

# Project Summary 2002

## FHWA National Scenic Byways Program

All sections must be completed on an electronic form at <http://www.byways.org>  
Applications must be submitted online and on paper.

State Submission Date <i>not submitted yet</i>	Division Submission Date <i>not submitted yet</i>
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### Project Info

Project Name Padden Creek Visitor and Salmon Access	Project No.
	Applicant's Reference No. 2
Project Year 2002	
Counties and/or Regions Involved City of Bellingham, Historic Fairhaven Parkway	
Location of Project along Byway(s) Padden Creek Greenway in Happy Valley Neighborhood	
Federal Lands Crossed by Involved Byway(s)	

### Associated Byways

State	Byway Name	Details	
WA	WA-Chuckanut Drive (State Route 11)	Designation Date 1993	Intrinsic Qualities* H,N,R,S
		Byway Organization Friends of Chuckanut Drive 585 Pleasant Bay Road Bellingham, WA 98225 Phone: (360) 734-3771 Fax: (360)738-6232 E-mail: ellen@wccog.org	

\*IQ codes: A - Archaeological, C - Cultural, H - Historical, N - Natural, R - Recreational, S - Scenic

### Project Category

#### Project Type

Project along a State-designated scenic byway that is carried out to make the byway eligible for designation as an All-American Road or a National Scenic Byway.

Is the project consistent with the Corridor Management Plan for the byway(s)?

Yes

## Project Category (Continued)

### Eligibility Category

Resource Protection

Is this application a copy of a previously submitted application or a revision of a prior non-funded application?

Yes

## Ready-to-Go

## Prior Projects

FHWA Proj No.	Year	Project Name	Amount	Status
SB-1998-WA-11	1998	Corridor Management Plan	\$27,360	Completed
		Project Coordinator: Gordon Rogers		

## Project Abstract

Padden Creek is currently inaccessible to visitors and salmon because it runs through the confines of a century-old half-mile long tunnel running under and parallel to the scenic byway. The completed project will restore a salmon-bearing stream to daylight and increase visitor enjoyment and awareness of natural, scenic and cultural qualities of the byway whose history is inextricably interwoven with the ancient and perennial salmon runs.

Once complete, the natural creek channel will meander through City-owned park lands bordering the scenic byway and will feature pedestrian trails and interpretive sites. The re-establishment of this natural creek will benefit visitors by giving access to interpretive trails along a creek, currently artificially inaccessible and invisible. Visitors will experience and gain wider understanding and appreciation of the regionally significant ecologic lessons of the endangered salmon species.

## Project Narrative

### BACKGROUND

Historic Fairhaven Parkway (“Parkway”) is the name for the part of Chuckanut Drive that winds through the Padden Creek valley. The Parkway connects residents, travelers and commercial transport with the Fairhaven National Historic District, the Alaska Cruise Terminal Port, the regional freight and passenger railway, and the interstate highway system. Paralleling the Parkway, Padden Creek’s stream ecosystem connects upland park habitat with Fairhaven Estuary and Bay. The Parkway and the Creek form the center of a rich natural greenway which residents and visitors treasure and seek to preserve for the benefit of travelers and future generations. Central to this preservation is the need to enhance and protect natural areas such as greenways, streams and wildlife corridors.

For over one hundred years, Padden Creek has been routed through a brick-lined tunnel extending about a half mile along the Historic Fairhaven Parkway section of Chuckanut Drive Scenic Byway. In addition to depriving generations of residents, students and visitors of the opportunity to enjoy and learn from this beautiful, natural stream, the long, dark, tunnel prevents salmon from returning upstream to their natural spawning habitat. As a result, miles of existing pristine habitat in city-owned upland parks has been rendered inaccessible to the salmon, native to this area for thousands of years, and now in

## Project Narrative (Continued)

danger as a species.

With the coordinated partnership of concerned byway citizens, public agencies and local businesses, -- and the National Scenic Byways program -- that's about to change. In 1987, several former fishermen and lifetime area residents got tired of seeing the returning salmon dying at the base of the tunnel, unable to access spawning habitat upstream. Determined to fix that century-old problem, they established the Padden Creek Alliance ("Alliance") with the goal of restoring the natural ecosystem of the creek, and with it the wild salmon runs. From the beginning, the Alliance has enjoyed the support of the State of Washington Departments of Fish and Wildlife and Ecology. The Bellingham City Council passed a resolution in 1998 in favor of the restoration of Padden Creek. And from the beginning, the Padden Creek Alliance has been a core participant group in the Chuckanut Corridor Community (CCC).

### COMMUNITY SUPPORT

Through friendly, informative face-to-face conversations with community members, the Alliance has won broad support from all sectors of the neighborhood, including residents and property owners along the proposed creek channel. The Padden Creek Alliance has partnered with University students to monitor stream biota, it has coordinated volunteer work parties to re-plant native vegetation along the stream, and it has been part of elementary and middle school curricula so that children experience the creek as science lab by releasing salmon smolt for their maturation voyage to the ocean (see attached photographs). Padden Creek Alliance members have been there to help the children four years later, carrying the adult returning salmon around the tunnel (in buckets!) in order to release them upstream to spawn, a frustrating and only marginally successful measure.

During the same period, the City of Bellingham Parks and Recreation Department passed a \$7 million Greenways levy for the preservation of green space in the city and again, in 1997, passed a second \$20 million Beyond Greenways levy, from which funds parklands along the scenic byway have been purchased. In 1997, the City of Bellingham Public Works Department began regular monthly meetings with the Padden Creek Alliance to create the organizational framework for eventual elimination of the tunnel and construction of a natural stream channel. Progress by 1999 included production of two basic alternative route maps and rough design proposals, donated by a local engineering firm supportive of the Alliance's work. Based on this preparatory work, the City has already invested more than \$60,000 in funds and staff time in preliminary design work to prepare the project for the final design and construction phase.

### CURRENT PROJECT ACTION

Preliminary Engineering work was completed in September, 2000, and a final report was printed in May, 2001. It includes:

- Hydrologic and hydraulic analysis necessary to ensure that any proposed new channel would have sufficient hydraulic capacity.
- Analysis of horizontal channel alignment alternatives.
- Coordination of fish passage and fish habitat design with the Department of Fish and Wildlife and other permitting agencies.
- Documentation of work with the City and the neighborhood and citizen groups in evaluating different channel alternatives.
- Final report recommending the creek route and design.

### PROJECT COMPLETION WORK

Successful re-establishment of Padden Creek will benefit a wide variety of byway users and consequently will require the coordinated efforts of a wide variety of groups, organizations and funding

## **Project Narrative (Continued)**

sources. In order to maximize the efficiency of a wide array of supporters, the Byway Community, the City and the Alliance have defined a two-phase approach to bring the project to completion.

### **PHASE 1: Final Design**

Based on the results of the preliminary design research currently underway, the City, in coordination with the Alliance and the Byway Community, will contract with a qualified consultant to pursue the following:

- Final project design and construction documents and drawings
- Public outreach and education and solicitation of comments
- Coordination with all relevant state and federal agencies for plan review and approval
- Environmental review, permit application and approval
- Historical and archeological documentation
- Habitat monitoring including:
  - + fish habitat features
  - + boulders, woody debris
  - + native plants
  - + water quality
  - + baseline data for evaluative purposes
- Right-of-way and property acquisition
- Pursuit of applicable leveraged funding sources including:
  - + Washington DFW Salmon Recovery Funding Board
  - + Washington DNR Aquatic Lands Enhancement Account
  - + Washington Fish Passage Grant Program
  - + Salmon Habitat Restoration Grants
  - + Washington Flood Hazard Reduction Grants
  - + Washington Interagency Committee for Outdoor Recreation
  - + other grants as applicable

### **PHASE 2: CONSTRUCTION**

Committed volunteers can accomplish a tremendous amount, but it takes construction expertise to remove a tunnel. The City will contract with a qualified construction consultant to carry out the following:

- Excavation of meandering stream channel
- Installation of appropriate boulders and habitat elements
- Mitigation and control of sediment erosion
- Minimized construction effects on stream and surroundings
- Traffic management
- Construction of bridge under SR11
- Construction of large arch "daylight" culverts under roads
- Construction of pedestrian trails
- Installation of signage and interpretive markers

Because of the wide range of issues addressed in this project, the byway community strategy is to seek National Scenic Byways funding assistance for Phase 1, while seeking out several other funding partners for Phase 2 at this time.

### **VISITOR EXPERIENCE IS ENHANCED BY SALMON**

National Scenic Byways funds are particularly important to Padden Creek. Fisheries funds are scarce for urban streams such as Padden, favoring instead distant rural rivers and creeks. The urgent need for stream restoration will not be understood by the byway visitors and residents unless this vital ecosystem functions in a visible location such as Padden Creek. The educational asset cannot be overemphasized.

## Project Narrative (Continued)

Working in concert with byway sub-groups representing SR11's Chuckanut and Samish sections, salmon stream restoration and interpretation projects were identified as a top priority based on several interconnected criteria:

1. Scenic quality: The byway community identified a high priority for a landscaped park-like corridor, encouraging walking and leisurely enjoyment. Padden Creek will augment the greenway along Historic Fairhaven Parkway for the benefit of visitors and residents alike.
2. Natural ecosystems: The Endangered Species Listing of certain wild salmon has galvanized public and private interests alike in the effort to enhance and protect crucial habitat. Community investment will continue in the form of volunteer labor for the Padden Creek restoration. Visitors to the region attracted by natural fishing opportunities have decreased in recent years, and this project will take a significant step toward reversing that trend.
3. Cultural value: Celebrating the return of the salmon in the autumn is an important cultural feature for the Native American Lummi, Nooksack and Samish Nations as well as for the fishing-based commercial and recreational enthusiasts. A community festival focussed on Padden Creek is part of the Corridor Management Plan.
4. Recreational opportunities: walking, bicycling and picnicing along the proposed stream-side and byway-side trails is a significant link in the recreational trails leading north, west and south from the Padden Creek site. Non-motorized transportation along the byway is a priority in the Corridor Management Plan.
5. Historic continuity: Historic Fairhaven Parkway leads to the National Historic District of Fairhaven, former site of the largest salmon canning factory on the west coast, linking this stream with one of the most prominent historical commercial ventures in the region.
6. Archaeological Significance: Research shows that ancient native cultures have occupied this valley for thousands of years, with a sophisticated agriculturally based economy and trading patterns throughout the Salish Sea. The byway community has identified as a priority working with the Samish and other Native American Nations to identify appropriate interpretive measures.

### BENEFITS TO TRAVELERS

Currently, byway travelers are deprived of a vital part of the parkway environment through the long stretch where Padden Creek flows underground. With the complete daylighting of Padden Creek, byway travelers will enjoy the tangible benefit of a visible and vibrant stream and associated cultural and interpretive opportunities. The byway planning community identified as a high priority the encouragement of non-car travel along the Parkway. A streamside trail will attract byway visitors to walk and bike, enjoying the byway corridor at a relaxed pace and without the need for vehicles. Additional attractions in the form of trail-accessed interpretive sites will educate visitors about the historic and cultural significance of the stream and its resources.

The roadway itself will benefit substantially from the daylighting process as currently the culvert capacity for the creek is insufficient for projected flood volumes. Based on Federal Emergency Management Administration studies, the roadway is in the flood plain and flooding risks exist that could significantly damage the existing roadway foundation.

### THE CORRIDOR BUILDS COMMUNITY

The Byway Community participants in the Chuckanut Drive Corridor Management Plan process represent the full spectrum of community interests along Historic Fairhaven Parkway:

- Happy Valley Neighborhood Association,
- Padden Creek Alliance,
- Nooksack Salmon Enhancement Association,
- Bellingham Greenways Committee,

## Project Narrative (Continued)

- City of Bellingham Parks and Recreation,
- City of Bellingham Public Works Department,
- The Fairhaven Association,
- Chuckanut Merchants' Association
- Friends of Chuckanut Drive

In addition, representatives from the two Chuckanut Drive byway communities further south along the drive – “Chuckanut Mountain” and “Samish Farmlands” – voted their support for the Padden Creek Visitor and Salmon Access project as a top priority for improving the visitor experience and furthering the byway vision. All participant members in the Chuckanut Drive Corridor Management Planning process are listed in the attachments.

The Chuckanut Drive corridor vision emphasizes the preservation and enjoyment of its abundant natural beauty. Most of the Drive travels through farmland openspace and forested hillsides where natural beauty and wildlife viewing are superb. However, Historic Fairhaven Parkway is a part of the byway located in an urban/residential setting and as such its dwindling green spaces are vulnerable to development pressures. Reconstructing Padden Creek as a visible and accessible natural space will ensure the visitor a continuous experience of abundant natural beauty within the city limits as well in the countryside. As the northern gateway to Chuckanut Drive, the completion of a green landscaped corridor leads the way to an enjoyable byway experience, a credit to the National Scenic Byway system.

## Work Plan

Line Item	Task/Milestone Description	Start Date/ Duration	Work Category
001	Public Outreach	01 Jan 2002 4 months	Resource Protection
Responsible Party: Wendy Scherrer, Happy Valley Neighborhood Associ			
<b>Justification:</b> This task will coordinate a multi-faceted educational program to ensure community understanding and support for the project design. Utilizing design information from the completed Preliminary Engineering Report, volunteers will conduct public meetings, publicize plan information, and elicit comments and suggestions from the full spectrum of byway residents and users.			
002	Agency Coordination	01 Jan 2002 6 months	Resource Protection
Responsible Party: Kirk Christensen, Bellingham Public Works			
<b>Justification:</b> The City of Bellingham will work with a qualified consultant to coordinate design aspects of the project with all relevant local, state, and federal agencies including: <ul style="list-style-type: none"> <li>· State Department of Fish and Wildlife</li> <li>· State Department of Ecology</li> <li>· State Department of Natural Resources</li> <li>· City of Bellingham Parks and Recreation</li> <li>· National Marine Fisheries Service</li> <li>· Federal Emergency Management Administration for Flood Hazard Control</li> </ul>			

## Work Plan (Continued)

Line Item	Task/Milestone Description	Start Date/ Duration	Work Category
003	Leverage Grant Funding	15 Feb 2002 6 months	Resource Protection
	Responsible Party: Wendy Scherrer, Nooskack Salmon Enhancement		
	<p><b>Justification:</b> Based on conclusions and recommendations of the Preliminary Engineering Report, the Nooksack Salmon Enhancement Association and partner organizations will pursue appropriate grant funding sources to leverage and augment the funds contributed by the City and its partners. Potential Grant sources include:</p> <ul style="list-style-type: none"> <li>· Washington DFW Salmon Recovery Funding Board</li> <li>· Washington DNR Aquatic Lands Enhancement</li> <li>· Washington Fish Passage Grant Program</li> <li>· Salmon Habitat Restoration Grants</li> <li>· Washington Ecology Flood Hazard Reduction</li> <li>· Interagency Committee for Outdoor Recreation</li> <li>· FHWA TEA-21 Enhancement Grants</li> <li>· Private Foundations</li> <li>· Local In-kind Volunteer and Materials</li> <li>· other sources as applicable.</li> </ul>		
004	Historical and Archaeological Documentation	20 Apr 2002 2 months	Resource Protection
	Responsible Party: Taimi Gordon, Fairhaven Association		
	<p><b>Justification:</b> Working in cooperation with the Western Washington University Anthropology faculty, the Fairhaven Association volunteers will assist in developing a record of existing historic and archaeological sites along the byway and creek. Under the supervision of faculty, students will document existing studies and surveys and note areas for protection or further study. Archaeologic staff of the Lummi Nation, the Samish Nation and the Nooksack Tribe will be consulted for approval of all recommendations.</p>		
005	Environmental Review	01 Mar 2002 6 months	Resource Protection
	Responsible Party: Clare Fogelson, Bellingham Public Works		
	<p><b>Justification:</b> Based on identified design parameters, the City of Bellingham will work with a qualified consultant for preparation of environmental review, permits and documentation preparatory to approval, pending final design completion. This work will be carried on in coordination with the Agency Coordination (Task 2)</p>		
006	Final Design Development	01 Jun 2002 6 months	Resource Protection
	Responsible Party: John Blethen, Padden Creek Alliance		
	<p><b>Justification:</b> Final design will include preparation of final design contract drawings and specifications for</p>		

## Work Plan (Continued)

006	the bid process, as required by law. The final design process will include preparing detailed scale drawings of the project construction activities as well as a contract specifications document that defines the construction contract terms, materials to be used, and construction methods, and obtaining all state federal and local permits required for construction of the project. The process to complete this detailed design work will be coordinated with the byway community and permitting agencies. The Padden Creek Alliance will work with the City of Bellingham to assemble the several sources for grant funds for subsequent construction of the project.		
007	Monitoring, Evaluation and Stream Enhancement	01 Jan 2003 1 year	Resource Protection
	Responsible Party: Wendy Scherrer, Nooksack Salmon Enhancement Asso		
	<p>Justification: Monitoring of biota and marine life in the stream before, during and after stream re-construction will be carried out by volunteers for Nooksack Salmon Enhancement Association, the Padden Creek Alliance and qualified students of Western Washington University, under the supervision of fisheries experts. Monitoring is required by the Endangered Species Act to determine environmental changes induced by the project. Monitoring will include:</p> <ul style="list-style-type: none"> <li>- fish habitat features</li> <li>- boulders, woody debris</li> <li>- native plants</li> <li>- water quality</li> <li>- baseline data for evaluation purposes</li> </ul>		
008	Preparation for Right of way	01 Sep 2003 3 months	Resource Protection
	Responsible Party: Kirk Christensen, Bellingham Public Works		
	<p>Justification: The City will work with neighboring property owners to acquire required right-of-way and easements. This work will be carried out in coordination with the City of Bellingham Parks and Recreation Greenways Department in order to maximize appropriate use of City-owned greenspace.</p>		

## Budget

Line Item	Description	Total Cost	Request Amt.
001	Public Outreach to organize, publicize and conduct several public meetings for education	\$3,740	\$740
002	Agency Coordination to refine design to accord with multiple agency requirements	\$2,920	\$2,620
003	Leverage Grant Funding:research and prepare grant applications for other appropriate funding sources, as outlined	\$6,240	\$5,840



## Budget (Continued)

Line Item	Description	Total Cost	Request Amt.
004	Historical and Archaeological Documentation:to review site locations and develop interpretive information.	\$3,760	\$2,560
005	Environmental Review:address environmental issues in the project design and begin environmental permit process work	\$23,520	\$18,520
006	Final Design Development:finalize design and construction drawings, materials, and permits.	\$179,200	\$154,200
007	Water quality monitoring and Existing Creek-bed enhancement:	\$7,450	\$1,450
008	Preparation for Right of Way Acquisition:negotiate, evaluate, document, and, to the extent possible, purchase easements and property	\$24,800	\$4,800
<b>Totals</b>		<b>\$251,630</b>	<b>\$190,730</b>
<p>Match amount (total cost - requested amount) is \$60,900 or 24.2% of total.            Match accounted for in Match Breakdown is \$60,900 or 24.2% of total.            These two amounts must be equal for the Budget and Match sections to be complete.</p> <p>For your information, 80% of Total Cost is \$201,304, and 20% of Total Cost is \$50,326.            Your match amount cannot be less than 20% of Total Cost.</p>			

## Match Breakdown

Source	Description	Type	Value
City of Bellingham Public Works Department		Cash	\$30,000
City of Bellingham Public Works Department	Property and easement for stream channel	Property	\$20,000
Padden Creek Alliance	volunteer labor approx 220 hrs @ 12.50/hr.	Non-Govt. Services	\$2,750
Nooksack Salmon Enhancement Association	donated use of tools, vehicles, discounted plant material (\$500 overmatch)	Equipment	\$1,650
Happy Valley Neighborhood Association	volunteer labor, approx 120 hr. @ 12.50/hr	Non-Govt. Services	\$1,500

## Match Breakdown (Continued)

Source	Description	Type	Value
Nooksack Salmon Enhancement Association	monitoring and creek enhancement supervision and labor volunteer hours 400 hrs @ 12.5/hr	Non-Govt. Services	\$5,000
<b>Total</b>			<b>\$60,900</b>
<p>Total from items above: \$60,900 or 24.2% of total.            Match amount from Budget: \$60,900 or 24.2% of total.            These two amounts must be equal for the Budget and Match sections to be complete.</p> <p>For your information, 80% of Total Cost is \$201,304, and 20% of Total Cost is \$50,326.            Your match amount cannot be less than 20% of Total Cost.</p>			

## Project Coordinator

Coordinator Name Ellen Barton		
Agency/Group Whatcom Council of Governments	Title Transportation Projects Specialist	
E-mail Address ellen@wcog.org		
Phone (360) 676-6974	Fax (360)738-6232	
Street Address 314 East Champion Street		
City Bellingham	State WA	ZIP 98225

## State Program

State WA	Byway Program Start Date 01 Jan 1967	
Scenic Byway Agency Washington State Dept. of Transportation-Heritage Corridors Pgm.		
State Scenic Byways Coordinator Lorenzo Judy		
E-mail Address lorenzj@wsdot.wa.gov		
Phone 360-705-7274	Fax 360-705-6839	
Street Address P.O. Box 47393 310 Maple Park Drive		
City Olympia	State WA	ZIP 98504-7393

# Signatures

State Scenic Byways Agency

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Judy Lorenzo  
Heritage Corridors Program

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Date

## Matching Funds Certification

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Judy Lorenzo  
Heritage Corridors Program

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Date

## Congressional Members

### Associated States

State	Senators
WA	Cantwell, Maria Murray, Patty

### State Representatives

State	District	Representative
WA	2	Larsen, Rick

## Attachments

- Letter of Support: Padden Creek Alliance
- Letter of Support: Happy Valley Neighborhood Association
- Letter of Support: Nooksack Salmon Enhancement Association
- Map of project area and region
- City of Bellingham Resolution in support of Project
- Copy of Relevant pages from Corridor Management Plan
- Photographs of Padden Creek Volunteer School Children
- Salmon Recovery in Washington State
- Letter of Support: Representative Rick Larsen
- Letter of Support: Senator Patty Murray
- Letter of Support: Senator Maria Cantwell