



Anne McEnerny-Ogle, Mayor
Bart Hansen · Ty Stober · Linda Glover
Laurie Lebowsky · Erik Paulsen · Sarah J. Fox

May 4, 2020 - City Council Meeting Minutes

COUNCIL REGULAR MEETING

Call to Order and Roll Call

The regular meeting of the Vancouver City Council was called to order at 6:30 p.m. by Mayor McEnerny-Ogle. The meeting was conducted remotely over video conference.

Present: Councilmembers Fox, Paulsen, Lebowsky, Glover, Stober, Hansen, Mayor McEnerny-Ogle

Absent: None

Also present on the call were the following: Eric Holmes, City Manager, Jonathan Young, City Attorney, Amanda Delapena, Assistant to the City Council, Carol Bua, Communications Director, Jennifer Campos, Principal Planner, Brian Carlson, Interim Deputy City Manager, Chad Eiken, Community and Economic Development Director, Julie Hannon, Parks and Recreation Director and Incident Commander for the City's COVID-19 response, Rebecca Kennedy, Long Range Planning Manager, Aaron Lande, Senior Policy Analyst, Ryan Lopossa, Streets and Transportation Manager, James McElvain, Police Chief, Joe Molina, Fire Chief, Natasha Ramras, Chief Financial Officer, Terry Snyder, Landscape Architect, Dan Swensen, Interim Public Works Director, and Lisa Takach, Human Resources Director.

Approval of Minutes

Minutes - April 20, 2020

Motion by Councilmember Stober, seconded by Councilmember Glover, and carried unanimously to approve the meeting minutes of April 20, 2020.

Citizen Communications (Items 1-4) - see general protocol above

Mayor McEnerny-Ogle opened Citizen Communication, and receiving no testimony, closed Citizen Communication.

Consent Agenda (Items 1-4)

Mayor McEnerny-Ogle returned Item 3 to staff for additional review.

Councilmember Stober requested Item 1 be pulled from the Consent Agenda and considered under the Old Business item following an update from staff regarding streets and transportation funding adjustments in response to the pandemic.

Motion by Councilmember Stober, seconded by Councilmember Glover, and carried unanimously to move Item 1 to the Old Business section of the agenda to be considered for action following a staff presentation.

Motion by Councilmember Fox, seconded by Councilmember Lebowsky, and carried unanimously to approve Items 2 and 4 of the Consent Agenda.

1. 2020 Pavement Repairs Project

Staff Report 051-20

Summary

The 2020 Pavement Repairs Project is being constructed as part of the pavement management program. This project involves repairing failed pavement on streets that will receive a preservation treatment. Preservation treatments include microsurfacing, slurry sealing, chip sealing, and cape sealing. Most of the pavement, on the streets selected for preservation, is in fair condition and is ready for a preservation treatment. However, areas of failed pavement need to be repaired before a preservation treatment may be placed on them. This is work that has been done every year to prepare the streets for preservation. In previous years, pavement repairs were performed by City maintenance crews. This year, partially due to the loss of temporary staff stemming from the COVID-19 economic crisis, City maintenance crews do not have the capacity to complete the street preparation work required in advance for both these streets and the slurry seal-only streets before each contractor is able to start their work at the beginning of July. As such, the work needs to be contracted out.

The attached vicinity map shows where streets will receive pavement repairs. Corridors include NE 121st Avenue, NE 49th Street, NE 34th Street, NE 139th Avenue, NE 126th Avenue, NE Park Plaza, SE 7th Street, SE Village Loop, E Evergreen Blvd, and Lieser Road.

On April 14, 2020, the City received three bids for the subject project. The bids ranged from \$576,000 to \$638,300. The low bidder was responsive. The bids are as follows:

SUMMARY OF BIDS	

BIDDER	AMOUNT
<i>Granite Construction Company, Vancouver, WA</i>	<i>\$ 576,576.00</i>
<i>Lakeside Industries Inc., Vancouver, WA</i>	<i>\$ 608,660.00</i>
<i>Central Paving, LLC, Ellensburg, WA</i>	<i>\$ 638,260.00</i>
<i>Engineers' Estimate</i>	<i>\$500,000 to \$600,000</i>

There is a minimum apprenticeship goal of 3% of the utilized labor hours for this project. Granite Construction Company of Vancouver, Washington has submitted an Apprenticeship Utilization Plan to meet or exceed this goal by using approximately 90 hours of apprentice time of the estimating a total of 2,214 applicable labor hours for the project.

Request: Award a construction contract for the 2020 Pavement Repairs Project to the lowest responsive and responsible bidder, Granite Construction Company, Vancouver, Washington, at their bid price of \$576,576.00, which includes Washington State sales tax, and authorize the City Manager or designee to execute the same and authorize any subsequent legal action necessary to enforce the same.

Chris Sneider, PE, Senior Civil Engineer, 487-8239

Item considered under Old Business. Discussion and action summarized below.

2. **Bid Award for North Image Park Improvements**

Staff Report 052-20

Summary

This contract provides for construction of a new park in the NE corner of the city at 137th Avenue and 49th Street. The project consists of grading, ½ street improvements, new trails and sidewalks, installation of a dinosaur themed playground, 2 shade structures, Portland Loo style restrooms, ½ court basketball, picnic tables, benches, bike racks, landscaping and irrigation. The work is anticipated to be complete by end of year 2020.

A Request for Bids (ITB 20-07) was issued on February 4, 2020. Bids were publicly opened on March 3, 2020 The City received six bids, as listed below:

VENDOR	AMOUNT
<i>Lee Contractors, LLC, Battle Ground WA</i>	<i>\$1,177,447.87</i>

<i>C&R Tractor and Landscaping, Kelso WA</i>	<i>\$1,179,991.25</i>
<i>Advanced Excavation Specialties, Longview WA</i>	<i>\$1,206,897.76</i>
<i>Clark & Sons Excavating, Battle Ground WA</i>	<i>\$1,421,438.11</i>
<i>Keystone Contracting, Ridgefield WA</i>	<i>\$1,538,533.71</i>
<i>MJ Hughes Construction, Vancouver WA</i>	<i>\$1,650,643.42</i>
<i>ENGINEER'S ESTIMATE</i>	<i>\$1,457,854.92</i>

Staff is requesting that City Council award the contract to Lee Contractors, LLC of Battle Ground Washington as the lowest responsive and responsible bidder on the project.

Request: Award a contract to the lowest responsive and responsible bidder, Lee Contractors, LLC, of Battle Ground, Washington, and authorize the City Manager, or his designee, to execute a contract and approve any required amendments for construction of North image Park for the bid amount of \$1,177,447.87 including Washington State sales tax; delegate authority to the City Manager to authorize any subsequent legal action necessary to enforce the terms of the above contract documents with Lee Contractors, LLC.

Terry Snyder, Landscape Architect, 487-8317

Motion approved the request.

3. Appointments to the Transportation and Mobility Commission

The Transportation and Mobility Commission will provide advice to Vancouver City Council, the City Manager and city staff on a variety of transportation and mobility-related projects, programs and policies. It will also provide ongoing feedback and guidance on development of citywide transportation policy through the update of the city's Transportation System Plan.

The Mayor and Council subcommittees recently interviewed 33 candidates for 11 seats on the newly formed Transportation and Mobility Commission.

(Expiration dates for each seat will be staggered and determined at a later date.)

Request: Appoint Carson Valenta, Charles Frayer, Eduardo Ramos, Mario Raia, Jazlyn Faulstick, Michael Paine, Matt Herman, Derya Ruggles, Ken Williams, Leah Jackson, and Emilie Ruehs to the Transportation and Mobility Commission.

Mayor and City Council; Rebecca Kennedy, Long Range Planning Manager, 487-7896; Jennifer Campos, Principal Planner, 487-7728; Shannon Williams, Associate Planner, 487-7898

Item returned to staff for additional review.

4. Approval of Claim Vouchers

Request: Approve claim vouchers for May 4, 2020.

Motion approved claim vouchers for May 4, 2020, in the amount of \$11,435,105.80.

Old Business

5. Vancouver COVID-19 Emergency Response and Presentation of Emergency Order

A RESOLUTION ratifying and confirming Emergency Order 2020-12 as issued by the Vancouver City Manager.

Request: Adopt a resolution ratifying Emergency Order 2020-12.

City Manager Eric Holmes provided Council with an overview of the Governor's latest orders, including a summary of the state plan for phased reopening of the economy; a summary of the most recent City of Vancouver operational changes; and presentation of one emergency order (2020-12) that had been issued since the last time Council was in session.

Mr. Holmes explained Emergency Order 2020-12 put into effect the Council's direction to reopen City-sponsored community gardens on an accelerated pace.

Motion by Councilmember Stober, seconded by Councilmember Lebowsky, and carried unanimously to ratify Emergency Order 2020-12.

Natasha Ramras, Chief Financial Officer, presented an updated financial forecast, which included information pertaining to the national economy, as well as assumptions pertaining to the City's budget for 2020. Ryan Lopossa,

Streets and Transportation Manager, presented an overview of transportation revenue shortfalls and a proposal for adjustments to programs and projects to address the shortfall.

Councilmember Lebowsky asked which elements of the Transportation System Program update would be conducted in-house by City staff rather than being contracted out. Rebecca Kennedy, Long Range Planning Manager, explained public outreach would be conducted by City staff, and the scope and timeline of the program update would be adjusted to meet the reduced budget.

Mr. Lopossa also provided an overview of the 2020 Pavement Repairs Project (Consent Agenda Item 1).

Councilmember Fox asked whether the City could adopt a one-year budget rather than a biennial budget, given the financial uncertainty over the remainder of the year and into 2021 and as many government functions will not resume until phase 3 of the Governor's reopening plan. Ms. Ramras explained the two-year budget would be prepared with certain items held as contingency in case the expected revenues to fund those items do not come in. Mr. Holmes explained the City's Charter requires the Council to adopt a biennial budget.

Councilmember Stober asked whether the adjustments to the transportation budget are a done deal and who has the authority to make final decisions on funding, as the language in the memo presented the measures as already decided upon. Mr. Holmes explained the language in the memo provided to Council on this topic was inaccurate in presenting the project and program adjustments as being final. He stated they were meant to be presented as recommendations consistent with Council policies regarding street management and asset management strategies. He stated if Council has direction different from what was presented, staff would be open to that.

Councilmember Hansen stated he is mostly concerned about years two and three following the pandemic and the adjustments outlined by staff in this presentation, as many of those proposals would realize one-time savings to help immediate budget shortfalls, but the impact to the budget would likely be ongoing.

Councilmember Stober noted much of the transportation proposal would defer projects to 2021, and he asked where the funding would come from at that point. Mr. Lopossa explained transportation projects and programming essentially would slide by one year, so whatever was slated for 2020 would slide to 2021, projects scheduled for 2021 would slide to 2022, and so on. Mr. Holmes noted there is a lot of uncertainty regarding the economic impact to the City and more data should be available by mid-summer when staff is assembling the 2021-22 budget. He noted the bottom line is the City will have to live within its means, and this proposal is a starting framework that would allow some work to go forward while it would be deferred elsewhere.

Councilmember Stober stated he thinks the proposal is a very hopeful

response and he does not see the City's budget being able to support a lot of these projects and programs as soon as anticipated in the presentation. He said he thinks 2023 would be a more realistic assumption and asked what the condition of Columbia Street would be in three years if it is not paved in that time. Mr. Lopossa explained Columbia is currently in a failed state and deferring maintenance one or two years likely would not make much of a difference, especially if the City was able to make selective repairs in targeted places to keep it functioning. In three years, he said the City would likely need to put more work into it, and if left unattended, the deterioration would likely get into the subgrade of the street, but that is a worst case scenario on Columbia.

Councilmember Stober stated he has major concerns with the proposal, noting the future is going to look very different and how the City operates will be very different. He stated this proposal does not acknowledge that. He stated cities in other parts of the country and world have been converting streets to bike and pedestrian access only, for example. He noted there likely will be a resurgence of COVID in the fall and asked what the City is doing to transition to being more resilient in that situation.

Council spoke at length regarding the various levels and options of pavement preservation and the current state of the City's street system.

Councilmember Fox noted some of the projects proposed to move forward have grant funding tied to them and asked whether moving other projects forward to a shovel-ready status would make them eligible for grant funding in the near future, perhaps for a future stimulus package. Mr. Holmes explained that historically shovel-ready projects tend to be more likely to get funded by state grants, but those grants do not typically fund projects like those included in the City's operating programs. He noted that the City is currently in the window of awarding pavement contracts for the summer, and the recommendation currently is to spend the resources the City has now to preserve what can be preserved now.

Councilmember Hansen stated it makes sense to move forward the projects tied to grant funding. He stated he is concerned about revenue over the next two years and did not see an opportunity to implement a new revenue source through a voted option, as residents voted for I-976 before the pandemic and economic downturn of the recent months. He stated he agrees with the direction as presented by staff.

In regards to Columbia Street, Councilmember Glover stated she is concerned that by not doing the Complete Streets project this year, the City would be putting at risk its stewardship of preservation and safety. She stated she would like to see some kind of improvements done this year at least to address safety, perhaps less expensive projects such as restriping or doing the pavement improvements in smaller phases.

Councilmember Paulsen stated he is very disappointed the Council is faced with the decision of not completing the Columbia Street Complete Streets project as contemplated, but noted there are short-term tactical things the City

has to do now to get through the worst of the crisis until more information is available. He stated the decision now is regarding the current year financials, and stated moving forward with the grant-funded projects makes sense, especially if it is unclear whether that grant funding might be available in the future. He stated the question for the rest of the transportation budget is whether the City should take care of what it has or invest in larger projects, and he noted that deferred maintenance raises costs to a project exponentially. He stated he would be open to things that could be done on Columbia now at a lower cost, but could not see a path forward to doing significant improvements on that roadway given the current environment.

Mayor McEnerny-Ogle asked whether it would be feasible to break the Columbia Street project into multiple phases, starting with the worst segment and perhaps only doing about nine blocks in one year, much like how the City approached Old Evergreen Highway repairs. Mr. Lopossa stated staff could go back and evaluate such an approach on Columbia, noting the reduction in the number of blocks would reduce the cost for 2020 by about 35-40 percent.

Councilmember Hansen questioned what that reduced work plan would do to the overall cost of Columbia Street, and noted investing more in Columbia over time would result in funding being diverted from other projects around the city. Mr. Lopossa stated it would increase the overall cost to the project as crews would have to be brought back multiple times and costs increase with inflation every year.

Council spoke at length regarding potential phased options for Columbia, the impact of current traffic on city streets to pedestrian safety, and related trade-offs that would impact the overall budget, as well as the timing of other projects and safety impacts as a result.

Councilmember Glover stated she could not feel comfortable prioritizing cost over the safety of citizens and asked the Council to consider some kind of improvements to Columbia Street in 2020, such as striping, to address safety as soon as possible.

Councilmember Hansen stated he does not necessarily disagree with the Columbia Street proposal Council has been discussing, but he is concerned that doing just one phase of Columbia will not improve the overall safety and questioned whether that money would be put in the right place if it was invested in phased improvements to Columbia rather than addressing some of the deferred maintenance needed on other streets throughout the city.

Motion by Councilmember Lebowsky, seconded by Councilmember Glover to direct staff to develop a phased plan for installing three-foot buffered bike lanes, from the travel lane to the bike lane, and no parking signage and repairing the worst pavement areas on Columbia Street.

Mr. Holmes asked whether the intent would be to have the work completed in 2020, as the City is at a place where there is not a lot of time to further discuss

a plan with Council at a later date and still meet the timing for bidding and contracting the work if it is to happen in 2020. Mr. Lopossa confirmed this, and suggested if the Council would like investments in Columbia now and improvements done in the most cost effective and efficient way, the Council might want to consider going back to the original implementation plan for the project and doing resurfacing from 15th to 33rd streets, and putting in as much of the buffered bike lane components as possible. The part of the original plan that the City would not be able to complete at his time would be the enhanced crosswalks. The surfacing work, striping for buffered bike lanes, and posting of no parking signs could be completed.

Mr. Holmes stated staff could pivot the pavement management program to make Columbia Street a priority and adjust the preservation work elsewhere in the City's street system to meet the budget, if so directed by Council. He noted it would require trade-offs to other pavement work that had been proposed elsewhere in the City. Mr. Lopossa confirmed staff would eliminate the slurry seal work planned for 2020 and reduce the preservation work by about 25 percent to make up the difference needed to do Columbia.

Councilmember Fox noted the significant staffing impacts occurring at the City as a result of the economic impacts of the pandemic and expressed concerns about diverting money from pavement management projects on the east side of the city to Columbia Street. She noted the transportation proposal shows Council which projects could move forward this year, and she did not feel comfortable shifting the investment back to Columbia Street when it could be much more efficiently invested throughout the street system.

Councilmember Paulsen asked staff how many lane miles elsewhere in the system would not be treated if the funding was refocused to the Columbia Street project. Mr. Lopossa stated it would be all of 39 miles of the slurry program, and 25 percent of the 40 miles scheduled under the preservation program, for about 48 lane miles total between the two programs.

Councilmember Lebowsky stated the policy issue before the Council is what the future of the City should be, assuming traffic levels will go back to what they were prior to the pandemic. She stated there will likely be less wear and tear on the roads due to fewer people driving. She stated this is also an issue of expense versus safety, and significantly the safety of cyclists and pedestrians.

Councilmember Stober stated it is unsurprising how much discussion Council is having on this topic given the amount of energy spent on the Columbia Street design. He stated he is frustrated to be presented with all or nothing recommendations and he is not comfortable designing on the fly, but he stated the City needs to be taking steps towards the future.

Councilmember Hansen stated he thinks it is troublesome to be planning transportation investments based on the idea that everyone is going to transition to micro-mobility options or walking after the pandemic, and there are issues such as the climate of this part of the country that would make that

unfeasible for some people. He stated it does not make sense to trade repairs to about 48 lane miles throughout the city for 15 blocks of Columbia Street, especially knowing that deferred maintenance will cost more in the future.

Councilmember Paulsen stated he believes it may be shortsighted to think that improving those 48 lane miles across the City will not also improve safety along those roadways. He stated he is most concerned by the uncertainty for 2021 and beyond and not knowing at this point when the funding the City would spend in 2020 could be replenished, which calls for prudence. He stated he would like to fund the Columbia Street project right away if it were not for the current economic environment and uncertainty. He stated it is a difficult decision because the Council must decide between two things the city needs.

Mayor McEnerny-Ogle noted that unfortunately this is the type of conversation the Council will continue to have probably for the next year, making decisions about programs and projects across the City's service areas. She stated this is not a decision she expected she would have to make now and she wanted to address Columbia Street in phases, even if the overall cost would be more, but she stated the 48 lane miles of the system that would not be addressed as a result is a lot of asset, and it is the City's policy to preserve its assets. She stated as a result she would reluctantly vote against the motion to prioritize Columbia Street improvements. She stated she could not vote for taking away funding to preserve those roadways because the City does not know at this point what its revenues will be in the future.

Motion to direct staff to develop a phased plan for installing three-foot buffered bike lanes, from the travel lane to the bike lane, and no parking signage and repairing the worst pavement areas on Columbia Street, failed 3-4, with Councilmembers Lebowsky, Glover and Stober voting "Yes".

Mr. Holmes stated that he wanted to reflect back that he heard clearly from the Council that the Columbia Complete Streets project remains a very high priority, and as the City sees what the economy does in the coming months, as well as if there are outside resources through a federal or state stimulus package that can be spent on this kind of a project, that it ranks at the highest priority.

Mayor McEnerny-Ogle brought Item 1 from the Consent Agenda back to the Council for consideration.

Motion by Councilmember Paulsen, seconded by Councilmember Glover, and carried unanimously to approve Item 1 of the Consent Agenda.

Communications

- A. From the Council
- B. From the Mayor
- C. From the City Manager

Adjournment

9:27 p.m.

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Anne McEnerny-Ogle

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Anne McEnerny-Ogle, Mayor

Attest:

DocuSigned by:

Natasha Ramras

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Natasha Ramras, City Clerk

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