



CITY OF JOHN DAY

mayor
Ron Lundbom

city manager
Nicholas Green

secretary
Chantal DesJardin

council
Shannon Adair
Gregg Haberly
Dave Holland
Steve Schuette
Elliot Sky
Paul Smith

April 1, 2021

To: Grant County Budget Committee

Re: 4th Street (Airport Access) Road Repairs Budget Request

The 4th Street (Airport Access) Road was damaged in the spring 2019 flood event, which undermined the road base and resulted in a slump in the road above the embankment and surface, damaging 45 CY of asphalt, 145 FT long x 25 FT wide x 4 IN deep. Floodwater in Canyon Creek and up slope saturation resulted in the erosion of the embankment toe and caused a slump in the road's embankment that is continuing to degrade and must be repaired.

The John Day city council met with the county court for a study session on October 14, 2020 to discuss this project. The court indicated they would be willing to assist with funding the repairs given the importance of this road for access to the Grant County Regional Airport, for emergency vehicle/air ambulance transport, and for fire suppression activities. The city council stated they would provide a funding request once the Federal Emergency Management Agency (FEMA) approved the scope of work.

FEMA approved the scope and cost for the project on March 30, 2021 (Enclosed). The cost for the repairs is estimated to be \$1,593,127. The Federal Share approved by FEMA will cover \$1,194,845.25 (75.00%). **We are required to pay the balance of the Non-Federal Share of \$398,281.75 (25.00%).**

A 95-foot long soldier pile retaining wall with variable height (2,500 square feet total) is required to avoid closing the road to emergency traffic between the hospital and the emergency medical air transportation facilities at the airport, and to avoid risks of destabilizing the uphill slopes of the other alternative solutions.

Initial on-site engineering assessment and geotechnical assessment for the 4th Avenue Embankment project is complete. Preliminary design is complete and the environmental permits have been approved for the project to be constructed within the in-water work window, July 15 to August 31, 2021.

BUDGET REQUEST

The City of John Day has obligated \$270,000 for initial design and construction oversight. We will also cover the cost of final design (\$55,584.00), permitting and single scope audit for the federal cost share.



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We are requesting the county budget \$398,281.75 in the coming fiscal year's (FY22) budget for the Non-Federal Share cost of construction.

This project will be subject to Prevailing Wage / Davis Bacon regulations and will be bonded and insured by the firm selected to perform the work. For these reasons, we are requesting a cash contribution from the county on a reimbursement basis for work completed by the selected contractor. The City will submit the final contractors bid along with invoices from the contractor to the county for reimbursement after each invoice is paid by the City.

There may be a possibility for some in-kind work (i.e. repaving and/or fill material) to be contributed after the soldier pile wall is installed, however, the construction of the wall and bank stabilization must be performed by a licensed and bonded construction company that specializes in soldier pile installations. The in-stream work window is also a very narrow window for this project and we need to ensure all in-stream work can be completed during this timeframe.

If you have questions or concerns about this project please let me know.

Sincerely,

Nicholas Green
City Manager

Enclosure(s)

Department of Homeland Security Federal Emergency Management Agency

General Info

Project #	109453	PW #	34	Project Type	Specialized
Project Category	C - Roads and Bridges			Applicant	City of John Day (023-37550-00)
Project Title	4th Street (Airport Access) Road			Event	4452DR-OR (4452DR)
Project Size	Large			Declaration Date	7/9/2019
Activity Completion Date	1/09/2021			Incident Start Date	4/06/2019
Process Step	Pending DIU EMMIE Final Record Upload			Incident End Date	4/21/2019

Damage Description and Dimensions

The Disaster # 4452DR, which occurred between **04/06/2019** and **04/21/2019**, caused:

Damage #316860; Roads & Bridges

General Facility Information:

- **Facility Type:** Roads (No Culverts)
- **Facility:** SW 4th Avenue
- **Facility Description:** 4th Avenue is a 25 FT wide asphalt surface roadway built into the side of a hill with the embankment's toe at and running along Canyon Creek's banks.
- **Approx. Year Built:** 1964
- **Location Description:** SW 4th Avenue, John Day, OR 97845
- **Road Type:** Asphalt
- **Start GPS Latitude/Longitude:** 44.41024, -118.95423
- **End GPS Latitude/Longitude:** 44.40995, -118.95405
- **Width (ft):** 25
- **Number of Lanes:** 2

General Damage Information:

- **Date Damaged:** 4/8/2019
- **Cause of Damage:** Floodwater in Canyon Creek and up slope saturation resulted in the erosion of the embankment toe and caused a slump in the road above's embankment and surface.

Road Damage:

- Surface, 45 CY of asphalt, 145 FT long x 25 FT wide x 4 IN deep, floodwater in Canyon Creek and up slope saturation resulted in the erosion of the embankment toe and caused a slump in the road's embankment and surface above, 0% work completed.
- Base, 68 CY of gravel (1 inch minus), 145 FT long x 25 FT wide x 6 IN deep, floodwater in Canyon Creek and up slope saturation resulted in the erosion of the embankment toe and caused a slump in the road's embankment and surface above, 0% work completed.
- Embankment, 1,343 CY of engineered fill, 145 FT long x 10 FT wide x 25 FT deep, floodwater in Canyon Creek and up slope saturation resulted in the erosion of the embankment toe and caused a slump in the road's embankment and surface above, 0% work completed.

Special Considerations:

- #2) Toe of embankment is in canyon Creek.
- #4) Repairs could alter hydraulics and existing path of road.
- #5) The Applicant would like assistance with a Hazard Mitigation Plan.
- #7) Undeveloped private property.
- #9) Canyon Creek has Steelhead.

Final Scope

316860 Roads & Bridges

Version 1:

DI #316860

SW 4th AVE, JOHN DAY, OR

WORK TO BE COMPLETED

The applicant will utilize contract for repairs to the SW 4th Avenue (Airport Access) road that restores the facility back to its pre-disaster function and capacity.

- A. Remove and replace 145 linear feet of 25-foot wide x 4-inches deep area (45 CY) of asphalt road surface.
- B. Repair and replace 145 linear feet of 25-foot wide x 6-inches deep area (65 CY) of collapsed gravel road base.
- C. In order to restore the road at its current alignment and the integral ground that was lost, without encroaching into the existing creek channel, reducing the cross sectional area of Canyon Creek and elevating the regulated 100 year base flood elevation, a 95-foot long soldier pile retaining wall with variable height (2,500 square feet total), as recommended in Alternative 1 by the Applicant's consulting engineer, is required to avoid closing the road to emergency traffic between the hospital and the emergency medical air transportation facilities at the airport, and to avoid risks of destabilizing the uphill slopes of the other alternative solutions.

Work to be Completed Total: \$1,173,495.00

Version 0 CEF: \$55,584.00

Version 1 CEF Change: \$1,537,543.00

Total Project CEF: \$1,593,127.00

PROJECT NOTES:

1. Although the geotechnical report identified evidence of a previous landslide at the site, no evidence of recent landslide activity or previous repairs of the road were apparent or identified. Because the current road damage was caused by erosion of the road embankment from floodwaters in

Canyon Creek and not from a pre-existing slope instability, restoration of the integral ground supporting the road is deemed eligible (see the attachment labeled *109453 Slope Failure Evaluation.docx*).

2. The CEF validates the Applicant's preferred/proposed method of repair, which was generated through the earlier A/E V0 analysis. See file *MEMO-4TH Ave Repair Design Alternatives_Rev1.pdf*.
3. FEMA validated proposed costs for Alternative 1 using Oregon Department of Transportation (ODOT) Average Bid Item Data accessible at *Weighted_Average_Prices_2019.pdf* (oregon.gov) , see attachment labeled *John Day Validation.xlsx*, and using information provided by ODOT from its Project Controls Office database, see attachment labeled *John Day ODOT Cost Notes.pdf*.
4. The Applicant's cost estimate, \$1,349,597, has been determined reasonable as compared to the result of the CEF construction cost (A through G total), \$1,378,699. A CEF performed on the Applicant's cost estimate resulted in a total CEF project cost of \$1,593,127.00. See the attachment labeled *CEF John Day SP 109453.xlsx*.
5. Applicant's preferred method of repair, Alternative 1, has been verified to be a) the emergency access route (i.e., shortest and fastest route) from the regional hospital, Blue Mountain Hospital—a Level IV (lowest level) Trauma Center, to Grant County Regional Airport, b) the only repair option that keeps this medical emergency route open during construction, and c) half the distance in time to the airport when compared to next shortest alternate route.
6. The subject facility is called SW 4th Avenue, rather than "4th Street" as noted in the Project Title.
7. GPS coordinates are confirmed as Start (lat/long): 44.41024, -118.95423, and End (lat/long): 44.40995, -118.95405.
8. For Work To Be Completed, the Applicant is required to obtain all necessary Federal, State, and local environmental permits prior to the start of construction.
9. For work to be completed, the applicant must comply with all applicable EHP laws and regulations including, but not limited to C&D debris disposal (fencing, retention walls, concrete, asphalt, AC units, light poles, among other items and activities). Therefore, EHP review needs to occur before the applicant starting any work that has the potential to impact the environment, historic properties or archeological resources, including but not limited to demolition, site preparation and ground disturbing activities. The project documents should include:
 - a. Final Disposal Site Permit
 - b. GPS Coordinates/Final Disposal
 - c. GPS Coordinates/Staging Area
 - d. Type of Material
 - e. Quantities by material type
10. The applicant's procurement and payroll policies have been provided. See the attachments labeled *Procurement Policy-John Day.pdf*, *2017 0517 Employee Handbook John Day.pdf*, *2019 Salary Classification Scale 2% cola estimate-City of John Day.pdf*, and *2016-2019 Grant County Police Officer Assoc Agreement with John Day.pdf*.
11. All work will be completed within the applicant's right-of-way (ROW). If staging of equipment and materials are needed, they will be staged within the applicant's ROW.
12. All borrow or fill material must come from pre-existing stockpiles, materials reclaimed from maintained roadside ditches (provided the designed width or depth of the ditch is not increased), or commercially procured material from a source existing prior to the event. For any FEMA-funded project requiring the use of a non-commercial source or a commercial source that was not permitted to operate prior to the event (e.g. a new pit, agricultural fields, road ROWs, etc.) in whole or part, regardless of cost, the Applicant must notify FEMA and the Recipient prior to extracting material. FEMA must review the source for compliance with all applicable federal environmental planning and historic preservation laws and executive orders prior to a recipient of their contractor commencing borrow extraction. Consultation and regulatory permitting may be required. Non-compliance with this requirement may jeopardize receipt of Federal funding. Documentation of borrow sources utilized is required at closeout.

406 HMP Scope

1/20/21 This Version of the project has been written for Alternative 1, supplied by the applicant. This scope of work utilizes a method of repair which includes soldier piling and other features which will result in mitigation being achieved, with no need for additional funding. This mitigation accomplished is being acknowledged via a \$0.00 HMP. J.Malone

Cost

Code	Quantity	Unit	Total Cost	Section
3510 (Engineering And Design Services)	1.00	Lump Sum	\$55,584.00	Uncompleted
9000 (CEF Cost Estimate)	1.00	Lump Sum	\$1,537,543.00	Uncompleted

CRC Gross Cost	\$1,593,127.00
Total 406 HMP Cost	\$0.00
Total Insurance Reductions	\$0.00
CRC Net Cost	\$1,593,127.00
Federal Share (75.00%)	\$1,194,845.25
Non-Federal Share (25.00%)	\$398,281.75

Award Information

Version Information

Version #	Eligibility Status	Current Location	Bundle Number	Project Amount	Cost Share	Federal Share Obligated	Date Obligated
0	Eligible	Awarded	PA-10-OR-4452-PW-00034(28)	\$55,584.00	75 %	\$41,688.00	4/1/2020
1	Eligible	In Review		\$0.00	75 %	\$0.00	

Drawdown History

EMMIE Drawdown Status As of Date	Obligation Number	Expenditure Number	Expended Date	Expended Amount
6/16/2020	4452DRORP00000341	20191TII-06152020	6/12/2020	\$41,688.00

Subgrant Conditions

- As described in 2 CFR, Part 200 § 200.333, financial records, supporting documents, statistical records and all other non-Federal entity records pertinent to a Federal award must be retained for a period of three (3) years from the date of submission of the final expenditure report or, for Federal awards that are renewed quarterly or annually, from the date of the submission of the quarterly or annual financial report, respectively, as reported to the Federal awarding agency or pass-through entity in the case of a sub-recipient. Federal awarding agencies and pass-through entities must not impose any other record retention requirements upon non-Federal entities. Exceptions, Part 200.333, (a) – (f), (1), (2). All records relative to this Project Worksheet are subject to examination and audit by the State, FEMA and the Comptroller General of the United States and must reflect work related to disaster-specific costs.
- In the seeking of proposals and letting of contracts for eligible work, the Applicant/Subrecipient must comply with its Local, State (provided that the procurements conform to applicable Federal law) and Federal procurement laws, regulations, and procedures as required by FEMA Policy 2 CFR Part 200, Procurement Standards, §§ 317-326.
- The Recipient must submit its certification of the subrecipient's completion of this project, the final claim for payment, and supporting documentation within 180 days from the date that the applicant completes the scope of work, or the project deadline, whichever occurs first. FEMA reimburses Large Projects (those with costs above the large project threshold) based on the actual eligible final project costs. Therefore, during the final project reconciliation (closeout), the project may be amended to reflect the reconciliation of actual eligible costs.
- The terms of the FEMA-State Agreement are incorporated by reference into this project award under the Public Assistance grant and the applicant must comply with all applicable laws, regulations, policy, and guidance. This includes, among others, the Robert T. Stafford Disaster Relief and Emergency Assistance Act; Title 44 of the Code of Federal Regulations; FEMA Policy No. 104-009-2, Public Assistance Policy and Program Guide; and other FEMA policy and guidance.
- The DHS Standard Terms and Conditions in effect as of the date of the declaration of this major disaster are incorporated by reference into this project award under the Public Assistance grant, which flow down from the Recipient to subrecipients unless a particular term or condition indicates otherwise.
- The Uniform Administrative Requirements, Cost Principles, and Audit Requirements set forth at 2 C.F.R. pt. 200 apply to this project award under the Public Assistance grant, which flow down from the Recipient to all subrecipients unless a particular section of 2 C.F.R. pt. 200, the FEMA-State Agreement, or the terms and conditions of this project award indicate otherwise. See 2 C.F.R. §§ 200.101 and 110.
- The applicant must submit a written request through the Recipient to FEMA before it makes a change to the approved scope of work in this project. If the applicant commences work associated with a change before FEMA approves the change, it will jeopardize financial assistance for this project. See FEMA Policy No. 104-009-2, Public Assistance Program and Policy Guide.
- The Subrecipient provided the estimate for this PW. FEMA validated the estimate and found it to be reasonable for the work to be performed.
- Pursuant to section 312 of the Stafford Act, 42 U.S.C. 5155, FEMA is prohibited from providing financial assistance to any entity that receives assistance from another program, insurance, or any other source for the same work. The subrecipient agrees to repay all duplicated assistance to FEMA if they receive assistance for the same work from another Federal agency, insurance, or any other source. If an subrecipient receives funding from another federal program for the same purpose, it must notify FEMA through the Recipient and return any duplicated funding.

Insurance

Additional Information

1/20/2021

GENERAL INFORMATION

Event: 4452DR-OR

Project: 158062

Category of Work: Cat C - Roads & Bridges

Applicant: City of John Day (023-37550-00)

Event Type: Severe Storms

Cause of Loss: Flood

Incident Period: 4/6/2019 to 4/21/2019

Total Public Assistance Amount: \$1,593,127.00

COMMERCIAL INSURANCE INFORMATION

Does the Applicant have a Commercial Policy: No

Property insurance coverage for road(s), road right-of-ways, embankment erosion, bridges or culvert damage represented on this project are not insured or insurable. No insurance relief is anticipated. No Obtain and Maintain requirement will be made.

FEMA requires the Applicant to take reasonable efforts to pursue claims to recover insurance proceeds that it is entitled to receive from its insurer(s). In the event that any insurance proceeds are received for these expenses those proceeds must be reduced from FEMA Public Assistance funding to ensure no duplication of benefits has occurred.

No duplication of benefits from insurance is anticipated for work described in this application. In the event any part or all costs are paid by an insurance policy, a duplication of benefits from insurance will occur. Applicant must notify grantee and FEMA of such recoveries and the Sub-Grant award amount must be reduced by actual insurance proceeds.

No insurance requirements are mandated for the damages included in this project. Insurance requirements are specific to permanent work to replace, restore, repair, reconstruct, or construct buildings, contents, equipment, and vehicles (FEMA Recovery Policy FP 206-086-1).

NUMBER OF DAMAGED INVENTORIES INCLUDED IN THIS PROJECT: (1)

Damaged Inventory (DI) #316860:

Roads & Bridges

Number of damaged locations included in this DI: (1)

Location Description: SW 4th Avenue, John Day, OR 97845

GPS Coordinates: 44.41024, -118.95423 through 44.40995, -118.95405

Cause of Loss: Flood

Damage Inventory Amount: \$1,593,127.00

Prior Obtain and Maintain Requirement:

No prior insurance requirements were found for this facility.

Reduction(s):

No Reduction is being made to this facility.

Obtain and Maintain Requirement:

No Obtain & Maintain Requirement is being mandated for Roads & Bridges because facility does not meet the definition of building, equipment, contents, or vehicle.

Standard Insurance Comments

FEMA Policy 206-086-1

PART 2: Other Insurance-Related Provisions. (Sections 312 and 406(d) of the Stafford Act)

A. Duplication of Benefits. FEMA cannot provide assistance for disaster-related losses that duplicate benefits available to an applicant from another source, including insurance.

1. Before FEMA approves assistance for a property, an applicant must provide FEMA with information about any actual or anticipated insurance settlement or recovery it is entitled to for that property.
2. FEMA will reduce assistance to an applicant by the amount of its actual or anticipated insurance proceeds.
3. Applicants must take reasonable efforts to recover insurance proceeds that they are entitled to receive from their insurer(s).

Alex Polupan, PA Insurance Specialist

CRC West, Sacramento, CA

O&M Requirements

There are no Obtain and Maintain Requirements on **4th Street (Airport Access) Road**.

406 Mitigation

1/20/21 This Version of the project has been written for Alternative 1, supplied by the applicant. This scope of work utilizes a method of repair which includes soldier piling and other features which will result in mitigation being achieved, with no need for additional funding. This mitigation accomplished is being acknowledged via a \$0.00 HMP. J.Malone

Environmental Historical Preservation

Is this project compliant with EHP laws, regulations, and executive orders?

Yes

EHP Conditions

- Any change to the approved scope of work will require re-evaluation for compliance with NEPA and other Laws and Executive Orders.
- This review does not address all federal, state and local requirements. Acceptance of federal funding requires recipient to comply with all federal, state and local laws. Failure to obtain all appropriate federal, state and local environmental permits and clearances may jeopardize funding.
- If ground disturbing activities occur during construction, applicant will monitor ground disturbance and if any potential

archaeological resources are discovered, will immediately cease construction in that area and notify the State and FEMA.

EHP Additional Info

There is no additional environmental historical preservation on **4th Street (Airport Access) Road**.

Final Reviews

Final Review

Reviewed By Michaels, Steven S.

Reviewed On 03/30/2021 12:57 PM PDT

Review Comments

No comments available for the Final Review step

Recipient Review

Reviewed By Slevin, Julie

Reviewed On 03/30/2021 1:05 PM PDT

Review Comments

State Reviewed, JS 3/30/21

Project Signatures

Signed By Green, Nicholas

Signed On 04/01/2021