From: "Kevin Peterson" <petersondesign@centurytel.net>
To: "Lenzi, Jerry" <LenziJC@wsdot.wa.gov>
Cc: "Boyd, Nancy" <boydn@columbiarivercrossing.com>
Subject: cemetery
Hi Jerry,

P-029-001

The attached paper is what my understanding of the cemetery issue is.

Also attached is a paper put together on potential benefits to Fort Vancouver for the straight alignment.

Both are good reads and communicate my basis for suggesting that the claim a cemetery exists or burials where the C-D straight alignment is placed is likely less of a cultural resource disturbance than the proposed downstream alignment.

As always, please do point out where I might be wrong. I have no intention of misrepresenting the truth as this is, in my opinion, an unprofessional thing to do.

Best regards,

Kevin

P-029-001

Project staff have reviewed the paper Mr. Peterson provided that suggests an upstream replacement I-5 bridge with a straight alignment would result in fewer disturbances to cultural resources. The decision to build a replacement bridge downstream of the existing bridge is one that has been vetted and analyzed carefully, subsequent to a rigorous technical and public process. Since 2005, CRC has involved the Fort Vancouver Historic Trust, the National Park Service, the City of Vancouver, more than a dozen tribal governments, and other state and federal agencies in the development and review of technical information. The general public and multiple stakeholder groups have also been engaged as part of a robust public process which boasts over 950 public events and meetings to date.

Staff have discussed Mr. Peterson's ideas with him on multiple occasions in 2010 and 2011. He also had the opportunity to present to the CRC Bridge Review Panel at the end of 2010. Many of the ideas that he brought forth had been previously considered during the past six year planning process for the CRC project. New ideas were also evaluated by project staff and the Bridge Review Panel after meeting with him. An upstream alignment was considered but rejected during the alternatives development process because of the reasons described in the DEIS and FEIS, and these reasons remain valid.

Cemetery Concerns
Is a cemetery located near the River?

Contents

P-029-001

Abstract:
The CRC project office argues that human burials might be located in the vicinity of the historic village that adjoined the Hudson Bay stockade. The project office is concerned that disturbing human remains, especially those of Native Americans, is a serious concern influencing alignment choices. The project office claims that any I-5 alignment to the east of I-5 located near the river, as would be the case with the straight aligned collector/distributor option, presents a more likely probability of disturbing burials than would occur if I-5 is relocated downstream - even if the downstream alignment disturbs a half million additional square feet of land area than would the C-D straight alignment.

This paper explores this alignment concern. Information presented in this paper is based on fragmented information available to the author. As the author is not an archeologist, historian or has any unique education or skill regarding preliterate burial customs this paper is only intended to bring forth what facts are available and postulate on these facts. Care must be taken to avoid acceptance of arguments made for, or against, any alignment without careful vetting of information that is not available to the author. However, this paper deals with this issue as project office materials have not been made available to the author.

The conclusion reached relative to potential human remains is that human remains may be present but may not be burials and may be downstream of the historic village adjoining Fort Vancouver. Only one human remain has been found in this area and these scattered remains are inconsistent with a burial further suggesting a pre-contact burial ground does not exist. Burials during the historic period in all likelihood were not done within the context of household structures or building of the settlement village or adjoining agricultural lands suggesting that any remains are likely to be random and deposited at the

P-029-001 time of first contact or earlier. Understanding of pre-contact Native American land use in this area is uncertain although projectile points and other artifacts have been found throughout the area.

The single human remains near the historic village suggest that the larger the footprint of I-5 the more likely the project will encounter Native American remains. Locational distinctions within this area, that area between the shore line and 7th Street and within a quarter mile downstream of Fort Vancouver and the village, are less likely to be a determinant as the single human remain was not consistent with a burial grounds or cemetery.

Background

Native American populations were decimated by illness and disease when first exposed to Europeans. This tragic first contact period was one of shocking displacement due to the introduction of European land use and land control philosophies that caused a double hit to Native Americans – a terrible period of lost life, lost land and altered culture. Today we are more aware of the damage caused by enculturation and seek to respect the Native American population by honoring places where and when we encounter remains and remnants of these proud groups. For the Columbia River Crossing this is a heightened sensitivity to this past and a desire to cause as little negative impact as possible and honor and respect any disturbance that the project might cause.

We know the history of the area from the early ninetieth century when the Hudson Bay Company first located an outpost at the site. Before this period we have only archeological records and oral history to understand the pre-contact period.

This paper is void of detailed investigation of artifacts found at the site from this pre-contact period. Also, oral history that has survived is also not included in this paper. What is included is only the result of discussions with knowledgeable people and research of modern media.

The author fully admits to a bias on this subject. Native Americans were exploited by the European culture, which includes the culture of a young United States, and were not treated or honored in a way respectful to the First Peoples or consistent with Christian beliefs. If anything comes from this paper it is my hope that the presence of Native Americans can once again be felt at the site and future generations are given knowledge of pre-history, first contact and the need to share lands we commonly occupy and honor all those who make up the human condition and spirit.

Cemetery Locations

With the HBC came the first known cemetery. Located away from the river beyond the mission this cemetery is not in the area of the river and is not near to where the C-D Straight Alignment will be. With the US Military presence a second cemetery was created in which relocated remains in the first cemetery were moved to create one common cemetery. The second cemetery is further from the river than the HBC cemetery but closer to the 'cut' that is the 1950's I-5 construction. This second cemetery was itself relocated to a site even further from the river. Both cemeteries are not an issue for I-5 as

P-029-001

alignment choices for the freeway, the CRC curved downstream alignment of the C-D straight alignment, are essentially the same with respect to historic cemeteries.

Informal burials near Historic Cemeteries

In the 1950's when the I-5 'cut' was dug between Fort Vancouver and the city a number of burials, approximately a half dozen, were disturbed and relocated. My understanding is that these burials took place in the historic period. This suggests that to the north and west of both historic cemeteries were places where informal burials took place. Not to have included these burials within either formal cemetery might have occurred for a number of reasons that we are only to speculate about. Possibly the religious nature of the cemeteries precluded use by other religious peoples, the formality of a military fort limited burials to known people within the settlement population, deaths of those not part of the settlement might have been segregated from the formal cemeteries, racists attitudes brought about segregation, etc. The fact that burials were located to the north and west of both cemeteries is cause to anticipate the discovery of more remains if the 'cut' between Fort Vancouver and the city is increased – widened and/or lengthened.

Both proposed I-5 alignments have comparable, if not identical, impacts in this 'cut'. Both bridge alignments merge to share a common footprint at about Sixth Street so the impact on these informal burial sites is cause for the same care and consideration. The focus of concern is between the 'cut' and Columbia River and along the shoreline downstream of Fort Vancouver.

River Edge Burials and Human Remains

During construction of the pedestrian bridge one set of human remains were disturbed. These remains were scattered and shallow, dating to the period of first contact or before first contact. Archeological excavation suggests that these remains were not a burial consistent with other post-contact burials. These remains may have been an informal burial or may not have been a burial. If this person's body was not buried then the remains are that of an unfortunate death in which the remains were not attended to.

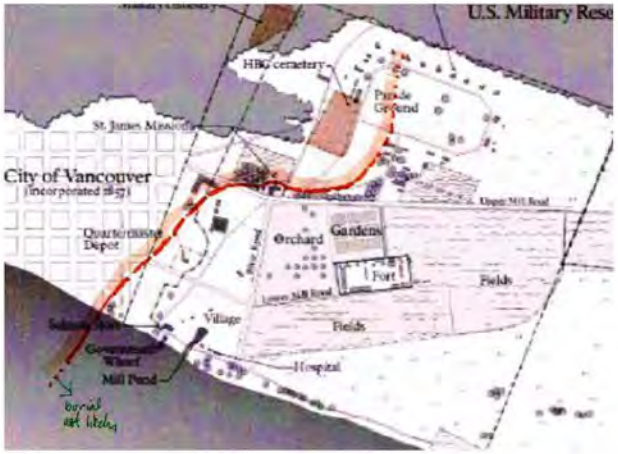
To assume that a cemetery is present in this area is incorrect. However, reconstructing the settlement and identifying sites where human remains are found is valuable. Certain assumptions can be made with respect to land use and the possibility of burials. For example, during historic times people were not buried within the town or village outside cemeteries. People were also not buried in agricultural lands. This suggests that the likelihood of informal burials is not likely within the village or agricultural areas.

P-029-001

Figure 1

HBC plan of Fort Vancouver

Burials in 'The Village', agricultural areas or the 'Fort' are unlikely. North of Saint James Mission is the cemetery. The orange line is indicative of where informal burials might be found – to the Northwest of the village, mission and fort. Note that the dashed line bisecting the village is the approximate eastern edge of I-5.



P-029-001

Figure 2

Early US Military and City of Vancouver period

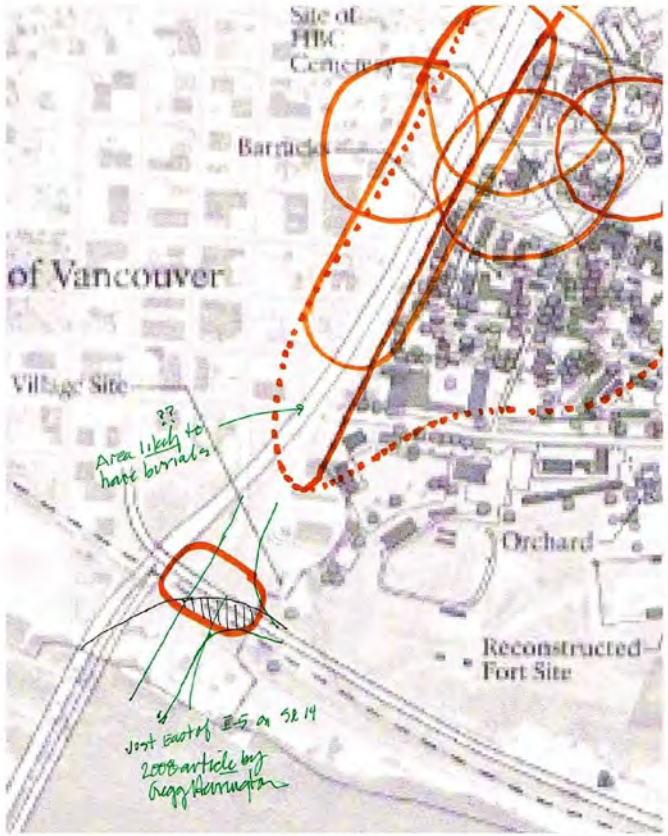
During this period the second cemetery was built just north and west of the HBC cemetery. Informal burials would be most likely found to the north and west of the City of Vancouver in the vicinity of the two cemeteries. Little likelihood exists of burials to the east and south of the orange line.

P-029-001

Figure 3

Early twentieth century map of Fort Vancouver.

In this map we see that the HBC cemetery has been replaced with military housing. Also of interest is the large parcel located just west of the military cemetery. Could this land have been envisioned to be a cemetery, park of buffer between the city and cemetery? Or might the presence of informal burials during the previous century have been a reason not to plat this land with typical city blocks?



P-029-001

Figure 4

Possible locations for informal burials?

This map brings together speculation on burial sites contained in the local newspaper article written on this subject a few years ago. This article is contained in appendix 1.

P-029-001

Conclusions

The two cemeteries at Fort Vancouver were located to the northwest of the stockade and the riverside village. Both cemeteries likely had informal burials outside the formal burial grounds in non-inhabited non-agricultural areas northwest of the cemeteries as witnessed by burial sites found when relocating I-5 to the trench between the fort and city. No 'burials' have been found southeast of the cemeteries in the vicinity of the village or stockade. However, one human remain was found in the vicinity of the SR-14 interchange. This remains date to the period of first contact or pre-contact and are inconsistent with burial due to the scattered nature of the remains. It is highly unlikely that the remains of this individual constitutes a 'cemetery' and is more likely a single event. This set of human remains might be typical to any location along the waterfront in the area of Vancouver or Fort Vancouver where trails and paths that existed before first contact or during the pre-settlement period of first contact are located.

Disturbing Native American remains throughout the area is a concern. This is because the area was a place where trails reached inland from the river and was a place where Native Americans likely gathered. Although no pre-contact Native American burial grounds have been found in the I-5 area the possibility of uncovering human remains should be anticipated regardless of alignment selected and is an issue likely more dependent on the extent of land disturbed than is the distinction between upstream and downstream of the existing I-5 bridge. It follows that minimizing potential disturbances is to minimize the footprint of the project.

The comparative land needs for I-5 alignment choices are therefore the land area needed north of the Columbia River and south of 6th Street. The proposed CRC downstream alignment results in a total of 1,525,000 square feet of disturbance compared with 852,000 square feet of disturbance for the C-D straight alignment, the possibility of disturbing pre-contact Native American remains is therefore much more likely with the currently proposed downstream alignment as this option disturbs approximately 673,000 square feet more than the C-D straight alignment.

However, both alignments share the need to widen the cut between Fort Vancouver and the city. This is the area where burials can be expected and the project is taking appropriate actions to mitigate disturbance. The project appears to be taking actions that exceed minimal requirements and should be complimented for this.

P-029-001

Appendix 1
Opinion piece published in The Columbian

Opinion - Ancestral hand guides bridge siting
by GREGG HERRINGTON Columbian staff writer

One of the reasons a new bridge across the Columbia River is likely to be built downstream of the present twin spans, rather than upstream, can be found in a two-story building inside the walls of the reconstructed Fort Vancouver, about a quarter mile from Interstate 5.

There, on the second floor of the climate-controlled archival storage facility, out of public view, is a tan, six-and-a-half-foot- tall, metal cabinet.

That's where they keep the bones.

Skeletal remains of nine Native Americans were unearthed between 1953 and 1955 when they were digging The Big Ditch through Vancouver. On March 31, 1955, the four-lane freeway was opened, replacing Highway 99 via Main and Washington streets as the primary north-south route through town. (More lanes were added in the late 1960s.)

By putting a new bridge on the downstream side of the two existing spans, there's less chance of digging up Indian bones. And Don Wagner does not want to dig up more Indian bones.

More than nine grave sites

Wagner, administrator of the state Department of Transportation for Southwest Washington, knows well what the experts say: There are more Native Americans and others interred near I-5 between Officers Row on East Evergreen Boulevard and state Highway 14, especially just east of I-5.
Who knows? There could be remains under the traffic circle at Evergreen Boulevard and Fort Vancouver Way and under Vancouver Police Department headquarters just south of there. Maybe there are bones a few inches below the basement floor of the old Kiggins House at Evergreen and West Reserve Street.
"You know there are grave sites beyond those nine," Wagner said. "So you know there are some issues there."

The land under and along the I-5 swath through downtown Vancouver "is a site with hundreds and hundreds of years worth of history on Native Americans and Europeans," he said. "We know the site is rich in cultural and spiritual values."

Wagner's interest isn't just historical. It's mostly about the future.

P-029-001

"I need to do a project there," he said. "We've got to bring this cultural conversation to the forefront and talk about the history of the site and discuss how we move forward knowing that people died and were buried in the footprint of the current transportation system."

"The cultural sensitivity of the property will be an influencing factor in where the bridge goes," Wagner added.

"The tribes might say it's OK so long as we don't disrupt bones. First, you've gotta find out what's there. Then you have to have the conversation about what's best to do."

The state has notified 29 Indian tribes about the quandary ahead. Of course, it won't be a quandary at all unless there's money for a new bridge. Based on what Sen. Patty Murray said in Vancouver on Wednesday, Congress won't be sprinting to write checks for this would-be project.

The bridge -- and the bones

Many of the old Vancouver Barracks bones are well-traveled. I talked this week with Doug Wilson, archaeologist for the Vancouver National Historic Reserve. Based on that interview and on a 2003 column by Columbian Editor Emeritus Tom Koenninger, here's where bones might be buried -- bones Wagner the bridge-builder doesn't want to find.

From 1839 to 1856, Europeans, Hawaiians and native Americans were buried in a Hudson's Bay Company cemetery south of the Officers Row parade grounds and north of East Fifth Street.

In about 1866, many of the remains were moved to a new Army post cemetery at what today is the west end of Officers Row, between I-5 and the traffic circle on Fort Vancouver Way.

In 1883, they were moved again, to any of three cemeteries still in existence, two on Fourth Plain Boulevard just east of I-5 and the Old City Cemetery at East Mill Plain and Grand boulevards.

The trouble is, says Wilson, "We don't think they got them all. We know that not all of the human remains were in the old cemeteries." And, as Koenninger wrote in 2003 about the Hudson's Bay Company graveyard, part of it "lies under asphalt and concrete streets, parking areas and ancient Army buildings."

Wagner, the highway builder, would really rather let them lie.

Gregg Herrington's column of personal opinion appears on the Other Opinions page each Friday.

Note by the paper author, Kevin Peterson:

Gregg wrote this article at a time when the project office was considering a freeway layout that pushed the replacement freeway deep into Fort Vancouver Park so that a single wide freeway deck, using twin bridges, plus a separate LRT bridge were placed upstream of the existing I-5 freeway. Also, the project was anticipating that a cloverleaf type freeway interchange with SR-14 was required. Readers should

P-029-001 *know that this solution is not the C-D straight alignment and would have been similar to the CRC project office downstream alignment without the 'S' turn. Don Wagner is correct stating concern that additional land take east of I-5 in the vicinity of the historic cemeteries is a worry. However, the C-D straight alignment is most definitely not a similar freeway philosophy! To construe that the C-D straight alignment is the same is intentionally misleading and not a truthful statement.*

P-029-001

Appendix 2
Except form CRC EIS Section 4(f)

SECTION 4(f) EVALUATION **5-15**
Archaeological Resources
Several archaeological sites, or archaeological contributing elements to the VNHR Historic District, are located in the archaeological Area of Potential Effect (APE). Several sites were likely impacted by previous construction of I-5 and SR 14. The archaeological APE also includes locations where a historic "military cemetery" may have been located.
While graves were exhumed and re-interred at another cemetery during the late 1800s, previous archaeological research has indicated that not all of the graves were relocated. Unmarked graves were apparently excavated during construction of I-5, and other potential grave shafts have been identified in the general vicinity of the historic cemetery. The exact location of the cemetery is withheld from this report because of the sensitive nature of the resource. The portion of the CRC project that overlaps the historic site of the cemetery, based on historic mapping, has been extensively altered by past excavations and construction.

- From chapter 5 of the DEIS

P-029-001

What's best for Fort Vancouver?

Three years ago the CRC project office put forward a specific idea – and alignment and layout – for replacing the I-5 bridges. This idea allows for a potential park like pedestrian lid over the freeway in the cut between upper areas of Fort Vancouver and the northern edge of the Vancouver CBD. In the vicinity of the river and lower downtown Vancouver, where the fort and city have a much longer history, this layout slightly worsens the impact of I-5 on Fort Vancouver; the freeway takes a bit more land out of the park and continues to be a barrier between the park and city. Near the stockade and historic village the proposed layout and alignment offer Fort Vancouver no betterment – just a slightly worse condition.

How might the proposed I-5 project benefit the park? I do not believe the park was consulted in regards to possible advantages the project might bring to the National Heritage Site or this information would be found within the CRC project office web site. I can be entirely wrong here but one must remember that the CRC project office uses only six problems as measures guiding design decisions for the project. It's best to list these as they provide insight to the attitude and actions of the project office - insight that leads one to realize that the project is not considering betterment as a basis for placing the freeway or the design of structures.

The SIX PROBLEMS:

1. **Growing travel demand and congestion**: Heavy congestion has resulted from growth in regional population, employment, and interstate commerce. The existing I-5 crossing provides three lanes for northbound and southbound travel, which can accommodate approximately 5,500 vehicles per hour in each direction. However, there are more people who want to use the crossing during peak periods than can be accommodated on the bridges, which results in stop-and-go traffic the mornings and afternoons. Cars getting on the highway have little room to accelerate and merge with highway traffic (short merging lanes) and have no room to pull off the highway (narrow shoulders) when an accident occurs or when vehicles break down. These conditions make congestion worse and decrease safety. Traffic can also become congested when large river vessels must use the lift spans to navigate underneath the I-5 bridges.
2. **Impaired freight movement**: Congestion on I-5 reduces freight mobility between regional markets in Portland and Vancouver, as well as national (California and other neighboring states) and international (Mexico or Canada) destinations along the I-5 corridor. Freight trucks most often travel in the middle of the day to avoid congestion. As hours of congestion continue to increase over time, travel times for freight trucks will continue to increase—even when traveling during the off-peak hours. This increases delivery times and raises shipping costs. It also negatively affects this region's economy. Truck-hauled freight in the Portland-Vancouver region is expected to grow more rapidly than other forms of freight movement (such as marine-hauled freight). Truck-hauled freight is forecast to grow from 67 percent of total freight movement in 2000 to 75 percent in 2035.
3. **Limited public transportation operation, connectivity, and reliability**: Congestion on I-5 reduces bus travel speeds and reliability. Local bus services currently travel between downtown Vancouver and downtown Portland. Express bus routes serve commuters by providing service directly from Clark County park and rides to downtown Portland. Both of these services travel over the I-5 bridges. Bus travel times from downtown Vancouver to Hayden Island increased 50 percent between 1998 and 2005. On average, local bus travel times are 10 to 60 percent longer during peak periods than during off-peak periods.

P-029-001

4. **Safety and vulnerability to incidents**: Over 300 crashes are reported annually on I-5 in the project area, making this one of the most accident-intensive section of I-5. This high accident rate is a result of multiple highway design features that do not meet current standards, including:

   - Close interchange spacing – within the CRC project area, I-5 has six interchanges spaced approximately one-half mile apart. The recommended minimum distance between interchanges is one mile so that cars entering and exiting the highway have enough distance to fully merge with traffic or diverge to the off-ramp before the next interchange.
   - Short on- and off-ramps – several on-ramps are not long enough for vehicles to reach highway speed before merging with highway traffic. Off-ramps are too short for safely slowing down, and may cause back ups from exits that block traffic on I-5. This generates traffic congestion and can cause accidents because maneuvering is difficult, especially for large trucks.
   - Vertical grade changes – a "hump" in the I-5 bridges that accommodates the Columbia River shipping channel blocks the view of roadway conditions ahead. This blocked view reduces speeds and creates potential hazards to motorists.
   - Narrow lanes and shoulders – several portions of I-5 in the project area have narrow inside and outside shoulders, while the I-5 bridges essentially have no shoulders, with less than one foot between the outside lanes and the barrier. The northbound I-5 bridge also has lanes one foot narrower than the minimum standard for a highway, and no shoulders. These conditions place vehicles very close to physical barriers and other vehicles, causing motorists to slow down, and do not provide space for broken down vehicles or emergency vehicles.
   - Hazardous river navigation – the Coast Guard has agreed not to raise the I-5 bridges' lift spans during peak traffic periods because of the substantial impact this would have on automotive traffic. This requires boats heading downstream (west) to navigate using the fixed "barge channel" near the middle of the river, and then quickly turn to line up with the narrow opening on the north end of the Burlington Northern Santa Fe (BNSF) railroad bridge, located about one mile downstream. This movement is especially difficult during high river levels.

5. **Substandard bicycle and pedestrian facilities**: The bicycle and pedestrian paths on the I-5 bridges are very narrow (four feet wide in most places) and extremely close to traffic and to the steel trusses. Also, the connections to these paths at both ends of the bridges are difficult to follow, especially around the Marine Drive and Hayden Island interchanges. Many existing non-motorized facilities cannot be used by persons with disabilities, and thus do not comply with the Americans with Disabilities Act standards.
6. **Seismic vulnerability**: The I-5 crossing is comprised of two bridges, one built in 1917 (the northbound structure) and the other built in 1958 (the southbound structure). The foundations of both bridges rest in soils that could liquefy during a major earthquake. Neither bridge was built to current earthquake safety standards.

What's missing? The urban and natural context for the freeway! No value is given to neighbors, urban uses and the sense of place that is Fort Vancouver.

Where are contextual issues? Where are integration goals? How will the freeway layout work with adjoining land uses to strengthen the viability of the urban area? Where is sensitivity to the cultural resources, including the park, that are so very important to the area? These concerns are not measurable attributes that the project has formalized to guide the critical decisions they are making.

P-029-001

These are positive outcomes of a planning and design process that embraces more than just 'six problems'.

If the project office does not provide insight then where is guidance to be found? Without this insight it is prudent to speculate on the park context and possible advantages the project might offer.

What measures are important to Fort Vancouver?

Access. The more people that are able to access the park the better the cultural resource is to the people of the region. The project should look to ways that encourage accessibility to the park, especially with a light rail line offering Portland metropolitan visitors potential access. An obvious example of improving access is locating and designing the LRT station as an entry to the park, lower Vancouver and the proposed waterfront development. Another example is a strong pedestrian connection between the historic park – the stockade and village - and the waterfront. Reinstating the historic linkage between the Vancouver city street grid and Fort Vancouver park also does this.

Historic Context. How can the freeway be configured so that a sense of historic context is achieved? This is a tricky question in that the fort itself is a history of change – from a Hudson Bay outpost to a spruce mill producing wood products used in WWI aircraft. However, the romantic and historically important period of the park might best be 1830 to 1880 when the fort and village were the focus of early settlement in the Pacific Northwest. This is a period in which Native American culture was replaced by western European influence and a young United States. The question posed to project engineers and architects is how might structures, which will occupy the western edge of this historic setting, help recall this period of time? How can the project help present the historic and important symbiotic context of fort, village and young city?

Land Take and Land Availability. Freeway layout and its design best serve the park if land is not unnecessarily taken. However, even more importance is the question of making land available to better facilitate and achieve park needs and functions. This is a proactive position that a project can take if civic leaders decide that an infrastructure improvement solves technical problems and betters the needs of neighbors. This is almost 180 degrees different from the CRC project office attitude that they need only solve six technical problems when planning and designing the freeway and bridge. How might Fort Vancouver benefit from more land? By connecting the fort with the river edge village and the lower Vancouver city street grid – the built environment that was the context between 1830 and 1920 – that's how.

To bring this sensitivity into the project in a coherent and thoughtful manner is only achieved by the action of talented, experienced architects and engineers acting under the leadership of civic minded visionaries who are willing to demand that the project is responsive to more than just solving six technical problems. Historic attributes can be the basis for responsive design if they are considered important to project leaders and are carefully and thoughtfully integrated into the design process. Unfortunately, this attitude seems lacking in the project office and is not considered an essential project

P-029-001

goal by state transportation leaders in Oregon or Washington. The burden falls on local and national leaders who may not have known this project has more than just one option or have not demanded context sensitive accountability from the project office. Qualitative influences seem only to exist as a mitigation tool within the CRC project office used to overcome negative feedback. For example, the idea of a pedestrian lid was a mitigation reacting to concerns put forward by the City Vancouver and the park.

The CRC project office did assemble an Urban Design Advisory Group, called the UDAG, which tried to inject some sensitivity into the actions of the project office. The value of this input to the project office is reflected in this group being disbanded. However, soon after this group was terminated by the project office, when they were no longer advising the project, they did send a letter to the two state governors recommending goals for the project. These are:

1. **Create suitable gateways to the States of Oregon and Washington**
2. **Knit together rather than divide neighborhoods along the way**
3. **Acknowledge and plan for wise use of the waterfront areas throughout the project**
4. **Help make the Columbia an important focus of the region rather than an obstacle to be overcome**
5. **Achieve a Columbia Bridge structure that is elegant, distinctive, timeless, and equal to the grand passage between two great states over the most important river in the region**
6. **Address and plan for improvement of traffic problems that the CRC will exacerbate in Downtown Portland**

These goals clearly express the desire of these design professionals and civic leaders to advance, or evolve, the project from an attitude limited to solving six problems to a positive attitude that strives to both create betterment and solve problems. These UDAG measures reflect a society that is seeking to best sculpt the project into a positive addition within the urban and natural landscape of the site and region.

The C-D Straight Alignment – How Does This Play Into the Debate?

The CRC project office has only been able to demonstrate one layout and alignment that satisfies the 'SIX PROBLEMS'. This one idea is the curved downstream alignment. Almost two years ago I was asked by a few Portland area designers for my thoughts on the direction the project was taking. It was clear to me that if only one layout and alignment opportunity existed, just a single possibility as the project office claimed, then the project was acting in a responsible manner. Any insight I might therefore have would be directed to the shaping the design of this layout – an action usually done during preliminary design that usually follows EIS discovery and documentation. It was clear to me that the only value I might offer was to be certain that a better layout and alignment does not exist.

Checking with transportation design professionals I was told that the 'unprecedented' number of interchanges too closely spaced was the 'key' problem this project was coping with. This made sense and was readily apparent as the proposed freeway alignment undulates and curves to fit interchange

P-029-001 ramping criteria - so that cars could access the single freeway deck - while placing the structure above the ship navigation channel /BNSF line and below the air navigation envelopes of Pearson Airport /Portland International Airport. I knew if interchanges could be 'unbraided' from the freeway then the layout and alignment might be able to be fit into the urban context much more responsively. How might this be done?

WSDOT Roadway Design Manual provides designers with two choices when interchanges are too closely spaced. These are to use a collector-distributor or grade separated braided ramps. From the WSDOT design Manual we find:

> The minimum spacing between adjacent interchanges is 1 mile in urban areas, 3 miles on the Interstate in rural areas, and 2 miles on non-Interstate in rural areas (see Exhibit 1360-3). In urban areas, spacing less than 1 mile may be used with C-D roads or grade-separated (braided) ramps. Interchange spacing is measured along the freeway centerline between the centerlines of the crossroads.

The project office had employed a host of ramping philosophies to fit interchange ramps into the project. These consist of braided ramps, frontage roads, auxiliary lanes, short collector-distributors and other modifications to interchange ramping that 'spread out' merging lanes along a longer length of freeway. By doing this the project office was able to meet WSDOT criteria. The result is what we see today; a potpourri of ramping solutions with over a dozen conflicts in just over a mile.

The only recourse open to me was to consider a collector-distributor. Placing the collector-distributor under the mainline freeway opened up the possibility of a straight aligned freeway and greatly reduced interchange complexity which then reduced land needs. Please refer to other documents to understand technical aspects and overall advantages of this 'C-D Straight Alignment'. This notion reduces the footprint of I-5 to less than that of the existing freeway as it exceeds all the requirements of the project including satisfying 'THE SIX PROBLEMS'! For Fort Vancouver this alignment was conceptually drawn to show how freeway structures might best be shaped and placed to better serve Fort Vancouver. Here are highlights of this C-D Straight Alignment with respect to Fort Vancouver:

- 150,000 square feet of additional land becomes available within the site of the historic village
- 1,000 feet width of open ground level expanse exists between the lower park and Vancouver city streets allowing visual connection between the early platted city, village and fort
- Third Avenue extending between the fort and city street grid allows pedestrians and vehicles to move between the city, park and river
- Elevated freeway columns, as many as 70, can be sculpted, ideally by an artist, to recall the historic forest that was the western edge of the Hudson Bay Fort and trading village
- The LRT Station is placed a short three block walk from the lower park. This walk is through the 'forest' of I-5 columns suggesting an interpretive presentation of the historic context that was the area during the early HBC period. This recalls that time when the forest was the western edge of the HBC settlement

P-029-001

- Views through the I-5 column 'forest' visually link lower Vancouver, the Columbia River and hills in the distance. Views would also include a much more attractive bridge that is more easily achieved with a straight aligned bridge.

These ideas are represented in the following sketch:

Figure 1

Conceptual plan showing ground level open space between the park and river. Note that this plan is indicative of a longer term future in which the berm of the BNSF track-bed is placed on a bridge structure allowing people to pass under the railroad tracks. Dots are columns indicative of what might be expected with the elevated freeway.

This plan would be indicative of the period that transitions the HBC to the formalized street grid of the City of Vancouver. These periods are represented with the following plans from the Fort Vancouver web site:

P-029-001

Figure 2

Hudson Bay Period. The western edge of the settlement was a forest during this period. This suggests that the park had a close visual relationship with the Columbia River looking to the south. The western edge was a close in forest with grass lands and farming to the east.

P-029-001

Figure 3

The period of US Fort Vancouver and Vancouver Barracks. Notice that the western edge of Fort Vancouver has the City of Vancouver platted as we see today. This period was the formalization of the fort as the urban center on the north shore of the Columbia River. Civic life was the synergy between the fort, village and early city during this period. The forest was removed and urban life spread downstream along the shore of the Columbia River.

These ideas suggest one possible strategy to shape freeway and bridge structures to better Fort Vancouver. However, these are but a few notions that represent responsive design. It is fair to assume that the actual design, yet to occur, will evolve to be much better as creative, skilled, experienced architects, artist and engineers are employed.

A bit more detail

Clearly choices are possible. The downstream alignment proposed by the CRC project office might best be described as the worst possible alignment that, if compared with the C-D Straight Alignment, proves that the C-D Straight Alignment is not the only possible layout and alignment that satisfies the needs for alternative 3 – bridge replacement and LRT. Why is this important? The C-D Straight Alignment solves the six problems and has contextual advantage. The reasoning is that to limit the project to only one possible alignment and layout during EIS discovery is to put the project at risk. This is what is happening now as the CRC project insists the curved downstream alignment is the only possible solution.

P-029-001 An overview comparison of the two ideas is striking. The following images share these contrasts:

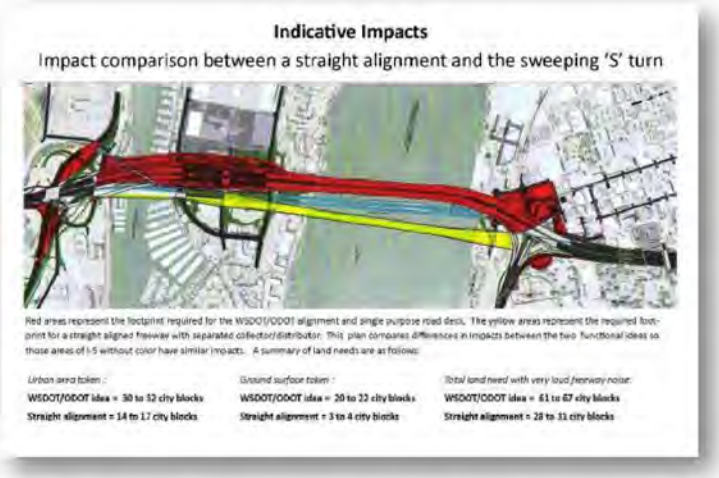
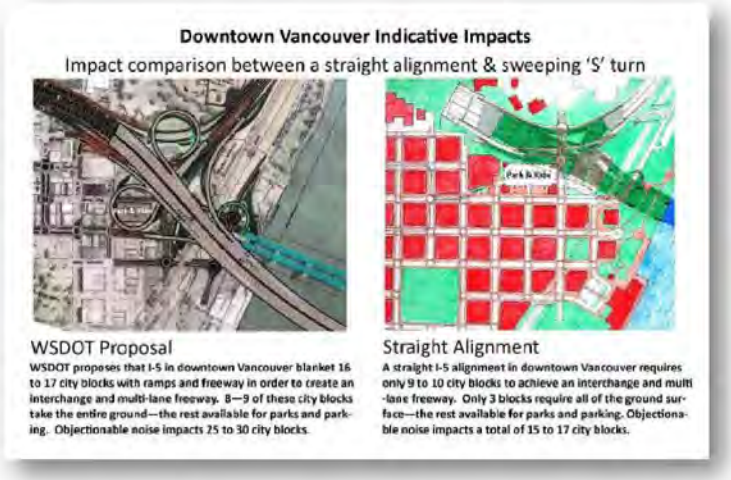


Figure 4

Comparison of CRC downstream alignment with the C-D upstream straight alignment. This is an overall sketch to share the comparative footprint of the C-D Straight Alignment with the CRC curved downstream alignment. Red areas represent land that will be required if the CRC curved downstream alignment is use that is not needed if the C-D Straight Alignment is selected. Yellow is land needed for the C-D Straight Alignment that is not required if the CRC curved downstream alignment is selected. The blue lines are the existing twin I-5 steel truss bridges.



P-029-001

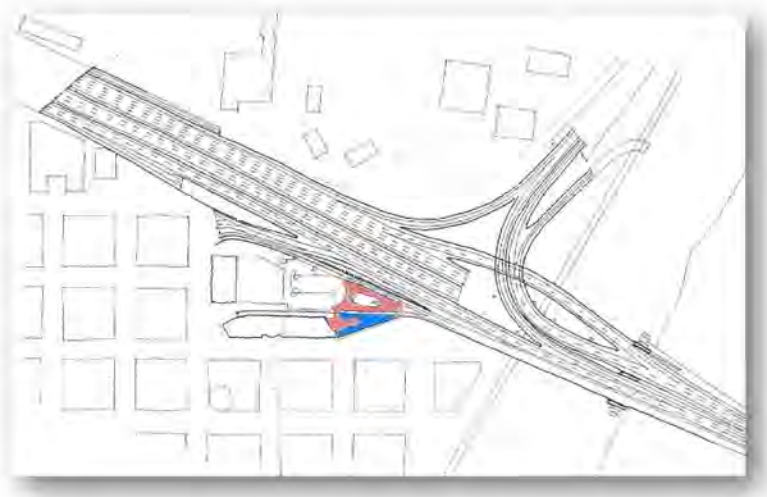
Figure 5

Side comparison of CRC downstream curved alignment (left) with the C-D straight alignment (right). Please note that the plan on the left shows the elevated freeway while the plan on the right shows the ground level with the elevated freeway shadow shown in dark green.

P-029-001 The following two sketches are better images of the layout possible for the C-D Straight Alignment near Fort Vancouver:

Figure 6

Surface layout showing indicative pedestrian pathways between the park, lower downtown and Columbia River (light brown color). Yellow city blocks are new city blocks that would not be possible with the proposed CRC downstream alignment.



P-029-001

Figure 7

Elevated I-5 structure for the C-D Straight Alignment. Note tha the LRT station is a triangualr platform associated with a building – possiblly the proposed Pioneer Building. A small roof top pool brings the Columbia River to the elevated platform and a rail crossing connects the platform with the building which might house a museum, art center or civic activities.

Errors, Lies, Law and Hypocrisy

So what does the CRC project office have to say about the C-D Straight Alignment?

When I was forced to use public disclosure laws to determine if the CRC project office has considered the C-D Straight Alignment the response was shallow and confused. Only one document was offered that suggested any sort of review for the idea. This was a simple listing of potential issues associated with a conceptual plan of the SR-14 interchange. From this listing of potential issues the project office declared the idea to be a bad idea. The only problem with this is that these potential problems – geometric alignment issues - are not problems. The conceptual layout provided to the CRC project office more than satisfies ALL WSDOT interchange criteria and provides connections from I-5 to Vancouver that are NOT PROVIDED with the CRC downstream alignment. What is one to make of this action?

P-029-001 Assigning a staff engineer to speculate on potential problems for one interchange and then twisting these potential concerns to declare the entirety of the idea is fatally flawed is hypocrisy when the layout for the interchange is technically correct. So it turns out that the project office leaped to a conclusion based on incorrect internal review actions. But how can this be when the office declares, as Nancy Boyd stated just the other week to the Vancouver Rotary that the project office considers LOTS of alternatives by stating that:

- Through the public process all ideas were thoroughly vetted
- All considered against specific set of criteria

So it turns out that thorough vetting is declaring an idea fatally flawed because a staff engineer speculated on potential geometric concerns for one part of the idea, speculation that was in error, never bothered to share this with the public or the source of the idea and then filed this away to ignore the idea. They also made false witness to the bridge review panel and, as was related to me 'off the record' by members of the BRP, asked the BRP to create a bogus idea that sounded like the C-D Straight Alignment so as to mask the potential viability of the idea. I find it shocking that this obfuscation is declared to be thorough vetting.

Does it follow that the specific set of criteria the CRC project office uses to consider ideas is to speculate on possible problems and, based on this speculation, declare the idea to be bad? This is the story that the public records request told me. My conclusion is that the project office has lied regarding thorough vetting as shown with the meager consideration given to the idea, do not follow-up with the originator of the idea with feedback sharing how they will, or have, review the idea, internally conduct flawed reviews without quality control, are content with self-serving 'memos to the file' and allow others to think that ideas are subjected to thoughtful consideration against a specific set of criteria. It appears to me that the project office simply wanted to find a potential technical issue to declare the idea bad and then bury awareness in the deep recesses of project files.

However, a corrupt organization still must be held accountable to the laws of the land. For Fort Vancouver this is the requirement that the project act on any idea that might lessen the impact on the National Historic Reserve. This is best stated by Frank Green and Casey Liles of the CRC project office:

"An upstream alignment sets the bridge and SR14 interchange ramps closer to the Vancouver National Historic Reserve (the Reserve) at the river's edge and was determined to have greater impacts to this resource. The Reserve is protected by Section 4(f) of the Department of Transportation Act of 1966 which requires identifying prudent and feasible alternatives to avoid impacts to this land and by Section 106 of the National Historic Preservation Act. Under Section 4(f), if some impact to this land is unavoidable, all possible planning to minimize harm from use should be explored. The project has determined that it is not possible to avoid all impacts to the Reserve. Therefore, reasonable and prudent opportunities to minimize impacts shall be implemented. The downstream alignment optimizes reasonable and prudent opportunities to minimize Section 4(f) impacts."

P-029-001

- Statement made by Frank Green, Structures Engineering Manager, and Casey Liles, Highway Engineering Manager, Columbia River Crossing Project Office in an August 15 2011 memo regarding the C-D Straight Alignment.

How is it possible for the CRC project office to make this statement? With the C-D Straight Alignment layout offering clear advantages to the fort this statement can easily lead one to believe the project office is self-serving and quick to make false assumptions. One is reminded to look carefully at the two layouts as this issue must be understood comparing physical layouts –the 'fit for function' of I-5 that best serves the needs of users and neighbors. Also, I do not believe Frank Green or Casey Liles are historians, archeologists, anthropologists or experienced preservationists so it should not be up to them to make such a declarative statement once transportation issues have been found to be criteria compliant for both upstream and downstream opportunities. Until such time as both ideas are subjected to rigorous comparative analysis against criteria that the National Park Service and State Historic Preservation Officer determine is appropriate this statement is only speculation on the part of Frank and Casey.

It has been demonstrated that the C-D Straight Alignment better satisfies mobility needs for the project. The project office has never disputed this. It has also been demonstrated that the C-D Straight Alignment is safer, less expensive and will result in a more beautiful bridge. Again, the project office has never disputed this. It has been demonstrated that the C-D Straight Alignment satisfies mobility requirements, both rubber tire and steel wheel, better than the CRC project office downstream alignment. This has not be disputed by the project office.

With respect to Fort Vancouver the project office appears to be in violation of Section 4(f) of the Department of Transportation Act of 1966 and by Section 106 of the National Historic Preservation Act. This is, of course, unless the project office can put forth technical reasoning why the C-D Straight Alignment is fatally flawed. If the project office were acting in an honest and forthright manner they would presently be consulting with national and state historic preservationists to better understand how the two choices influence the historic site and work out a methodology to better understand what best serves the interest of this important cultural resource.

Based on objective measures of public integrity we appear to have a project office that may elevate Payton Place to a place with greater accountability to the public, stronger civic leadership seeking a better tomorrow and sensitivity to preserving and enhancing the historic place. Without identifying positive and proactive measures to strengthen our communities, to limit one's effort to 'SIX PROBLEMS' is to admit that we only live in a world of problems.