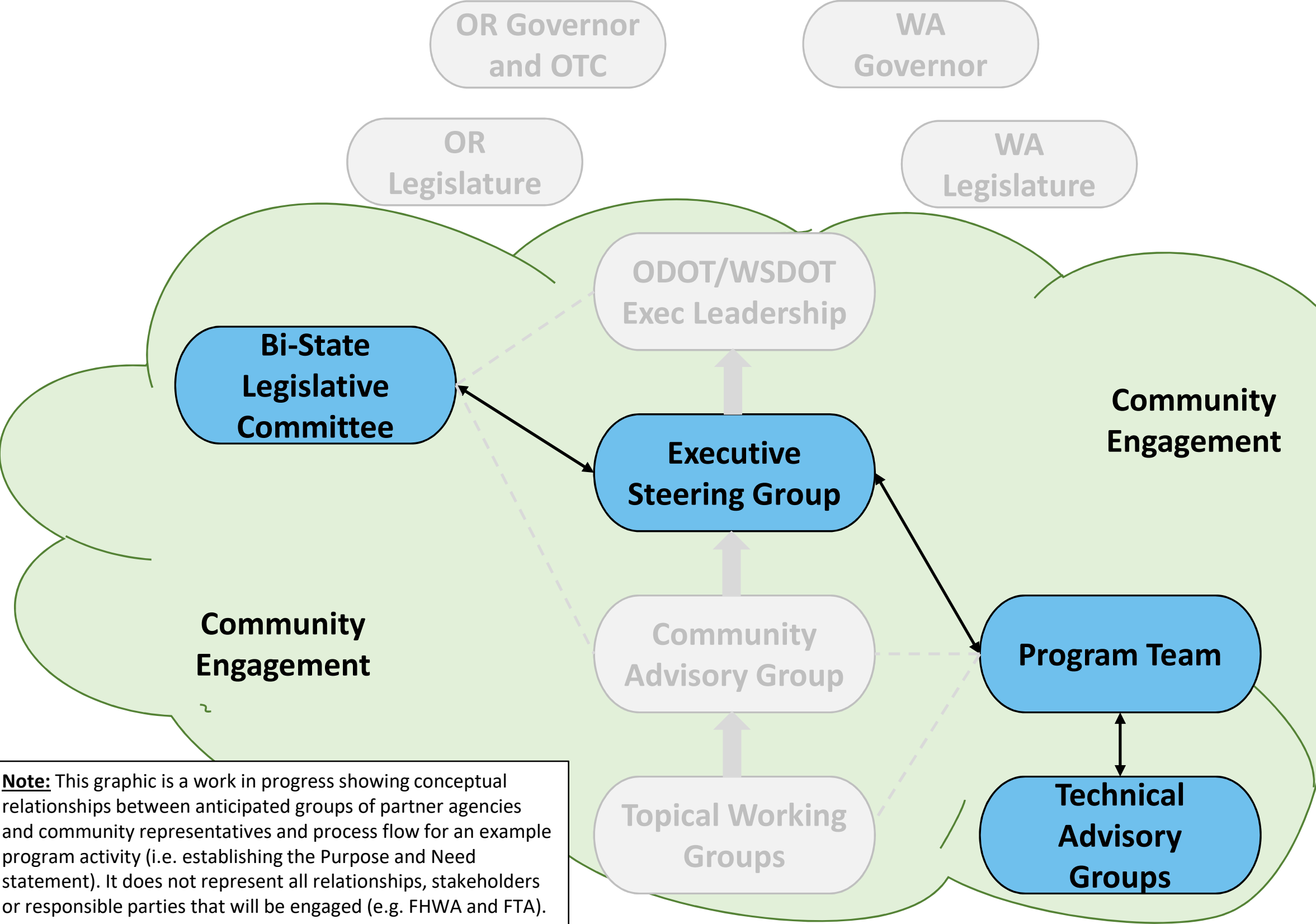
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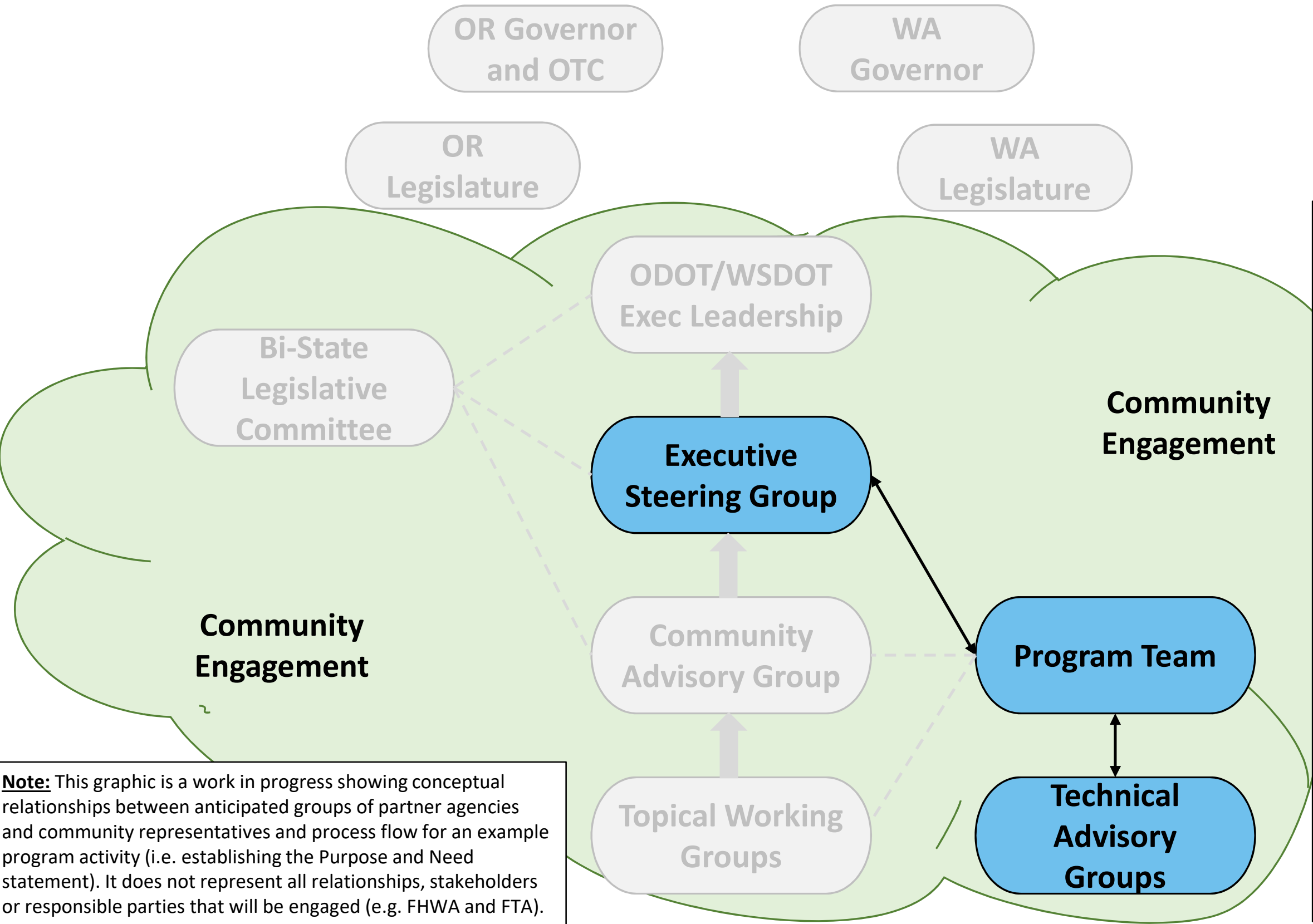
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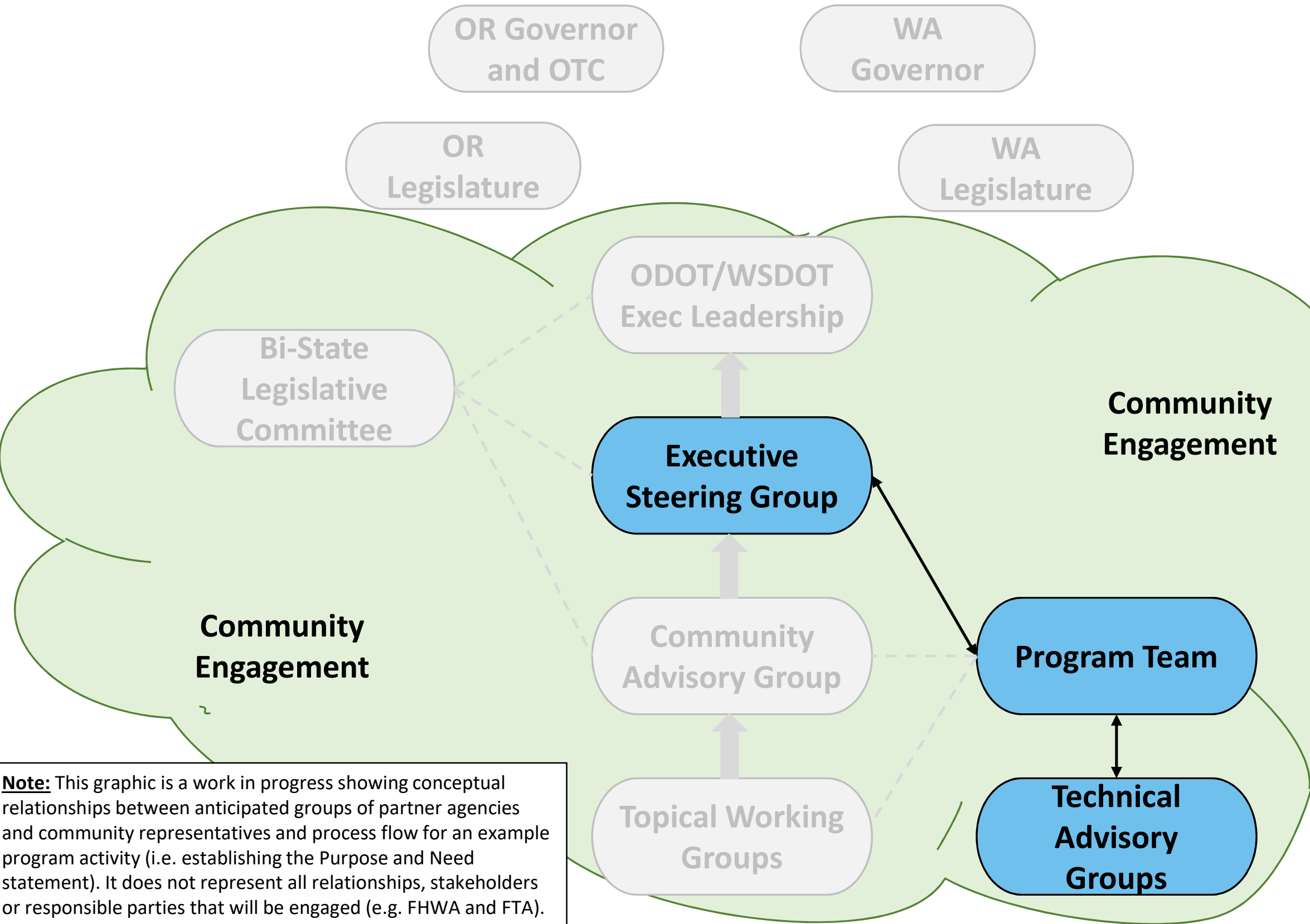


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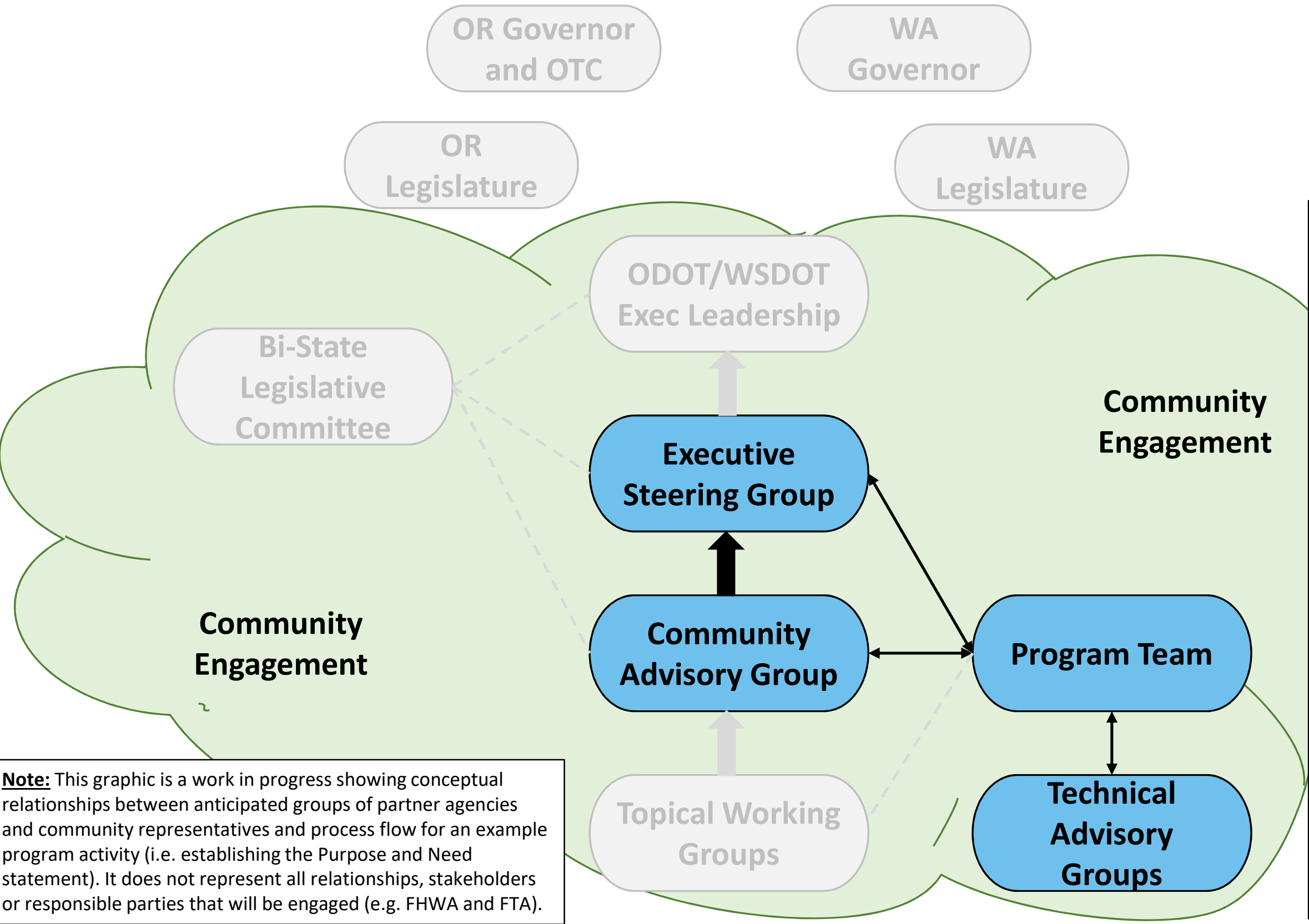
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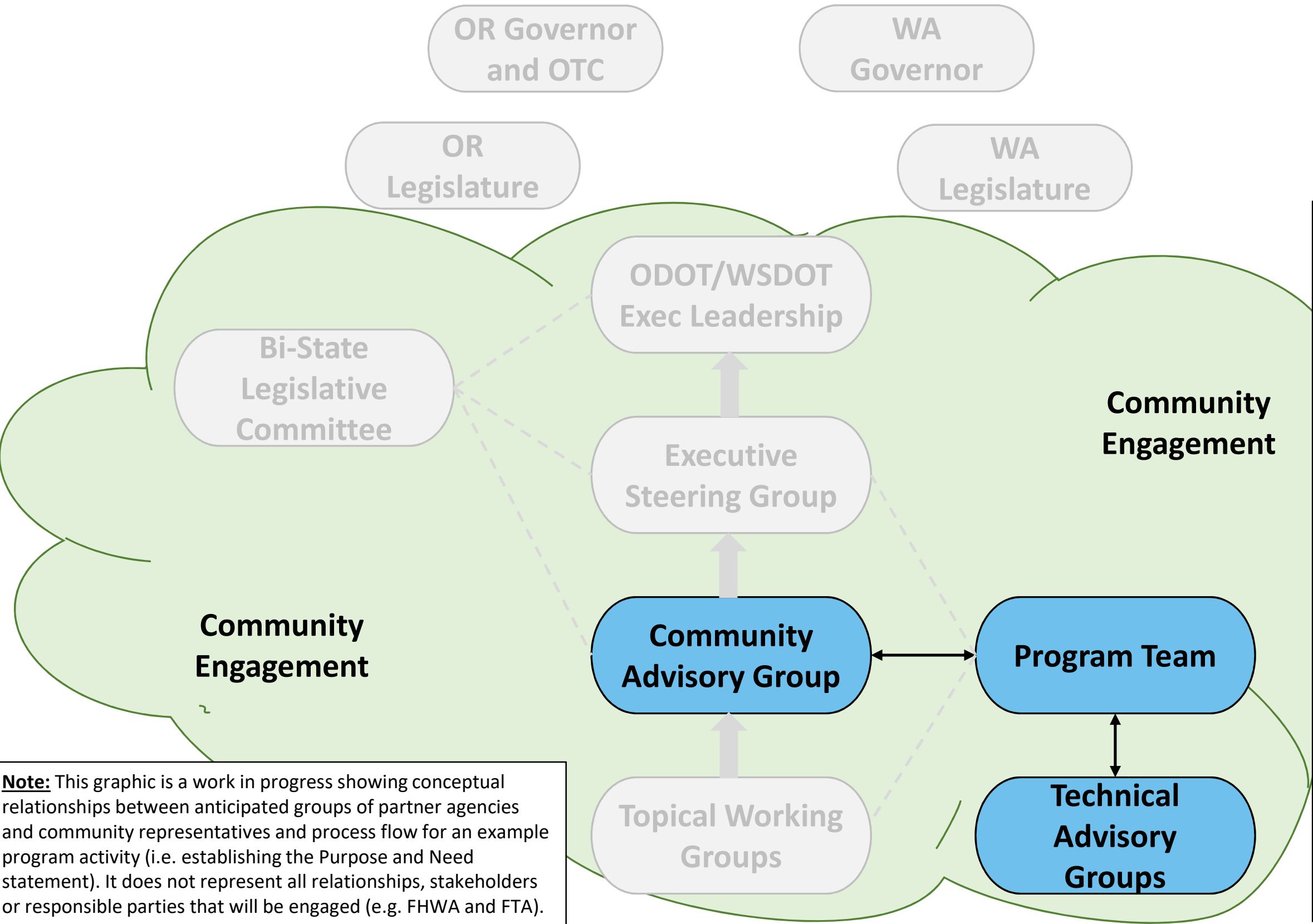
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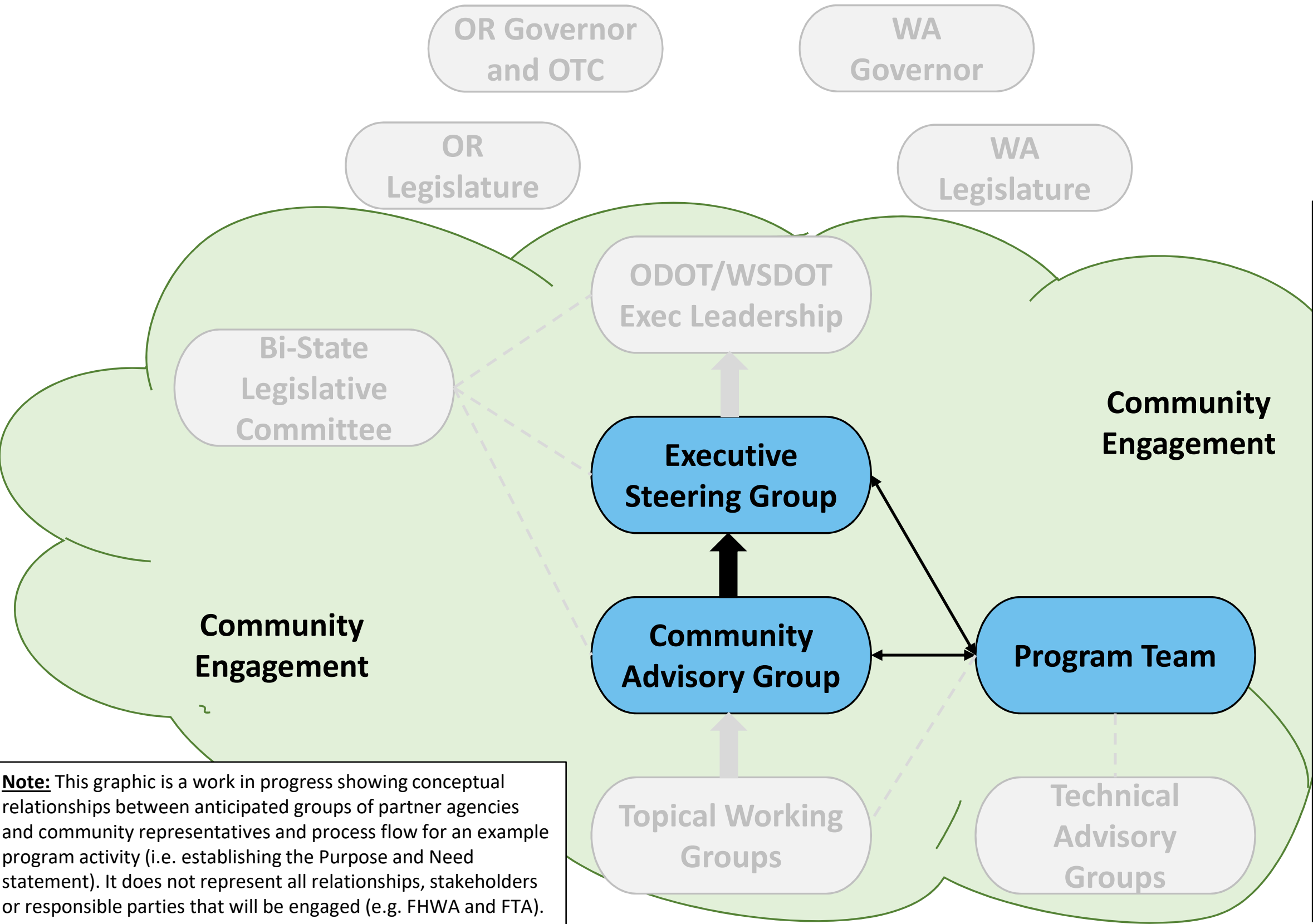


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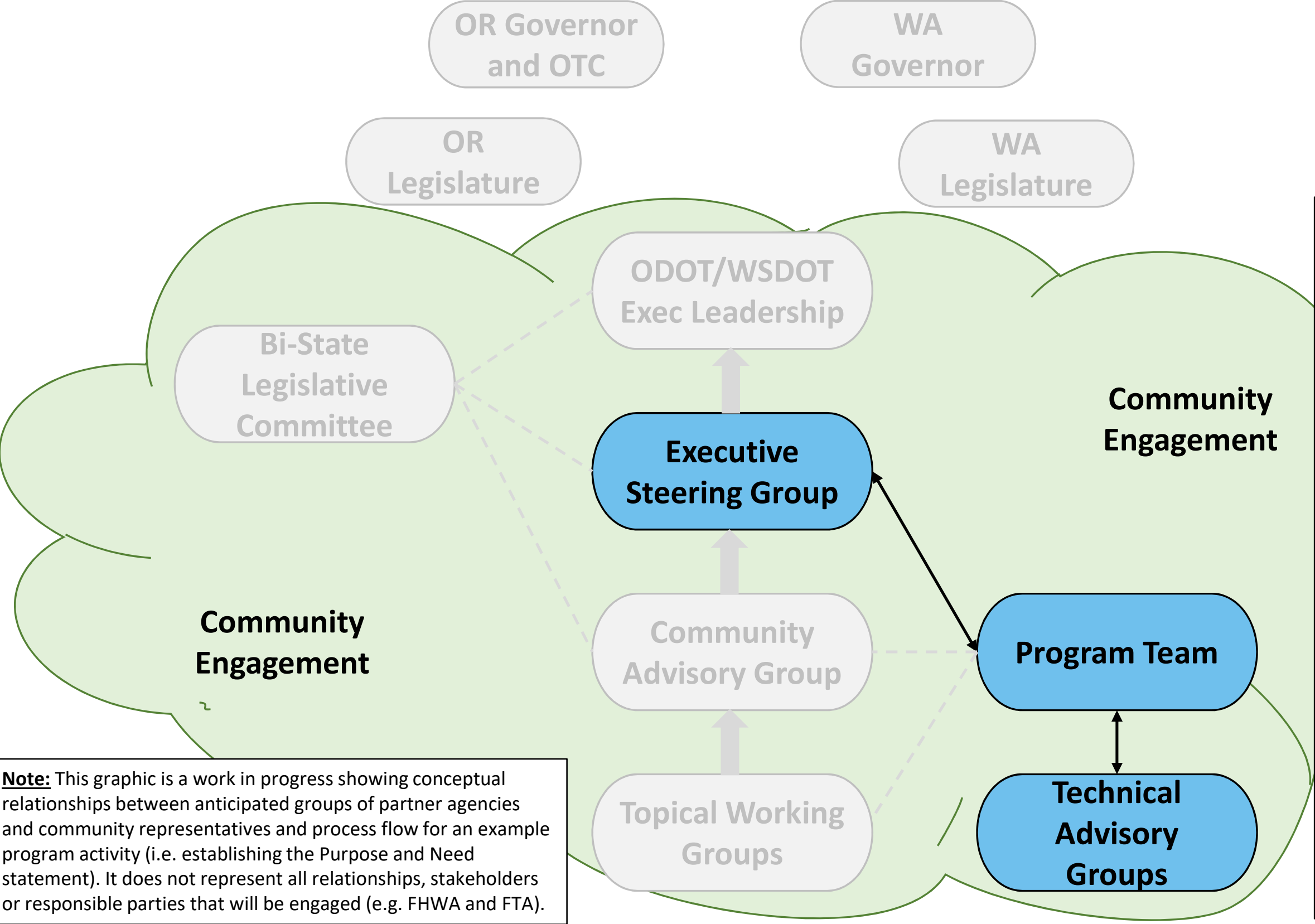


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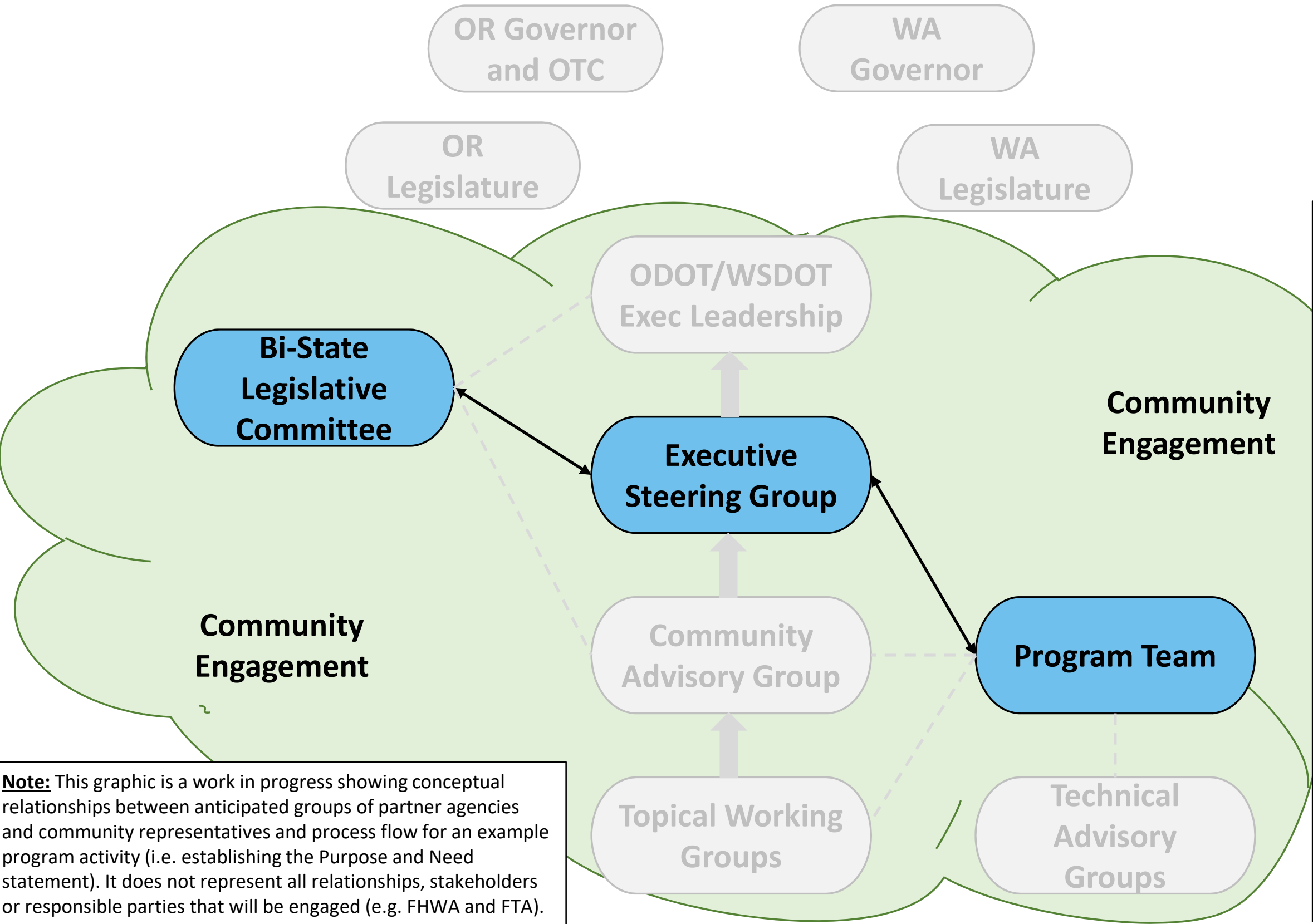
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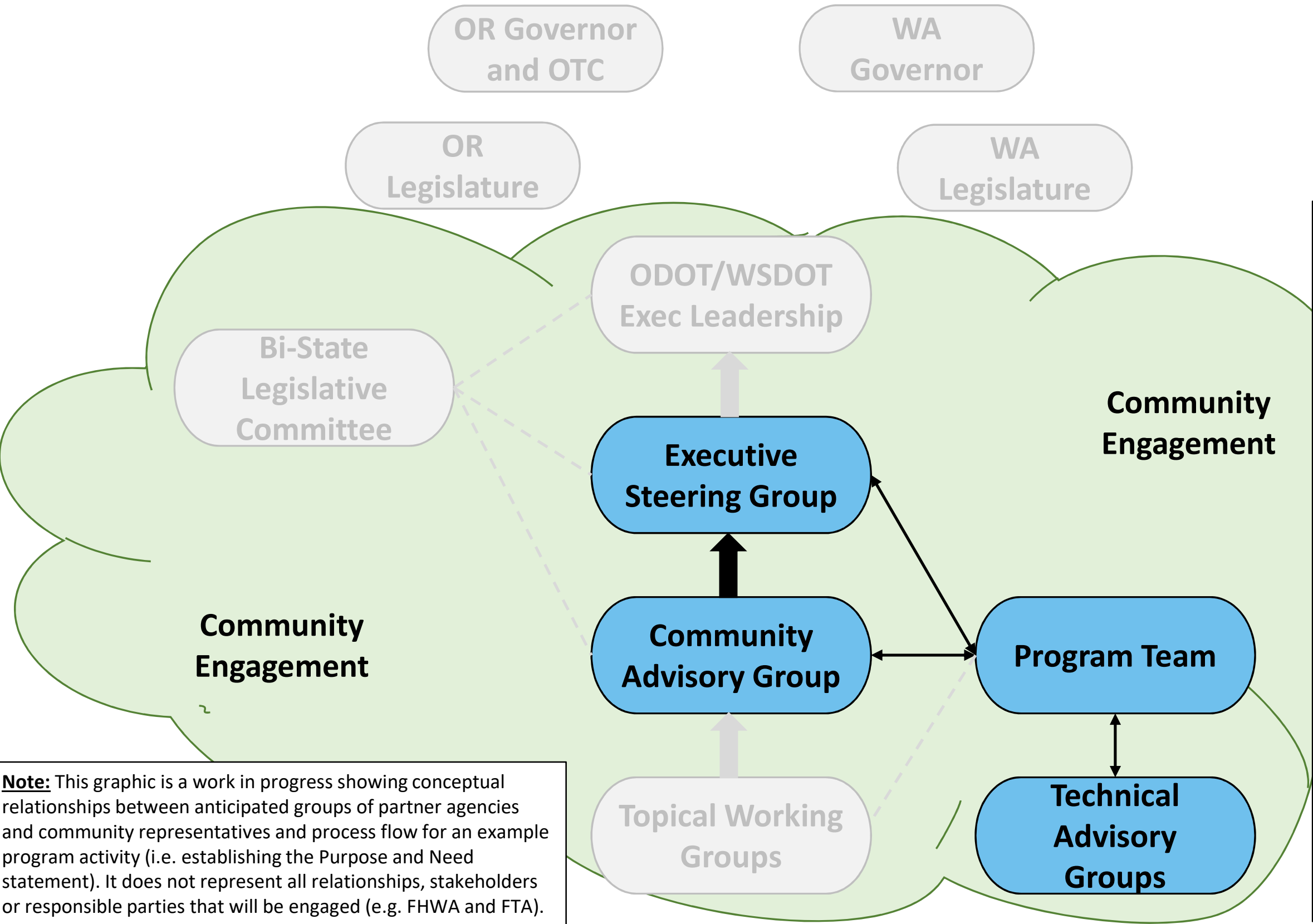
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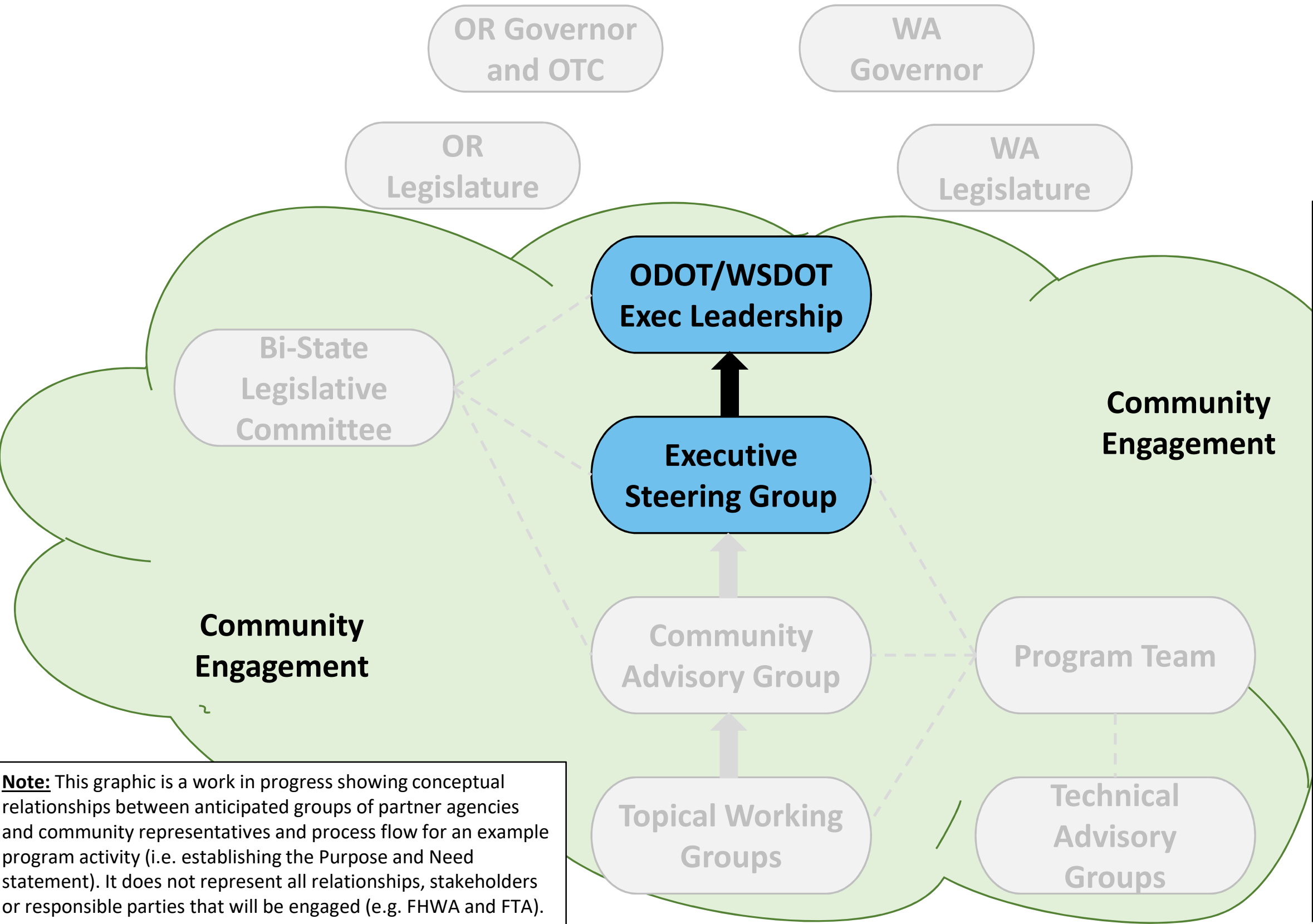
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Interstate Bridge Replacement Program
Working Draft Process Diagram – Purpose and Need

Note: Federal Leads (FHWA/FTA) approval required for Purpose and Need



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Interstate Bridge Replacement Program Update

VANCOUVER
CITY HALL



June 8, 2020

Vancouver City Council Workshop

Rebecca Kennedy, Planning Manager

Aaron Lande, Senior Policy Analyst

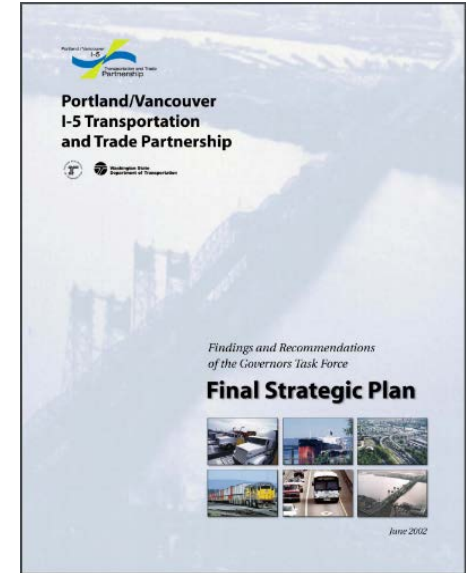
Presentation Overview

- Background
- I-5 Bridge- Existing Conditions
- OR & WA – Actions to restart process
- Local & Regional Support
- IBRP Partners working group
- Next Steps



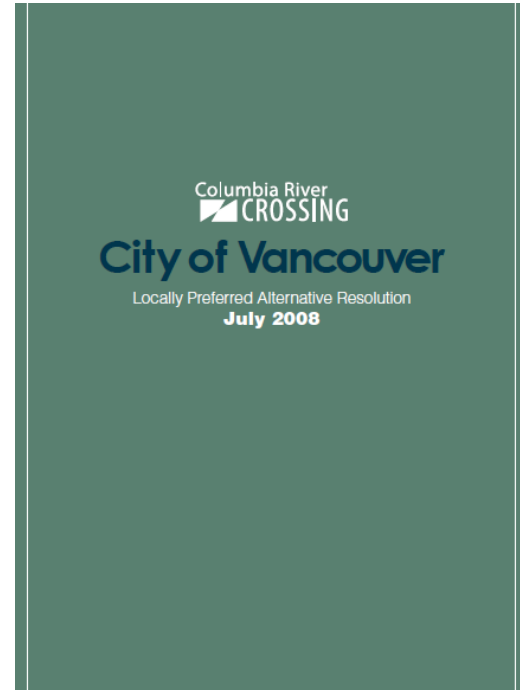
Background: Pre-CRC long range planning

- Bi-state Transportation Committee (1999)
- Freight Feasibility and Needs Assessment (2000)
- Portland/Vancouver Transportation and Trade Partnership Final Strategic Plan (2001): recommended set of improvements in the I-5 Corridor to meet the transportation, economic and livability needs of the Portland/Vancouver region



Background: Columbia River Crossing

- Corridor of national significance
- Bridge congestion causes one of worst bottlenecks on entire I-5 corridor
- Key economic connector
- Impacts regional livability

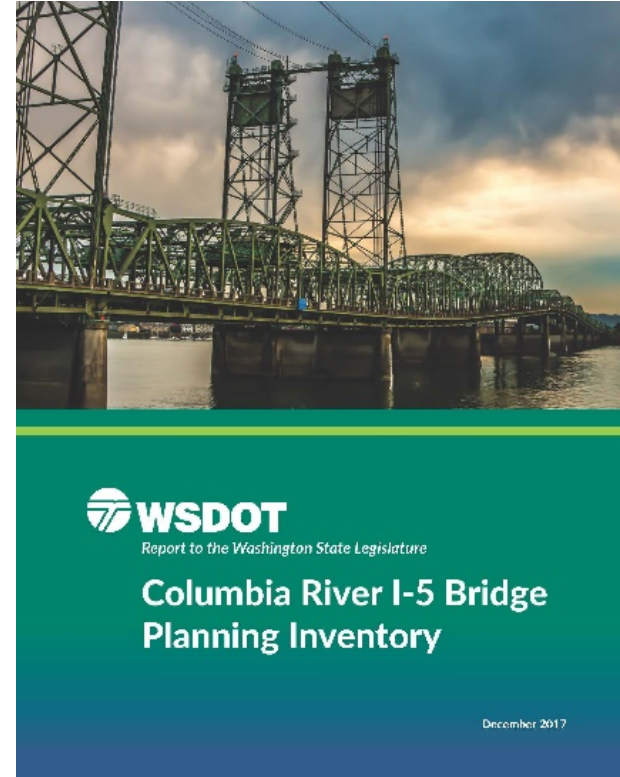


Interstate 5 Bridge: Current Conditions

- Growing travel demand and congestion
- Safety challenges
- Impaired freight movement
- Limited public transportation
- Poor bicycle and pedestrian facilities
- Seismic vulnerability

Background: Recent Council Review

- May 7, 2018: WSDOT updated Council on the I-5 Bridge Planning Inventory
- July 16, 2018: Staff Update, current conditions and efforts to restart bridge replacement process
- August 6, 2018: Staff update, Council review and adoption of a resolution in support of replacement bridge with high capacity transit in a dedicated guideway



Context for restarting bridge replacement effort

Local Leadership

- Support for replacing the Interstate Bridge and adding high capacity transit across the Columbia River documented by local jurisdictions
 - Resolutions by SW WA agencies
 - Joint letter by Portland Metro agencies
- Designated improvement project in both the RTC and Metro regional transportation plans
- Identified improvement in both the City of Vancouver and City of Portland comprehensive growth plans.

Context for restarting bridge replacement effort

- State Leadership
 - WA SSB 5806 (2017) & WA 2019-2021 transportation budget (ESHB 1160)
 - Oregon Governor and Transportation Commission Actions (2019)
 - Bi-State Memorandum of Intent (Nov. 2019)
 - Bi-state legislative group held three public meetings in 2019
- Federal Action: FHWA repayment extension (Sept. 30, 2024)

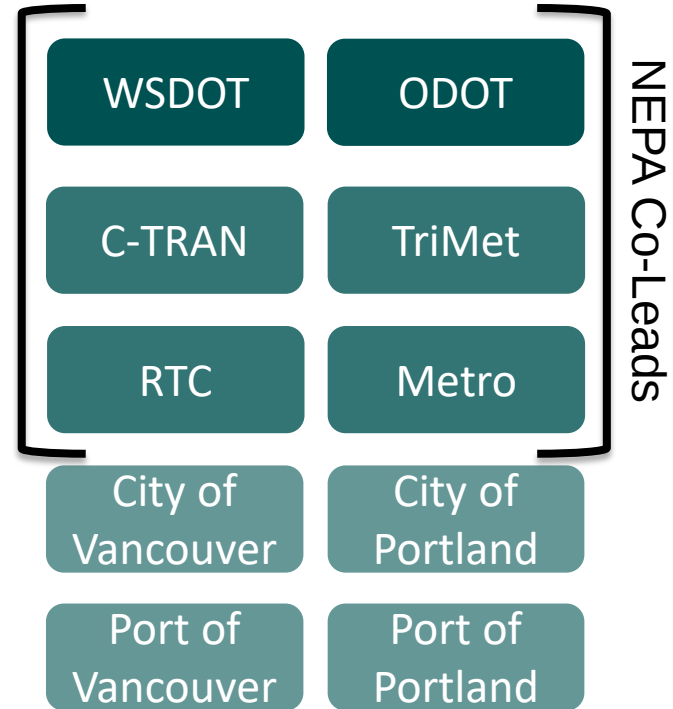


Photo Courtesy of Office of Governor Kate Brown



IBRP Partner workshops

- In March, ODOT and WSDOT jointly kicked off a series of workshops with agency partners.
- Included partners that will have a direct role in any future improvements, due to their position as an owner, operator, transportation policymaker, or public economic development entity.



IBRP Partnering Process

- Series of facilitated workshops and staff work sessions conducted with bi-state agency partners to:
 - Identify shared commitment to the program
 - Determine how to work together to identify a solution with broad regional support that reflects community values, is rooted in outcomes, and can successfully advance to construction
 - Outline an advisory structure to provide regional leadership guidance and meaningful engagement with the broader community

IBRP Partner workshops

- **Draft Conceptual Partner Expectations:** identifies shared context, key problems to address, initial shared principles, shared key outcome expectations, and shared partner expectations.
- **Draft ESG Issues List:** initial draft list of issues that a future Executive Steering Group may consider.
- **Working process draft diagram- Purpose and Need:** illustrates conceptual relationships between partner agencies and community representatives and process flow for an example program activity.

Next Steps:

- Program Administrator- national recruitment underway for program administrator to lead integrated bi-state program team; responsible to both DOTs and fully representing both states; goal to hire this spring.
- General Engineering Consultant (GEC)- advertisement underway with goal to have a consultant on board this summer; GEC will bring on specialized staffing resources needed to support program development; contract selection process will provide a fair and equal opportunity for all consultants and will include a 15% mandatory Disadvantaged Business Enterprise (DBE) goal.

Next Steps:

- ODOT and WSDOT to convene a regional leadership group- the Executive Steering Group (ESG) to provide guidance on a variety of issues related to the IBR Program
- ODOT and WSDOT, with guidance from the ESG, to convene a regional community advisory group; this is anticipated to include representation from a variety of stakeholders to ensure inclusive and equitable engagement
- Bi-state partners will play central role in providing regional leadership throughout project development
- City Council Updates- City and DOT staff to provide regular Council updates as appropriate as process develops

Questions and Discussion

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CITY HALL

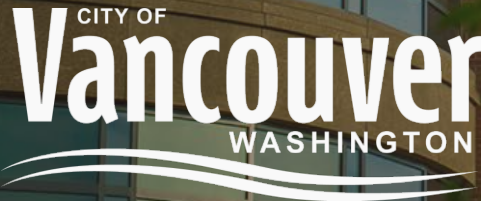
Rebecca Kennedy, Planning Manager, rebecca.kennedy@cityofvancouver.us

Aaron Lande, Senior Policy Analyst, aaron.lande@cityofvancouver.us

<https://www.wsdot.wa.gov/projects/i5/interstate-bridge/home>



Pearson Field Airport Status Update



June 8, 2020

Vancouver City Council Workshop

Guy Lennon, Airport Manager

Dan Swensen, Interim Public Works Director

Presentation Overview

- Background
- Annual Operations and Budget
- Governance, Operations and Management Assessment
- Capital Projects
- Next Steps

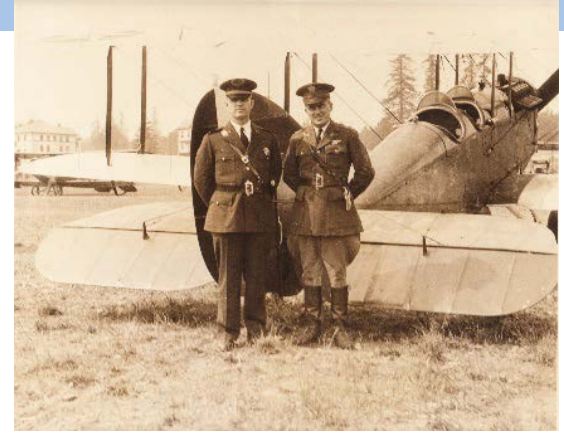


Pearson Field Background

- 2nd oldest operating airfield in the country - first flight in 1905
- Named in honor of Alexander Pearson - dedicated in 1925
- Pearson becomes the City's municipal airport- 1925
- Landing site of first transpolar flight from Russia - June 1937
- City sells the western half of Pearson Field to the National Park Service— 1972

Pearson Field Background

- Congress creates the “Vancouver National Historic Reserve” which includes Pearson Field- 1996
- City and Park Service sign a 40-year lease for the continued operation of the airport- 2011
- Designated as a “Historic Aerospace Site” by the Am. Institute of Aeronautics and Astronautics - 2012



Facilities at the Field

- Fixed Base Operator (FBO)
 - Flight School
 - Aircraft Maintenance
 - Fuel
- Aircraft Storage (hangars and tie-downs)
- Pearson Field Education Center (PFEC)



Annual Operations

- 175 fixed wing aircraft based at the Field
- 53,000 annual operations
- 63% operations by based aircraft; 37% by itinerant
- 67% of based aircraft ops, business or commerce related
- 3% public (police, military, environmental, etc.)



Airport Budget

Annual Revenue (2019) = \$2,031,750

- Land leases
- Hangar and tie down rentals
- Fuel Fees
- FAA/WSDOT Grants

Annual Operating/Capital Expenses (2019) = \$1,917,553

Airport Budget

- Pearson Field is an enterprise fund which receives no general fund support
- Unusual for a municipal airport of this size to not receive a general fund subsidy
- With 2018 pay off of bond debt from hangar construction – airport is debt free



Airport Economic Impact

WSDOT 2018 Economic Impact Study

- The study calculated the economic impact of the aviation industry in Washington and the unique and diverse ways airports contribute to the state and its residents.
- Pearson Field had a \$39,940,000 economic impact to Portland metro region



Governance, Operations & Mgmt. Assessment

- Financial Audit – August 2018
- Temporary Suspension of Aviation Advisory Committee- October 2018
- Audit Corrective Action Plan Implemented- March 2019
- New Airport Manager- May 2019
- Revisions in policies, procedures and financial management

Governance, Operations & Mgmt. Assessment

Financial Changes Since 2018 Audit:

- Revised rental agreements and approval process
- Rental agreements are all current
- Rental rates have been adjust to be consistent for all tenants
- Rental agreements now managed through Workday

Governance, Operations & Mgmt. Assessment

Security Changes Since 2018 Audit:

- All new tenants are required to use City issued locks for hangars
- Electronic access gates with card keys
- Upgraded internet access and secured equipment room

Governance, Operations & Mgmt. Assessment

Written Policies Established for:

- Wait list (over 100 people on the list);
- Hangar rates;
- Eviction procedures;
- Card key control;
- Rental agreement process



Capital Projects

2019- Repave runway, replace electronic guidance system (90% funded by FAA)

2020- Repave taxiways and aprons(100% funded by FAA)

2021- Repaint commercial buildings (City funded)

2022- Airfield Electrical Upgrades(90% funded by FAA)

Proposed VMC Updates

- Will be consistent with FAA regulations & City Codes
- Adds the Aviation Advisory Committee
- Institutes “Aeronautical Business Permits”
- Simplifies process for revoking right to use the airport
- Rules & Regulations and Minimum Standards for Commercial Operations will be stand alone documents

Aviation Advisory Committee

- Provides advice to Council and Airport Management
- 7 members
- 3 year terms, maximum of three terms
- Minimum of quarterly meetings



Next Steps

- Revisions to the Airport VMC
- Adopt new Rules and Regulations
- Appoint Aviation Advisory Committee
- RFP for Fixed Base Operator

Questions and Discussion

VANCOUVER
CITY HALL

- Guy Lennon, Airport Manager
guy.lennon@cityofvancouver.us
(360) 487-8619
- Dan Swensen, Acting Public Works Director
dan.swensen@cityofvancouver.us
(360) 487-7754

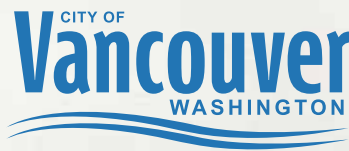


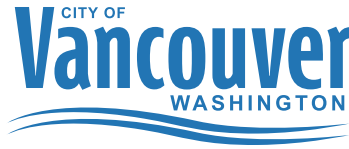
PEARSON FIELD

VANCOUVER NATIONAL HISTORIC RESERVE

PEARSON FIELD TRANSITION REPORT

2020





Dear Director Vela,

By our signatures below, the National Park Service and the City of Vancouver, Washington, share with you for your information the enclosed report that speaks to the collaborative work and commitment of both our agencies in supporting the continued operation of Pearson Field as a general aviation airfield while enhancing its historic value to the community and the region.

This report was required in the 1994 agreement between the City and the National Park Service that allowed for the continued operation of Pearson Field and the repurposing of Park Service owned buildings at the Field into Pearson Air Museum.

Pearson Field is a municipal airport, located in both an urban national park and a federally designated historic reserve, in the Vancouver/Portland metropolitan area. The airport is located within the Vancouver National Historic Reserve and approximately 50% of the runway lies within the Fort Vancouver National Historic Site. This location is the basis for a unique partnership between the City and the Park Service.

Many of the accomplishments that this partnership has achieved are detailed in the enclosed report. The accomplishments are consistent with the mission of Fort Vancouver National Historic Site and the Vancouver National Historic Reserve. They are also consistent with the long-term lease between the National Park Service and the City of Vancouver to ensure continuing historic airfield operations for many years to come. In addition, this report is supported by the following public planning documents: Vancouver National Historic Reserve Cooperative Management Plan (2000) and the Fort Vancouver National Historic Site General Management Plan and Environmental Impact Statement (2003).

In the development of the historic site, we recognized that, consistent with the overarching goals of preservation, education, and public use, we could put in place a thoughtful plan where the municipal airport operation respects the historic landscape of the national park site and the historic reserve, which includes the historic fur trade fort, U.S. Army fort, and historic runway and airfield. The Park Service is the lead on compliance, consulting with the Washington Department of Archaeology and Historic Preservation, tribes and Native Hawaiian groups, to ensure cultural resource protection and preservation of the Historic Reserve. Pearson Field and the Air Museum promotes the regional and nationally significant aviation history that took place through time here and promotes education in a myriad of ways, including historic fly ins, waysides, exhibits, and ranger-led tours.

It is important to note that this plan is not an end to our continued collaboration, but will serve as a foundation for our future goals. We believe you will agree that we have achieved much and have transitioned to a highly successful municipal airport operation that exists effectively and successfully within an urban national park site, historic reserve, and the historic central business district of Vancouver, Washington. We respectfully submit our report, which details the transition efforts that have been achieved for your information.

Sincerely,

Tracy A. Fortmann
Superintendent
Fort Vancouver National Historic Site

Anne McEnerny-Ogle
Mayor
City of Vancouver



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Appendices (*linked below*)

[Appendix A: Public Law No. 104-134, 110 Stat. 1321-210, Section 3334 \(April 26, 1999\)](#)

[Appendix B: Memorandum of Agreement between the National Park Service and City of Vancouver regarding the operation of Pearson Field and the development of Pearson Air Museum \(Nov. 4, 1994\)](#)

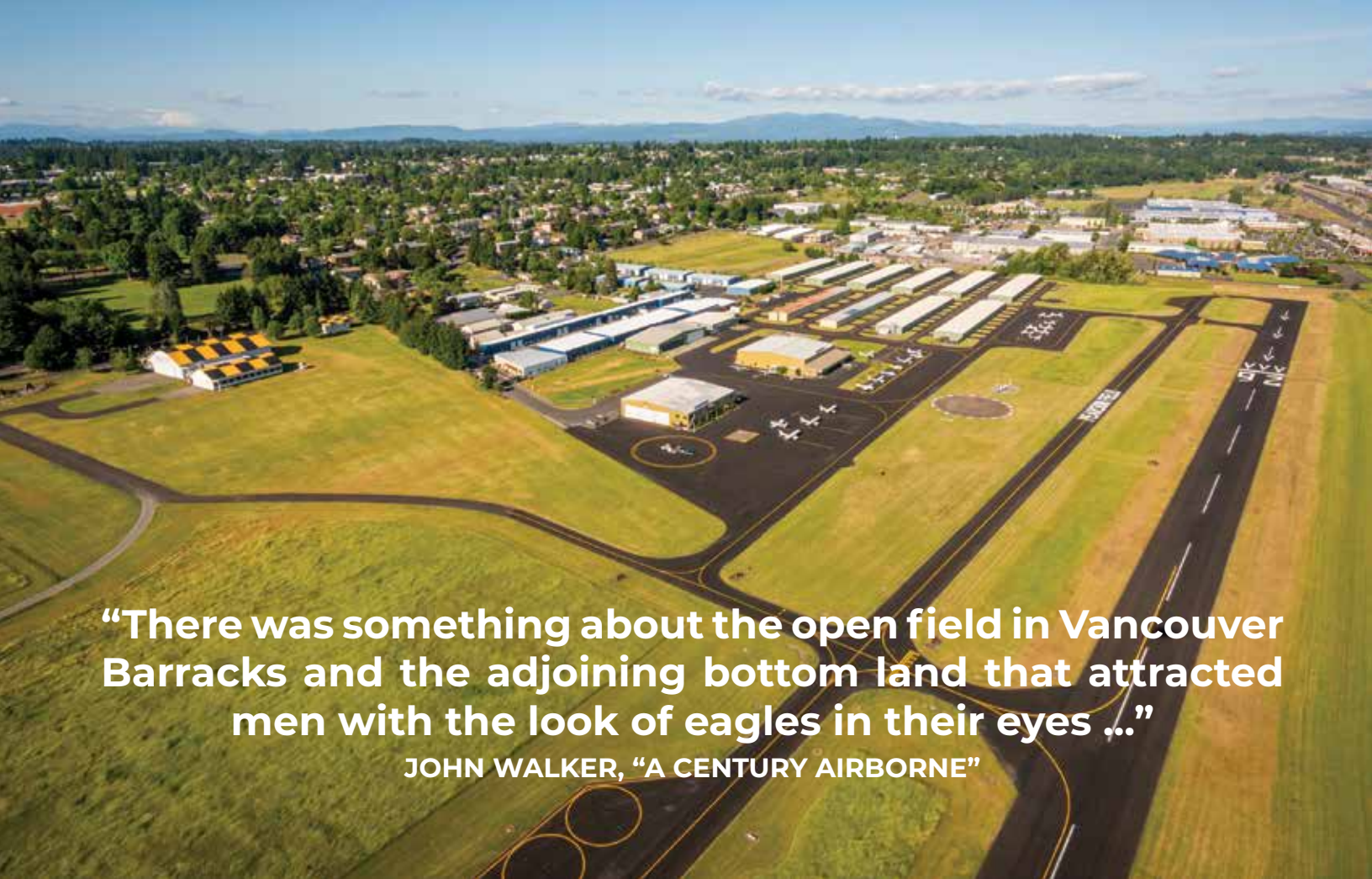
[Appendix C: Washington State Department of Archeology and Historic Preservation, Historic Register Report for Pearson Field \(Nov. 11, 1990\)](#)

[Appendix D: National Register of Historic Places, Vancouver National Historic Reserve Historic District, Pearson Field Section \(May 31, 2006\)](#)

[Appendix E: Lease between the National Park Service and City of Vancouver for Pearson Airfield \(April 1, 2011-March 31, 2051\)](#)

Left: Statue of Captain C.F. Bond honoring aviation pioneers at the Pearson Air Museum *[Photo: City of Vancouver]*

On the cover: Lt. Alexander Pearson, Jr. poses with a Curtiss R-8 aircraft *[Photo: National Park Service]*



“There was something about the open field in Vancouver Barracks and the adjoining bottom land that attracted men with the look of eagles in their eyes ...”

JOHN WALKER, “A CENTURY AIRBORNE”

Pearson Field Airport looking northeast, 2014 [Photo: City of Vancouver]

PURPOSE OF REPORT

Pearson Field in Vancouver, Washington, is a general aviation municipal airfield operated by the City of Vancouver (“City”). The field is contiguous to and within Fort Vancouver National Historic Site (“FOVA”), a unit of the National Park Service (“Park Service”), and is part of the federally-designated Vancouver National Historic Reserve (“VNHR”). The Park Service owns the western half of the Pearson Field runway.

In November 1994, the City and Park Service signed a Memorandum of Agreement (MOA) (Appendix B) under which both agencies agreed to work together on projects and activities that transition Pearson Field to a more historic focus. As specified in the MOA, the City and the Park Service mutually agreed

to prepare a joint report on the transition efforts and submit it to the Director of the National Park Service by January 1, 2021.

It was anticipated that through the partnership forged through the MOA, a successful transition would have occurred by 2021. In April 2011, the City and Park Service signed a 40-year lease (Appendix F) for the continued operation of Pearson Field as a general aviation airfield. The new lease incorporated the provision for a report on the transition to be submitted to the Director of the Park Service. This document serves as the report envisioned in the 1994 MOA and 2011 lease.

A HISTORIC GENERAL AVIATION AIRFIELD

The City and Park Service have agreed, through the terms of the 2011 lease agreement, that Pearson Field will continue operations as a general aviation airport. The Federal Aviation Administration divides civil aviation into two categories: commercial aviation (airline) and general aviation, which includes all other civil aviation.

While there is no formal definition for “historic aircraft,” the City and Park Service have agreed that fixed wing, propeller driven aircraft meet the requirement for the transition to historic aircraft operations identified in the lease. The City and the Park Service also agree that Pearson Field, as a general aviation airport, will continue to accommodate small (12,500 lbs. or less), general aviation, fixed wing, propeller-driven aircraft throughout the term of the lease, until March 31, 2051.

It is the intention of the Park Service and the City, as documented in the lease agreement, that the transition to a more historic focus not conflict with the Federal Grant Assurances that the City has accepted or will accept as a condition of receiving federal funds. The transition will also not be construed to limit the authority of the Federal Aviation Administration in any way over aviation activities at Pearson Field.



Examples of fixed wing propeller-driven aircraft
[Top photo: City of Vancouver]

THE HISTORY OF PEARSON FIELD

For over 100 years, Pearson Field has played a pivotal role as a location for general aviation in the Pacific Northwest.

Pearson Field, located in Vancouver Washington, opened in 1921 as a military aerodrome and is one of the oldest active airfields in the United States.

While the airfield did not formally open until 1921, there were earlier, signature aviation events that occurred at the site. These include the 1905 landing of the dirigible "Gelatine," piloted by Lincoln Beachey, and the 1911-1915 "Aviation Camps" hosted at the Vancouver Barracks Polo Grounds (located roughly west of the historic Pearson Headquarters building today). During the summertime Aviation Camps, the U.S. Army allowed local civilian aviators to house and fly their aircraft from the Polo Grounds, to help demonstrate the utility of fixed wing aircraft. Early aviators, such as Silas Chistofferson, Charles Walsh, and Walter Edwards, flew their home-built aircraft from the Polo Grounds, often establishing new flight records.

World War I brought a temporary cessation of flying activities from the field as the U.S. Army nationalized the lumber industry in order to guarantee a steady supply of Sitka spruce lumber to be used in the construction of war

planes. The Spruce Production Division was created in the fall of 1917, and headquartered at Vancouver Barracks.

The Spruce Production Division constructed the world's largest Spruce Cut Up Mill in 45 days, across the area now associated with Pearson Field. At its peak in the summer of 1918, this mill employed over 4,500 soldiers, operated 24 hours a day, and cut up to one million board feet of lumber a day to be used in aircraft production.

This lumber was shipped to the East Coast by railroad, to be used at U.S. aircraft production plants, or to Great Britain and France by ship to augment their aircraft production.

At this critical moment in history, while flying had temporarily discontinued at the field,

"The historic old airport has played a major role in peace and war."

**LEVERETT RICHARDS, RETIRED
AVIATION & MILITARY EDITOR OF
THE OREGONIAN NEWSPAPER**





The U.S. Army's 321st Observation Squadron at Pearson Field, 1926
[Photo: National Park Service]



Lt. Alexander Pearson, Jr., 1923
[Photo: National Park Service]

the Spruce Mill operation occurring in its footprint had international consequences. On the world's stage, the United States exhibited its power—both people and resource capabilities—to make its mark and make a difference in World War I.

The 321st Observation Squadron (a U.S. Army Reserve unit) was formed at Vancouver Barracks in 1921, and was initially composed of veterans of World War I from the local area. In 1924, 1st Lieutenant Oakley Kelley was designated as the unit's Air Officer, ushering in the historic period of greatest growth for the airfield. Kelley was a famed Army aviator, having set a world record with a non-stop flight from New York to San Diego a year before. Under his guidance, a complex of buildings was moved or constructed,

including a large hangar, to provide protection from the weather for the World War I-era biplanes which were the principal aircraft in use at that time.

In 1925, the field was formally named in honor of Lt. Alexander Pearson Jr., a Portland, Oregon, native and one of the Army's top test pilots. Pearson had been killed in 1924 while flying in preparation for an air race in an experimental high speed aircraft at Wilbur Wright Field in Ohio.

Kelley was a proponent of civilian aviation, and partly due to his efforts, the Vancouver Chamber of Commerce leased a plot of land to the east of the Army airfield in 1925, establishing the first municipal field in the Vancouver area. Both the Army



A crowd gathers around Russian aviator Valery Chkalov's airplane at Pearson Field following his transpolar flight in 1937.
[Photo: National Park Service]

and the civilian airfields were eventually called Pearson Field, and operated contemporaneously.

Pearson Field played a key role in the establishment of aviation in the Pacific Northwest, particularly during the “Golden Age of Flight”. Arguably, one of the most famous events to occur at the field was the landing of the first transpolar flight, piloted by Russian aviator Valery Chkalov in June, 1937. The three Russian aviators, Chkalov, co-pilot, Georgi Baidukov and navigator Alexander Belyakov, were welcomed by Vancouver Barracks’ commanding officer, General George C. Marshall.

Marshall rose quickly in military ranks from serving as a Colonel to shortly thereafter reaching the rank of General as the Commander of the Vancouver Barracks, to the Commanding Officer of the Department of the Columbia headquartered at Vancouver Barracks.

The Army decommissioned the 321st Observation Squadron one month after the attack on Pearl Harbor. The pilots were mobilized into the active Army Air Corps, and the formal military presence at Pearson Field ended after 21 years.

After World War II, the Army formally transferred the western half of the landing strip for the municipal field to the City, and the operation grew between the late 1940s and the 1960s with new hangars constructed near the former Army hangars. In 1971, the City sold the western half of Pearson Field, including the original Army hangars and the historic Headquarters Building, to the Park Service with a clause allowing the City to continue to use the land for 30 years. In 2011, working together, the City and the Park Service put in place a long term lease for the western half of the runway, creating a partnership that allows for the continued management and use of this historic airfield as a general aviation airport.

Due to the many historically significant events that occurred at the field, the preservation of open landscape associated with the airfield, and the preservation of the 1921 U.S. Army wooden hangar, the 1904 U.S. Army Munitions Building, and the 1918 Pearson Field Headquarters Building (formerly the Spruce Production Division’s Finance Building), Pearson Field is listed on the State (Appendix C) and National Registers of Historic Places (Appendix D). In addition, in 2012, the field was listed as a Historic Aerospace Site by the American Institute of Aeronautics and Astronautics.



Celebrating the 1937 transpolar flight (left to right: Russian navigator Alexander Belyakov; Russian Ambassador to the U.S. Alexander Troyanovsky; General George C. Marshall; Russian pilot Valery Chkalov; and Russian co-pilot Georgi Baidukov) [Photo: National Park Service]

TRANSITION TO A HISTORIC FOCUS

Pearson Field's role as one of the oldest operating airfields in the country has been preserved and enhanced in part through the actions described below.

Formation of the Vancouver National Historic Reserve

The 1994 Memorandum of Agreement recommended the formation of a "Vancouver Partnership" composed of the National Park Service, Department of the Army, State of Washington, and the City of Vancouver which would advocate for the protection, enhancement and coordinated development of the historic area surrounding and including FOVA.

In 1996, Congress officially designated the 366-acre "Vancouver National Historic Reserve (VNHR)". The VNHR's four legislated partners noted above were charged with cooperatively administering their respective adjacent historic venues while allowing each entity to manage its resources according to its own missions, policies, and regulations.

The VNHR includes Fort Vancouver, Vancouver Barracks (including Officers' Row and the Parade Ground), Pearson Air Museum and Field, the Water Resources Education Center, and portions of the Columbia River waterfront. Since the departure of the U.S. Army in 2012, the remaining landowners are the Park Service and the City.

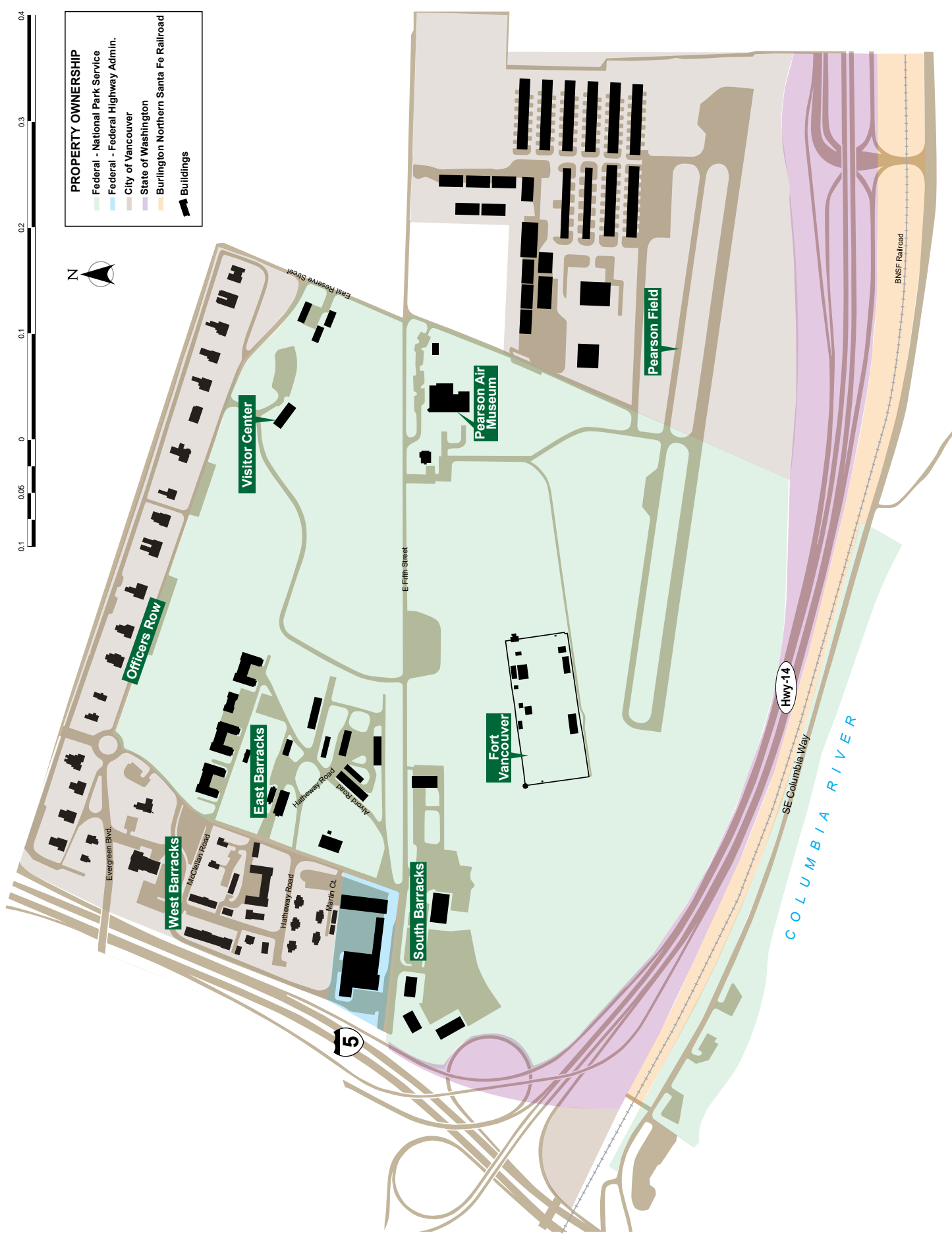
The City and the Park Service have a long history of working cooperatively together. This partnership recognizes both agencies' mandates, missions, and regulatory responsibilities while also promoting and seeking mutually-beneficial and innovative opportunities. The VNHR is managed based upon a series of foundational public planning documents and policies, including but not limited to:

- Vancouver National Historic Reserve Cooperative Management Plan (2000)
- West Barracks Reuse Plan (2002)
- Long Range Interpretive Plan (2004)
- Fort Vancouver National Historic Site General Management Plan (2003)



Aerial photo of Pearson Field from 1937 with an inset photo of the U.S. Army Air Corps hangars from the same year
[Photos: National Park Service]

VANCOUVER NATIONAL HISTORIC RESERVE PROPERTY OWNERSHIP (2019)



- Reserve-wide special events and public art policies and
- VNHR Wayside Exhibit Plan (2005)

In the spirit of partnership and in an effort to protect cultural resources in a manner consistent with the VNHR's national status, the City and Park Service have jointly taken the following actions:

Cultural Resource Protection

In 2004, the Park Service and City entered into an additional MOA regarding the management and protection of cultural resources within the VNHR including Pearson Field. The Park Service serves as the lead agency for all cultural resource management actions, including compliance with Section 106 of the National Historic Preservation Act, the Archaeological Resources Protection Act, and the Native American Graves Protection and Repatriation Act. This agreement serves as an innovative, successful example of the effective partnership that has directly benefited not only Pearson Air Field but also other city properties within the VNHR.

Restoration of Historic Landscape

The 1994 MOA required the City to remove all non-historic aviation buildings, lights, signage, and other aviation devices on Park Service property, except for the airfield and associated taxiways. This was completed in 2002 and the property has been restored to an open prairie landscape. Cost for the removal and restoration was just over \$1 million. New t-hangars and other buildings to support the operation of the municipal airfield were constructed on the east side of the airfield property to allow visitors to experience more of the restored cultural landscape without modern intrusions. The Park Service provided funding and professional services in the removal of these antiquated hangars to facilitate the rebuilding of new hangars on City property to the east. This is another example of how the City and



Pearson Field in 1995, prior to the removal of old hangars on the west side of the field [Photo: National Park Service]

Park Service collaborate to safeguard the nationally significant historic resources of the properties within the national park and the affiliated city properties.

Viewing Areas

The City's "Discovery Historic Loop Trail" runs through most of the VNHR. The trail runs along the east end of Pearson Field where there is a viewing area and wayside panel about the airfield. The Park Service provided text and photos for the wayside panel and the City constructed the viewing area and installed the panel.

The Confluence Land Bridge, located in the southwest part of the field, also has a viewing area oriented towards the airfield. The Land Bridge is a 40-foot wide earth-covered pedestrian bridge landscaped with native plants that arcs over State Route 14, connecting Fort Vancouver with the Columbia River. The Land Bridge was built as part of the Lewis & Clark Bicentennial commemoration, and includes interpretive features and art focusing on the indigenous peoples of the region. This public/private partnership brought together the Confluence Project (a non-profit organization), the City of Vancouver, the Park Service, Washington

State Department of Transportation, BNSF Railway, U.S. Fish and Wildlife, American Indian Tribes, Federal Aviation Administration, representatives of the aviation community, and the U.S. Coast Guard in the planning and construction of this signature art and interpretive piece. This regionally-significant venue provides a unique perspective of the Airfield to thousands of visitors annually.

The Park Service constructed the Spruce Mill Trail to connect Fort Vancouver with Pearson Air Museum, where visitors can get an incredible view of aircraft operations at Pearson Field. This self-serve trail, located outside of the municipal airfield operation area, enables the general public to walk in the footprint of what was the world's largest mill operation which positioned the United States as a major force in the ending of World War I.

Cultural Landscape Preservation

In October 2005, the "Vancouver National Historic Reserve; Cultural Landscape Report" was completed. The report provides a detailed analysis of landscape characteristics that contribute to the historic significance of the site and recommends treatments for preservation of the cultural landscape. The

report recommends that the three remaining historic buildings associated with Pearson Field (now part of the Pearson Air Museum complex) and the airfield itself be preserved and continue to demonstrate historic aviation.

To assist in preserving the cultural landscape associated with the Vancouver National Historic Reserve including Pearson Field, in 2006 the Vancouver City Council approved language in the Vancouver Municipal Code (VMC) creating the "Historic Reserve Design Standards". This VMC sets standards for design features including lighting, signage, site furnishings, etc. The standards were then codified by FOVA through a Memorandum of Agreement with the City.

In 2006, an assessment was done on the signage at the VNHR. Signage deemed unnecessary to the safety or functionality of the site was removed. Any proposed new signage is required to be approved through a Section 106 compliance process.

"Fly Neighborly" Policy

The "Fly Neighborly" policy encourages pilots to consider the noise impact on people in the vicinity of the airport and within the traffic pattern. There are several informational signs



Pearson Field looking east from the Confluence Land Bridge *[Photo: City of Vancouver]*



A sign along the runway reminds pilots not to fly over the fort [Photo: City of Vancouver]

at the airport reminding pilots of locations to avoid, including the Fort Vancouver Stockade and Smith Tower (a downtown residential building for seniors). The airport policy also encourages operating with reduced power settings when safe to do so, which lowers the overall noise impact.

The “Fly Neighborly” policy is also posted at the Fixed Base Operation (FBO) and Pilots Lounge, and published in the official FAA Chart Supplements and on the Pearson Field website.

The City of Vancouver works with the Park Service to remind pilots to not fly over the Fort Vancouver Stockade, as well as to consider not flying during significant park events, such as the annual Campfires and Candlelight event, which brings 5,000 to 7,500 visitors to the national park in six hours. This event allows the public to go back in time and experience the fort as it was in the mid-19th century through costumed interpreters and volunteers.

Development of Pearson Air Museum

As envisioned in the 1994 MOA, the City of Vancouver and the non-profit Pearson Field Historical Society worked together in 1996 to develop the Pearson Air Museum which was dedicated as the Jack Murdock Aviation Center. Existing historic aviation buildings

on Park Service property, including the U.S. Army Munitions Building (ca. 1904), U.S. Army Pearson Headquarters Building (ca. 1918) and the Historic Hangar (ca. 1921) were rehabilitated as part of the museum complex. A new, main museum building was constructed, mimicking the shape and location of a 1925 steel hangar that was destroyed in a fire in 1977. Total investment in the Jack Murdock Aviation Center through City, State, Federal and private funding was \$4.2 million.

Pearson Air Museum was designed to be a “living” museum with participatory educational programs and with periodic fly-ins to provide visitors the opportunity to see historic aircraft in action. To support this activity, the City, as part of upgrades to the municipal airfield, constructed an airplane taxiway from the runway to the museum. The museum, which is part of Fort Vancouver National Historic Site and is operated by the Park Service, continues in the role of interpreting the history of Pearson Field through exhibits and events, and celebrating the aviation achievements witnessed here. As of 2019, over 30,000 visitors visit the free museum annually, and in addition 16,000 to 20,000 people attend special events or programs inside the Tex Rankin Theater and the Historic Hangar.

The museum interprets Pearson Field and



Front entrance of the Pearson Air Museum [Photo: City of Vancouver]

the “Golden Age of Flight” in the Pacific Northwest through:

- Permanent exhibits that feature the first aerial crossing of the Columbia River in 1905, the first airplane flight in 1911, the world’s largest Spruce Cut-Up Mill in 1918, the 321st Observation Squadron of 1921-1942, the first west coast airmail service in the 1920s, the first transpolar flight of 1937 and many other aspects of early flight in the Pacific Northwest.
- Temporary exhibits that feature specific aircraft or events.
- Replication of historic aircraft done by volunteers under the auspices of the Park Service. This provides visitors and community members the opportunity for hands-on learning about antique aircraft.
- Preservation and exhibit of aviation related artifacts. A curation facility is housed in the 1904 Munitions Building.
- Educational programs for students. Programs include ranger led

tours, an exhibit scavenger hunt, a Junior Ranger program and special programs throughout the year.

- Community events including historic aircraft fly-ins, hangar dances, and a World War II era military encampment re-enactment.

The museum is also an active participant in VNHR and national park special events like Get Outdoors Day, Junior Ranger Day, historic fly-ins, Chkalov Commemoration Ceremony, lectures and public presentations, the Campfires & Candlelight tours of Fort Vancouver and the annual 4th of July Celebration which draws thousands of people to the VNHR.

The Park Service continues to add to and redevelop the exhibits in the museum, and is currently working with a contractor to make new exhibit panels for the museum interior.



Fireworks light up the sky behind a Pearson Field hangar on Independence Day [Photo: City of Vancouver]

AIRPORT OPERATIONS



Fixed wing propeller-driven planes parked along the runway at Pearson Field [Photo: City of Vancouver]

Pearson Field has continued to operate as a general aviation airport for almost 100 years, and is one of the oldest operating airports in the world. The airport is fully certified and part of the National Plan of Integrated Airports System (NPIAS). It is one of the largest general aviation airports in the Pacific Northwest and offers hangar and tiedown rentals and a Pilots Lounge, as well as a variety of historic aviation and community focused events. A Fixed Base Operator (FBO) acts as the cornerstone for aviation support services and the Pearson Field Education Center (PFEC) provides an avenue for public outreach and education, both of which complement the services and activities of the airport.

As of 2019 Pearson has 175 based aircraft housed in a combination of rental T-hangars, tiedowns and privately owned hangars. Pearson also offers 13 transient tiedowns that are available to visitors. Through the lease agreement between the City and Park Service, the number of based aircraft at the airport is limited to a maximum of 185. This is primarily a reflection of the limited space available at Pearson for expansion but also to assist in preserving the historic integrity of the field and the adjacent areas of the park. Pearson Field is designated by the City of Vancouver as an “enterprise fund” which means that it is entirely self-funded and receives no subsidy from the City’s general

fund. This is a rare accomplishment for a municipal airport.

Pearson’s annual operating budget in 2019 was \$700,000. Revenue is generated through a combination of hangar and tiedown rentals, rental of commercial space, and fuel flowage fees. In addition to the operating budget, the City is able to make capital improvements to the Field through a combination of FAA Non-Primary Entitlements (NPE) and Airport Improvement Plan (AIP) grant funding, Washington State Department of Transportation, Aviation Division grant funds, and capital bonds issued by the City and repaid from Pearson Airport revenues. Examples of capital projects at Pearson Field include repaving of taxiways and runways, replacement of T-hangars, and improvements to parking lots.

As part of the lease agreement between the City and Park Service, the City pays fair market value for the land being leased for the western portion of the runway and the lease payment is used to support the operations of the air museum complex.

Airport Management

Pearson Field Airport is operated by a full-time airport manager who is an employee of the City. Other services like landscape maintenance, janitorial, legal services, etc.

are either provided in-house by City staff or through contract services.

A volunteer Aviation Advisory Committee, appointed by the Vancouver City Council, provides advice to the council and City administration on the operation of the airport.

Fixed Base Operator (FBO)

The Fixed Base Operator (FBO) at Pearson Field is Aero Maintenance Flight Center, Inc. Aero Maintenance has a full service flight school and maintenance facility providing aircraft and avionics maintenance, repair and restoration and fuel sales. The FBO also provides front line services, such as maps, weather information, etc. to visitors.

The airport places an emphasis on aviation history, and aircraft of all periods are flown, maintained, and restored at Pearson Field. To support the emphasis on historic aviation, the City requires the FBO to have the expertise to maintain both modern and historic aircraft. Since the aircraft based at Pearson Field are primarily fixed wing and propeller driven, aircraft at Pearson Field today provide a similar aesthetic value to the general public as if they were observing flight activities of more than 50 years ago.

Pearson Field Education Center (PFEC)

Located within a hangar at Pearson Field, the Pearson Field Education Center is a program of The Historic Trust, a non-profit organization whose mission is to “inspire civic pride and economic vitality through education, celebration and preservation of our community’s history”. The Historic Trust is headquartered at the VNHR and provides a variety of programs and events.

PFEC’s mission is to “inspire youth to pursue education and careers in the aviation and STEM (science, technology, engineering and mathematics) fields while instilling an appreciation for the people, events

and innovations of historic Pearson Field”. PFEC offers hands-on educational activities including summer camps, Open Saturdays, Open Cockpit Days, school tours and an aviation explorer club.

Historic Interpretation at the Field

In addition to the historic interpretation inside Pearson Air Museum and the Pearson Field Education Center, the Park Service, with input from the other VNHR Partners, developed a Reserve-wide Wayside Exhibit plan that helps to create a seamless interpretive experience as visitors move throughout the VNHR.

Wayside exhibits at Pearson Field and outside the Air Museum interpret the Pre-World War I aviation highlights, the 321st Observation Squadron, and Alexander Pearson. The museum grounds are home to a statue of Carlton Bond, a pioneer aviator who flew out of Pearson Field, and the Soviet Transpolar Flight Monument that commemorates the historic 1937 transpolar flight by Valery Chkalov and his crew.

Signage at the municipal airport is reflective of a more historic era. Signs include “Pearson Field” and “Learn to Fly” on the large retail/hangar buildings on the Field along with entrance signage to the Field. The signage, which reflects historic signage, is consistent with the overall sign plan for the VNHR which again helps to make a more seamless experience for the visitor.



A historical interpretive sign at Pearson Field
[Photo: City of Vancouver]

THE FUTURE OF PEARSON FIELD



A plane lands on the runway at Pearson Field [Photo: City of Vancouver]

Pearson Airport has a 10-year master plan that provides guidance for future development at the Field. Located in an urban core, Pearson has very limited space for expansion, with less than 5 acres of undeveloped land.

On the north and west, 50% of the runway abuts Fort Vancouver National Historic Site. Further to the west is Interstate 5 and downtown Vancouver. To the south is the BNSF Railway railroad berm and State Highway 14. To the east is an industrial area and the Grand Central Shopping Center complex.

In many ways, being adjacent to Fort Vancouver National Historic Site and part of the Vancouver National Historic Reserve has protected Pearson Field from the encroachment that many small, urban airports have experienced. It is located adjacent to a national park, whose primary mission is to preserve and protect the cultural landscape.

Given its proximity to downtown, Pearson likely would have been redeveloped into light industrial and retail use like the adjacent property to the east or into a residential neighborhood like those to the northeast.

In many ways the relationship between Fort Vancouver and Pearson Field is a

sympiotic one—while proximity to Fort Vancouver has helped to protect the airfield from development, the airport has been instrumental in preserving the Fort's feeling of open prairie and the iconic viewshed of Mt. Hood.

Like many communities in the Pacific Northwest, Vancouver is experiencing a significant period of growth and the continued revitalization of its downtown core. The City, Park Service and local pilots are working together to promote and support their shared missions. The 40-year lease demonstrates that strong commitment to working together.

Pearson's location, just across Interstate 5 from downtown, requires that a safe flight path over downtown be maintained. This has created tension between developers interested in creating taller and potentially more economically-viable buildings in downtown, and the aviation community who want to ensure the continued operation of Pearson Field.

In July, 2017 the Vancouver City Council took new steps to protect the future of Pearson Field by adopting changes to the municipal code that place height restrictions on buildings proposed to be built in the airport's flight path. Consistent with the City's action, the Park Service recognized

and acknowledged the significance of the historic airfield and the historic viewsheds to the east, west, north and south. Retaining these viewsheds honor our community's and the Pacific Northwest region's history and is supportive to both the missions of the airfield and the national park.

In 2018, the City completed an Environmental Assessment (EA) for proposed capital projects at Pearson Field over the next five to seven years. The EA involved extensive research, consultation with the Park Service,

and public outreach. The Park Service will oversee the compliance process for any potential development projects, as well as archaeological monitoring for any approved projects that require ground disturbance.

Future plans for Pearson Field include moving the underground fuel tanks above ground, resurfacing the taxiways and aprons, replacing the aging T-hangars, and potentially constructing additional commercial space to attract needed aviation-related businesses.



Planes parked in front of a hangar at Pearson Field [Photo: City of Vancouver]

CONCLUSION

Since 1996, the City and the Park Service have made great strides in developing a long-term partnership that supports the municipal airport, the community, and the national park.

The City and Park Service leadership are jointly committed to the long term as evidenced in the creation of a 40 year lease, and both agencies are dedicated to work together, problem solve together, and move forward together. In just over twenty years, the partners have accomplished much.

Ultimately, the City and the Park Service are committed to working cooperatively to ensure the continued success of a sustainable municipal airfield, an active air museum visited by thousands annually, restored and protected historic buildings and landscapes, and daily opportunities for the general public and visitors to learn about the history of aviation in the Pacific Northwest.

Washington's Airports Support Our State

The Washington State Department of Transportation (WSDOT) Aviation Division conducted an Aviation Economic Impact Study (AEIS) of Washington's 134 public-use airports to measure the annual economic impact that airports provide to local communities, geographic regions, and statewide. The study offers a detailed look into how airports contribute to our state and serves as a useful tool in communicating the economic value they bring to our world.

Study Approach

Economic impact is quantified by first calculating the effects of on-airport activity and visitor spending, then analyzing how these effects continue to generate money as they flow through the economy. Economic impacts are calculated by individual airport, then modeled to quantify the total statewide impact of Washington's airport system. **Resulting economic impacts for each airport are expressed in terms of jobs, labor income, value added benefits, and business revenues.**



AIRPORT PROFILE

Pearson Field (VUO) is a publicly-owned airport located two miles southeast of the central business district of Vancouver in Clark County, Washington. VUO supports 290 jobs and has a total economic impact/business revenues of \$39.9 million annually. The airport has a single 3,275-foot-long asphalt runway located on the north bank of the Columbia River. Beginning operations in 1911, Pearson Field is the oldest continuously operating airfield in the Pacific Northwest and one of the oldest airports in the U.S. The airport provides a variety of services including avionics repair, aircraft rental and sales, and flight instruction. Pearson Field serves as an access point for general aviation aircraft visiting the Portland/Vancouver area.

AIRPORT CHARACTERISTICS

Location	Service Classification	Organization
Legislative District: 42	Federal: LOCAL	Ownership Type: PUBLIC
Associated City: VANCOUVER	State: REGIONAL	Owner/Sponsor: CITY OF VANCOUVER
County: CLARK		

AVIATION ACTIVITIES

Key Activities			
☐ Air cargo	☐ Aerial inspections	☐ Aerospace manufacturing	☒ Pilot training and certification
☐ Agriculture	☐ Aerial photography	☒ Personal transportation	☐ Commercial passenger service
☐ Skydiving/recreational flying	☐ Search and rescue	☐ Medical air transport	☐ Business and corporate travel
☐ Shipping of perishable goods	☐ Environmental patrol	☐ Emergency preparedness and disaster response	
☐ National security/military	☐ Firefighting		

Ground Transportation Options

☐ Bus	☐ Taxi
☐ Courtesy car	☐ Rideshare
☐ Limousine service	☐ Rail
☐ Other:	

Airport Activities (2018)

Scheduled commercial service	
Operations	N/A
Enplanements	N/A
General aviation	
Operations	53,099
Percent GA transient	51%

ECONOMIC IMPACTS

Direct economic impacts comprise on-airport activities including employment and construction as well as money spent off-airport by out of state visitors who depart via scheduled commercial service or general aviation.

Direct impacts have additional effects as money generated at and by airports flows through the economy. These effects are caused when a portion of direct business revenues are used to purchase goods and services in Washington (i.e., supplier sales) and worker income is re-spent within the state.

Economic impacts are expressed in terms of the following metrics:

- **Jobs:** Number of employed people
- **Labor Income:** Salaries, wages, and other benefits to workers
- **Value Added:** Value contributed to a product or service provided by a firm or group of firms (in this case, airport businesses)
- **Business Revenues:** Represents an airport's total economic impact

Economic Impacts

Impact Types	Jobs	Labor Income	Value Added	Business Revenues
On-Airport Activity	51	\$3,392,000	\$5,205,000	\$10,786,000
Visitor Spending	140	\$4,410,000	\$7,790,000	\$12,366,000
Total Direct Effects	191	\$7,802,000	\$12,995,000	\$23,152,000
Supplier Sales	44	\$2,845,000	\$4,841,000	\$7,993,000
Re-Spending of Worker Income	55	\$2,993,000	\$5,405,000	\$8,796,000
Total Economic Impact	290	\$13,639,000	\$23,241,000	\$39,940,000

Impacts derived based on: 2018 Airport Manager's Survey, 2018 Airport Tenant's Survey, Federal Aviation Administration (FAA) 5010 Airport Master Record, FAA Terminal Area Forecast, Airline Data, Inc. Impacts modeled using IMPLAN by EBP. Analyses based on 2018 study year. **Notes:** Totals may not add due to rounding. Metrics (jobs, labor income, value added, and business revenues) represent various components of an airport's economic impact and are not additive.

TAX IMPACTS

Airports' direct economic impacts result in local and state tax revenues. On-airport businesses pay business and operating (B&O) taxes. Visitor spending generates taxes and fees associated with sales; hotel stays; and use of transportation services including rental cars, Transportation Network Companies (TNCs), and taxis.

Estimated Taxes to Each Jurisdiction

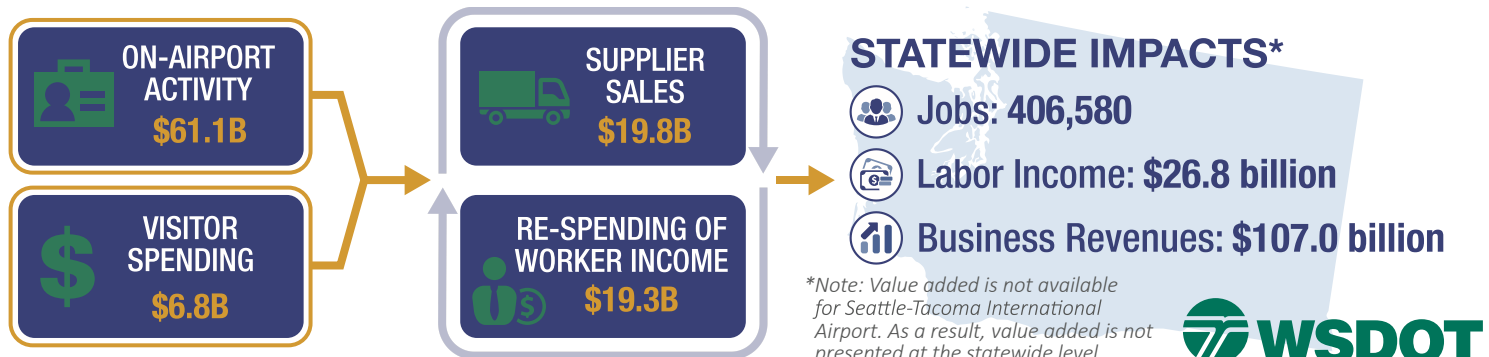
Impact Types	Local (County & Municipal)	State	Total
On-Airport Activity	\$85,510	\$577,420	\$662,930
Visitor Spending	\$203,130	\$1,077,500	\$1,280,630
Total	\$288,640	\$1,654,920	\$1,943,560

Note: Totals may not add due to rounding.

Statewide Tax Collections

The Washington State Department of Revenue reports that the state collected **\$3.18 million** in aircraft fuel and aircraft excise taxes. Together with taxes generated by on and off-airport aviation-related activities, the state's airport system, including SeaTac, generated over **\$913.3 million** in total statewide tax impacts (2018).

STATEWIDE ECONOMIC IMPACTS





Staff Report 068-20

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 6/8/2020

SUBJECT Acceptance of Federal Aviation Administration Grant for Pearson Field Airport

Key Points

- The City will be constructing a taxiway and apron pavement rehabilitation project at Pearson Field Airport in 2020.
- The Federal Aviation Administration (FAA) is providing \$1,375,830 through an Airport Improvement Program (AIP) grant and supplemental federal contributions provided by the 2020 federal CARES Act. Additional funds already allocated to Pearson Field Airport by the FAA, through a separate appropriation of the CARES Act, will cover the remaining project costs. This provides a 100% federally funded project, with a 90% AIP grant and 10% CARES Act split.
- The FAA requires a resolution indicating the City Council's authorization to accept the FAA grant.

Strategic Plan Alignment

Goal 1: Ensure our built urban environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest.

Present Situation

The City of Vancouver is receiving an AIP grant from the FAA to fund rehabilitation of the taxiway and apron pavement at Pearson Field Airport in 2020. The project includes grinding off the old asphalt, repaving the taxiway/apron, re-striping new taxiway/apron lighting and guidance signage as required, and pavement crack repairs. Total construction cost of the project, including contract administration and inspection, is estimated to be \$1,387,624. The FAA AIP grant, plus funding allocated by the FAA under the federal CARES Act directly to Pearson Field Airport, will pay for 100% of the project. The FAA requires a resolution indicating the City Council's authorization to accept the AIP grant.

Advantage(s)

1. The taxiway and apron pavement rehabilitation project is part of the 2013 Master Plan for Pearson Field Airport. The project will remove and replace taxiway and apron pavement that was last overlaid in 2002.
2. This project will be 100% federally funded.

Disadvantage(s)

None

Budget Impact

The budget for this project will be added in the next supplemental, pending grant award, and will be supported by the grant and CARES award in full.

Prior Council Review

None

Action Requested

Adopt a resolution for the City to accept an FAA grant for 2020 improvements to Pearson Field Airport, and authorize the City Manager to accept the grant on behalf of the City of Vancouver.

Jean Singer, Capital Projects Manager, 487-7755; Guy Lennon, Airport Manager, 487-8619

ATTACHMENTS:

- ▢ Resolution

06/08/20

RESOLUTION NO. M-_____

A RESOLUTION authorizing the City of Vancouver to accept a Federal Aviation Administration, Grant for Pearson Field Airport to fund rehabilitation of taxiway and apron pavement and associated improvements, and authorizing the City Manager to accept the grant on behalf of the City of Vancouver.

WHEREAS, the City of Vancouver operates Pearson Field Airport, a general aviation airport, which is part of the federally designated Vancouver National Historic Reserve;

WHEREAS, the City is in the process of receiving an Airport Improvement Program (AIP) grant from the Federal Aviation Administration (FAA) to fund rehabilitation of the taxiway and apron pavement at Pearson Field including grinding off the old asphalt, repaving the runway, re-striping, new runway signage and replacement of the electronic guidance system;

WHEREAS the AIP grant from the FAA will fund \$1,375,830 of the taxiway and apron rehabilitation project; and

WHEREAS, the FAA requires legislative acceptance of the grant through a resolution.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY OF VANCOUVER:

Section 1. The recitals set forth above are adopted as findings supporting the action of the City Council in adopting this resolution.

Section 2. The City Council supports the taxiway and apron rehabilitation project and authorizes the City to accept the grant funding through the Federal Aviation Administration, and authorizes the City Manager to accept the grant on behalf of the City of Vancouver.

RESOLUTION - 1

ADOPTED at a Regular Meeting of the Vancouver City Council this 8th day of June,
2020.

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney



Staff Report 069-20

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 6/8/2020

SUBJECT Interlocal Agreement between City of Vancouver and Discovery Clean Water Alliance for Coordination of Columbia River Water Quality Monitoring Program - Wet Weather Season

Key Points

- The City and the Alliance share a common interest to collect water samples from the Columbia River and submit high quality and representative analytical data to Washington Department of Ecology's Environmental Information Management System (EIM). Ecology's Water Quality program uses EIM data to assess environmental conditions of the Columbia River and accordingly establish policies and requirements for effluent released from municipal wastewater treatment plants.
- The City's Westside and Marine Park Wastewater Treatment Facilities and the Alliance's Salmon Creek Wastewater Treatment Plant release effluent into adjacent Ecology-defined reaches of the Columbia River where the EIM data impacts regulatory determinations for these three facilities.

Strategic Plan Alignment

Goal 1: Ensure our built urban environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest.

Goal 1, Objective 1.2: Ensure our infrastructure, including buildings and utilities, is safe, environmentally responsible and well maintained.

Present Situation

Water quality monitoring data for the Columbia River reach between river mile 110 and river mile 88, which encompasses Vancouver's and the Alliance's treatment plant effluent outfalls, is very limited, outdated, and not representative of overall water quality in this 22-mile segment of the river, particularly for the wet weather season November through June. Currently, Department of

Ecology wastewater discharge permit writers rely on data in the EIM, which is not representative of conditions in the reach of the Columbia River where the treatment plants' effluent is discharged. The old data set needs to be replaced with recent and credible data for state regulatory agencies to make determinations that impact wastewater discharge permit requirements.

City staff and their contractor are currently collecting samples at many sites along this Columbia River segment and compiling analytical data in preparation for submittal to the EIM. This activity will occur during the periods November 2019 through June 2020.

The total project cost is \$63,951 and proposed funding of two-thirds cost by the City, and one-third cost by the Alliance as outlined in the interlocal agreement.

Advantage(s)

1. The City and the Alliance share the same interests to provide high quality data for Ecology's processes to promote regulatory determinations which are based on accurate and scientifically defensible data.
2. The interlocal agreement clearly establishes coordination of activities and funding for the Columbia River Water Quality Monitoring program.

Disadvantage(s)

None

Budget Impact

None. The 2019-2020 Sewer Operating Fund budget supports the City's financial share of the project. The City's funding share of the project is \$42,634; The Alliance share is \$21,317.

Prior Council Review

During August 2018 City Council approved a similar Interlocal Agreement between the City of Vancouver and Discovery Clean Water Alliance for coordination of Columbia River Water Quality Monitoring Program, which involved sampling in dry weather months July through September in years 2018 and 2019.

Action Requested

Authorize the City Manager or designee to execute the Interlocal Agreement by and between the City of Vancouver and Discovery Clean Water Alliance.

Frank Dick, Wastewater Engineering Supervisor, 487-7179

ATTACHMENTS:

- ▢ Interlocal Agreement City of Vancouver and Discovery Clean Water Alliance

**CITY OF VANCOUVER AND DISCOVERY CLEAN WATER ALLIANCE
INTERLOCAL AGREEMENT FOR
COLUMBIA RIVER WET WEATHER AMBIENT CONDITIONS STUDY**

This INTERLOCAL AGREEMENT FOR COLUMBIA RIVER WET WEATHER AMBIENT CONDITIONS STUDY (this “**Agreement**”) is entered into as of the date of the last signature below (the “**Effective Date**”) by and between the CITY OF VANCOUVER, WASHINGTON, a Washington municipal corporation (the “**City**”), and the DISCOVERY CLEAN WATER ALLIANCE, a Washington municipal corporation (the “**Alliance**”) (each a “**Party**” and collectively the “**Parties**” to this Agreement). The Parties agree as follows.

1. RECITALS

1.1 Regulatory Requirements. The Washington State Department of Ecology (“**Ecology**”) administers water quality programs that, in part, regulate treated wastewater (or “effluent”) released by municipal treatment plants using National Pollutant Discharge Elimination System (NPDES) permits. Under these programs and permits, Ecology defines regulatory requirements for waters in Washington State, including the Columbia River. Ecology’s processes are informed by and rely on available surface water quality data collected by others and submitted to Ecology.

1.2 City Facilities. The City of Vancouver owns two municipal wastewater treatment plants that discharge effluent into the Columbia River – the Westside Wastewater Treatment Plant and the Marine Park Wastewater Treatment Plant.

1.3 Alliance Facility. The Discovery Clean Water Alliance owns one municipal wastewater treatment plant that discharges effluent into the Columbia River – the Salmon Creek Wastewater Treatment Plant.

1.4 Purpose and Authority. This Agreement is entered into under RCW 39.34.080 and chapters 35.22, 35.67 and 39.106 RCW for the purpose of cooperatively studying wet weather ambient conditions in the Columbia River. The City and the Alliance agree that it is the interests of the customers served by their treatment plants to provide high quality data for Ecology’s processes to promote regulatory determinations that are based on accurate and scientifically defensible data. The City and the Alliance therefore agree to pursue efficiencies in working together to collect and submit water quality monitoring data from the Columbia River under the terms of this Agreement.

2. WET WEATHER AMBIENT CONDITIONS STUDY

2.1 City Administration of Program. The City will prepare and implement a sampling and data reporting study for wet weather ambient conditions on the Columbia River. The work is planned to occur in 2019 and 2020 (the “**Program**”). The Program includes:

- (i) *Planning.* The City will prepare or contract for the preparation of a Quality Assurance Project Plan (“**QAPP**”) to outline the Program’s procedures to collect and analyze water samples from the Columbia River. The City will submit the QAPP to Ecology for review.

- (ii) *Sampling.* The City will provide or contract for the provision of water quality sampling under the Program according to the requirements of the QAPP.
- (iii) *Initial Costs; Administrative Overhead.* The City will pay all initial startup costs for the QAPP and the Program. The City will be responsible for all City overhead costs for administration of the QAPP and the Program.
- (iv) *Data Submission.* The City or its contractors or consultants will submit the data collected under the Program to Ecology for use in regulatory determinations and other purposes required by law.
- (v) *Data Sharing.* The City will provide regular updates to the Alliance on the progress of the work under the Program. Upon request, the City will timely provide the Alliance with data collected under the Program.
- (vi) *Program Standards.* The City will administer the Program in accordance with Washington law and Ecology program requirements and guidance in order to gather and submit high quality data to Ecology.

2.2 Alliance Reimbursement. The Alliance will reimburse the City for one-third (1/3) of all third-party contractor and consultant costs incurred by and invoiced to the City in providing the Program (the “**Alliance Share**”).

- (i) *Invoicing.* The City will provide an invoice to the Alliance that includes, at a minimum: (A) the total third party contractor and consultant costs incurred by and invoiced to the City in providing the Program and (B) a calculation of the Alliance Share (*i.e.*, 1/3 of those costs). It is anticipated that the Program work will be completed in the third quarter of 2020. The invoice for the Alliance Share will be provided to the Alliance in fourth quarter 2020 and shall be paid within thirty days of receipt. Invoices for work completed in subsequent years (if any) will be provided to the Alliance in the first calendar quarter of the year following the applicable work year and shall be paid within thirty days of receipt.
- (ii) *Payment.* The Alliance will pay the Alliance Share included in the invoices up to but not exceeding a total cost of \$25,000 for the work.
- (iii) *Adjustments to Alliance Share.* Cost allocation under the Alliance Share is intended to reflect the Parties’ proportionate use of the Program (*i.e.*, 1 treatment plant out of 3 under the Program is allocated to the Alliance, and approximately 1/3rd of the residential customers under the Program are served by the Alliance). If a Party determines that the Alliance Share ceases to reflect the Alliance’s proportionate use of the Program, that Party may request an adjustment to the Alliance Share under the mutual cooperation process in Section 2.3. If the Parties agree that an adjustment consistent with the limit established in Subsection 2.2(ii) is appropriate, the City Manager may approve the adjustment on behalf of the City and

the General Manager may approve the adjustment on behalf of the Alliance.

2.3 Mutual Cooperation Process. Upon mutual agreement between the Parties, or upon the request of either Party under Subsection 2.2(iii), the Parties will resolve issues related to this Agreement under the following process:

- (i) The Parties will first attempt to resolve the issue through routine meetings and communications in the ordinary course of business.
- (ii) If either Party determines that routine meetings and communications will not resolve the issue, the Parties will then attempt to resolve the issue through formal meetings or negotiations between representatives of the Parties appointed by their respective governing bodies.
- (iii) If either representative of the respective governing bodies of the Parties determines that formal meetings or negotiations will not resolve the issue, then either Party may demand mediation through a process mutually agreed to in good faith between the Parties within 30 days of the demand, which may include binding or nonbinding decisions or recommendations. The mediator(s) must be individuals skilled in the legal and business aspects of this Agreement. The Parties will share equally the costs of mediation and assume their own costs.
- (iv) If mediation does not resolve the issue, the Parties may pursue any available remedies under applicable law.

2.4 Duration and Termination. This Agreement is effective and in full force from and including the Effective Date and terminates on December 31, 2020 unless, before January 1, 2021, the Parties mutually agree in writing to extend this Agreement one or more calendar years. The City Manager is authorized to approve and execute such extension without further authorization of the Vancouver City Council. The General Manager of the Alliance Administrative Lead is authorized to approve and execute such extension without further authorization of the Alliance Board of Directors. Either Party may terminate this Agreement by providing written notice of termination to the other Party at least ninety (90) days prior to the date of termination.

3. GENERAL

3.1 Administration. The City will administer the Program. No new or separate legal or administrative entity is created to administer the Program or the provisions of this Agreement. Except as provided in this Agreement, each Party is individually responsible for financing its own actions under this Agreement.

3.2 Notices. All notices or other communications given under this Agreement must be in writing by email, facsimile, regular U.S. mail, or certified mail, return receipt requested.

If to the City, notice to:

City of Vancouver, Washington
Attn: Brian Carlson, P.E., Public Works Director
Marine Park Engineering Building
4500 SE Columbia Way
PO Box 1995
Vancouver, WA 98668-1995

If to the Alliance, notice to:

Discovery Clean Water Alliance
c/o Clark Regional Wastewater District
Attn: John Peterson, P.E., General Manager
8000 NE 52nd Court
PO Box 8979
Vancouver WA 98668-8979

Either Party may notify the other Party in writing of changes in the persons to whom that Party's notices are to be delivered. All notices are deemed given upon delivery or, if mailed, upon the earlier of actual receipt or three (3) business days after the date of mailing.

3.3 Entire Agreement. This Agreement contains the entire understanding between the Parties and supersedes any prior understandings regarding the Services. No amendment or supplement to this Agreement is valid or effective unless made in writing and executed by the Parties.

3.4 Governing Law; Venue. This Agreement is governed by and construed according to the laws of the State of Washington. As against the other Party, each Party may file suit to enforce this Agreement only in the Superior Court of Clark County, Washington.

3.5 No Third-Party Rights. This Agreement is solely for the benefit of the Parties and does not grant any right to any other party or person.

3.6 Severability. The provisions of this Agreement are separate and severable. If a court of competent jurisdiction, all appeals having been exhausted or all appeal periods having run, holds any provision of this Agreement invalid or unenforceable as to any person or circumstance, the offending provision, if feasible, is modified to be within the limits of enforceability or validity. If the offending provision cannot be modified, it is null and void with respect to the particular person or circumstance. All other provisions of this Agreement in all other respects, and the offending provision with respect to all other persons and all other circumstances, remain valid and enforceable.

3.7 Captions. Captions given to the various provisions of this Agreement are for convenience only and are not intended to modify or affect the meaning of any provision.

3.8 Authorization; Posting. The governing bodies of the Parties will authorize the execution of this Agreement. The Parties will prepare and distribute (3) duplicate originals of this Agreement for execution by the necessary officials of the Parties. Each Party will post a copy of this Agreement on its website.

This Agreement is executed by each Party as set forth below:

CITY OF VANCOUVER, WASHINGTON

DISCOVERY CLEAN WATER ALLIANCE

By: _____

By: _____

Its: _____

Its: _____

Date: _____

Date: _____



Staff Report 070-20

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 6/8/2020

SUBJECT WSDOT Certification Acceptance Qualification Agreement

Key Points

- The Federal Highway Administration (FHWA) delegates authority to the Washington State Department of Transportation (WSDOT) for approving project development and construction administration on FHWA-assisted transportation projects.
- WSDOT has the option of delegating some or all of this authority to qualified local agencies such as the City of Vancouver by way of the Certification Acceptance (CA) program.
- The City of Vancouver has been a CA agency since March 1979 and has successfully completed multiple FHWA assisted projects.
- The current CA needs to be revised to reflect the current organizational structure of the Streets & Transportation Division as it relates to the project development process.

Strategic Plan Alignment

Goal 1: Ensure our built urban environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest.

Goal 1, Objective 1.1: Develop and maintain a safe, balanced and innovative transportation system that will meet the needs of future generations.

Present Situation

The Federal Highway Administration (FHWA) through a Stewardship Agreement, delegates authority to the Washington State Department of Transportation (WSDOT) for approving project development and construction administration on FHWA—assisted transportation projects. WSDOT has the option of delegating some or all of this authority to qualified local agencies. This procedure permits an agency to retain more of the approval authority at the local level when developing FHWA—assisted transportation projects. WSDOT delegates this authority through a Certification Acceptance (CA) program. The CA program does not eliminate any project

development procedures.

The City of Vancouver has been a CA agency ever since the program was created in March 1979. During that time, the City has successfully delivered multiple FHWA funded transportation projects, totaling in excess of \$350 million.

The current CA Agreement was last updated in 2011. Since that time, the organizational structure of the City's transportation division has been revised. The CA Agreement needs to be updated to reflect the current organizational structure and the role that the Streets & Transportation Division Manager plays in the development of FHWA assisted transportation projects. Entries 2.c and 2.e are to be modified to replace the Construction Engineering Manager with the Streets & Transportation Manager. No other revisions to the CA agreement are needed at this time.

Advantage(s)

Advantages of a CA status to the City include savings in time and money because the agency has the authority to develop, advertise, award, and manage its own projects. Updating the CA Agreement to reflect the current organizational structure within the Streets & Transportation Division will continue to provide for these advantages.

Disadvantage(s)

There are no known disadvantages to the update of the City's CA Agreement with WSDOT.

Budget Impact

There is no known budget impact associated with this action.

Prior Council Review

There has been no prior council review of this action.

Action Requested

Authorize the Mayor to execute the revised Certification Acceptance Qualification Agreement on behalf of the City of Vancouver for transmittal to the Washington State Department of Transportation. Pursuant to the Federal Regulations that govern the CA program, the Mayor is required to execute the agreement on behalf of the City.

Dan Swensen, Interim Public Works Director, 487-7754

ATTACHMENTS:

- ▢ CA Agreement



Agency City of Vancouver
Address PO Box 1995
Vancouver, WA 98668-1995

Agency No. 1350

The agency agrees to comply with the following requirements when developing all Federal Highway Administration (FHWA) projects under FULL CA status.

1. Adherence to the *Local Agency Guidelines* and all policies and procedures promulgated by the Washington State Department of Transportation (WSDOT) which accomplish the policies and objectives set forth in Title 23, U.S. Code, Highways, and the regulations issued pursuant thereto.
2. The overall approval authorities and conditions will be as follows:
 - a. The project prospectus will be reviewed and approved by the following official.
City Manager
Position Title Only
 - b. The local agency agreement will be reviewed and approved by the following official or officials.
City Manager
Position Title or Titles Only
 - c. The designs and environmental documents will be reviewed and approved by the following state of Washington registered Professional Civil Engineer.
Engineering Manager and Streets & Transportation Manager
Position Title Only
 - d. The hearing's findings (if required) will be reviewed and approved by the following official or officials.
Vancouver City Council
Position Title or Titles Only
 - e. The contract plans, specifications, and estimate of cost will be reviewed and approved by the following state of Washington registered Professional Engineer.
Engineering Manager/Traffic Engineering Manager and Streets & Transportation Manager
Position Title or Titles Only
 - f. Agreements will be signed by the following responsible local official:

(1) Railroad	<u>City Manager</u> Position Title Only
(2) Utility	<u>City Manager</u> Position Title Only
(3) Consultant	<u>City Manager</u> Position Title Only
(4) Technical Services	<u>City Manager</u> Position Title Only
 - g. The award of contract will be signed by the following responsible local official.
City Manager
Position Title Only
 - h. All projects will be constructed in conformance with the Washington State Department of Transportation/ American Public Works Association (WSDOT/APWA) current *Standard Specifications for Road, Bridge, and Municipal Construction* and such specifications that modify these specifications as appropriate. Multimodal enhancement projects shall be constructed in conformance with applicable state and local codes.

- i. The contract administration will be supervised by the following state of Washington registered Professional Civil Engineer.

Civil Engineer - Construction Management & Inspection

Position Title Only

- j. Construction administration and material sampling and testing will be accomplished in accordance with the *Local Agency Guidelines*.

3. The agency agrees that they have the means to provide adequate expertise and will have support staff available to perform the functions being subdelegated. The support staff may include consultant or state services.
4. The agency agrees that the signature on each project prospectus and local agency agreement will be consistent with section 2 above.
5. All projects under Certification Acceptance shall be available for review by the FHWA and the State at any time and all project documents shall be retained and available for inspection during the plan development and construction stages and for a three year period following acceptance of the project by WSDOT.
6. Approval of the local agency certification by the Director of Local Programs may be rescinded at any time upon local agency request or if, in the opinion of the Director of Local Programs, it is necessary to do so. The rescission may be applied to all or part of the programs or projects approved in the local agency certification.

Mayor or Chairperson

Date

Washington State Department of Transportation

Approved By:

Director, Local Programs

Date



Staff Report 071-20

TO: Mayor and City Council

FROM: Eric Holmes, City Manager

DATE: 6/8/2020

SUBJECT Interlocal agreement with C-Tran for the Safe Park Zone for homeless residents with licensed vehicles to use the Evergreen Park and Ride located at 13601 NE 18th St., Vancouver, WA

Key Points

- The first Safe Park Zone was successfully held at the Vancouver Mall (8700 NE Vancouver Mall Dr.), until curbside retail re-opened during Phase One of the “Re-Opening Washington Strategy”.
- The Safe Park Zone offered a central and safe location for homeless residents with vehicles to park and practice social/physical distancing and appropriate hygiene during the Governor’s “Stay Home, Stay Healthy” order.
- The City and C-Tran would like to partner to extend this program through July 31 to homeless individuals with licensed and operating vehicles.
- The C-Tran Evergreen Transit Center, Park and Ride, located at 13601 NE 18th St., Vancouver, WA, has been identified as potential site for the next Safe Park Zone. The interlocal agreement governing this activity is attached.

Strategic Plan Alignment

Goal 1: Ensure our built urban environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest.

Goal 2: Provide effective, innovative and well-resourced police, fire and emergency medical services.

Present Situation

The Safe Park Zone was located in a southwest portion of the Vancouver Mall parking lot, adjacent to C-Tran until Vancouver Mall re-opened for curbside pickup retail services.

Both the City and C-Tran are interested in partnering on a new location for the Safe Park Zone at the Evergreen Transit Center, Park and Ride located at 13601 NE 18th St. The C-Tran Board will consider the interlocal agreement at its meeting on June 9, 2020.

The Safe Park Zone program provides a temporary, organized and safe place for people currently using their motor vehicles as shelter to comply with Governor Inslee's "Stay Home, Stay Healthy" order. Up to 47 vehicles can be accommodated at the site.

Safe Park Zone participants are expected to follow "Stay Home, Stay Healthy" protocols, which include remaining in and around their vehicles, practicing social/physical distancing of at least 6 feet and limiting trips to verified essential services (e.g. food, medicine).

Only legally, licensed motor vehicles may participate in the program. Participants must sign and adhere to a Code of Conduct at registration to receive a placard for their vehicle. The Code of Conduct covers issues like the check-in/check-out process, social/physical distancing, personal hygiene, site maintenance, alcohol and drug use and other prohibited behaviors.

For the safety of both residents and participants, the Safe Parking Zone is fenced and accessible only to registered participants. The program is monitored by staff daily, between 8 a.m. and 4 p.m. and there is additional security on site between the hours of 4 p.m. and 2 a.m. Contracted security patrols will check in on the site during other hours. There will also be additional police patrols to the site. Council for the Homeless will be referring individuals to the site and entering their information into the HMIS system.

Advantage(s)

1. This site will give homeless residents with vehicles a safe place to stay through the contract length, which is July 31, 2020, or until the lot is needed by C-Tran for their increased ridership.
2. When operated at the Mall, the site ran very smoothly with few issues arising from illegal or inappropriate conduct.

Disadvantage(s)

Although this site is fenced, patrolled and staffed, there have been concerns from the surrounding neighborhood on the impact of this service. Staff did reach out to the surrounding neighborhood association and a few concerns were submitted to the Office of Neighborhoods staff. In order to respond to these concerns, the FAQ for the Safe Park Zone was revised. Additionally, the Parks and Recreation Department in conjunction with Vancouver Police Department, produced a short video to show the basics and layout of the Safe Park Zone. This video was sent to the closest Neighborhood Associations.

Budget Impact

The budget impact for staffing, security and the sanitation and fencing costs through July 31, 2020, is estimated at approximately \$50,000.

Prior Council Review

This is the first review of the interlocal agreement; however, City Council has been briefed on the City's Homeless Strategy during the COVID-19 crisis on several occasions.

Action Requested

Approve an interlocal agreement with C-Tran for the Safe Park Zone for homeless residents with licensed vehicles to use the Evergreen Park and Ride located at 13601 NE 18th St., Vancouver, WA.

Julie Hannon, Incident Commander - COVID-19, 487-8309

ATTACHMENTS:

- ▣ Interlocal Agreement

**INTERLOCAL TEMPORARY LICENSE AGREEMENT
(this “Agreement”)**

Between: **City of Vancouver** (“City”) a State of Washington
municipal corporation “City”

And: **Clark County Public Transportation Benefit Area** (“C-
Tran”), a Washington municipal corporation and “C-Tran”
transportation benefit area authority

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Background

A. C-Tran owns certain real property comprising a portion of the facility generally known as the “Evergreen Park & Ride” located at 13601 NE 18th Street, Vancouver, WA 98668 (EPR”).

B. City is a Washington municipal corporation responsible for providing for the health and safety of the general public.

C. Part of the property C-Tran owns is a parking area immediately adjacent to the EPR and generally depicted on Exhibit A attached hereto (“Parking Area”).

D. The coronavirus (COVID-19) outbreak has caused a reduction in use by C-Tran’s ridership and, as a result, the Parking Area is currently underutilized and unnecessary for C-Tran’s present transit operations.

E. Homelessness has been a chronic problem in Vancouver, the State of Washington, and the Portland metropolitan area.

F. Vancouver desires to use the currently vacant Parking Area to make available for the location of temporary homeless persons with vehicles.

G. C-Tran desires to temporarily license the City’s use of the Parking Area for such purpose.

H. This Agreement is entered pursuant to the Interlocal Cooperation Act (Chapter 39.34 RCW).

License

1. Grant of License. C-Tran does hereby grant to the City a temporary, revocable and non-exclusive license (the “License”) to use portions of the Parking Area identified by C-Tran from time to time for vehicular parking for homeless persons living on a transient basis within such vehicles (such persons, the “Residents”). This License does not permit (a) the long term parking or abandonment of vehicles that are not being occupied on a regular basis, (b) the

erection of any temporary or permanent structures or shelters outside of such vehicles (other than sanitation facilities as provided below) or the storage of personal property outside of such vehicles, (c) the erection of fencing or other barriers over or across any portion of the Parking Area without the prior consent of C-Tran or (d) the provision of homeless services on-site, excluding social worker and medical professional visits to individual Residents, without the prior consent of C-Tran. This License includes rights of vehicular and pedestrian ingress and egress incidental to the purposes set forth above. C-Tran may adjust the portions of the Parking Area the use provided for herein by notification to the City.

City will register and sub-license the Residents permitted to be present under this License in the Parking Area. City will provide sanitation facilities and trash cans during this lease. City will be responsible for pick-up and maintenance of such trash cans and facilities.

Upon the termination of this License, City shall, at its sole cost and expense, restore the Parking Area in accordance with Section 4 below.

City shall be solely responsible for the health and welfare of the Residents, and C-Tran expressly disclaims any responsibility therefor. City shall be solely responsible for compliance with all applicable law in the use and occupancy of the Parking Area, the administration of the residency program and the removal of any Resident from the Parking Area.

2. Term.

This License will begin on upon execution of this Agreement and shall end on July 31, 2020, unless earlier terminated by C-Tran. C-Tran may terminate this License at any time, for any or no reason, upon 72 hours' prior notice to City, in which case City shall ensure the vacation of the Parking Area by all Residents prior to the expiration of such 72-hour period. In the event of any default by City hereunder, C-Tran may, by notice to City, immediately terminate the License.

3. Security and Inspection of Parking Area.

City shall provide security during the term of the License daily from 8pm to 6am. City staff will be onsite generally between 8am and noon. C-Tran will promptly notify City if C-Tran or its agents become aware of threats to the order or its property resulting from persons present on-site. City will also put in place video surveillance equipment.

City will develop a code of conduct that provides reasonable expectations for Residents participating in the parking program. Failure to follow this code of conduct may result in being suspended from the program and asked to leave. In the event that it is necessary to remove any Resident, or any person claiming a right to occupy the Parking Area under the program, City shall be solely responsible for ensuring such removal including, but not limited to, removing any vehicle and personal property from the Parking Area, and City staff or City-provided security personnel will contact C-Tran Security Dispatch and obtain authorization to enter the Parking Area for such purpose. City will be solely responsible for pursuing any legal action necessary to ensure such removal, and shall keep C-Tran reasonably apprised of the process of any such legal action. For the avoidance of doubt, C-Tran reserves any and all rights C-Tran may have at law to

remove any person from the Parking Area following the termination of the License or during the term of the License, if C-Tran determines, in its sole discretion, that any such person is engaged in criminal conduct, represents an imminent risk of causing personal injury or material property damage, is threatening or harassing C-Tran riders or personnel or is otherwise creating an unsafe environment.

4. Damage and Indemnity

City shall be solely responsible, at City's cost and expense, for restoring any damage to the Parking Area caused by City, its employees, agents or contractors, or by persons occupying the Parking Area pursuant to this License. Upon the termination of this License, City shall, at its sole cost and expense, restore the Parking Area to substantially the condition that existed prior to the grant of this License, including repairing any damage to the Parking Area, removing all vehicles, personal property and debris and removing any hazardous substances. If City fails to perform such restoration and deliver the Parking Area to C-Tran in such condition within three days following the termination of this License (or, in the case or repairs, such longer period of time as may be necessary to complete such repairs with diligence), then C-Tran may perform such repairs or any other work necessary to put the Parking Area in the required condition, and City shall reimburse C-Tran for any costs incurred in connection therewith within 30 days following C-Tran's written demand therefor.

City shall indemnify, save and hold C-Tran harmless from and against all losses, costs, expenses, liabilities, claims, litigation, demands, proceedings and damages (including attorneys' fees) suffered or incurred by C-Tran or any such Indemnitees arising out of and limited to City's use of the Parking Area pursuant to this license, whether such action arises out of tort, contract, or equity.

City will defend indemnify and hold C-Tran and its commissioners, officers, agents, employees, customers, invitees, successors and assigns (collectively "Indemnitees") harmless from any and all damage, liability, loss, claim or suit, including reasonable attorneys' fees, incurred in connection with (a) this Agreement, (b) the License granted hereunder, (c) the use of the Parking Area by City or any Resident, (d) any actions of any Resident, whether in the Parking Area or off-site, while such person is a Resident (including actions brought by third parties related to the actions of any Resident), (e) the establishment or administration of the registration program for Residents, (f) any actual or alleged non-compliance with any applicable law, code, ordinance or regulation in connection with the use of the Parking Area by City, (g) the breach by City of any of the terms, conditions or undertakings of City hereunder; provided to the extent the damage or liability is caused by the gross negligence or willful misconduct of C-Tran or its officers, agents, and employees, indemnity shall not apply. The foregoing indemnification shall include, without limitation, any claim by any Resident relating to the condition of the Parking Area (including personal injury claims for injuries alleged to have occurred at the Parking Area), the administration of the residency program (including claims of discrimination), the removal of any Resident and any damage to the personal property of any Resident.

5. Personal Property.

All personal property of any kind or description whatsoever is brought onto the Parking Area by any person under this license shall be at such person's sole risk.

6. Disclaimers.

City has inspected the Parking Area, acknowledges that it is suitable for the purposes set forth in this License and accepts the Parking Area as-is, where-is and with all faults. City acknowledges that the Parking Area was not intended for residential occupancy, and C-Tran makes no representations or warranties as to its suitability for such purpose. Furthermore, C-Tran makes no representation or warranty as to the legality of such use, and City acknowledges that it has satisfied itself in all respects with respect thereto. Neither the City nor any Resident is a lessee or tenant with respect to the Parking Area, and City and C-Tran hereby agree and stipulate that, to the maximum extent permitted by law, neither City nor any Resident shall be entitled to the benefit of any rights and remedies available to tenants under RCW 59.18 or any other law, statute, ordinance or regulation providing substantive or procedural protections to tenants under leases.

7. Hazardous Substances.

The City covenants that neither City nor any Resident shall generate, handle, store, or dispose of any Hazardous Substance on, under, or in the Parking Area. As used herein, the term "Hazardous Substance" means any hazardous, toxic, or dangerous substance, waste, or material, which is or becomes regulated under any federal, state or local statute, ordinance, rule, regulation, or other law now or hereafter in effect pertaining to environmental protection, contamination, or cleanup, including, without limitation, any substance, waste, or material, which now or hereafter is designated as hazardous in or for the purposes of any federal, state or local statute, ordinance, rule or other regulation. City agrees to hold harmless, indemnify, and defend C-Tran from and against any damage, loss, claim, or liability resulting from any breach of this covenant, including any attorneys' fees and costs incurred. This indemnity shall survive the termination of the License and this Agreement, whether by expiration of the term or otherwise.

8. Liens.

City shall have no property interest in the Parking Area and has no authority or ability to incur any liens upon the Parking Area. Nonetheless, City shall promptly remove, by payment, bonding or otherwise, any liens on the Parking Area that arise out of the use of the Parking Area by City.

9. Survival.

The terms and conditions of Sections 3, 4, 6, 7 and 8 shall survive the expiration or earlier termination of the License and this Agreement.

10. Severability.

If any term in this Agreement shall be deemed unenforceable, such term shall be deemed independent from the remainder of this Agreement, the enforceability of which shall in no way be affected thereby, and the term in question shall be deemed to be rewritten so as to be enforceable to the fullest extent possible consistent with the intention of the parties.

11. Entire Agreement; Amendment.

This Agreement represents the entire agreement between the parties with respect to the subject matter hereof, and supersedes any prior written or oral agreement with respect thereto. No purported alteration, amendment, change, waiver, termination or other modification of this Agreement shall be binding upon any of the parties hereto or have any other force or effect in any respect or particular, unless the same shall be in writing and signed by or on behalf of the parties to be charged therewith.

12. Assignment.

This Agreement may not be assigned by City without the prior consent of C-Tran, which may be withheld in C-Tran's sole and absolute discretion.

13. Counterparts.

This Agreement may be executed in one or more counterparts, each of which shall constitute an executed agreement, and all of which shall collectively constitute a single Agreement.

14. Notices.

All notices required or permitted hereunder will be in writing (e-mail and facsimile permitted) and will be served on the parties at the addresses set forth below. Notices may be by telephone to address an emergency.

City's notice address:

City of Vancouver
415 West 6th Street
Vancouver, WA 98660
Attn: Procurement Manager

And to:

City of Vancouver
415 West 6th Street
Vancouver, WA 98660
Attn: City Attorney

C-Tran's notice address:

C-TRAN Administration Offices
NE 51st Circle, Vancouver, WA 98682

15. Interlocal Provisions.

This Agreement will be effective upon approval of the Vancouver City Council and C-Tran Board of Directors. No separate legal or administrative entity is created under this agreement. The purpose of the agreement is specified above. The financing of activities provided for in this agreement shall be the responsibility of the City. The termination of this Agreement is provided for above and any property acquired in furtherance of this agreement shall be acquired by the City and shall remain in the City's ownership or leased interest upon termination of this Agreement.

IN WITNESS WHEREOF, the parties hereto have executed this instrument the day and year first indicated above.

CITY OF VANCOUVER
A municipal corporation

C-TRAN

Eric Holmes, City Manager

Shawn Donaghy, CEO

Date

Date

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan J. Young, City Attorney



DATE: June 5, 2020

TO: Anne McEnerny-Ogle, Mayor
City Council

FROM: Eric J. Holmes, City Manager

RE: **City of Vancouver COVID-19 Emergency Response Update and Ratification of Emergency Orders**

Context Summary

As of June 5, Clark County has been approved for transition to Phase 2 of the [Safe Start Washington framework](#). Phase 2 allows more but still limited recreational activities and economic activity, including restaurants, retail, manufacturing and construction.

Policy Advocacy

As discussed by Council on June 1, attached for reference is a draft resolution consistent with the [National league of Cities "Cities are Essential Campaign"](#) to advocate for direct aid in future COVID-19 relief legislation.

In addition, attached for Council's reference is a draft letter to our congressional delegation articulating the impact of the pandemic-induced recession and encouraging support of federal legislation to provide direct support to communities.

Emergency Orders

Governor Inslee extended the [emergency proclamation regarding evictions](#). [Proclamation 20-19.2](#) extends the prior eviction moratorium for 60 days (through August 1), and makes modifications to the prior moratorium. The modifications include, but are not limited to:

- Prohibiting retaliation against any tenant who invokes rights or protections under the proclamation;
- Permitting eviction based on property damage, except for damage that is not urgent in nature, including conditions that were known or knowable to the landlord prior to the COVID-19 crisis;
- Establishing a defense to any lawsuit for tenants if a landlord fails to offer a reasonable repayment plan;

- Establishing a minimum of a 14-day length of stay at a hotel, motel or at other non-traditional dwelling situations in order to trigger the application of this proclamation to those dwelling situations; and
- Allowing owners to evict tenants if the owner plans to occupy or sell the property, after providing at least 60 days' notice; and
- Exempting commercial property rent increases that were executed in a rental agreement prior to the date the state of emergency was declared, on February 29.

Other restrictions, including the prohibition on assessing late fees or other charges, are continued in this order.

The proclamation also encourages landlords and tenants to communicate in good faith with one another, and to work together on the timing and terms of payment and repayment solutions.

[Read the full proclamation here.](#)

There are no new local emergency orders for Council's consideration.

Operational Changes

General Operations

There are no general operational changes to report from June 1.

Parklets

Following the Council discussion on June 1 regarding parklets, staff has developed an updated approach to the parklet pilot program that provides for an extended pilot period through September 30, 2020, as well as relying on the business assistance funding approved by Council on June 1 to cover permitting costs during the pilot period. This can be accomplished under existing administrative authority without any further emergency proclamations.

It is important to note that the parklet pilot program could be fully permitted under existing code provisions and administrative authorities without the need for an emergency order except the suspension of fees.

The operating environment of the COVID-19 pandemic continues to be dynamic, with daily changes to expectations, rules and regulations. It is an inherently ambiguous environment. I appreciate the Council's support, the resilience of our workforce and the compassion in our community as we chart a sustainable path to living and working in a world with COVID-19.

Attachments:

- A. Draft Resolution re: Cities are Essential
- B. Draft federal delegation letter re: HEROES act

06/08/2020

RESOLUTION NO. _____

A RESOLUTION of the City Council of the City of Vancouver entitled:
“VANCOUVER IS ESSENTIAL: IN SUPPORT OF FAIR, DIRECT FEDERAL
EMERGENCY SUPPORT TO REOPEN AND REBUILD LOCAL AMERICAN
ECONOMIES.”

WHEREAS, America’s cities, towns and villages face unprecedented threats due to the
ongoing COVID-19 pandemic emergency; and

WHEREAS, municipalities are essential to America’s economic recovery and without
funding support for local governments, municipalities may go from being a critical part of the
economic solution, to becoming a major obstacle to long-term stabilization and recovery; and

WHEREAS, America’s cities, towns and villages will experience budgetary shortfalls of
up to \$134 billion in fiscal year 2020 alone, and the negative effects of the pandemic emergency
on local communities will continue long after this year; and

WHEREAS, three million critical municipal worker jobs are at risk, threatening cuts to
basic community services, including 9-1-1 response, sanitation, and maintenance; and

WHEREAS, communities have taken extraordinary measures to protect health, safety,
and the continuation of essential services throughout the emergency; and

WHEREAS, Vancouver is facing a budgetary shortfall of an estimated \$30-60 million,
representing up to 40% of Vancouver’s annual General Fund; and

WHEREAS, this budgetary shortfall will have far ranging consequences from diminishing critical services to our community, slowing recovery efforts, and increasing unemployment in the region; and

WHEREAS, America's rural communities, small and medium-sized cities, are struggling just as much as big cities and risk being left behind or wiped out entirely.

NOW, THEREFORE, BE IT RESOLVED that Vancouver calls on Congress to allocate fair and direct federal support to all of America's communities, regardless of population size; and

BE IT FURTHER RESOLVED that this funding must be flexible and address not only the additional expenses incurred by communities to respond to the pandemic emergency, but also the dramatic budgetary shortfalls resulting from pauses in commerce, tourism, other economic engines; and

BE IT FURTHER RESOLVED that the City of Vancouver will ensure federal funds are immediately used to rebuild and assist in reopening the national economy; and

BE IT FURTHER RESOLVED that funding will keep middle class workers employed and critical services operating; and

BE IT FURTHER RESOLVED that Vancouver has been part of the emergency response and now calls on Congress to build a united national partnership for a safe, healthy, prosperous life.

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ADOPTED at a regular session of the Vancouver City Council, this 8th day of June, 2020.

Anne McEnery-Ogle, Mayor

Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney



June 8, 2020

The Honorable Patty Murray
154 Russell Senate Office Building
Washington, D.C. 20510

The Honorable Maria Cantwell
511 Hart Senate Office Building
Washington, D.C. 20510

The Honorable Jamie Herrera Beutler
2352 Rayburn House Office Building
Washington, D.C. 20515

Dear Senator Murray, Senator Cantwell and Representative Herrera Beutler:

On behalf of the City of Vancouver, we greatly appreciate your ongoing efforts to address the COVID-19 pandemic, including your support for state and local government relief. This crisis is straining our public health system, severely damaging our economy and touching the lives of every single American. Cities across the country are on the front lines of this crisis and will play a key role in recovery.

As Congress continues to debate COVID relief legislation, we encourage you to work with your colleagues in the Senate and House to quickly provide direct assistance to local governments that face the extreme challenges.

The financial toll on the City of Vancouver's budget from the pandemic driven shutdown is significant, particularly because of our reliance on sales tax receipts. We are anticipating a budget shortfall ranging from \$30 to \$60 million, which represents up to 40% of Vancouver's annual General Fund. Under any of these scenarios, the City will have to make very difficult decisions that will impact basic City services, ranging from public safety to streets to parks.

Thus far, the City has enacted mandatory furloughs for many employees ranging from 10-days to several months and is engaged with our labor organizations about other cost containment approaches. We have left 67 positions vacant through at least the end of the year, deferred maintenance on our assets and delayed several high priority infrastructure projects. The infrastructure investment delays are particularly painful because they would help drive economic recovery. However, both because of the immediate impacts of the current economic contraction as well as the uncertainty of the length of the recession and what relief may be provided at the federal level, the City is not able to move forward with these investments. The budget cuts, immediate and prospective, will have far ranging consequences from diminishing critical services to our community, slowing recovery efforts and increasing unemployment in the region.

We appreciate the enormous challenges facing Congress due to this ongoing crisis and the difficulty balancing all of the needs with available resources. However, if Congress fails to provide direct financial relief to cities, the outcome will carry far greater consequences beyond the ongoing pandemic.

Ongoing discussions of a relief package with core elements that include local government financial relief are encouraging, and we hope to see Congress take bipartisan action soon. If there is anything the City of Vancouver can do to support these efforts, please don't hesitate to ask.

We stand ready to support you in any that way we can.

Thank you once again for your continued efforts.

Sincerely,

The Vancouver City Council

Anne McEnerney-Ogle
Mayor

Linda Glover
Mayor Pro Tem

Bart Hansen
Councilmember

Ty Stober
Councilmember

Laurie Lebowsky
Councilmember

Erik Paulsen
Councilmember

Sarah J. Fox
Councilmember

/ / 2020

ORDINANCE NO. _____

AN ORDINANCE declaring an emergency and adopting a six-month temporary moratorium prohibiting the establishment of new, or expansion of existing, large-scale fossil fuel facilities; directing staff to formulate recommendations addressing the circumstances necessitating the moratorium; and establishing an immediate effective date.

WHEREAS, the City of Vancouver is a Charter City of the First Class and has the authority to adopt temporary moratoria pursuant to the City’s constitutional police powers, home rule authority, RCW 36.70A.390, and 35.63.200; and

WHEREAS, “Goal 1” of the City of Vancouver’s 2016-2021 Strategic Plan is to “[e]nsure our built urban environment is one of the safest, most environmentally responsible and well maintained in the Pacific Northwest;” and

WHEREAS, local governments have a core responsibility for upholding the public health, safety, and welfare, mitigating and preparing for disasters, protecting and preserving natural systems and supporting economic development; and

WHEREAS, the City of Vancouver and the greater Pacific Northwest are vulnerable to powerful subduction zone earthquakes that occur with periodic frequency along the Juan de Fuqua and North American plates; and

WHEREAS, geologic research has shown that subduction zone earthquakes have occurred along the Pacific Northwest with relative regularity over the last 10,000 years, and if

averages from past events are predictive, the region could be overdue for another powerful subduction zone earthquake; and

WHEREAS, many of the city's buildings and critical infrastructure were built before the city's seismic exposure was widely understood; and

WHEREAS, the Clark Regional Emergency Services Agency has identified Critical Facilities and Infrastructure (including Hazardous Materials, Energy Facilities, Transportation Systems, and Water and Sanitation Systems) to be co-located within areas of the City with a "Moderate to High" liquefaction susceptibility (see Exhibits A-1, A-2: Clark Regional Natural Hazard Mitigation Plan, Vol. 2 – Planning Partner Annexes, Aug. 2017, pp. 156-157); and

WHEREAS, the City of Vancouver's drinking water (almost 26 million gallons per day) is supplied entirely from groundwater resources; and

WHEREAS, the vast majority of Vancouver's drinking water (approximately 90%) is supplied from the Troutdale, Upper Orchards and Lower Orchards Aquifers, the boundaries of which are often blurred (the Orchards Aquifer is likely an alluviated portion of the Troutdale with little or no silica cementing), and historical water monitoring indicates that water moves vertically through the hydrogeologic layers of these aquifers; and

WHEREAS, facilities that store or process hazardous materials have been recognized to present an increased risk of spills or leaks (see Exhibit B), and a greater concentration of such facilities renders the City's water supply at an increased susceptibility to contamination, particularly in the event of a powerful earthquake; and

WHEREAS, prior Vancouver city councils have endeavored to protect City water resources by establishing development regulations and minimum standards to reduce the risks of

contaminants entering water resources by enacting local ground and surface water regulations in the form of a Water Resource Protection Ordinance, Title 14.26 VMC; and

WHEREAS, recognizing the risks posed by transportation of one particular fossil fuel (petroleum), prior Vancouver city councils have encouraged agencies to deny permits for facilities that increase the transportation of Bakken crude oil through Clark County (June 2014, Resolution M-3821), restricted the expansion of crude petroleum facilities by way of a moratorium (Sept. 2014, Resolution M-4090), and made corresponding revisions to the City land use code (Title 20.150 VMC); and

WHEREAS, this City Council recognizes that the storage, transfer, processing and handling of other fossil fuels within the City pose risks to safety, health, and livability, including mobility of people, other freight, and other commercial vehicles which are potentially catastrophic in magnitude; and

WHEREAS, this City Council finds that it is appropriate to conduct review and analysis of its current vulnerabilities to determine whether, and if so how, the purposes of Title 20 and Title 14.26 VMC may continue to be fulfilled while accommodating the establishment of new, or expansion of existing, large-scale fossil fuel facilities; and

WHEREAS, in addition to the foregoing, on January 17, 2020, the Ninth Circuit Court of Appeals found that “Copious expert evidence” establishes that an unprecedented rise in the Earth’s carbon concentration levels stems from fossil fuel combustion, and if left unchecked, such levels will wreak havoc on the Earth’s climate; stating further: “The problem is approaching ‘the point of no return.’ Absent some action, the destabilizing climate will bury cities, spawn life-threatening natural disasters, and jeopardize critical food and water supplies.” (Hon.

Andrew D. Hurwitz, Circuit Judge authoring the majority opinion of Juliana v. United States, No. 18-36082, p.13 (9th Cir., Jan. 17, 2020); and

WHEREAS, studies conducted by the University of Oregon have found that the effects of climate change on water supplies, public health, coastal and storm damage, wildfires, and other impacts, will cost Washington almost \$10 billion per year after 2020, unless we take additional actions to mitigate these effects (Washington State Executive Order No. 14-04); and

WHEREAS, the University of Washington has found that Washington State has experienced long-term warming, a lengthening of the frost-free season, more frequent nighttime heat waves, rising sea levels along most of Washington's coast, increased coastal ocean acidity, declining glacial area and spring snowpack, and changes in the peak streamflows in many rivers to earlier in the year; such that three key areas of risk, specifically changes in the natural timing of water availability, sea level rise and ocean acidity, and increased forest mortality, will likely bring significant consequences for the economy, infrastructure, natural systems, and human health of the region (Washington State Executive Order No. 14-04; University of Washington summary of existing knowledge regarding the causes, impacts, and effects of climate change on Washington State); and

WHEREAS, the scientifically projected increase of forest mortality poses a unique, and heightened threat to the quality of life enjoyed by residents of the City of Vancouver, which has been annually recognized as "Tree City USA" since 1989; and

WHEREAS, the scientifically projected changes to streamflows pose a unique, and heightened threat to the life, health, safety, and economic vitality enjoyed by residents of the City of Vancouver, as it has been long-recognized that "one of the greatest assets of Vancouver is its shoreline along the Columbia River" (August 1991, Resolution M-2739); and the City has made

significant financial investments to complete capital improvements such as the Waterfront Development Project and Columbia River Renaissance Trail, in order to “draw walkers and bikers to the water’s edge” and “reinforce recognition of the [Columbia River] waterfront as a place of community-wide enjoyment” (June 1993, Resolution M-2836); and

WHEREAS, large-scale fossil fuel facilities create significant public health risks, including air pollution resulting in impaired respiratory functions from fine particulates, noise pollution affecting hearing loss and psychological health, and exposure to heavy metals and contaminated drinking sources resulting in cancers, premature death and lung and heart diseases; and

WHEREAS, fossil fuels including petroleum, coal and natural gas, are a major source of carbon dioxide, heavy metals, nitrogen oxide and sulfur dioxide, and each has a demonstrated nexus to climate change and environmental pollution; the Vancouver City Council has grave concerns regarding the safety of Vancouver City residents and the environment, and the strain on public services and existing infrastructure resulting from the siting and operation of new, or expansion of existing, large-scale fossil fuel facilities; and

WHEREAS, the City of Vancouver is preparing to update the City Strategic Plan, the Vancouver City Center Vision (“VCCV”), and make annual updates to Title 20 VMC; and it is appropriate to facilitate citizen engagement, and undertake appropriate review of large-scale fossil fuel zoning and siting considerations in order to mitigate avoidable risks of catastrophic harm and ensure that any resiliency goals the City Council may adopt as part of the City Strategic Plan are capable of being fully realized; and

WHEREAS, the City Council finds that in order to preserve the ability to develop the Strategic Plan, VCCV, and Title 20 updates, with the widest range of choices and alternatives for

future development, it is necessary to temporarily restrict the establishment of new, or expansion of existing, large-scale fossil fuel facilities until the strategy and corresponding code updates are completed; and

WHEREAS, a temporary moratorium will enable the City to hold public hearings and maximize public input in the siting of new, or expansion of existing, large-scale fossil fuel facilities without jeopardizing any possible land use options that may be precluded by unrestricted development; and

WHEREAS, a temporary moratorium as proposed herein will allow City staff additional time to research and develop appropriate strategies to mitigate risks associated with the establishment of new, or expansion of existing, large-scale fossil fuel facilities in the future, through amendments to existing zoning ordinances if necessary; and

WHEREAS, the City Council believes that a temporary moratorium promotes the public health, safety, and general welfare of the people of Vancouver, and will encourage the most desirable and productive use of land and community resources; and

WHEREAS, a public hearing on this ordinance establishing a temporary moratorium will be held within 60 days of the adoption of this ordinance; and

WHEREAS, it is necessary that this ordinance go into effect immediately in order to avoid a rush of applications for new or expanded development of large-scale fossil fuel facilities.

NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF VANCOUVER:

Section 1. The recitals to this ordinance are hereby incorporated by this reference. City staff is directed to formulate recommendations addressing the circumstances necessitating this moratorium.

Section 2. Definitions. For the purposes of this ordinance:

A. “Fossil fuels” means petroleum and petroleum products, coal, and natural gasses, including without limitation methane, propane and butane, derived from prehistoric organic matter and used to generate energy. Fossil fuels do not include by-products such as asphalt, plastics, fertilizers, paints, or denatured ethanol.

B.1. “Large-scale fossil fuel facilities” means:

a. Facilities engaged in the wholesale distribution, extraction, refinement or processing of fossil fuels;

b. Terminals engaged in the bulk movement of fossil fuels (excluding railyards, fuel storage for airports, and fuel storage for marine servicing facilities);

c. Bulk coal storage: any structure, group of structures, equipment, or device that stores or transfers coal for use in the production of electricity or power.

d. Coal power plant: a thermal power station which burns coal to generate electricity or other usable power.

e. Natural gas processing: any facility which (i) separates natural gas components to recover usable natural gas liquids (*i.e.*, liquefied petroleum or natural gas), or (ii) produces natural gas suitable for transport (*i.e.*, pipeline quality dry natural gas), or (iii) processes natural gas to create methanol or other chemical products.

f. Natural gas storage and handling: any structure, group of structures, equipment, or devices that stores or transfers natural gas for use in the production of electricity or power, or for further processing (excluding facilities that create energy from landfill gas).

g. Bulk storage of one type of fossil fuel, or a combination of multiple types of fossil fuels, in excess of two million gallons.

2. “Large-scale fossil fuel facilities” do not include facilities that solely provide direct sales or distribution to consumers (*e.g.*, gas stations are not large-scale fossil fuel facilities).

Section 3. Temporary Moratorium. As authorized by the City’s constitutional police powers, home rule authority, RCW 36.70A.390 and RCW 35.63.200, the City Council hereby adopts a temporary moratorium on the acceptance, processing, and granting of applications for permits for establishment of new, or expansion of existing, large-scale fossil fuel facilities.

Section 4. Exemptions. The moratorium established in Section 2 of this ordinance shall not apply to permits required for upkeep, repair, or maintenance of existing buildings or properties, or work mandated by the City to maintain public health and safety.

Section 5. Duration. This moratorium shall be in effect for six months following the effective date of this ordinance.

Section 6. Vested Rights. The moratorium created by this ordinance does not apply to properties with vested rights existing on the date of adoption of this moratorium ordinance. “Vested Rights” shall be defined in accordance with VMC 20.210.110.

Section 7. Severability. If any provision of this ordinance or its application to any person or circumstance is held invalid, or should any portion of this ordinance be preempted by state or federal law or regulation, the remainder of the ordinance or the application of the provision to other persons or circumstances shall survive and be unaffected.

Section 8. Effective date. The City Council hereby finds and declares that an emergency exists which necessitates that this ordinance become effective immediately in order to preserve the public health, safety and welfare. This ordinance shall become effective

immediately upon passage. The City Clerk is directed to publish a summary hereof including the title at the earliest possible publication date.

Ayes: Councilmembers

Nays: Councilmembers

Absent: Councilmembers

SIGNED this _____ day of _____, 2020.

Anne McEnemy-Ogle, Mayor

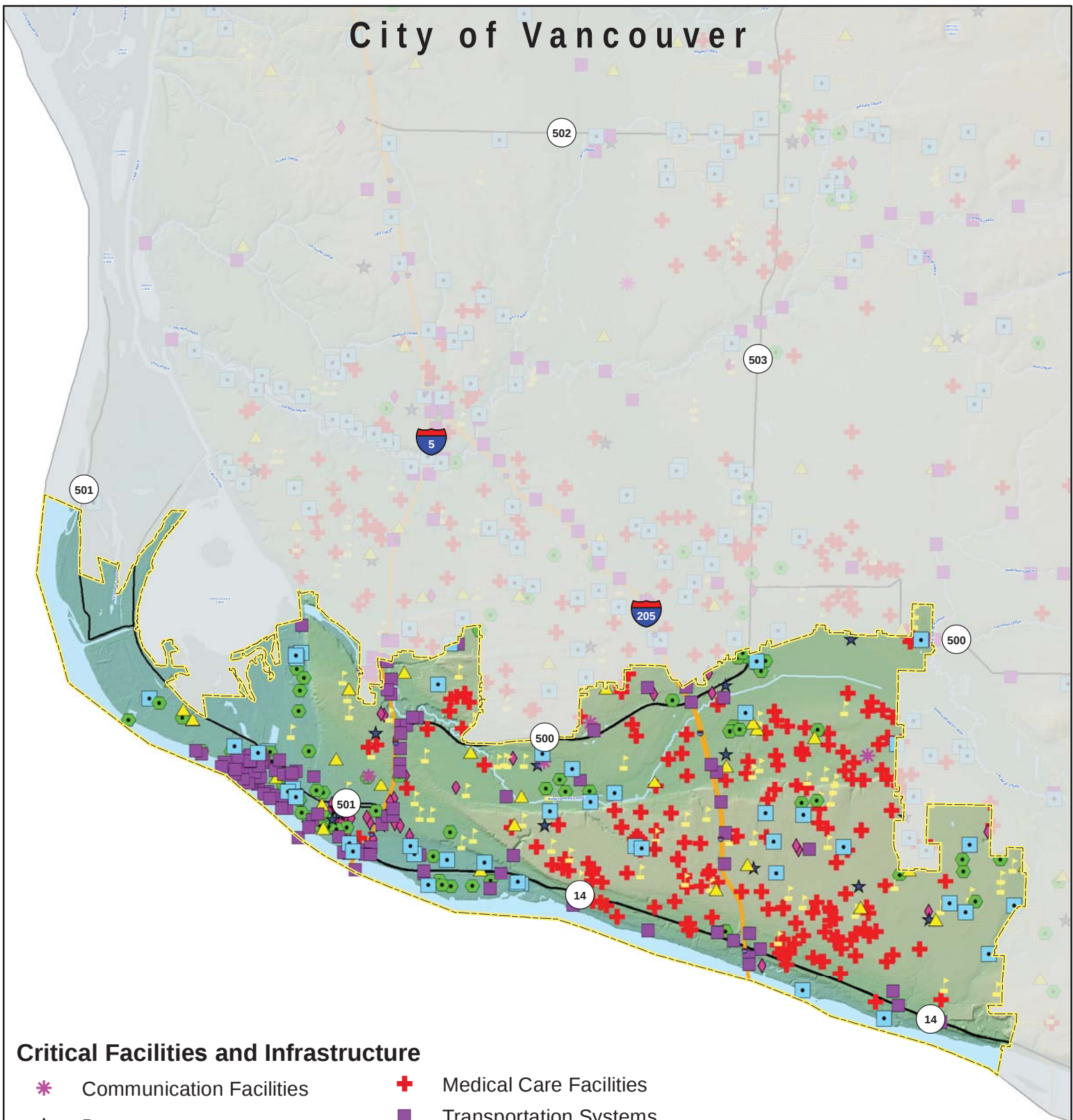
Attest:

Natasha Ramras, City Clerk

Approved as to form:

Jonathan Young, City Attorney

City of Vancouver



Critical Facilities and Infrastructure

- | | |
|----------------------------|--------------------------------|
| ✱ Communication Facilities | ✚ Medical Care Facilities |
| ◆ Dams | ■ Transportation Systems |
| ★ Emergency Services | ▲ Schools |
| ▲ Energy Facilities | ■ Water and Sanitation Systems |
| ● Hazardous Materials | ◆ Other Facilities |



Base Map Data Sources: Clark County, U.S. Geological Survey

0 1.25 2.5 5 Miles



Clark County does not warrant the accuracy, reliability or timeliness of any information on this map, and shall not be held liable for losses caused by using this information.

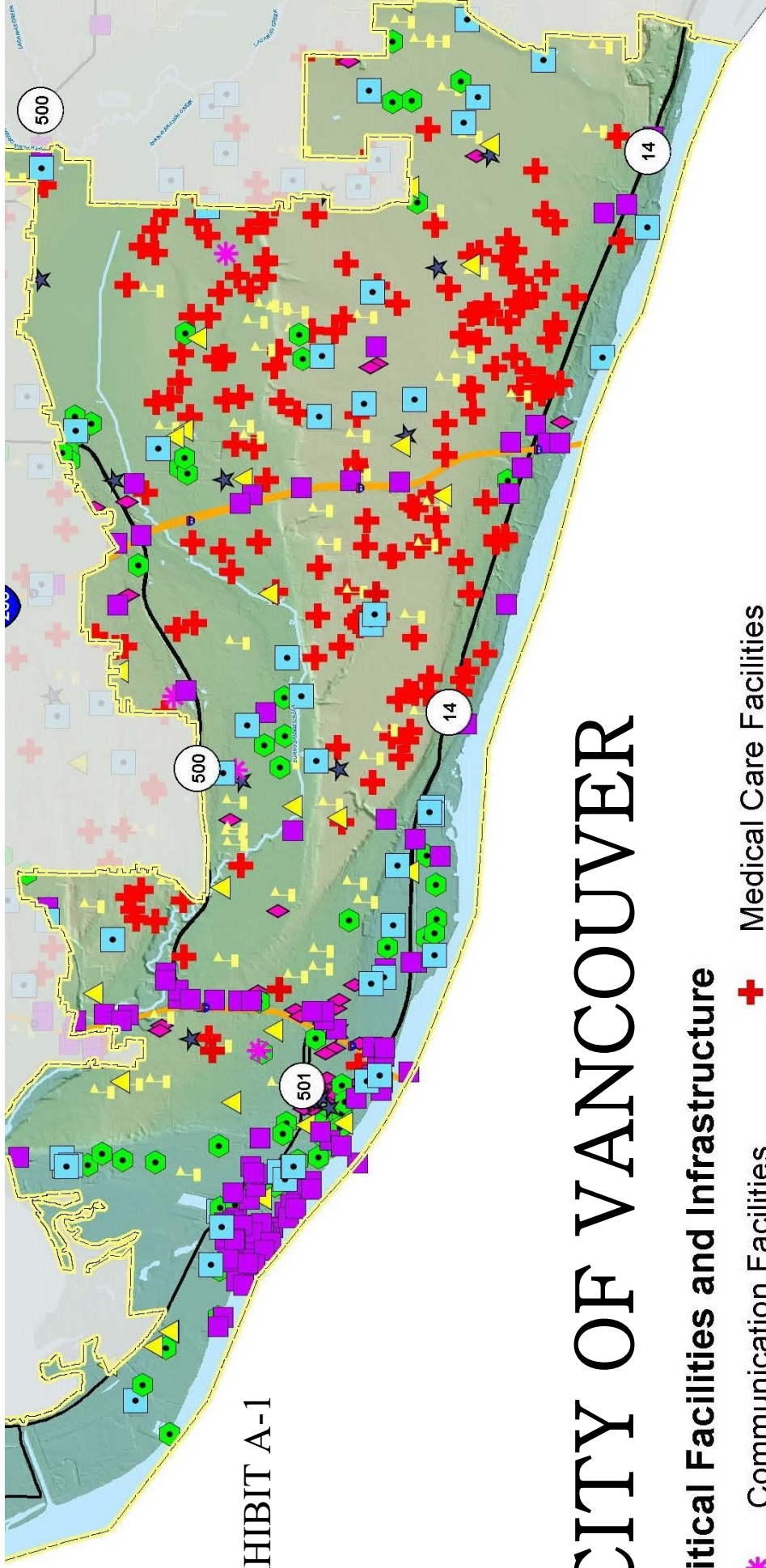
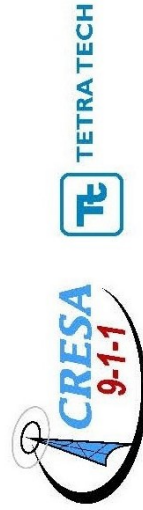


EXHIBIT A-1

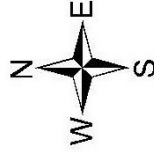
CITY OF VANCOUVER

Critical Facilities and Infrastructure

- | | |
|----------------------------|--------------------------------|
| * Communication Facilities | + Medical Care Facilities |
| ◆ Dams | ■ Transportation Systems |
| ★ Emergency Services | ▲ Schools |
| ▲ Energy Facilities | ■ Water and Sanitation Systems |
| ◆ Hazardous Materials | ◆ Other Facilities |



Base Map Data Sources: Clark County, U.S. Geological Survey



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City of Vancouver



0 1.25 2.5 5 Miles



Base Map Data Sources: Clark County, U.S. Geological Survey

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CITY OF VANCOUVER

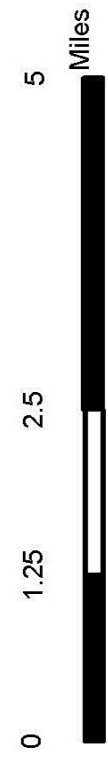
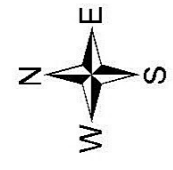
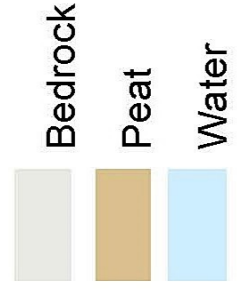
VANCOUVER LAKE

BURNT BRIDGE CREEK

Liquefaction Susceptibility



Not Susceptible to Liquefaction



Base Map Data Sources: Clark County, U.S. Geological Survey

Clark County does not warrant the accuracy, reliability or timeliness of any information on this map, and shall not be held liable for losses caused by using this information.



Vulnerability Assessment of Groundwater in an Urban Environment – Vancouver, WA

Richard Hoiland and Douglas Wise, City of Vancouver Water Resources Protection

The goal of this vulnerability assessment is to identify relative risks of aquifer contamination in the Vancouver urban area. Contaminants of concern are primarily anthropogenic (introduced by human activity) and are most often present in significant quantities at commercial facilities and industries.

In 2003 Vancouver adopted a Water Resources Protection ordinance and a city-wide site inspection program to identify compliance issues. Since then program inspectors have visited almost every facility in the city that stores and manages hazardous materials, currently numbering over 200 sites.

By assigning relative risk values to areas based on vulnerability factors, program inspectors can utilize limited resources more effectively and, in the process, better protect valuable groundwater and surface water resources. There are limitations to a vulnerability mapping approach, however. A groundwater vulnerability publication from the Committee on Geosciences, Environment, and Resources (National Resource Council, 1993) lists the following three **“Laws of Ground Water Vulnerability”**:

1. *All ground water is vulnerable.*
2. *Uncertainty is inherent in all vulnerability assessments.*
3. *The obvious may be obscured and the subtle indistinguishable.*

This NRC study makes a strong point: uncertainty, which is pervasive in individual risk-factor maps, leads to uncertainty in resulting composite vulnerability maps. This does not mean that the exercise is not valuable, but it is a caution on the overall accuracy of vulnerability assessments.

Laws 2 and 3 also provide an endorsement to the acronym formed by the title of this study. Conveniently, *Vulnerability Assessment of Groundwater in an Urban Environment* forms the abbreviation VAGUE, which works appropriately as a reminder of the non-exact nature of results.

For Vancouver’s purposes, this VAGUE study effectively highlights areas which warrant further visits and monitoring by our inspector. Information displayed on these vulnerability maps can be somewhat vague but the exercise is still valuable for indicating which areas of the city present higher relative threats to the aquifer. Maps and data developed for this study are also helpful additions to various city reports including Sole Source Aquifer evaluations required by the EPA and Environmental Impact Statements for local projects.

Urban Aquifers

Vulnerability concerns in aquifers underlying urban areas differ from those in a regional aquifer assessment. The urban environment usually encompasses a much smaller area, in this case only the Vancouver municipal water service area. Groundwater movement differences and geological heterogeneities are not easily mapped at such a small scale. Risks of contamination in an urban area do, however, increase with the greater concentrations of businesses and industries and with the wide array of infiltration facilities.

Several risk factors were considered in establishing Vancouver’s aquifer vulnerability. These factors have been divided into *aquifer susceptibility* and *infiltration risks*. Aquifer susceptibility refers to hydrogeologic characteristics that dictate how quickly a contaminant can move to a point of withdrawal in the aquifer. The two main susceptibility characteristics considered here are “depth to

aquifer”, which is measured from surface to the top of well screens, and “time of travel” which refers to the time, typically in years, that it would take a “particle” of groundwater to move horizontally through to a City water station. Infiltration risks are identified by discreet discharge points such as infiltration drywells and septic tanks that can allow a contaminant to enter the vadose zone (below the soil surface). Risks associated with contaminant infiltration also increase at commercial or industrial facilities that manage hazardous materials.

Hydrogeology

Vancouver’s drinking water is supplied entirely from groundwater resources. An average of 26 million gallons is pumped every day out of 40 wells that take water from four different aquifer horizons: the Troutdale, the Upper and Lower Orchards, and the Sand and Gravel.

The Upper and Lower Orchards Aquifers were formed from the catastrophic floods of the Pleistocene period and are composed of sands and gravels. Both Orchards aquifers are unconfined. Beneath the Orchards lies the Troutdale aquifer. The Upper Orchards aquifer does not develop in central and western Vancouver. In these parts of the city the Lower Orchards and the Upper Troutdale are found near or at the surface. The Troutdale is composed of semi-consolidated sand and gravel with some interbedded fine-grained material. Below the Troutdale formation lies the Sand and Gravel aquifer, also known as the Sandy River Mudstone, composed mostly of fine-grained material. All of these aquifers overlie a bedrock of basalt.

The following map from a study by HDR Engineering (2007) depicts a west to east cross-section of the aquifers underlying Vancouver.

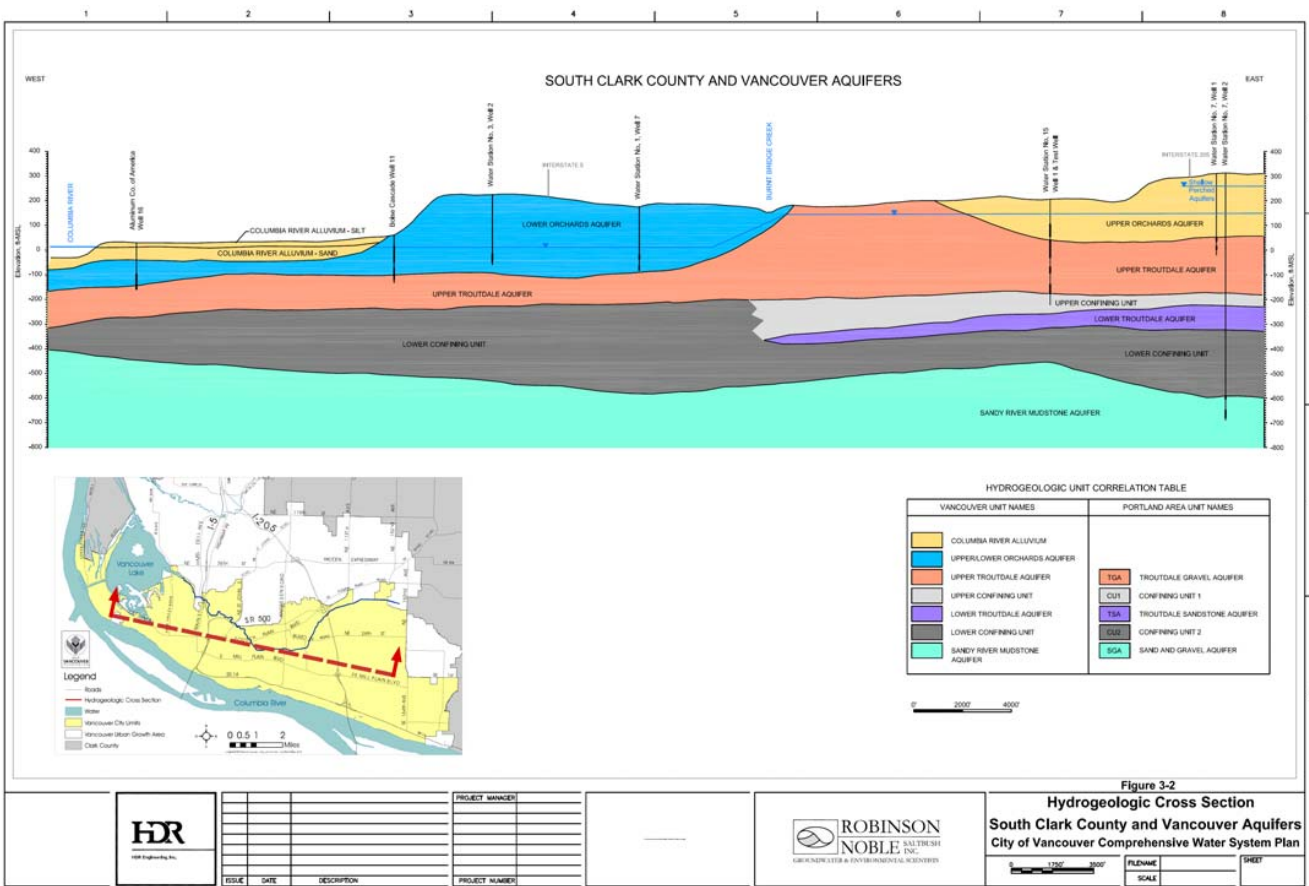


Figure 1: Vancouver area aquifer cross-section

The Troutdale/Orchards lithology throughout the Vancouver subsurface is primarily interbedded sedimentary material mixed with drainage-basin derived pebbles and cobbles. There are occurrences of clay and other flow barriers but these are scattered and difficult to map throughout the region.

Although the map in Figure 1 shows distinct separations between the differing geologic units, these layer boundaries are often blurred. The Orchards Aquifer, also called the Unconsolidated Sedimentary Aquifer, is likely an alluviated portion of the Troutdale with little or no silica cementing. Historical water monitoring by the City indicates that water moves vertically through the hydrogeologic layers making it difficult to assign a specific aquifer sequence to the produced water.

Hydrogeologist Chandler Ellis alluded to the challenge of identifying the source horizon in a 2008 email saying: *“Many wells in Clark County are “Troutdale” wells and they are truly completed in a cemented sand and gravel that is typical of the Troutdale geologic formation, BUT most of the water from the well comes from the Orchards aquifer above it.”*

Aquifer Susceptibility

Two aquifer susceptibility parameters have been selected for this study as strong indicators of susceptibility of Vancouver’s urban aquifer system to contaminants. These parameters are 1) the time groundwater takes to reach the City’s pumping wells, known as “time-of-travel” or TOT and 2) the depth from surface to the drinking water aquifer.

Time of Travel Modeling: In the early 1990s a groundwater flow and particle tracking model developed for the Portland Basin was used by the U.S. Geological Survey to simulate groundwater movement in Clark County aquifers (Morgan and McFarland, 1994). Based on the analytical model, time of travel maps (also known as “zones of contribution” maps) were developed for Vancouver and Clark County water stations. The 1, 5 and 10 year time of travel depictions in Figure 2 represent the time it takes groundwater to flow horizontally through porous aquifer media until it discharges into a public water supply wellbore.

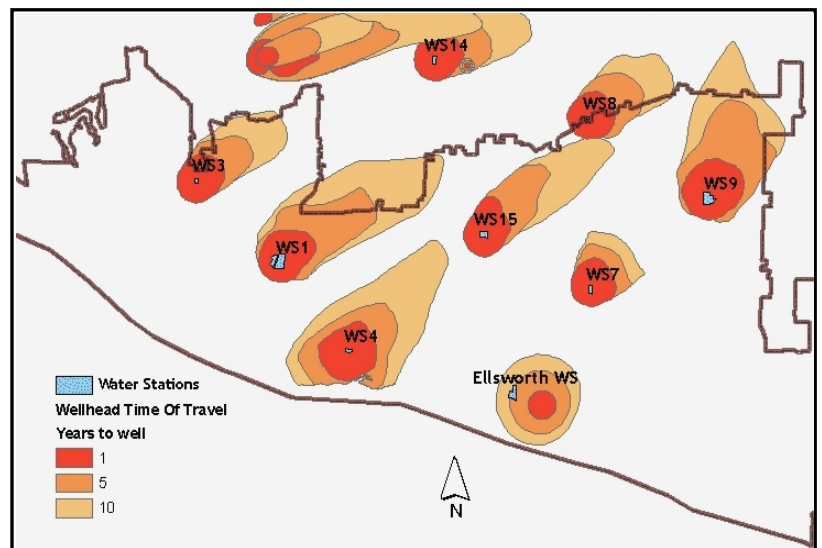


Figure 2: Groundwater travel time vulnerability map

Although flow and tracking models such as these can provide high quality simulations of complex groundwater dynamics, this analysis of Vancouver’s urban aquifer system has some limitations. In the Portland Basin model each cell was 3000 feet by 3000 feet, or about 200 acres per cell. Flow delineations near wellheads are, therefore, broad approximations. Analytical results out beyond the 1 and 5 year times of travel tend to be better indicators of flow direction and extent.

Another limitation with the analytical model is that each layer of cells generally represents the entire thickness of an aquifer which can be from 30 feet to several hundred feet. Also, all aquifer properties and pumping rates are assumed to be equal for the cell area. These assumptions again indicate that this regional type of analysis is more reliable at greater distances from the water stations. The model was

calibrated at steady-state conditions for 1988 well pumping and recharge rates. Historical data indicates that these rates haven't changed significantly since then.

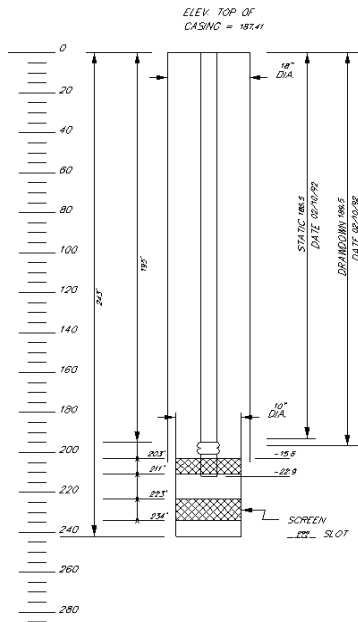


Figure 3: Example wellbore diagram

Water level measurements evaluated in the lower Troutdale aquifer found that groundwater flows vertically from shallow to deeper in all areas of Vancouver except in some limited discharge areas near the Columbia River where there are upward flows.

Depth to Drinking Water Aquifer: There are many depth measurements used in aquifer analyses. One, termed “seasonal depth to high groundwater”, takes into account the depth the water table rises due to seasonal storms. Another, called “depth to groundwater” may describe shallow and perched water tables influenced by surface water levels of nearby water bodies. In Vancouver these include the Columbia River and Burnt Bridge Creek. The City also tracks “static” fluid levels in water wells which indicate how high a column of water will naturally rise in a wellbore due to hydraulic pressure in the aquifer before it is drawn down from pumping.

In this aquifer vulnerability study we chose to map the depth where water is actually drawn from the aquifer into the pipe. Any contaminant descending from the surface would have to reach this depth to enter the municipal water source. This depth is lower than the static level and is recorded in well data as the “top of screen”, which indicates where the pipe is actually screened for inflow. At a depth corresponding with the screened opening in the pipe, a contaminant can enter the city’s water system even if it does not disperse throughout deeper regions of the aquifer. The following table lists details on aquifers accessed for municipal water in Vancouver:

Table 1 – Vancouver Aquifers				
Vancouver Water Station	Producing Aquifer	Aquifer Inflow (highest screen top, feet below surface)	Surface Water Features Nearby	Direction of G/W Flow
WS 1	Lower Orchards	191	Burnt Bridge Cr.	NE to SW
WS 3	Lower Orchards	231	Burnt Bridge Cr. Vancouver Lake	NE to SW
WS 4	Lower Orchards	85	Columbia River	NE to SW
WS 7	Upper Troutdale Sand and Gravel	268 859		NE to SW
WS 8	Upper Orchards	131	Burnt Bridge Cr.	NE to SW
WS 9	Upper Orchards	130		N to S
WS 14	Upper Orchards	147		NE to SW
WS 15	Upper Orchards	68	Burnt Bridge Cr.	NE to SW
Ellsworth WS	Sand and Gravel	799	Columbia River	Radial
CPU – South Lake		411	Vancouver Lake	NE to SW



Figure 4: Initial hand-drawn depth map based on static water levels

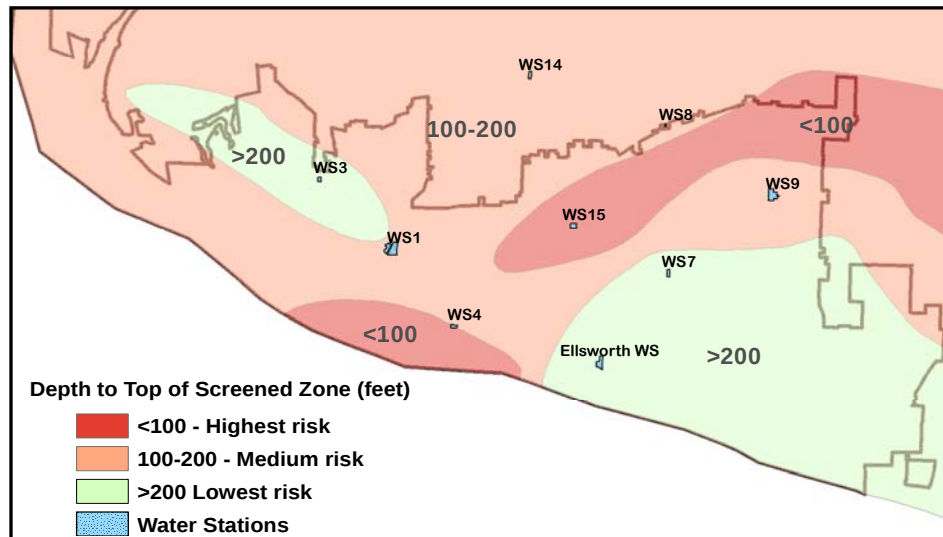


Figure 5: Depth to groundwater vulnerability map based on top of screen

Developing the Depth Map: To develop the depth-to-aquifer map, contours were initially hand-drawn on a large city map using static water level data, time of travel delineations, and topographical information (Figure 4). The map was then scanned as a TIFF image and depth range boundaries were traced into a polygon layer for editing and display in ArcMap. This map was later redrawn to reflect depth to top of well screen instead of static fluid level. Figure 5 depicts depth ranges of less than 100 ft., 100-200 ft., and greater than 200 ft. representing high, medium, and low relative risks, respectively.

Recently developed CPU Water Station: In 2010 Clark Public Utilities drilled water wells and constructed a water station southeast of Vancouver Lake (near Fruit Valley Road). They produce approximately 2600 gpm from the Sand and Gravel Aquifer at a screened depth of approximately 420 feet below ground. The City's Ellsworth Water Station wells, producing from the same aquifer at higher rates, have relatively small time-of-travel patterns (Figure 2). The CPU time-of-travel zones have not been included in vulnerability calculations because their depths and rates do not present a significant susceptibility risk compared to City wells producing higher volumes from shallower aquifers.

Infiltration Risks

In addition to the aquifer susceptibility factors described previously, infiltration risks were also identified and mapped to provide a better composite determination of aquifer vulnerability. Potentially threatening infiltration sources in Vancouver include drywells, septic tanks, underground storage tanks, older sanitary pipe installations and perforated drainage pipe.

The highest infiltration risks identified are those that result in discharges below soil. A contaminant spilled onto surface soil does not usually present the same risk to groundwater as an accidental or intentional discharge to a below-ground facility. Soils slow or even stop infiltration and soil organic matter often effectively filters out contaminants. Also, in most cases a significant surface spill will be noticed by someone and a timely cleanup will follow. Aquifer contamination risks are, therefore, substantially higher for discharges happening below the soil, and soil types were not considered in this vulnerability assessment.

Drywells are installed frequently in Vancouver to handle stormwater discharge. Due to high infiltration rates, the city has more drywells and other infiltration devices than any other municipality in western Washington, handling approximately 60% of the city's stormwater. Drywells can serve as fast pathways for contaminants in storm runoff, such as metals, petroleum products, pesticides, and animal wastes, which can be discharged below the soil into permeable zones above aquifers. The prevalence of below-soil stormwater infiltration facilities can, therefore, be linked to groundwater quality. An illustration of the number drywell installations in the city is shown in Figure 6 along with other infiltration devices at their points of discharge ("point sources").

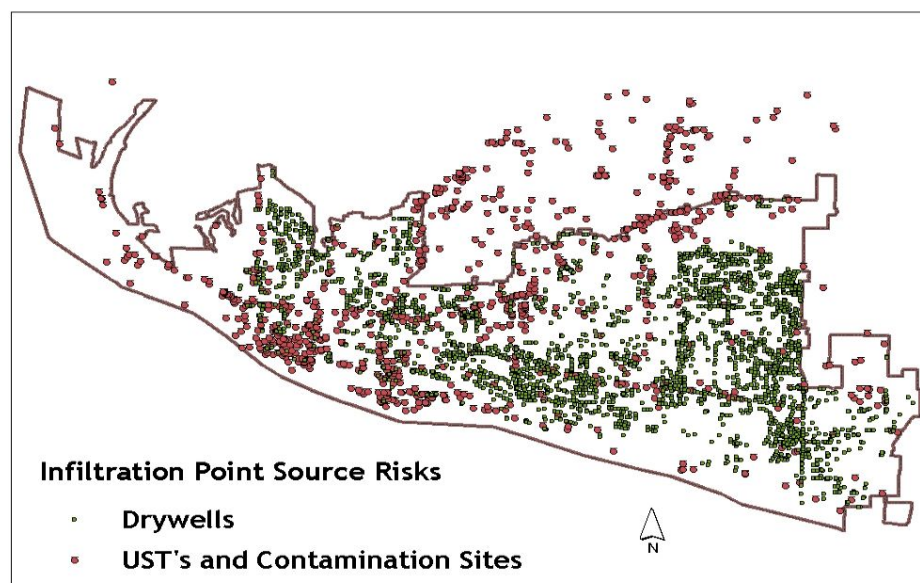
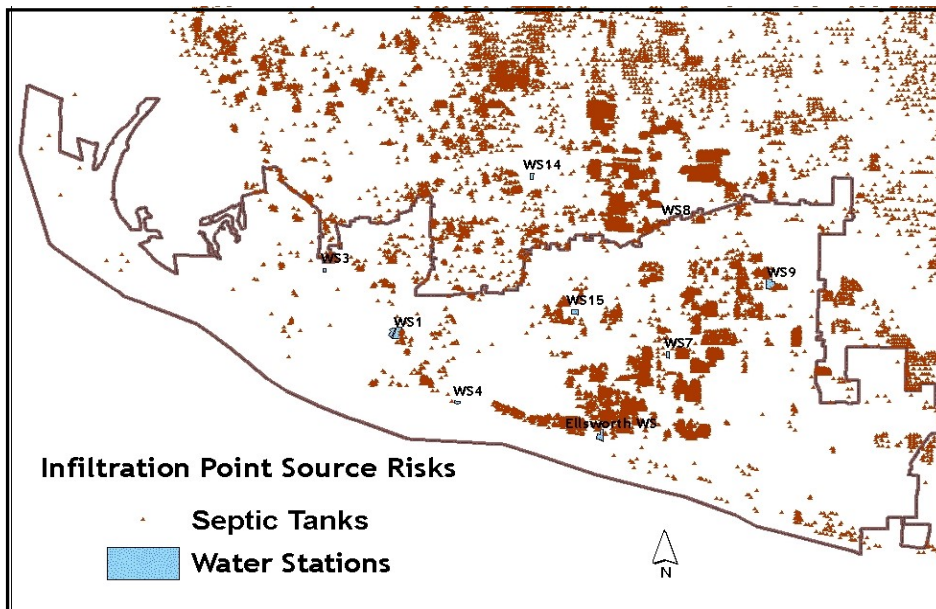


Figure 6: Drywells, underground storage tanks and contamination sites

Underground storage tanks (UST's), like septic tanks, provide a potential avenue for spills or other discharges to infiltrate below the soil and possibly reach groundwater. There are many types of UST's present in an urban environment including home heating oil tanks, fuel tanks and large below-ground industrial material storage tanks. Because they are not visible at the surface, underground tanks have elevated environmental risks. State and federal agencies now regulate UST's more closely than they did in the past. This means underground tanks have new requirements for double wall containment, leak detection, alarms, and periodic assessments.

A concern specific to leaking fuel tanks has been the gasoline additive, MTBE, which tends to migrate quickly and does not biodegrade in the ground. Also of concern are the standard gasoline components of benzene, toluene, ethylene and xylene (BTEX). Many states have implemented MTBE bans but there are still risks from past contaminated sites and in areas where its usage as a gasoline oxygenate is allowed.

Contaminated sites represent another type of risk to groundwater. Typically ground and water analyses have been performed at these sites which indicate to what extent soil and near-surface groundwater has been contaminated by past practices. Data shown above in Figure 6 comes from WA Dept. of Ecology maps which depict occurrences of known or suspected contamination sites with state-registered underground storage tanks. In the Vancouver area there are over 1200 combined UST's and suspected, confirmed and remediated (no further action) contamination sites.



Septic tanks in Vancouver are regulated and permitted by SW Washington Health District. Contaminants associated with septic effluent at commercial sites can include pathogens, toxic chemicals and nitrogen compounds. The City initiated a septic tank removal program which has effectively decommissioned over 1500 tanks and made connections to sanitary sewer. Figure 7 illustrates the locations of residential and commercial septic tanks.

Figure 7: Septic tanks in Vancouver

Perforated storm drainage pipe can also present a risk to the aquifer. Like drywells or septic systems, perforated pipe can allow inadvertent spills and discharges to enter the ground. Unlike drywells, these are usually located near the surface which allows for some contaminant capture in the soil horizon.

Age of sanitary sewer pipe installations can also increase the risk of infiltration. In Vancouver, sanitary pipes that were installed

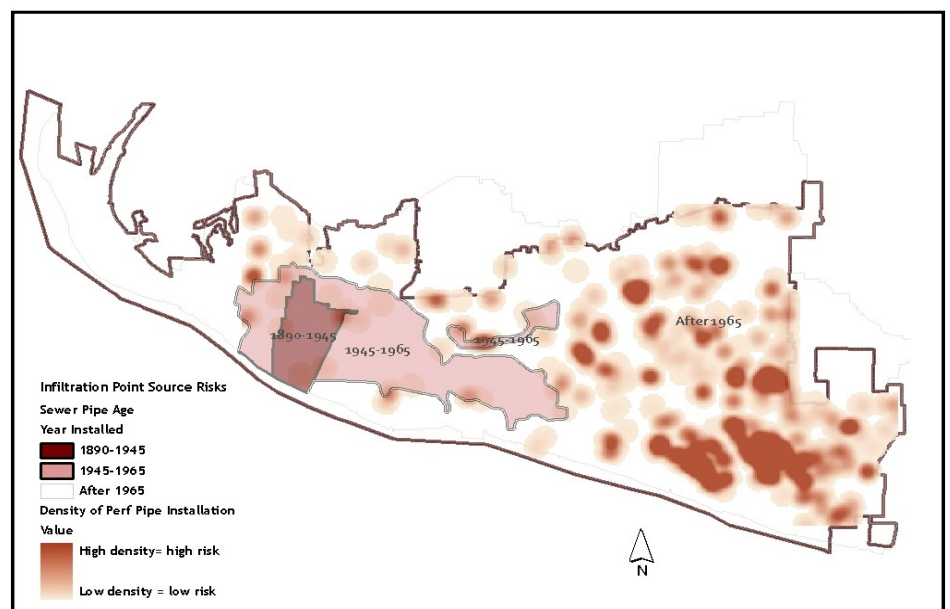


Figure 8: Sewer pipe age and concentration of perforated storm drainage pipe

in the late 1800's are considered to have greater potential for leaks than those installed after 1965 when the materials used were standardized and relatively reliable.

In Figure 8 above aquifer vulnerability is depicted based on risks associated with concentrations of perforated stormwater pipe applications throughout the city and the age periods that sanitary sewer pipes were installed.

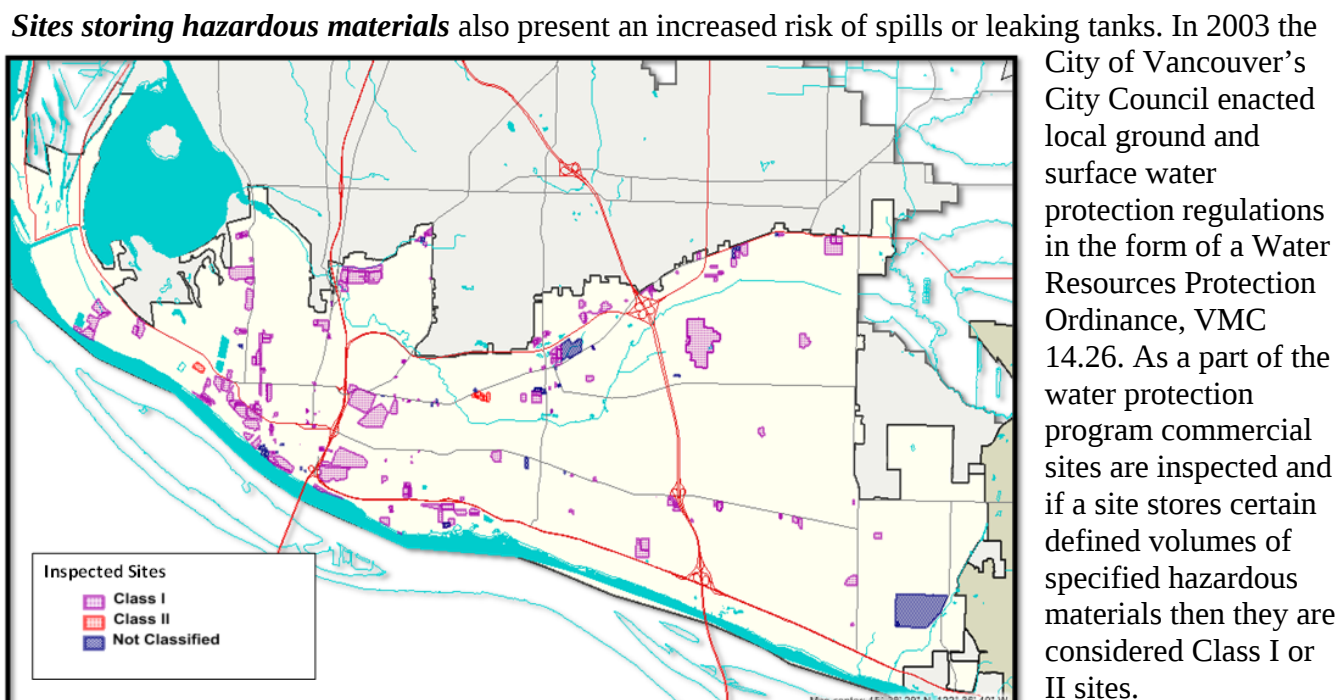


Figure 9: Facilities storing hazardous materials, classified by ordinance

Class I operations manage over 220 pounds of any mixture of hazardous materials containing constituents referenced in the U.S. Code of Federal Regulations, 40 CFR 302.4 (over 700 CERCLA designated chemicals). Class II operations are defined as those that manage over 2,200 pounds in total of the hazardous materials containing chemicals from 1) the Washington Administrative Code's Toxicity Characteristics listing of 40 metals and toxic chemicals (WAC 173-303-090), or 2) containing any of 47 designated halogenated solvents, such as TCE and PCE, which have had a history of negatively impacting groundwater. Based on these classifications, City inspection staff has identified over 200 higher risk "classified" businesses and industries located within the city limits. A map of these facilities is shown in Figure 9. Program inspectors also visit sites which store lower volumes of hazardous material. These are labeled "not classified" facilities on the map.

Vulnerability Calculations

As discussed previously, two factors are considered significant in determining source water vulnerability in the Vancouver area. These are **aquifer susceptibility** parameters including depth to aquifer and distance to municipal water wells, and **infiltration risks** such as drywells, septic tanks; and facilities that store hazardous materials. The combination of hydrogeologic susceptibility factors and pollutant risk factors form a **composite vulnerability**.

Risk Factors and Weights

A table of the susceptibility and risk factors selected for the evaluation of aquifer vulnerability in Vancouver's urban setting is shown below:

Table 2 - Vancouver Aquifer Vulnerability Parameters		
Vulnerability Factors	Weighting	Map Raster Formats
Aquifer Susceptibility		Susceptibility Maps
Wellhead time of travel - (Vtrvl)	4	Polygons
Depth to drinking water aquifer - (Vaqp)	4	Polygons
Infiltration Risk Sources		Infiltration Risk Maps
Class I,II Facilities – parcels (Vclss)	4	Parcel polygon centers converted to density
Drywells – (Vdrwl)	4	Points converted to density
Septic tanks – (Vsptc)	4	Points converted to density
Known/suspected contamination sites - (Vcont)	3	Points converted to density
Underground storage tanks - (Vust)	3	Points converted to density
Perforated storm drainage pipe - (Vperf)	2	Lines converted to density
Age sanitary sewer pipes installed – (Vsanp)	2	Polygons

The vulnerability parameters chosen had to meet three criteria: 1) they clearly represent a susceptibility or infiltration risk, 2) they have been identified through research or experience, and 3) they are measurable and therefore “mappable”.

Vulnerability parameters were weighted based on the potential risk each represents to the aquifers. The following describes the reasoning behind assignments of parameter weights:

Wellhead time of travel (4): Since the main goal here is to map the risk that a contaminant could reach a municipal water well, the horizontal time of travel to a water station is considered one of the most significant risk factors.

Depth to drinking water aquifer (4): Like time of travel, the depth to which a contaminant must vertically move to reach the inflow point in a water well is one of the most important factors.

Class I, II facilities (4): Since they store and manage significant volumes of hazardous materials, Vancouver classified facilities present a fairly high risk to source waters. Many of these sites are also recognized by state and federal agencies as designated Tier II facilities and as permittees in the Industrial Pretreatment or Industrial General Stormwater programs.

Drywells (4): The presence of drywells represents a higher risk in that they provide an avenue for contaminants to enter the sand and gravel lithology below the soil surface.

Septic tanks (4): Septic tanks in commercial areas can present a high risk of flushing of contaminants below the soil’s surface. Mapped septic occurrences include both commercial and residential locations.

Contaminated sites (3): Although sites with a history of contamination can present a risk to an aquifer, these sites have already been identified by the state and in most cases are in remediation, so the risks to groundwater are moderate.

Underground storage tanks (3): In the past UST’s presented a greater risk but state and federal regulations now stipulate more protective design features such as double-walls and alarm systems which reduce the risks of leaks and groundwater contamination.

Perforated storm drainage pipe (2): These types of pipes present a lower risk in that they are usually placed fairly shallow allowing for some contaminant capture in the soil horizon.

Age of sanitary sewer pipe (2): A fairly minor risk for leaks to groundwater but still a concern because some sanitary pipes in Vancouver have been in the ground since the late 1800’s.

Creating Vulnerability Maps in ArcGIS

Three specific data formats were used to develop the composite vulnerability maps. Input data were available as polygons (time of travel, depth to aquifer, and age of sanitary pipe), discrete points

(classified facilities, drywells, septic tanks, contamination sites, and UST's), and lines (perforated storm pipe). These formats are listed above in Table 2. All input data were converted to raster format with gridded cells of 50 feet x 50 feet.

The point data were converted to densities to allow for raster calculations. These conversions resulted in a risk range of 1-10 with 10 representing the highest risk. The polygon map ratings, on the other hand, ranged from 1 to 3 with 3 representing the highest risk. Because polygon shapes were not converted to densities it was necessary to increase the polygon risk ranges to match the 1-10 ranges used in the other data. Depth to aquifer and age of sanitary pipe ranges were modified to three risk values of 2, 5 and 10. Time of travel polygon ranges were bumped to 4, 7, and 10 recognizing that a 10-year time of travel still represents a moderate aquifer risk.

Because the City has defined by ordinance that the entire city limits is a “critical aquifer recharge area”, all of the underlying aquifer is considered vulnerable and areas outside of defined time of travel polygons (areas of “no data”) were given a rating value of 2.

For illustration purposes, the processes used to achieve a final composite sum of weighted cell values for 4 of the 9 raster source data are shown in the following partial flowchart:

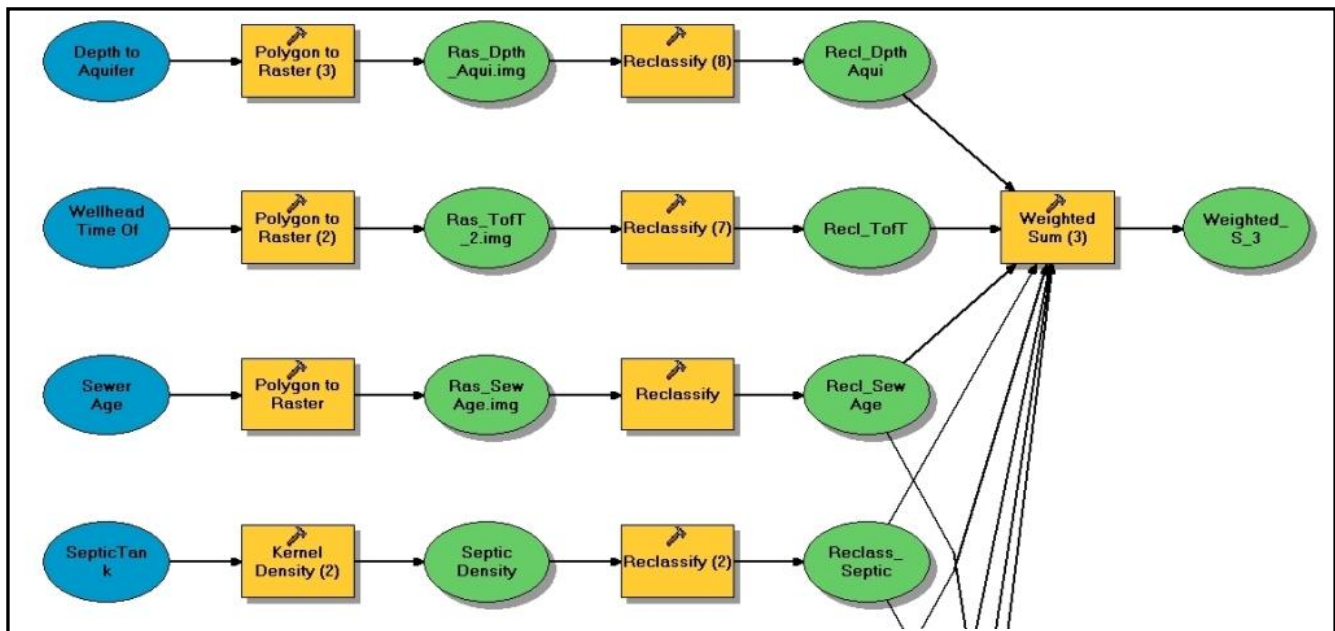


Figure 10: Segment of flowchart showing composite weighting calculation process

Creating density and normalized polygon maps made it possible to use the ArcMap[®] raster calculator to perform a weighted sum on layers with different map formats. A sum of combined weighted infiltration risks was developed based on the following calculation:

$$V_{INFL} = V_{clss}(W_{clss}) + V_{drwl}(W_{drwl}) + V_{sptc}(W_{sptc}) + V_{cont}(W_{cont}) + V_{ust}(W_{ust}) + V_{perf}(W_{perf}) + V_{sanp}(W_{sanp})$$

Final composite vulnerability was calculated using the total weighted infiltration factors combined with a sum of weighted susceptibility factors consisting of depth to aquifer plus time of travel:

$$V_{SUSC} = V_{aqdp}(W_{aqdp}) + V_{tot}(W_{tot})$$

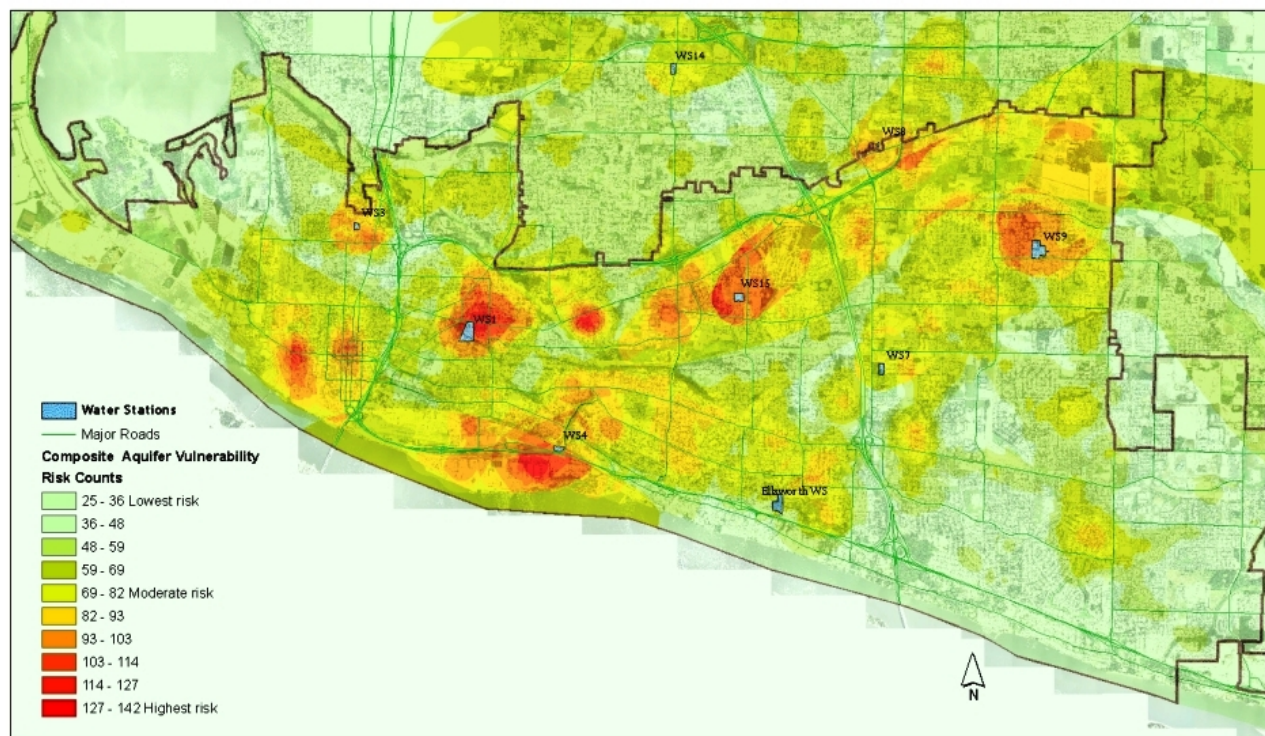
$$\text{Composite Aquifer Vulnerability} = V_{INFL} + V_{SUSC}$$

Objectives of the Aquifer Vulnerability Study

The main objective of this project was to determine areas in Vancouver where the aquifer is most susceptible to contamination due to physical aquifer properties, such as depth of and distance to water wells, and risk factors related to below-soil infiltration of contaminants. An urban aquifer system is at an increased risk for contamination because there are greater numbers of commercial and industrial operations located in a more populated area. The vulnerability factors that present the most significant aquifer threats in Vancouver were individually mapped, risk-rated, and then used to calculate and map the composite vulnerability.

The final vulnerability map allows the City's Water Protection program to target inspections, focus outreach campaigns, and provide guidance on where to apply more concentrated technical oversight in the field to maximize the effectiveness of limited staffing and budget. The susceptibility maps are also useful when evaluating a proposal for development. New facilities that are to be developed in the highest risk areas of the city will need to incorporate appropriate protective measures and be designed to minimize the risk of groundwater contamination.

The map in Figure 11 depicts the final composite risk tally representing weighted sums of the selected urban aquifer vulnerability parameters. This map can be overlain with useful layers showing city streets, tax lots, storm and sanitary lines, and aerial photos to provide a valuable overview of areas in the city in which to focus staff time for monitoring and inspections.



Aquifer Vulnerability - Vancouver, WA

Figure 11: Composite aquifer vulnerability map

Conclusion

Aquifer vulnerabilities for an urban drinking water source have been assessed and mapped using local ***aquifer susceptibility attributes*** which include depth to drinking water aquifer and time-of-travel to municipal water wells, and ***infiltration risk sources*** which include industrial and commercial sites managing hazardous materials, known or suspected contamination sites, drywells, septic tanks, underground storage tanks, perforated drain pipes and aging sanitary pipes.

Vulnerability factors were mapped, weighted, and combined to form a composite vulnerability map. The resulting composite map has become a valuable tool for identifying areas that should be closely monitored by the City's Water Protection program in order to verify that the facilities in those areas implement practices that are protective of water quality and the environment.

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SUMMARY

ORDINANCE NO. _____

AN ORDINANCE declaring an emergency and adopting a six-month temporary moratorium prohibiting the establishment of new, or expansion of existing, large-scale fossil fuel facilities; directing staff to formulate recommendations addressing the circumstances necessitating the moratorium; and establishing an immediate effective date.

The full text of this ordinance will be mailed upon request. Contact Raelyn McJilton, Records Officer at (360) 487-8711, or via www.cityofvancouver.us (Go to City Government and Public Records).