



**NARRATIVE INFORMATION SHEET
CITY OF OAK HARBOR, WASHINGTON
FY2024 U.S. EPA BROWNFIELDS MULTIPURPOSE GRANT APPLICATION**

1. Applicant Identification:
City of Oak Harbor
865 SE Barrington Drive
Oak Harbor, WA 98277

2. Funding Requested:
 - a. Multipurpose
 - b. Federal Funds Requested: \$1,000,000

3. Location: Oak Harbor, Washington

4. Target Area and Priority Site Information
 - a. Census Tracts #53029970700; 53029970800 & 53029970900
 - b. 1091 SE Pioneer Way, Oak Harbor, WA 98277

5. Contacts:
 - a. Project Director:
Mr. Alex Warner
City Engineer
City of Oak Harbor
865 SE Barrington Drive, Oak Harbor, WA 98277
Phone: 360-279-4527
Email: awarner@oakharbor.org

 - b. Chief Executive:
Mr. Robert Severns, Mayor
865 SE Barrington Drive
Oak Harbor, WA 98277
360-279-7126
rseverns@oakharbor.org

6. Population:
24,780 (Washington State Office of Financial Management, June 30, 2023, official population estimate)

7. Other Factors Checklist:

Other Factors	Page #
Community population is 10,000 or less	N/A
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The priority brownfield site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water (i.e. the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	Page 1
The priority site(s) is in a federally designated flood plain.	Page 1
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	N/A
At least 20% of the overall project budget will be spent on eligible site reuse or area-wide planning activities for priority brownfield site(s) within the target area.	Page 9

8. Letter from WA State Department of Ecology (Attached)

9. Confidential, privileged or sensitive Information

Not Applicable



STATE OF WASHINGTON
DEPARTMENT OF ECOLOGY

PO Box 47600, Olympia, WA 98504-7600 • 360-407-6000

October 27, 2023

The Honorable Robert Severns, Mayor
City of Oak Harbor
865 SE Barrington Drive
Oak Harbor, WA 98277

Re: Ecology Support for the City of Oak Harbor's Application for a Multipurpose Grant

Dear Mayor Severns:

I understand that the City of Oak Harbor (City) will submit an application to the U.S. Environmental Protection Agency (EPA) for a Multipurpose Grant under the Fiscal Year 2024 Brownfields Program grant cycle. If awarded, the City plans to develop a comprehensive, community-based renovation and revitalization plan for the target area around 1091 SE Pioneer Way. The City will use Multipurpose grant funding to remediate hazardous materials from the target area; assess the entire downtown core for other potential Brownfield sites, including the City-owned Marina; engage community members from the most disadvantaged neighborhoods within the target area census tract; solicit meaningful feedback from these residents to inform decisions; and explore potential affordable housing opportunities and stimulate economic development in the disadvantaged neighborhood where the target area is located.

As a requirement of the application, the City has informed the Washington State Department of Ecology (Ecology) of their plans to apply for this Multipurpose grant. Ecology is very supportive of these efforts and this letter is provided to recognize that the City has fulfilled their notification requirement. The Ecology point of contact for any of the potentially affected sites is Kim Wooten in Ecology's Northwest Region Office. Her email address is Kim.Wooten@ecy.wa.gov. For questions regarding this letter or general Brownfields questions, please contact me at (509) 655-0538.

Sincerely,

Ali Furmall
Brownfields Lead
WA State Department of Ecology

cc: Terri Griffith, EPA Region 10
Angel Ip, EPA Region 10
Kim Wooten, Ecology

IV.E.1 PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a Target Area and Brownfields: 1.a.i Background and Description of Target Area: The Target Area is within the City limits of the City of Oak Harbor (City), Washington (pop. 24,780, census tracts 53029970700; 53029970800 & 53029970900), the largest City located on the north end of Whidbey Island, part of the San Juan Archipelago in Northwest Washington state. Access to the island is via ferry (just 20 miles north of Seattle) or Deception Pass Bridge, which was completed in 1935, linking Whidbey Island to Fidalgo Island and then to the mainland. With the construction of the bridge, Whidbey Island also became home to the strategically located U.S. Navy Base: Naval Air Station Whidbey Island (NASWI). NASWI is the premier naval aviation installation in the Pacific Northwest and home of all Navy tactical electronic attack squadrons flying the EA-18G Growler. NASWI supports almost 9,000 military men and women and their families, many of whom live in the City. Another 3,000 civilians work on the NASWI base. It has operated since the 1940s. During WWII and beyond, the base conducted live fire training exercises and remnants of those exercises and potential contamination remain in and around the extent of the bases, including within City limits, which encompasses 12.32 sq. mi. (9.65 land; 2.66 water). Preliminary assessment of the Target Area in 2021 identified potential PFAS contamination along with other chemicals and contaminants related to former businesses located in the downtown area. Dating back to 1915, the Target Area is located in the heart of the City's historic downtown (approximately 7 blocks and encompassing approximately 70 acres), an area rich in history and culturally important to the Salish Tribes of the Pacific Northwest. The Downtown area is located on the shores of Oak Harbor Bay, Saratoga Passage and the greater Puget Sound, which is home to salmon, seals, marine birds and a wide variety of other marine life.

The Target Area is adjacent to the bay, separated by a road that was built on fill sometime after the 1960s. It is located in a federally designated flood zone. Pollutants and other negative environmental concerns in the Target Area will potentially pollute the Puget Sound, harm the salmon population and other marine life through flooding and other climate change events. Protection of salmon and marine life is a critical reason for cleaning up the priority sites. The Target Area is one of the most disadvantaged areas of Oak Harbor and the east end gateway for the historic district. The Median Household Income (MHI) is 24 percent below the MHI for Washington State. The Climate and Economic Justice Screening Tool (CEJST) shows this area as disadvantaged. Within and adjacent to the Target Area, there are potential brownfield sites as there are a number of vacant parcels remaining undeveloped due to the perception of environmental issues. The vacant buildings and undeveloped land have created an area ripe for graffiti, for unhoused individuals to reside and a general downturn in the Target Area's appeal for redevelopment or new development. It negatively affects adjacent businesses and the historic downtown area when visitors and residents don't feel comfortable being in the neighborhood because of the issues the Target Area has caused. The Oak Harbor Mainstreet Association struggles to bring economic vitality to this area. Developing a feasible reuse strategy will enhance their efforts and improve the overall economic outlook for the area. EPA funding will be used for site reuse planning activities. The funding will be used for cleaning up the priority sites. Cleanup will also protect the environment, salmon and other marine wildlife, birds and the greater Puget Sound. With 1.38 acres of prime waterfront real estate ready for development made possible through this funding opportunity, the economically and socially disadvantaged Target Area will get a boost to redevelopment that will make a positive difference in the City. The City is proposing to conduct a Phase II assessment, cleanup planning, site reuse planning, remediation and cleanup activities in the Target Area with input from the neighborhood and other stakeholders.

1.a.ii Description of the Priority Brownfield Sites: Priority Site 1 - 1091 Southeast Pioneer Way: The 43,621.44s.f. site is an abandoned gas station that was built in the 1950s and operated until the 1990s. It has been vacant since that time. Interest in redevelopment has been stymied due to unknown environmental risks associated with its past use. There is another commercial building on the property that housed a variety of businesses utilizing it. The most recent was a tattoo parlor. That building has been vacant since 2020.

Priority Site 2 - 1081 Southeast Pioneer Way: A 5,971.25s.f. lot is adjacent to the gas station and was used as part of the gas and service station. No buildings are on this lot.

The priority sites were purchased by the City on January 11, 2023. The current City Council has listed economic development in the historic downtown area among their priorities. The City purchased both of these sites (a total of 1.38 acres), with the intent of cleaning up and repurposing them for redevelopment and revitalization of the area. There was a dry cleaner to the north of the priority sites that closed approximately 10 years ago. There is currently a service station north of the priority sites that sits on a hill, which may also be negatively affecting the priority sites. According to the Geotechnical Pre-Purchase Evaluation, subsurface soils on the priority sites consist of approximately three feet of fill material over tide flat deposits composed of loose, silty fine sand and fine sandy silt with some wood and organic debris. The fill material used in the early 1950s and late 1960s will need further evaluation. In the initial Phase I ESA performed in 2021, potential release of hazardous substances associated with the gas station operations on the priority sites and potential migration of hazardous substance to the priority sites from historical facilities north (dry cleaner) were identified and results from the subsurface investigation indicated soil and groundwater contamination. The extent of the known contamination has not been fully characterized, but several components were noted to be above the Washington State Model Toxics Control Act cleanup levels for groundwater, including metals, total carcinogenic polycyclic aromatic hydrocarbons, volatile organic compounds, and total petroleum hydrocarbons.

1.a.iii Identifying Additional Brownfield Sites: The City will seek to identify additional sites for eligible activities if funding is available after addressing the priority sites. The City will use specific criteria to identify and prioritize additional sites for selection including, but not limited to, demographic; socio-economic; health disparities; proximity to low income housing and transit; likelihood for redevelopment or reuse; and likelihood for private investment.

1.b Revitalization of Target Area 1.b.i Overall Plan for Revitalization: The City completed a Shoreline Master Plan in 2021 ([Shoreline-Master-Program-June-2021-PDF \(oakharbor.gov\)](#)), during the height of the Covid pandemic which outlines priorities to protect, restore and manage the unique characteristics and resources of the City's shoreline, including the Target Area. The City also adopted a 2023-2028 Capital Improvement Plan ([oakharbor.gov/DocumentCenter/View/1492/CIP-2023-2028-PDF](#)) which includes the Pioneer Way Revitalization/Reuse Study (p. 48) as a project that includes the priority sites. The City Council has named a number of land use and revitalization priorities for the City that include addressing affordable housing, assessing and updating development codes (zoning and building) and revitalizing the downtown core (Target Area). ([Council Priorities | Oak Harbor, WA](#)) Additionally, the City is in the process of updating its Comprehensive Plan ([Document \(oakharbor.gov\)](#)) with an expected completion date of June 30, 2025. The Comprehensive Plan is a 10-year planning document that is updated every five years per Washington State regulatory code. A new component, a Climate Resiliency Element, will focus on an ongoing process of anticipating, preparing for, and adapting to changes in climate and minimizing negative impacts to the City's natural systems and built infrastructure. The City's process for developing and updating plans includes public meetings, community input and decision making. The Target Area and priority sites will be an important part of this plan as any redevelopment must support and emphasize climate resiliency. The City will base the specific overall plan for revitalization for the priority sites using the revitalization plans as frameworks, with the community's input on end use. The City has requested technical assistance (TA) from the Center for Creative Land Recycling (CCLR) to work with the City to engage the community in a Vision to Action (V2A) exercise as part of the revitalization and community engagement efforts. CCLR will begin working with the City on the V2A efforts so that the findings from the community can inform the redevelopment options for not only the priority sites, but for other sites within the Target Area. The TA is a free service provided to all communities through CCLR's Technical Assistance to Brownfield (TAB) communities program.

1.b.ii Outcomes and Benefits of Overall Plan for Revitalization: The Target Area is located in a Federally designated flood zone and is impacted by significant climate events like severe storms and sea level rise. Potential future contamination from the priority sites into Oak Harbor Bay and the Puget Sound is possible if not addressed. EPA funding will allow the City to assess, cleanup, plan and mitigate any potential future climate impacts in the Target Area, protect wildlife, marine life and the overall environment in the City. While there has been some interest from private developers in purchasing the sites, none of the offers have gone through, which is why the City acquired the priority sites. Knowing that the only way for the area to be revitalized was through a clean up effort, the City Council approved the purchase in January 2023. With EPA funding, the City will be able to further investigate the degree of contamination, develop a cleanup plan, study the market, engage the public and create a feasible reuse and revitalization strategy and then ultimately cleanup the priority sites. The Target Area is located in a certified Opportunity Zone (OZ) and future development can potentially capitalize on OZ opportunities, particularly given the location and proximity of the priority sites to the waterfront, parks, historic downtown and the City's main transit station. The outcome and benefits of an overall plan for revitalization of the priority sites will include protecting the environment from further contamination, protecting marine life in and around Oak Harbor Bay and Puget Sound, creating a healthier environment with less blight and contamination and providing economic development opportunities in a disadvantaged part of the City. This project will provide opportunities for developers or business owners to partner with the City or to purchase the cleaned up sites outright after remediation is completed. The City is currently working on a Climate Resiliency Sub-element to add to its Comprehensive Plan. This element will outline goals for climate adaptation and mitigation capacity and resilience to protect residents and community assets in all new developments as well as any renovations. The City Council adopted the International Energy Conservation Code (IECC) for Residential and Commercial building in 2013. The City is currently revising its building codes to encourage other particular types of buildings, including those that potentially incorporate green energy alternatives like solar energy. Any new development on the priority sites will need to incorporate, at a minimum, the IECC standards as part of any building design. Green energy alternatives will be encouraged for the priority sites.

1.c. Strategy for Leveraging Resources 1.c.i Resources Needed for Site Reuse: The City has received a 2024-2025 Washington State Department of Ecology (Ecology) Integrated Planning Grant for \$200,000 that will begin the planning and cleanup efforts. Ecology funding will be used for site monitoring, community engagement and cleanup activities. A minimum of 50 percent of the funding will be used for cleanup activities. The remaining funds will be used for a phased planning process for the reuse and revitalization. Funding will most likely be available for initially planning, but will not cover a full reuse and revitalization plan. CCLR will provide TA (free of charge) with V2A efforts, soliciting community input to determine best uses and the community's vision for these sites with respect to economic development, historic preservation and climate resiliency. If award, the EPA Multipurpose funding will provide further leverage for the City to pursue other sources of funding, if needed, including WA Department of Commerce Brownfields Revolving Loan Fund and potential additional funding from Ecology and EPA. Specific reuse proposals may qualify for a myriad of Federal and State funds, including the USDA and EDA.

1.c.ii Use of Existing Infrastructure: The priority sites have two one-story buildings that the City will assess for hazardous materials and determine whether to keep or demolish. If the buildings are removed (using City funds), the infrastructure, water and sewer for the buildings will be removed as necessary. If the City opts to leave the buildings, the on-site infrastructure will remain. The sites are adequately served by all utilities. The V2A and feasible reuse strategy will dictate infrastructure needed. The City will work with developers to determine the best course of action regarding utilities and other infrastructure. The City has access to State and Federal programs that provide grants and financing for infrastructure including Department of Commerce.

IV.E.2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a Community Need 2.a.i Community Need for Funding: The EPA Brownfield Multipurpose Grant will provide assessment, planning and cleanup resources not available within the City’s limited budget. Oak Harbor is a small, disadvantaged City in Washington state. The Washington Tracking Network, similar to the EPA’s Environmental Justice Screening and Mapping Tool (EJScreen), looks at a variety of environmental, socioeconomic, health and other disparities. The City has multiple census tracts that are considered low-income with unaffordable housing and other negative socioeconomic factors. Being a Military Support Community also puts a burden on the City when it comes to maintaining and replacing infrastructure. The City does not profit from providing services like water to the Navy. The burden of infrastructure replacement costs is borne by its residents. The City’s congressional delegation understands that the City is designated ‘disadvantaged’ and that Federal support is critical to continue supporting a strategic military installation like NASWI. Representative Rick Larsen, WA-02, supported planning efforts and infrastructure projects for the City including a \$1,950,000 sewer correction project he included in the 2023 Local Community Projects list as part of the Appropriation Bill. Senator Maria Cantwell supported the City’s successful request of \$1,680,000 to the USFS Inflation Reduction Act to improve the City’s urban forest in some of the most disadvantaged areas of the City. The priority sites have been under a purchasing contract eight times in the last five years. Each time, the contract fell through due to the perceived contamination and private lender unwillingness to loan buyers money for a Brownfield site. The only way the priority sites will be developed is through proactive measures by the City. The City needs this funding from the EPA Multipurpose grant program to determine the level of remediation, complete planning efforts and cleanup the priority sites to attract potential developers. The City will postpone cleaning up the site until an appropriate funding source is secured.

2.a.ii (1) Health or Welfare of Sensitive Populations: Census tract 53029970900, of which the priority sites are located, is identified as disadvantaged per CEJST ([Explore the map - Climate & Economic Justice Screening Tool \(geoplatform.gov\)](#)). The tract is in the 85th percentile for people with asthma; the 98th percentile for the Expected Population Loss Rate, the 68th percentile for Low Income and the 89th percentile for the number of people spending more than 30% on housing. According to the EPA’s EJScreen map, [EJScreen \(epa.gov\)](#), the priority sites are in the 90-95th percentile for flood risk; 68 percent of residents have high exposure to air toxics and 67 percent have an air toxics cancer risk.

Table 1 shows the disparity between Median Household Income (MHI) of the Target Area, the county, state and nation. One of the Target Area’s Census tracts, 53029970700, MHI is 39.5% below the MHI for the State of Washington, and 26% below the national average. The population is 35% minority compared to 21.8% county-wide. The Target Area is low income (68%) with a 10% poverty

Demographics	Target Area	Oak Harbor	Island County	WA State	U.S.
Population	2,163	24,720	86,857	7,705,281	333.2M
Percent Minority	35%	31%	21.8%	33.5%	38.7%
All individuals – Poverty %	10%	8.3%	5%	10%	12.6%
% Disability	19.1%	16%	15.5%	13.5%	13.4%
Median Household Income (MHI)	\$55,320	\$66,552	\$81,783	\$91,306	\$74,755
Veterans	Not available	25%	17.6%	6.8%	7.1%
Social Vulnerability Index Score (2020)	0.6086	0.6086	0.2938	n/a	n/a

rate. Many of the residents living in the Target Area are over the age of 65; 19.1% have a disability and have a much greater rate of asthma (85th percentile). One quarter (25%) of Oak Harbor’s population are veterans, many of whom are disabled. The Social Vulnerability Index Score comes from the Center for Disease Control Agency for Toxic Substances and Disease Registry (CDC/ATSDR). The score refers to the potential negative effects on communities caused by external stresses on human health and are ranked from 0 to 1. A rating above .5 is considered highly vulnerable. The City and the Target Area are ranked as highly vulnerable. Site cleanup along with a feasible reuse strategy driven by the residents will facilitate revitalization; decrease

health hazards, improve the environment, potentially improve access to affordable housing and provide economic development opportunities.

2.a.ii (2) Greater Than Normal Incidence of Disease and Adverse Health Conditions: Information on incidence of disease and adverse health conditions for the priority sites is not available directly. However, the Washington Tracking Network indicates the Target Area has some of the highest Adverse Socioeconomic and Health Conditions risk factors (*Risk is ranked from 1 to 10, with 10 being the highest risk*). These rankings include: **10 out of 10** for Population 65+ living alone; **9 out of 10** for Population with a Disability, No Access to a Private Vehicle, and Unaffordable Housing; **8 out of 10** for Single Parent Household; **7 out of 10** for No Health Insurance (ages 19-64) and; **6 out of 10** for Death from Cardiovascular Disease; Low Birth Weight, Premature Death, and Unemployed.

2.a.ii (3) Environmental Justice: The factors listed in 2.a.i and 2.a.ii all relate to environmental justice issues. The Target Area and the priority sites are in the most disadvantaged and historically vulnerable parts of the City. **CEJST shows the census tract where the priority sites are located as disadvantaged.** The population is disproportionately impacted by the Brownfield sites. The Target Area is within a flood zone and is also impacted by climate events, including severe storms, tidal events and potential sea-level rise. Climate change will further negatively affect the vulnerable populations in the Target Area by causing future displacement if climate mitigation strategies are not developed nor implemented as well as from further environmental contamination if cleanup efforts are implemented. As noted in the prior section, the Target Area population has some of the highest risk factors when it comes to adverse socioeconomic and health conditions.

2.a.ii (3a) Identification of Environment Justice Issues: The City has identified a number of environmental justice issues through the process of researching information for this application. As noted in 2.a.i and 2.a.ii, the Target Area is in the 85th percentile for people with asthma; 98th percentile for the Expected Population Loss Rate, 68th percentile for Low Income and 89th percentile for the number of people spending more than 30% on housing. According to the EPA's EJScreen map, the priority sites are in the 90-95th percentile for flood risk; 68 percent of residents have high exposure to air toxics and 67 percent have an air toxics cancer risk. Housing in the City is extremely limited and affordable housing is very difficult to find. The priority sites are located in a part of the City that is in the 89th percentile for housing costs representing 30% of a household's monthly income. The cost of housing for City's rental rates is 25% above the national average. As noted in the section above, potential displacement from climate events is possible in the future with mitigation efforts. Through cleanup efforts in this project, no housing displacement will occur. Climate resiliency and mitigation efforts will be considered for all new development to further ensure housing displacement does not occur in the future. There may be opportunities to develop affordable housing on and around the priority sites through the reuse and revitalization planning efforts.

2.a.ii (3b) Advancing Environmental Justice: The City will use part of the EPA funding for community outreach and engagement with disadvantaged and vulnerable populations. Through community engagement efforts, including, but not limit to, neighborhood meetings, attendance at civic and non-profit events, workshops, local event information booths, surveys, social media posts and public presentations, the City will intentionally seek the input of vulnerable populations for the reuse strategy, cleanup planning and cleanup activities so that their voices and opinions are heard and taken into consideration when decisions are being made. This project will enhance the City's overall environmental justice efforts in planning for equitable protection from environmental, socioeconomic and health hazards with informed and considerate decision-making. It will also help the City determine a feasible reuse strategy that considers environmental justice issues, non-displacement of residents or services, and ultimately cleans up the Brownfield site so that the vulnerable population in the Target Area has access to a cleaner environment with fewer health hazards. Through this project, climate change mitigation and resiliency in the Target Area will be considered as a necessary part of the reuse strategy, ultimately protecting the area from further contamination, thus protecting salmon, marine life, birds and other wildlife in Oak Harbor bay and the Puget Sound.

2.b Community Engagement: 2.b.i Prior/Ongoing Community Involvement: All planning and cleanup discussions have and will be made in an inclusive, transparent, timely and public manner. Past and future decisions regarding the priority sites as well as around reuse and site cleanup have been and will continue to be made in public. Community meetings are held in public with meeting minutes taken. The City’s acquisition of the priority sites was made by a motion of the City Council with public comments being heard at multiple meetings prior to the final vote to purchase the priority sites. Public presentations have been made regarding funding opportunities for priority site cleanup activities including the Ecology grant for \$200,000 and this EPA Brownfield Multipurpose grant application. Other public presentations have been made regarding the Target Area and the priority sites regarding potential reuse ideas. The City will continue to seek community involvement in the revitalization of the priority sites through public meetings, workshops, public review of plans, presentations, surveys and other modes of community engagement.

2.b.ii Project Involvement 2.b.iii Project Partner Roles: The City regularly engages the public, community groups and individuals in planning activities. As part of the Comprehensive Plan Update, the City is currently organizing a community planning team that will include NASWI, Oak Harbor Chamber of Commerce, Oak Harbor Main Street Association, Oak Harbor School District, Island County Economic Development Council, business owners, City Council members, non-profit organizations, community members-at-large, Whidbey Homeless Coalition, churches, youth organizations as well as the City’s Public Works and Development Services staff. This workgroup will be convened and will meet regularly to discuss feasible reuse strategies and make potential recommendations to the City Council after outreach is complete and feedback has been compiled and analyzed. The partners will include the following, but may also change over time.

Project Partner Name	Point of Contact	Specific Role
Oak Harbor Main Street Association	Margaret Livermore, Executive Director director@oakharbormainstreet.com	Assist with community outreach, community reuse planning
Oak Harbor Chamber of Commerce	Magi Aguilar, Executive Director director@oakharborchamber.com	Assist with community outreach, community reuse planning
Oak Harbor Planning Commission	All members (made up of citizen volunteers of Oak Harbor)	Assist with zoning & building code changes
Naval Air Station Whidbey Island	Brian Tyhuis, Community Planning & Liaison Officer brian.tyhuis@navy.mil	Navy input, involvement & community reuse planning
Island County Economic Development Council	Sharon Sappington, Executive Director ssappington@edcislandcounty.org	Community reuse planning
Oak Harbor School District	Michell Kuss-Cybula, Superintendent mkuss-cybula@ohsd.net	Community reuse planning
WA State Department of Ecology Brownfields Program	Ali Furmall, Small & Rural Communities Brownfields Specialist afur461@ecy.wa	Provide technical, financial, legal assistance for assessment, cleanup and reuse plans
Center for Creative Land Recycling	Technical Consultants – info@cclr.org	Technical Assistance, visioning/reuse planning, and assisting with community engagement

2.b.iv Incorporating Community Input: All planning and cleanup decisions will be made in an inclusive, transparent, timely and public manner. Utilizing a similar process as the Comprehensive Plan Update, every step will involve solicitation of public comments; public engagement opportunities through public meetings and open houses; public presentations; printed public notices, (e.g. local newspaper - Whidbey News-Times); social media postings (City’s FB page with 5.9K followers; Whidbey New-Times FB page with 20k followers) and other venues (i.e. Oak Harbor Music Festival, Holland Happenings, 4th of July Festival) to solicit meaningful input from all voices. Specific to the Target Area, the City will work with partners listed above to solicit input, engage stakeholders, hold public events in person or online as necessary, and educate the community on the

importance of cleaning up Brownfield sites and repurposing them. The City will engage disproportionately impacted populations by attending various local, civic/community meetings and providing information and updates on the project as well as answer questions and seek input as part of its environmental justice efforts to provide inclusive opportunities for all potentially impacted people to participate meaningfully and have their voices and opinions heard. Through the V2A effort for the Target Area, this project will expand the City’s environmental justice efforts in planning for equitable protection from environmental, socioeconomic and health hazards and contribute to equal access to the decision-making process across the City. It will also expand on traditional efforts to reach the populations who are the most impacted by holding focus groups, neighborhood open houses, information gathering tables at high-traffic businesses (ie. Walmart or Safeway) and feedback loops on draft plans. The planning efforts will be transparent with much effort made to create a process where all people experience equitable access and protection. Lastly, and most importantly, the project goals, with respect to community input, will reflect the community’s concerns and needs. The City will develop a written Public Involvement Plan (PIP) that will formalize how it will engage with the public, share information, and consider the public’s input during decisions. This and all other documents associated with the project and grant will be kept in a repository at the City where the public can have easy access to it. With respect to emergencies/restrictions that could arise (resurgence of COVID-19), the City will use appropriate methods such as virtual meetings, outside gatherings utilizing social distancing to meet safely and still be able to engage with the public for its input.

IV.E.3 TASK DESCRIPTIONS, COST ESTIMATES AND MEASURING PROGRESS

3.a Description of Tasks/Activities and Outputs 3.a.i-iv Project Implementation, Anticipated Project Schedule, Task/Activity Lead, Outputs: No Subawards or participant support costs are anticipated. The following tasks will be implemented:

Task 1 – Project Oversight
<p><i>i. Project Implementation:</i></p> <ul style="list-style-type: none"> -Grant project tracking will be set up using the City’s usual grant tracking process and procedures. Compliance with all grant rules, 2 CFR 200 and other requirements will be monitored and maintained. - Procurement of a Qualified Environmental Professional (QEP) will be completed as part of this task following the requirements in 2 CFR 200. - The City will review reports and oversee QEP/consultants to ensure assessment is progressing and the overall project stays on schedule. - Quarterly reports will be submitted to the EPA, all other reporting requirements will be met. - Coordination with WA Department of Ecology Contaminated Sites Program will be completed - Attendance at National Brownfields Conference.
<p><i>ii. Anticipated Schedule</i></p> <ul style="list-style-type: none"> - When a Cooperative Agreement (CA) with the EPA is executed, the City will begin compliance tracking. - QEP will be procured in 2-3 months of the executed CA to complete tasks 2 and 4 and provide support. - Quarterly reports will be submitted within 30 days of the end of each quarter and will begin after the first day of the executed CA.
<p><i>iii. Task/Activity Lead:</i> The City</p>
<p><i>iv. Outputs:</i> Monthly compliance tracking; quarterly and final reports.</p>
Task 2 – Community Engagement
<p><i>v. Project Implementation:</i></p> <ul style="list-style-type: none"> - Community outreach materials/press releases/social media posts/local media outlets/City website and partner websites will be posted regularly and updated regularly.

- Public meetings will adhere to City ordinance requirements. Public notices and meetings will be scheduled within the first three months of the executed agreement. Outreach activities will continue throughout the life of the grant.
<p><i>vi. Anticipated Schedule</i></p> <p>- Community outreach will begin with the V2A activities coordinated with CCLR.</p> <p>- Community outreach efforts will promote public input and will continue through the life of the grant. Activities will include meetings, open houses; public presentations; printed public notices, (e.g. local newspaper - Whidbey News-Times); social media postings (City's FB page with 5.9K followers; Whidbey New-Times FB page with 20k followers) and other venues (i.e. Oak Harbor Music Festival, Holland Happenings, 4th of July Festival) to solicit meaningful input from all voices.</p>
<i>vii. Task/Activity Lead:</i> The City with TA from CCLR
<i>viii. Outputs:</i> outreach materials; community meetings; social media posts; surveys/survey responses.
Task 3 – Site Assessment and Analysis of Cleanup Alternatives
<p><i>i. Project Implementation</i></p> <p>-Development of a work plan for Phase II assessment(s) to further investigate contamination identified. Work plan will include a sampling and analysis plan (SAP), a quality assurance project plan (QAPP) and a health and safety plan (HASP) for the proposed work. Assessments may include soil sampling, installation of monitoring wells for groundwater sampling, and groundwater sampling /monitoring. Assessments will also include the following: an evaluation of the priority sites' climate vulnerability and resiliency & an analysis of Brownfield cleanup alternatives, or ABCA, for the sites.</p> <p>-QEP will implement the work plan for assessments on the priority sites and issue site assessment reports.</p> <p>-The City will arrange site access for all site assessment activities.</p>
<p><i>ii. Anticipated Schedule</i></p> <p>-After QEP/consultants are procured, the remainder of Year 1 of the project will include development of work plan for Phase II environmental assessments and climate vulnerability and resiliency assessments and the start of work plan implementation.</p> <p>-Year 2 of the project will include continued work plan implementation by consultants.</p> <p>-Year 3 to the end of the project - finalize plan implementation/development of cleanup alternatives.</p>
<i>iii. Task/Activity Lead:</i> The City will oversee this task, but it will be completed by the QEP/consultant(s).
<i>iv. Outputs:</i> Site assessment workplans with SAP, QAPP and HASP; ABCA site assessment reports
Task 4 – Reuse & Revitalization Planning
<p><i>i. Project Implementation</i></p> <p>-CCLR will begin V2A planning for the priority site</p> <p>-Community engagement/public meetings to begin development of a V2A reuse and revitalization plan;</p> <p>-Complete and adopt V2A Plan by the City Council</p>
<p><i>ii. Anticipated Schedule</i></p> <p>-Year 1, the City will engage with CCLR to create a timeline for the V2A plan development.</p> <p>-Year 2, CCLR will work with City leaders, staff and community for the V2A.</p> <p>-Year 3, the City will have a V2A plan adopted by the City Council.</p>
<i>iii. Task/Activity Lead:</i> The City and CCLR will lead this task
<i>iv. Outputs:</i> Community & Economic Development reuse and revitalization plan drafts; V2A Plan draft; final plans adopted by City Council
Task 5 –Cleanup Plan Development and Implementation
<p><i>i. Project Implementation</i></p> <p>-Any groundwater monitoring/sampling to resolve data gaps will be completed as part of this task.</p>

-Cleanup plans will be developed for the priority sites. Plans may include excavation and disposal of contaminated soil, replacement of clean soils and/or aggregate, ground water cleanup, or other remediation needed as a result of site investigation findings.

-Cleanup plans will be submitted to Ecology for review.

-Implementation of cleanup plan.

-Potential reporting of cleanup action and submission to Ecology (Voluntary Cleanup Program) for an opinion regarding the cleanup.

-Because additional assessments proposed as part of Task 3 are necessary to propose and implement adequate cleanup actions; this task is inherently uncertain and may or may not be able to achieve complete cleanup. If proposed budget is sufficient to complete cleanup, this task will include collection of confirmation samples and monitoring well decommissioning, if necessary. However, if findings of the site investigations and the ABCA indicate that the cleanup will be more costly than anticipated; Task 5 will include the development of a phased cleanup plan that will allow implementation of some of the activities and recommendations for next steps.

ii. Anticipated Schedule

- In Years 2-3, the remediation and cleanup plan will be developed based on assessments and observations from Task 3.
- In Years 4-5, implementation of the cleanup.
- In Year 5, reporting will be completed.

iii. Task/Activity Lead: The City with assistance of the QEP

iv. Outputs: Cleanup plans; Cleanup activities; Cleanup action report; possible submission to Ecology for an opinion letter based on findings.

3.b Cost Estimates: Cost estimates are based on current market rates for consultants/contractors in Washington; EPA Brownfield project estimates ([Document Display | NEPIS | US EPA](#)); 2023 Federal travel per diem ([FY 2023 Federal Per Diem Rates \(federalpay.org\)](#)); and 5 percent indirect costs. **91% of the \$1,000,000 budget will go directly to site-specific contractual activities (site assessments, cleanup planning, and remediation) with 58% of the site specific budget going directly to cleanup activities.** Five percent will be charged as indirect administration costs. As stated under Task 5, proposed cleanup budget is dependent on the results of Task 3. However, if findings of the site investigations indicate that the cleanup will be more costly than anticipated; Task 5 will include the development of a phased cleanup plan and the proposed budget will be used to pay for as many phases as possible.

Task 1 Programmatic \$20,000

The City will utilize current staff for project oversight and program reporting.

Travel: \$5000 for attendance for one person to attend National Brownfield Conference (2 times during term of agreement) - \$200 Registration Fee; \$1000 Airfare; \$700 3 nights hotel; \$600 4 days per diem and incidentals (\$2500 per trip x 2 = \$5000).

Contractual: \$5,000 for QEP assistance on technical summaries for quarterly reports, attendance to progress meetings & coordination with Ecology (\$1000/year \$1000 x 5 = \$5000).

Indirect: \$10,000

Task 2 Community Engagement- \$50,000

The City will utilize current staff for to conduct outreach and oversee the community engagement effort.

Contractual: \$40,000 for the assistance of the QEP for outreach efforts at all-day community events (ie. Oak Harbor Music Festival) to provide technical information on the Brownfield Multipurpose project. (4 events x \$10,000 = \$40,000)

Indirect: \$10,000

Task 3 Site Assessment and Evaluation of Cleanup Alternatives- \$265,000

Contractual: \$255,000 for qualified consultants to complete sampling activities, site assessment workplan, SAP, QAPP, HASP, and site assessment reports (including ABCA). Costs are estimates from prior QEP work for the Limited Subsurface Investigation.

Indirect: \$10,000

Task 4 Reuse and Revitalization Planning - \$135,000

Contractual: \$125,000 for planning consultants and studies: Approximately \$30,000 Market Study; \$45,000 Site Reuse Assessment; \$50,000 Revitalization Plan. Costs are not for TA from CCLR. Costs are based on EPA Brownfield Resource pages ([Document Display | NEPIS | US EPA](#))

Indirect: \$10,000

Task 5 Remediation and Cleanup Plan Implementation – \$530,000

Contractual: \$525,000 for consultants/contractors for cleanup plan development, implementation and reporting. If unable to complete all cleanup actions identified in the ABCA, the cleanup plan will propose a phased approach and this budget will cover as many phases as possible.

Indirect: \$5,000

Budget by Task						
Categories	Task 1: Programmatic	Task 2: Community Engagement	Task 3: Site Assessments	Task 4: Reuse/ Revitalization Planning	Task 5 Remediation and Cleanup Implementation	Budget
Travel	\$5,000	-	-	-		\$5,000
Contractual	\$5,000	\$40,000	\$255,000	\$125,000	\$525,000	\$950,000
Total Direct	\$10,000	\$40,000	\$255,000	\$125,000	\$525,000	\$955,000
Indirect	\$10,000	\$10,000	\$10,000	\$10,000	\$5,000	\$ 45,000
Total Budget	\$20,000	\$50,000	\$265,000	\$135,000	\$530,000	\$1,000,000

5% allowable administrative cost. No cost share required.

3c. Measuring Environmental Results: The City will track, measure and document its progress in community engagement, environmental justice, economic development, quality of life, reuse and revitalization outcomes by designating an individual staff member, along with the QEP and other consultants to track, measure and document outputs and outcomes during the life of the project. There will be regularly scheduled public meetings to provide progress reports and next steps to the working group, the City Council and the public. Progress reports and other material will be posted to the City’s website, including press releases, notices, and EPA progress reports. Output measured will include V2A completion, other assessments, community engagement, environment justice outreach efforts, resources leveraged, stakeholders involved, reuse ideas identified, revitalization plans and brownfield actual cleanup. Outcomes will include economic revitalization, environmental justice improvements, vulnerable populations helped and climate resiliency measures implemented. The ACRES database will be continuously updated with specific project milestones.

4a. Programmatic Capability: 4a.i Organizational Capacity: The City has broad and extensive experience managing complex, medium and large-scale projects. In recent years, the City has overseen several medium and large-scale projects including, most recently, the West Whidbey Utility project (\$2.93 million of which \$420,000 was a grant). The Clean Water Facility (\$152 million) was a multi-year, multi-phased project that the City managed with subject matter experts. Other projects include the State Route 20 & Banta Road Watermain Transmission Replacement (\$1.35 million); Transportation Benefit District overlay projects

(\$300,000-\$1 million annually); two projects during the COVID pandemic (Windjammer Park Promenade Ramp - \$95,000 and Waterfront Pedestrian Improvements -\$152,000) and in 2022, voters approved a Fire levy and bond to build a new fire station, purchase a new quint and ladder truck and fund additional fire personnel. The fire station project (\$9 million) is now under design. The project is on schedule and should be completed within the next two years.

4a. Programmatic Capability: 4a.ii Organizational Structure: The City is a Strong Mayor form of government. The City Administrator Blaine Oborn reports to the Mayor. Department Directors, Economic Development Coordinator, Public Information Officer and City Clerk all report to Mr. Oborn. The City Finance Director and Deputy City Administrator David Goldman wrote and oversaw a multi-million dollar BRIC grant for transit projects in California prior to joining the City three years ago. The Public Works Department Director Steve Schuller oversees Engineering, Facilities, Fleet, Solid Waste, Storm Drain, Streets, Water and Wastewater divisions of Public Works. Mr. Schuller is a Washington State Registered Professional Engineer and has overseen many large-scale projects for the City of Snohomish, City of Duvall and now the City of Oak Harbor. The City Engineer reports to Mr. Schuller. The Brownfield Project Director will be City Engineer Alex Warner. The City regularly solicits community feedback on all projects taking place in the City. Presentations are made to the City Council on all projects planned and ongoing. The City Council is the legislative arm of the City and approves all projects after soliciting public input.

4a. Programmatic Capability: 4a.iii Description of Key Staff: The City has a capable team who will manage and implement the Brownfield Multipurpose project. As noted above, City Engineer Alex Warner will be the Project Director. He is a Washington State Registered Professional Engineer with over 15 years of experience in Engineering and Project Management. He worked for the Washington State Department of Transportation (WSDOT) as a Transportation Engineer prior to joining the City eight years ago. While at WSDOT, he worked on both the 520 Floating Bridge Replacement and the Alaskan Way Viaduct Bored Tunnel Program, both multi-billion-dollar Seattle mega transportation projects. City Public Works Project Manager Phillip Esqueda will manage the day-to-day work related to the Brownfield Multipurpose agreement in consultation with the Project Director. He has over 15 years of experience in Engineering. Since joining the City's Engineering Department, he has assisted with Capital Improvement Projects by preparing plans, specifications, estimates and providing field inspection coverage. He was promoted to Capital Project Manager in March 2023. The City Economic Development Coordinator Steve McCaslin will work with CCLR for the V2A planning activities. He will also convene meetings with the project partners. He has over 30 years of experience in organizing, researching, developing and executing plans and studies, and five years of experience in the economic development field. The City Finance Department has a dedicated Grants Administrator Wendy Horn who has over 20 years of experience writing and managing Federal grants throughout the grant lifecycle. She will support this grant through compliance, monitoring, implementation and reporting activities. She successfully sought complementary funding from Ecology for a \$200,000 Brownfield Integrated Planning Grant. Other staff, including Procurement and Development Services, will be brought onto the grant activities as needed over the course of the project.

4a. Programmatic Capability: 4a.iv. Acquiring Additional Resources: The City will use its normal procurement process, meeting 2 CFR 200 guidelines, to retain the services of consultants and contractors as the means to acquire any necessary additional resources in order to complete the Brownfield Multipurpose agreement activities. The City has a robust system, including purchasing guidelines and requirements that include established RFP processes and requirements; sealed bid processes and requirements; purchasing thresholds; and policies regarding civil rights, M/WBE consultants and contractors and other requirements. All contracts for services above \$50,000 require the approval by resolution by the City Council. In Washington state, procurement by architects, engineers, surveyors and construction managers at risk is governed by RCW 39.80.050 which allows the City to negotiate a contract with the most qualified firm at a price which the City determines is fair and reasonable. The City makes every effort in every capital project to promote strong labor

practices, including local hiring and procurement whenever possible. In the course of each capital project the City reaches out to members of the community to share potential employment or contracting opportunities through it RFP and sealed bid procedure.

4b. Past Performance and Accomplishments: 4b.ii: Has not received an EPA Brownfields Grant, but has received Other Federal or Non-Federal Assistance Agreements; 1. Purpose and Accomplishments; 2.

Compliance with Grant Requirements: The City received \$1.28 million through the WA State Department of Transportation (Federal Highway Administration pass through funding) for the NE 7th Avenue Reconstruction Project. It will be completed in summer 2024. **(1) Purpose and Accomplishments:** The purpose of the reconstruction project is to improve safety along NE 7th Avenue and decrease vehicle and pedestrian accidents by widening the road, adding a shoulder, sidewalk and more streetlights. Accomplishments to date include compliance with all grant requirements including timely submission of reports and reimbursement requests; 90% engineering design completed; monthly meetings and updates with consultant; public meetings and community feedback on design of the project.

The West Whidbey Utility Reconstruction Project was estimated to be a \$2.93 million project. Of that, \$420,000 was a state Transportation Improvement Grant. **(1) Purpose and Accomplishments:** The purpose of the project was to extend the life of the water main and improve safety on approximately one half mile of city road. The road is a high traffic area as it is adjacent to the Oak Harbor High School and a main thorough fare through the City. Accomplishments include a replaced water main, a reconfigured road with delineated bike lanes on either side of the street and new crosswalks. The grant paid for the resurfacing the road. The project was completed on time and under budget.

The City was awarded a \$1,950,000 EPA Local Community Grant in 2023 (sponsored by Representative Rick Larsen, WA-02) to complete an Inflow and Infiltration Correction Project in the City's oldest neighborhoods. **(1) Purpose and Accomplishments:** The purpose of project is to repair and replace failing sewer pipes to eliminate intrusion of ground and surface water inflow within the sewer collection system. Accomplishments to date include initial meetings with EPA to outline scope and requirements; a completed project plan and timeline, a cost share waiver granted and a Categorical Exemption under review. The three-year project is currently underway.

4b.ii (2) Compliance with Grant Requirements: All compliance requirements of these and other grant agreements have been or were met in a timely manner. The City provided accurate responses to reporting requirements for the annual City Financial Audit. The audit has had a determination of 'no findings' regarding federal or state grant awards over the last five years. The City has a dedicated Grants Administrator who tracks schedules, deadlines and reporting requirements for all grants the City receives. She works closely with project manager on capital projects to write and submit financial and progress reports on time during the life of each grant. The City will ensure that all EPA requirements for the Brownfield Multipurpose grant are met through tracking, measuring and documenting each step of the project.



**CITY OF OAK HARBOR, WASHINGTON
FY2024 U.S. EPA BROWNFIELDS MULTIPURPOSE GRANT**

THRESHOLD CRITERIA

1. Applicant Eligibility

The City of Oak Harbor is a general-purpose local unit of government in the State of Washington.

2. Community Involvement

The City of Oak Harbor regularly engages the public, community groups and individuals in planning activities. The city produced a Shoreline Master Plan during the height of the pandemic. Staff were able to engage residents in the planning process, even while meeting restrictions were in place. The city uses traditional in-person meetings, open houses, and workshops to solicit comments from the public. Staff also employ online surveys, set up booths at local events and venues, post on social media accounts and host virtual events as well. The Economic Development Coordinator is currently organizing a large long-term community planning team that includes NASWI, Oak Harbor Chamber of Commerce, Oak Harbor Main Street Association, Oak Harbor School District, Island County Economic Development Council, business owners, City Council members, non-profit organizations, Whidbey Homeless Coalition, churches, youth organizations as well as the city's Public Works and Development staff. With the help of CCLR, the city will engage many of the same community organizations and groups listed above in the Brownfield reuse and revitalization work. The CCLR will also engage the neighborhood and residents most affected by the Brownfield sites with the goal of creating a Vision to Action plan and a feasible reuse and revitalization strategy.

3. Target Area

The target area is within the City of Oak Harbor, Washington (pop. 24,780, census tract 53029970900). It is a disadvantaged area ([Explore the map - Climate & Economic Justice Screening Tool \(geoplatform.gov\)](#)) and a HUD-designated Opportunity Zone. The Target Area is adjacent to the bay, separated by a road that was built on fill sometime after the 1960s. It is located in a federally designated flood zone and there is potential for negative environmental impacts from climate change. The city does not have a reuse strategy for the priority sites located in the Target Area. EPA funding is critical for the city to cleanup the priority sites, plan for a viable reuse strategy, climate adaptation and mitigate any potential climate impacts in the Target Area to protect the overall environment in Oak Harbor.

4. Affirmation of Brownfield Site Ownership

The City of Oak Harbor affirms that we own the property located at 1081-1091 SE Pioneer Way in Oak Harbor, Washington as of January 11, 2023. The sites meet the definition of a Brownfield as defined by CERCLA 109(39). The site is:

- a. NOT listed (or proposed to be listed) on the National Priorities List;
- b. NOT subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA &
- c. NOT subject to the jurisdiction, custody, or control of the US Government.

The City of Oak Harbor is NOT potentially liable for the contamination at the site under CERCLA 107 because it did not cause or contribute to contamination. The City purchased the property on January 11, 2023 from a private party for purposes of remediation of the sites. Prior to acquisition, a Phase I Environmental Site Assessment was completed on August 17, 2021.

5. Use of Grant Funds

Completed Phase I environmental site assessment	Page 2
Remediate at least one site	Page 1
Develop an overall plan for revitalization of the Target Area	Page 2

6. Expenditure of Existing Grant Funds - N/A

The City of Oak Harbor does not have an existing EPA Brownfield grant.

7. Contractors and Named Subrecipients – N/A

The City of Oak Harbor does not have contracts with any Contractors nor Named Subrecipients.