



CITY OF OREGON CITY

CITY COMMISSION WORK SESSION

AGENDA

Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City
Tuesday, February 08, 2022 at 6:00 PM

Typically there are no public comments at work sessions, but written comments are accepted by:

- *Email recorderteam@orc.city.org (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

CONVENE WORK SESSION AND ROLL CALL

FUTURE AGENDA ITEMS

The Commission's adopted goals and available staff resources shall be considered when recommending future agenda items. The Commission may add an item to a future agenda with consensus of the Commission.

[List](#) of Future Work Session Agenda Items

DISCUSSION ITEMS

- [1.](#) Oregon City – West Linn Pedestrian and Bicycle Bridge Concept Plan
- [2.](#) Water CIP Implementation – Post Election 2021

CITY MANAGER'S REPORT

COMMISSION COMMITTEE REPORTS

- Beavercreek Employment Area Blue Ribbon Committee** - Commissioner Frank O'Donnell
- Citizen Involvement Committee Liaison** - Commissioner Adam Marl
- Clackamas County Coordinating Committee (C4)** - Appointed: Mayor Rachel Lyles Smith Alternate: Commissioner Adam Marl
- Clackamas County I-205 Tolling Diversion Committee** - Appointed: Commissioner Adam Marl Alternate: Commissioner Frank O'Donnell
- Clackamas Heritage Partners** - Commissioner Rocky Smith, Jr.

- F. Clackamas Water Environment Services Policy Committee -**
Appointed: Commissioner Rocky Smith, Jr.
- G. Downtown Oregon City Association Board -** *Commissioner Denyse McGriff*
- H. Metro Policy Advisory Committee (MPAC) -** *Appointed: Mayor Rachel Lyles Smith*
Alternate: Commissioner Denyse McGriff
- I. OC 2040 Project Advisory Team -** *Appointed: Commissioners Adam Marl and*
Denyse McGriff
- J. Oregon Governor's Willamette Falls Locks Commission –** *Appointed: Mayor*
Rachel Lyles Smith
- K. Oregon City Tourism Stakeholder's Group -** *Appointed: Commissioners Frank*
O'Donnell and Rocky Smith, Jr.
- L. Oregon City/West Linn Pedestrian and Bicycle Bridge Concept Plan Project**
Advisory Committee - *Appointed: Commissioner Denyse McGriff*
- M. South Fork Water Board (SFWB) -** *Mayor Rachel Lyles Smith, Commissioners Frank*
O'Donnell, and Rocky Smith, Jr.
- N. Willamette Falls and Landings Heritage Area -** *Appointed: Commissioner Denyse*
McGriff Alternate: Commissioner Frank O'Donnell
- O. Willamette Falls Legacy Project Liaisons -** *Mayor Rachel Lyles*
Smith and Commissioners Frank O'Donnell

ADJOURNMENT

PUBLIC COMMENT GUIDELINES

Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.

As a general practice, the City Commission does not engage in discussion with those making comments.

Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.

ADA NOTICE

The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.

Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.

Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at www.orcity.org and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WPMC at 503-650-0275 for a programming schedule.



CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: City Commission
From: City Manager Tony Konkol

Agenda Date: 02/08/2022

SUBJECT:

List of Future Work Session Agenda Items

BACKGROUND:

March 8, 2022

EcoNW – Middle Housing Incentives (HB 2001)

2040 Goals Input Discussion

Homeless Goals and Internal Strategies

April 6, 2022

Joint Work Session with Planning Commission – OC 2040

Additional Upcoming Items (These items are in no particular order)

Abandoned Building Regulations

Beavercreek Road Concept Plan (Thimble Creek) Funding Discussion

Boards and Committee's Orientation Manual Review and Discussion

Canemah Area - Encroachments in the Right-of-Way Policy Discussion

Charter Park Discussion (Last five – Sportcraft Landing, McLoughlin Promenade, Ermatinger House, Dement Park/Property, and Clairmont Way)

Clackamas County Water Environmental Services (WES) Rate Differential

Clackamette Park Boat Ramp

Climate Action Plan Presentation (City of Milwaukie)

Code Enforcement Complaint Process

Commission Policies and Rules of Procedure Review

Compatible Change Update
Construction Excise Tax
Economic Development Strategy Follow-up
Ethics Training
Exploring Options of Youth Council or Youth Engagement in OC
Metro Food Waste Program Requirements - Annual Review
Parks Special Event Fees and Application Process
Parking Rate Increase for Permitted Parking in Downtown Oregon City (Green, Purple, Orange, etc. Zones)
Railroad Quiet Zone Funding Discussion
Request for Recording Pre-App Conferences Follow-up
South Fork Water Board - Mountain Line Easements Vacation
Transportation Demand Management (TDM) Plan Implementation Update
Update re NEPA for ODOT I-205 Project
Water System Risk and Resiliency Review
Willamette Falls Legacy Project Operations and Maintenance Discussion



CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: City Commission
From: Public Works Director John M. Lewis, P.E .

Agenda Date: 02/08/2022

SUBJECT:

Oregon City – West Linn Pedestrian and Bicycle Bridge Concept Plan

EXECUTIVE SUMMARY:

The project team will provide an overview of the Findings and Preferred Recommendation from the Advisory Committee and Project Management Team, steps to realizing an actual constructed bridge, and next steps for plan adoption.

Following a discussion by the Oregon City Commission, staff are looking for feedback and guidance on moving forward with adoption of the Oregon City – West Linn Pedestrian and Bicycle Bridge Concept Plan.

BACKGROUND:

Oregon Department of Transportation (ODOT) – in partnership with Oregon City, West Linn, Clackamas County, and Metro – completed a planning effort to investigate the feasibility of a pedestrian and bicycle bridge across the Willamette River connecting Oregon City and West Linn. This project will identify potential bridge locations and provide opportunities for community and local agency conversations to reimagine a new crossing. A key component of this project is to consider the historical significance of the study area and evaluate crossing options with minimal impacts to natural and cultural resources.

This planning effort supports community desires to connect the regional active transportation network in this area. Pedestrians and bicyclists currently use the historic Arch Bridge (OR 43) which is the existing multimodal crossing in this area. Agency partners are interested in identifying a safe and reliable option for a low-stress connection between the two cities.

Today, no existing local or regional plans call for the construction of a new pedestrian and bicycle crossing of the Willamette River between Oregon City and West Linn. There are multimodal planned facilities at various stages of development (planned but unfunded, designed but unfunded, funded awaiting construction) within the identified study area on each side of the river.

A new pedestrian and bicycle bridge will enhance access for people walking and biking and provide the region with opportunities to reconnect with the river and enhance the connection in the regional bikeway and pedestrian system. Completing the multimodal network with a river crossing creates essential access to and along the Willamette River between Gladstone, Oregon City, and West Linn.

The project team will be providing an overview of the Findings and Preferred Recommendation from the Advisory Committee and Project Management Team, sharing steps to realizing an actual constructed bridge, and next steps for plan adoption.

More information about this work can be found on the project website:

<https://www.oregon.gov/odot/projects/pages/project-details.aspx?project=OCWLPBBCP>

June 2021

Historic Footbridge
between Oregon City
and West Linn: 1888

Item 1.

Oregon City-West Linn

Pedestrian-Bicycle Bridge Concept Plan



West Linn

WEST A STREET

I-205

WILLAMETTE FALLS DRIVE

UPSTREAM
CORRIDOR



MOORES
ISLAND

WILLAMETTE FALLS





I-205 ABERNETHY BRIDGE

DOWNSTREAM
CORRIDOR



OR 99E

HISTORIC ARCH BRIDGE

WILLAMETTE RIVER

MAIN STREET

Oregon City

Note:
Rendering includes planned
shoreline development
and transportation system
improvements

ACKNOWLEDGMENTS

This project was a collaborative effort between the state, region, and local partner regulatory agencies, stakeholders, and the public.

Project Partners



Project Leadership Team

- Councilor Mary Baumgardner, *City of West Linn City Council*
- Councilor Christine Lewis, *Metro Council*
- Commissioner Denyse McGriff, *Oregon City Commission*
- Commissioner Paul Savas, *Clackamas County Board of Commissioners*
- Rian Windsheimer, *Region 1 Manager, ODOT*

Project Advisory Committee

- Pamela Barlow-Lind, *Confederated Tribes of Siletz Indians*
- Kat Brigham, *Confederated Tribes of Umatilla Indian Reservation*
- Kate Buehrig, *Community at-large, Student/Youth representative*
- Benny Dean, *Army Corps of Engineers*
- Neil de Gelder, *Belgravia Investments*
- Gregg Kiona, *Confederated Tribes and Bands of the Yakama Nation*
- Nancy Kraushaar, *Willamette Falls Heritage Foundation*
- Dan Marsh, *Community at-large*
- Andrew Mason, *Willamette Falls Trust*
- Victoria Meinig, *Downtown Oregon Association*
- Abe Moland, *Clackamas County*
- Brian Moore, *Willamette Falls Legacy Project Manager*
- Kurt Roedel, *ODOT/SHPO Archaeology Liaison*
- Ashton Simpson, *Oregon Walks*
- Raymond Tsumpti, *Confederated Tribes of the Warm Springs Reservation of Oregon*
- Eric Underwood, *Portland General Electric*
- Ryan Webb, PE, *Confederated Tribes of Grand Ronde Community of Oregon*
- Shannon Wheeler, *Nez Perce Tribe*

Project Management Team

- Sandra Hikari, *Major Projects Planner, ODOT*
- Scott Hoelscher, *Land Use Planner, Clackamas County*
- Erich Lais, *Assistant City Engineer, City of West Linn*
- John Mermin, *Staff Liaison, Metro*
- Abe Moland, *Health and Transportation Impact Planner, Clackamas County*
- Maria Sipin, *Active Transportation Liaison, ODOT Region 1*
- Kristen Stallman, *Major Projects Manager, ODOT Region 1*
- Roy Watters, *Archaeologist, ODOT Region 1*
- Dayna Webb, *City Engineer, City of Oregon City*

Technical Committee

- ODOT Staff: Magnus Bernhardt, Thomas Braibish, Justin Brandon, Jeffrey Buckland, Raymond Chong, Sarah Eastman, Robert Hadlow, Zachary Horowitz, David McDonald, David Mendelson, Teresa Nowicki, Festus Obijiofor, Jennifer Pearce, Carol Snead, James Wasch
- Oregon City Staff: James Graham, John Lewis
- Oregon Metro Staff: Alex Gilbertson

Consultant Team

KITTELSON & ASSOCIATES, INC.

- Marc Butorac, PE, PTOE, PMP, *Project Manager*
- Susan Wright, PE, *Project Principal*
- Nicholas Gross, *Deputy Project Manager*
- Alex Garbier, *Engineering Associate*
- Amy Griffiths, *Transportation Analyst*
- Steve Rhyne, *Associate Technician*
- Sophia Semensky, *Transportation Analyst*
- Jon Sommerville, *GIS Specialist*
- Katie Taylor, *Publications Coordinator/Technical Editor*
- Makenzie Cooper, *Graphic Designer*

HDR, INC.

- Brian Bauman, *Environmental Project Manager*
- Andrew Johnson, *Associate Vice President*
- Mikal Mitchell, PE, *Senior Bridge Engineer*
- Stacy Thomas, *Communications and Engagement Lead*

WE ALL RISE, LLC.

- Quincy Brown, *Principal Consultant*

CONCISE COMMUNICATIONS

- Cathy Chang, *Technical Editor*

PKS INTERNATIONAL

- Ping Khaw, *Community Engagement Liaison*

Cover photo: 1888 Oregon City suspension bridge from Oregon Historical Society Library

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IN THIS CHAPTER:

- ✓ Who is the bridge for?
- ✓ What is the need for a dedicated bicycle-pedestrian bridge?

WHY IS THIS PLAN NEEDED?

Item 1.

Today, people walking, biking, or rolling between Oregon City and West Linn have to cross the Willamette River using the Historic Arch Bridge on OR 43, a busy state highway. The current facilities do not provide an accessible crossing for people with limited mobility: cyclists share narrow travel lanes with fast-moving cars and trucks, and people on foot or mobility devices must use steep and narrow sidewalks that do not meet Americans with Disabilities Act (ADA) standards.

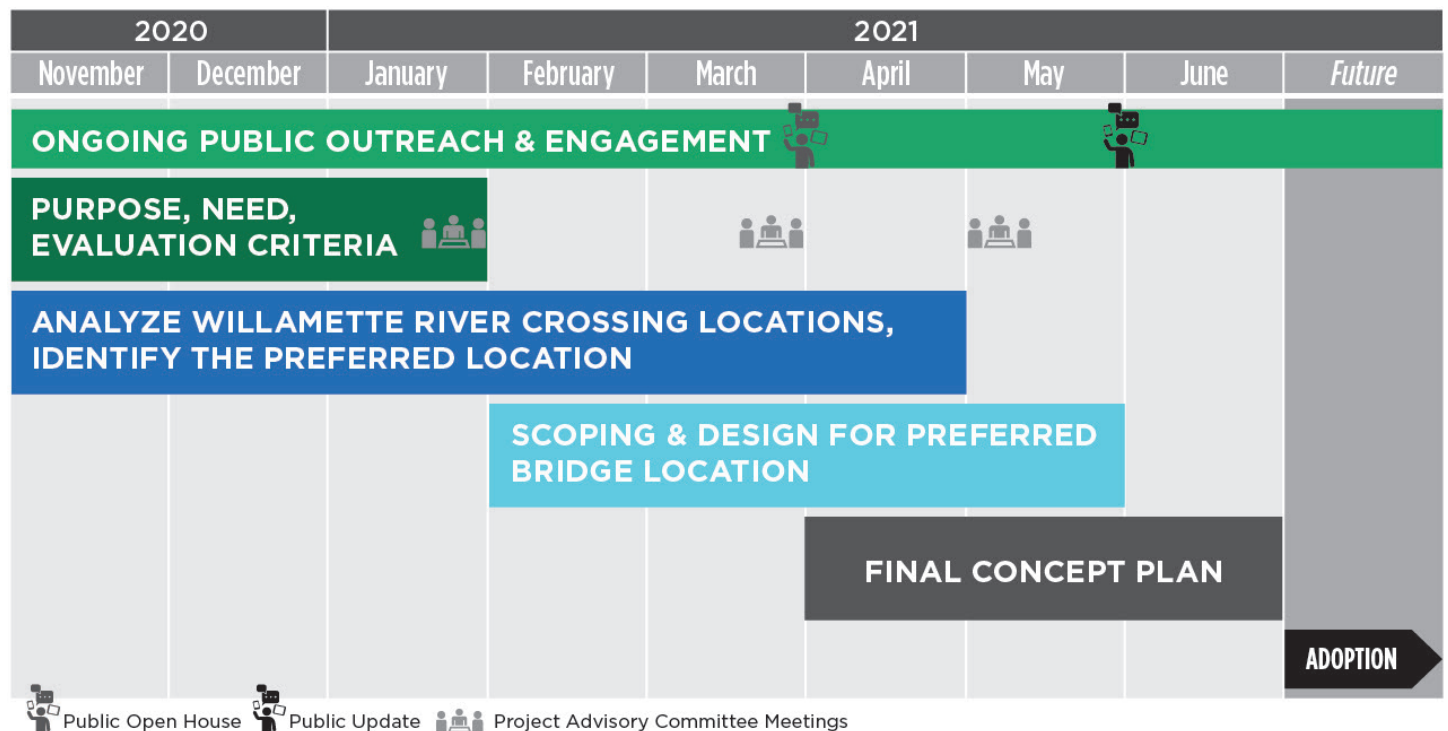
The OR 43 Historic Arch Bridge is the only local and regional multimodal crossing in the area. The nearest upstream and downstream pedestrian and bicycle crossings are the Canby Ferry, 6 miles south, and the Sellwood Bridge, 8 miles north.

Through this Concept Plan, Oregon City, West Linn, Clackamas County, Metro and ODOT explored potential alignments for a dedicated pedestrian-bicycle bridge across the Willamette River between Willamette Falls and the I-205 Abernethy Bridge.

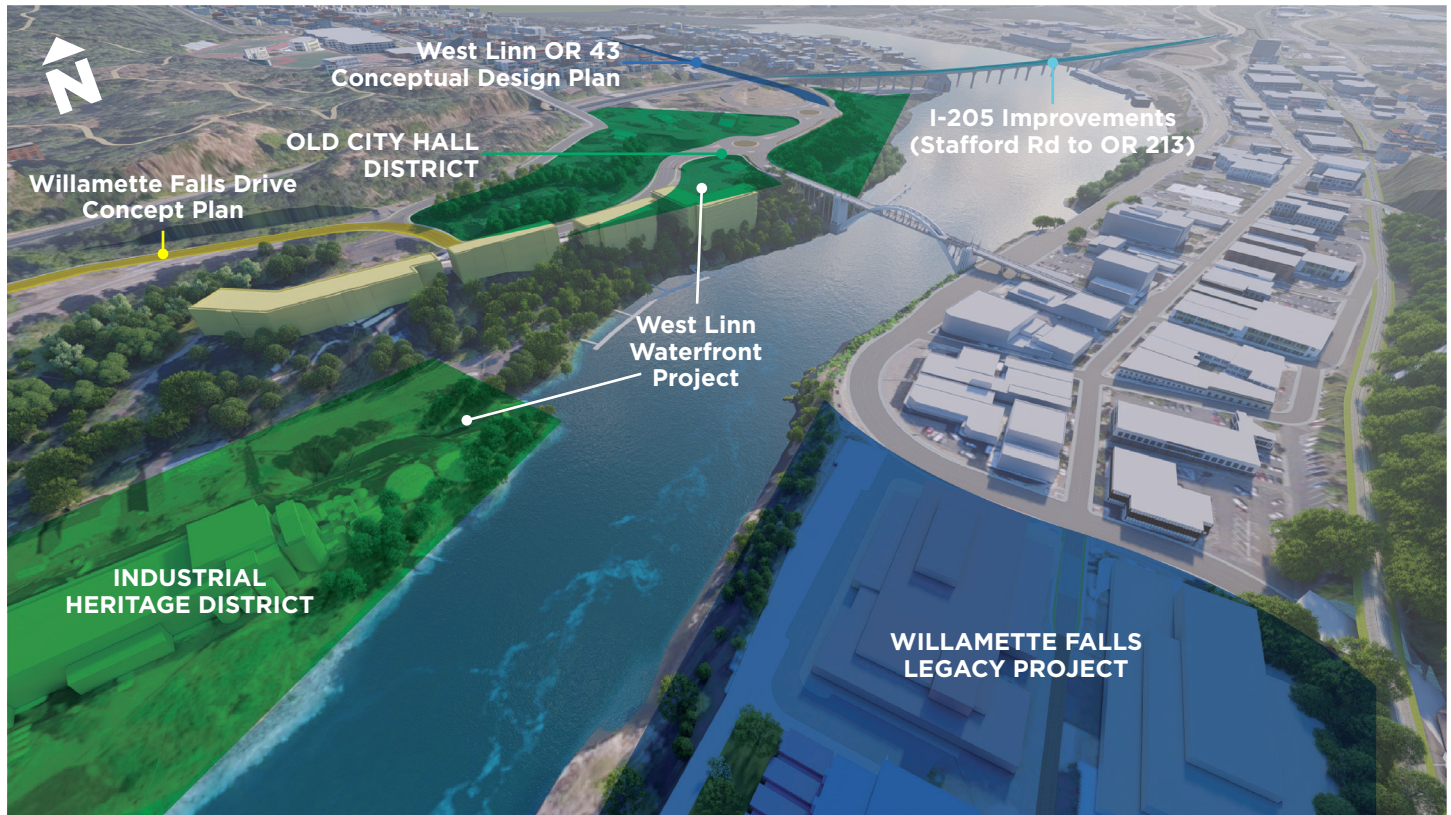
This Concept Plan shares the results of that exploration, including the crossing alignments that were considered, why the team decided to focus on preferred corridors instead of alignments, and how the public and partner agencies participated in the process.

A future crossing will provide a safe, comfortable connection between important regional bike and pedestrian routes and provide investment opportunities in West Linn and Oregon City, including the Old City Hall District, Industrial Heritage District, Willamette Falls Downtown District, and downtown Oregon City.

Project Process



There are a number of transportation improvements and redevelopment projects planned on both sides of the Willamette River. Major planned projects are shown in the graphic below. Creating this plan now preserves the preferred corridors and informs future project decisions.



Who Is the Bridge For?

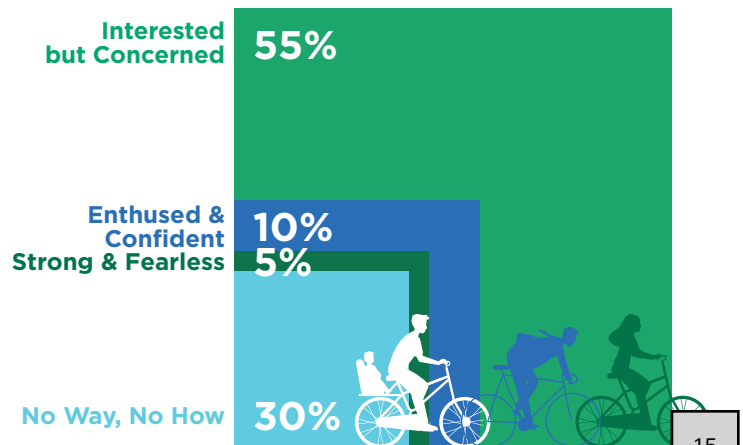
Local and regional communities, tribes, and businesses all have a stake in the creation of a new river crossing between the Willamette Falls and I-205 Abernethy Bridge.

The project partners are committed to developing a pedestrian-bicycle bridge that is responsive to the needs of all the affected communities and is accessible, equitable, environmentally responsible, and safe.

Today, facilities for people walking, biking, and rolling along the Historic Arch Bridge are suitable only for roughly 15% of the general population - 'Enthusied & Confident' and the 'Strong & Fearless'.

Constructing a new dedicated pedestrian and bicycle bridge will address the needs of the 'Interested but Concerned' population (55%), resulting in over 70% of the population, by providing separated and accessible facilities, comfortable for all ages and abilities.

FOUR TYPES OF USERS



The Purpose and Need Statement

The following Purpose and Need statement was developed, refined, and accepted by the Project Advisory Committee (PAC), Project Leadership Team (PLT), Project Management Team (PMT), and the public:

The purpose of the Concept Plan is to identify and select a preferred bridge alignment for people walking, biking, and rolling across the Willamette River to connect the communities of Oregon City and West Linn, enhance safety, and improve regional connectivity.

The Concept Plan will explore potential bridge alignments south of the I-205 Abernethy Bridge and within the vicinity of the existing Historic Arch Bridge. Within the Concept Plan, the need for a new bridge is to:

- **Address Historic Arch Bridge deficiencies for people walking, biking, and rolling** – The existing historic Arch Bridge (OR 43) connects the two communities and has served the region for almost 100 years. The historic Arch Bridge lacks dedicated facilities for people biking and presents issues related to the Americans with Disabilities Act (ADA) of 1990 due to the existing grade (approximately 6%) and substandard sidewalk widths.



Source: ODOT Flickr

- **Identify a new low-stress, comfortable, and designated connection across the Willamette River to increase experience for people walking, biking, and rolling** – A new low-stress connection between Oregon City and West Linn will provide a key linkage within the southeastern portion of the Portland metropolitan area and will be accessible for all ages and abilities. Item 1.
- **Connect existing and planned walking, biking, and rolling networks** – A new connection for people walking, biking, and rolling across the Willamette River will connect the existing and planned regionally significant active transportation routes on the east (I-205 multiuse path, Willamette Terrace, Riverwalk) and west (Willamette Falls Drive and OR 43 cycle tracks) sides of the Willamette River. A new connection will increase access to existing destinations and the future Willamette Falls Legacy Project Riverwalk.
- **Enhance accessibility and cultural experience of historic resources** – A new connection for people walking, biking, and rolling will provide access and the opportunity to experience and visually imagine the historic significance of the river, falls, and adjacent lands. Special attention will be given to the indigenous connections to the land, honoring active approaches to transportation across the river, and acknowledging traditional ways of movement across waterways.
- **Create opportunities for economic and community development** – A new connection for people walking, biking, and rolling will provide certainty and may facilitate investment opportunities in the Old City Hall District, Industrial Heritage District, Willamette Falls Legacy Project, and downtown Oregon City.
- **Minimize environmental impacts** – A new connection designated for people walking, biking, and rolling will serve an opportunity for transportation mode shifts, lowering local and regional carbon footprints. The physical design of the bridge will adhere strictly to standards that negate localized environmental impacts and do not inflict harm on the river or nearby communities.

IN THIS CHAPTER:

- ✓ **What is the history of the Willamette Falls area?**
- ✓ **What is its significance to local tribes?**
- ✓ **What other local Willamette River crossings were built in the past?**

WILLAMETTE FALLS: THE CULTURAL AND HISTORICAL SIGNIFICANCE OF PLACE

The area surrounding Willamette Falls is rich in culture and history. Honoring the culture and history of the area and enhancing bridge users' ability to appreciate them is essential to identifying the best alignment location for the new crossing.

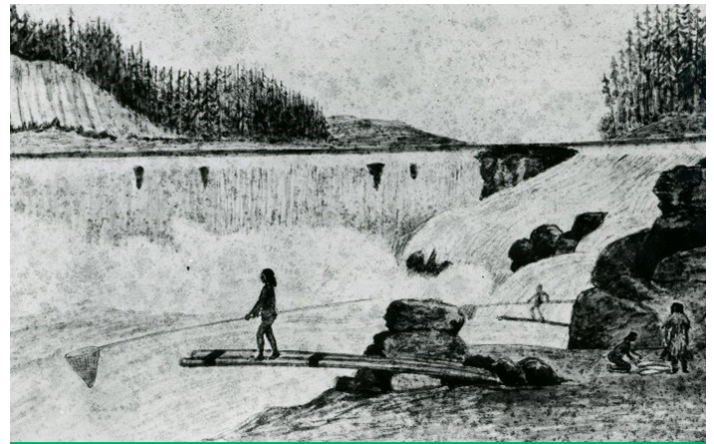
NATIVE PRESENCE AT WILLAMETTE FALLS

Willamette Falls has been a Native salmon and lamprey fishery for over 8,000 years. The Concept Plan's study area is within the traditional homeland of the Clackamas Chinook, whose territory included the Willamette River upstream to the Tualatin River and downstream to about what is now the Port of Portland, including Willamette Falls, and extending east along the Clackamas River. West of the Clackamas were Tualatin and Ahantchuyuk Kalapuyans, and to the south were the Northern Molala. Willamette Falls was one of the region's most productive fisheries, and the confluence of different cultural groups in the general area made the vicinity of the falls an important center of commerce.

The Clackamas controlled the productive fishery at Willamette Falls and harvested salmon in great quantity, primarily in spring and summer. Salmon fishing at the falls was restricted and foreign groups got salmon at the falls through trade. The Wasco, Multnomah, Yakama, Tualatin, and Molala tribes visited the village at the falls to trade for salmon and request fishing rights. Lamprey were also harvested at the falls.

The Clackamas had strong economic and marriage ties to other Chinookan groups, especially those Columbia River groups upriver from the Portland Basin to The Dalles, as well as to their close Kalapuyan and Molala neighbors. Being at the center of a vast aboriginal trading network, the Chinookans easily entered extensive trade relations with Euroamericans, especially following the establishment of Fort Vancouver by the Hudson's Bay Company. It is estimated that the Clackamas and their immediate Chinookan neighbors had a precontact (ca. 1770) population of about 12,000, which was reduced by disease to about 300 by 1855, a mortality rate of nearly 98% over just 85 years.

With continued population decline, and unrelenting harassment and encroachment by American settlers on their homelands, the surviving Clackamas, Molala, and Kalapuyans joined in a confederation of tribes, agreeing to a treaty in 1855 that ceded the Willamette Valley for promise of a permanent reservation, supplies and other support, and protection from the settlers. Western Oregon Indians were marched to the new Grand Ronde Agency in early 1856. Even after their removal to Grand Ronde, many Clackamas continued to return to Willamette Falls to fish, maintaining a camp on the west bank into the 1870s. Today, the Grand Ronde, Nez Perce, Siletz, Umatilla, Warm Springs, and Yakama people still visit Willamette Falls to fish.



Sources:

Connolly, Thomas J. 2021. *Cultural Resources Planning Document for the Oregon City-West Linn Pedestrian & Bicycle Bridge Concept Plan (Redacted Version)*, Clackamas County. University of Oregon Museum of Natural & Cultural History Report No. 2021-006, Eugene, Oregon.

Lewis, David. 2018. "Willamette Falls." *The Oregon Encyclopedia*.

Sketch of Willamette Falls and Native fishers, by Joseph Drayton of the Wilkes Expedition, c. 1841, Courtesy of the Oregon Historical Society Research Library, 968.

ESTABLISHMENT OF OREGON CITY

Recognizing the unlimited waterpower provided by Willamette Falls, John McLoughlin (chief factor of the Hudson's Bay Co.) laid out a 2-square-mile claim in 1829, centered on the area that would become Oregon City. A small fur trading center and farm were started, and small houses were built to house workers. The Clackamas Indians burned the buildings, but by this time lacked the numbers for a sustained resistance. A millrace was blasted out of the rock, and lumber and grist mills were operating by the mid-1830s. McLoughlin had the Oregon City townsite surveyed in about 1842. The massive Oregon Trail migrations began in the early 1840s, with people intent on settling the land. Settlers in the Oregon Country established a provisional government in 1843 with Oregon City as the seat of government. General Land Office records for the Oregon City area show dozens of land titles for small lots awarded to residents under the 1850 Donation Land Claim Act. Of course, all of the "legal" land claims in the area were on Indian lands that would not be formally relinquished until the Kalapuya Treaty of 1855.



Sources:

Connolly, Thomas J. 2021 Cultural Resources Planning Document for the Oregon City-West Linn Pedestrian & Bicycle Bridge Concept Plan (Redacted Version), Clackamas County. University of Oregon Museum of Natural & Cultural History Report No. 2021-006, Eugene.

Painting by Henry J Warre. Source: The Oregon History Project.

WILLAMETTE FALLS PROVIDES POWER GENERATION

Willamette Falls began powering mills in the mid-nineteenth century, which contributed to the growth of the first United States government in the Oregon Territory. Paper mills used water power from the falls until 2013.

In 1888, the Willamette Falls Electric Company was created at the falls and was the country's first successful plant to send electricity through long-distance power lines a year later. Portland General Electric still generates electricity at the falls today.



Sources:

Photo of early electric power facility on Willamette Falls, c. 1890. Courtesy of the Oregon Historical Society Research Library, 006684.

Lewis, David. "Willamette Falls." *The Oregon Encyclopedia*. 2018.

SUSPENSION BRIDGE TO HISTORIC ARCH BRIDGE

In 1888, a wooden suspension bridge was constructed between Oregon City and West Linn. The location was selected due to both the narrow crossing and relative elevation differences on the respective shoreline. To accommodate traffic on the new Pacific Highway, Conde McCullough designed a steel arch bridge with a concrete covering using the same alignment of the original suspension bridge. During construction, a temporary footbridge was constructed in the vicinity of 6th Avenue in Oregon City. In 1922, the Historic Arch Bridge opened and has been in use ever since.



Sources:

Robert W. Hadlow, Oregon Department of Transportation senior historian.

Photo of the towers of the old suspension bridge used in construction of the Historic Arch Bridge in 1921-22. Courtesy of the Oregon Department of Transportation.

UPDATES TO HISTORIC ARCH BRIDGE

The Historic Arch Bridge was closed to traffic starting from January 2011 to October 2012 for refurbishing. Due to its historic significance and its structural design, it could not be widened to accommodate separated biking facilities or sidewalks that comply with the Americans with Disabilities Act of 1990.



Sources:

Photo of celebrations for the reopening of the Historic Arch Bridge in October 2012. Credit: Gary Weber, Oregon Department of Transportation.

Mayes, Steve. "Festival to Celebrate Reopening of Historic Oregon City-West Linn Bridge." Oregon Live. October 12, 2012. Updated January 10, 2019.

IN THIS CHAPTER:

- ✓ Who provided input on this plan?
- ✓ What do people in West Linn and Oregon City think about a new pedestrian-bicycle bridge?

ENGAGING THE PUBLIC

Public involvement was a critical component of the concept planning effort so that the project team and decision-makers were informed by the priorities, needs, and issues important to the public. Diversity, equity, inclusion, and access (DEIA) best practices guided the engagement approach. Additional information about the DEIA process is provided in the *Equity Assessment* in *Supporting Documentation*.

Diversity, Equity, Inclusion, and Access

A DEIA approach seeks to identify and address the needs of people from historically underrepresented or marginalized communities. It provides funding, resources, and time for programs that empower these groups to participate in the public engagement process.

The public engagement effort for this project was designed to encourage participation by groups identified as having a low ability to influence decisions and/or low transportation access including indigenous people, people without access to personal vehicles, youth and students, elderly, crowded households, individuals experiencing low-income situations, and people using mobility devices.

Who Participated?

THE PROJECT ADVISORY COMMITTEE

The PAC brought together a broad set of community perspectives and interested government parties to review materials and provide input throughout the project. Two community-at-large members were selected through an application process.

All meetings were virtual and open to the public, and meeting information and materials were posted to the project website. The PAC held three meetings spaced throughout the length of the project. A full list of PAC participants is included on the Acknowledgments page at the beginning of this document.

THE PROJECT LEADERSHIP TEAM

The PLT is made up of governments with regulatory authority and provides a direct link to decision-makers from the cities of West Linn and Oregon City, Clackamas County, Metro and ODOT. This team shared the viewpoints of those who reside in the communities that the agencies serve and who are likely to be affected by the decisions they make.

EQUITY CONSULTANT

As a new role, an equity consultant was involved in this project to elevate the needs of historically underrepresented communities. The responsibilities for this role included establishing a systems approach to equity throughout the project process and conducting equity assessments to understand if the project development process was being equitable. Where needed, the equity consultant recommended course corrections to create a more equitable process.

TECHNICAL WORKSHOPS

Jurisdictional technical staff and technical experts from Oregon City, West Linn, Clackamas County, Metro, and ODOT came together for two workshops to discuss the feasibility of different bridge alignment options. The group brainstormed options, provided input on design considerations and also reviewed technical memoranda throughout the project.

FOCUS GROUPS AND STAKEHOLDER INTERVIEWS

To promote collaboration and gain input from stakeholders in the community, the project team conducted 10 interviews and eight focus groups with a total of 64 participants representing a wide range of stakeholder interests and lived experiences, including youth and Spanish speakers.

The interviews and focus groups gathered stakeholders' perspectives and input on walking, biking, and rolling in the project area and feedback on the proposed bridge alignment options. Stakeholders were introduced to the project, provided an update for those already familiar, and gathered participant feedback. Participants received a project fact sheet and a link to the project website prior to each interview/focus group. Stipends were provided to make participation more accessible for some groups.

STAKEHOLDER INTERVIEWS:



FOCUS GROUP PARTICIPANTS

Community and Bicycle/Pedestrian Interests

Oregon City Commission

Oregon City Transportation Demand Management (TDM) Group

Spanish Speakers (in-language)

Youth

Seniors

Shoreline (Willamette River) property owners

THE PUBLIC

Public input was an important factor in the project's decision-making process. A wide range of outreach tools were used to publicize the project and encourage public participation, including a project website and fact sheet, two targeted postcard mailings, print and digital ads in the Clackamas/Oregon City News and West Linn Tidings, community briefings to neighborhood associations, an online open house, a public update, and emails sent to the project stakeholder list and ODOT media contacts.

Additional information about public involvement opportunities is provided in the *Public Outreach Summary Report in Supporting Documentation*.

We Heard You!

An online open house and survey were available to the general public in English and Spanish from March 29 through April 13, 2021. The online open house provided an opportunity for people to learn about the project, including project area history, other planned projects, and the potential bridge alignments. It included an interactive 360 degree video of the alignment options and virtual reality simulations, which allowed participants to experience associated tradeoffs.

The English-language online open house received 572 visitors and over 750 survey respondents. The Spanish-language online open house received 20 visitors and one survey response.

A public update was provided online in English and Spanish from May 21 through June 6, 2021. This update described project milestones and decisions since the virtual open house and provided the public with the opportunity to identify benefits, burdens, and unknowns associated with the recommended upstream and downstream corridors.

The English-language public update received 427 visitors and over 29 survey respondents. The Spanish-language online open house received 169 visitors and no survey responses. The benefits, burdens, and unknowns were incorporated into this plan and should be evaluated further in the implementation process.

PUBLIC SURVEY

Item 1.

A total of **780 people** from West Linn and Oregon City answered the survey. Respondents from both cities strongly support a pedestrian-bicycle bridge.

KEY FINDINGS

- People prefer an alignment that connects with existing walking paths and has low vehicle traffic.
- A bridge approach with few ramps or switchbacks is preferred.
- There is interest in connecting to existing and future business development.

HOW WOULD RESPONDENTS USE A NEW DEDICATED PEDESTRIAN-BICYCLE BRIDGE?



Walking



Biking



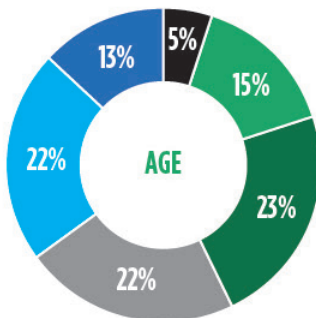
Rolling

70%

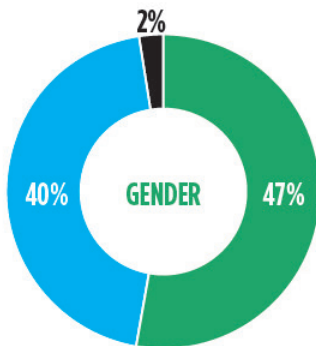
53%

8%

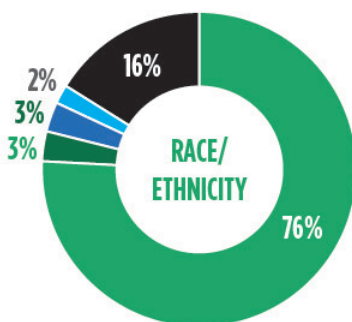
WHO RESPONDED?



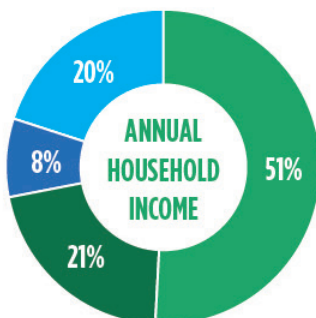
- 16-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65 or older



- Male
- Female
- Non-binary/Gender non-conforming



- White/Caucasian
- Hispanic/Latin American
- Asian
- African American/Black
- All others/prefer not to answer



- More than \$90,000/yr
- \$50,000-\$89,999/yr
- Up to \$49,999/yr
- Prefer not to answer

WE HEARD YOU!

Almost 80% of respondents believe a pedestrian-bicycle bridge would benefit the community.

Item 1.

Foot traffic and bike traffic is good for the community and keeps cars off the roads. West Linn is currently unfriendly to pedestrians and bikers and this is a big step towards fundamental change.

GREAT CONNECTION BETWEEN TWO CITIES.

Very important to identify Tribal concerns and minimize conflicts.

A true community includes people that use all types of transportation, including the automobile.

Where is the funding from this project coming from? Secure the funding first, then design and construct the bridge.

THIS IS A FAST-GROWING AREA, AND BETTER TRANSPORTATION WILL HELP IT THRIVE.

If there's funding for two new bridges that helps with bike/ped thru travel, more people will pass through downtown to get to work or shops, and stop out of their way to view the Willamette Falls.

It is very exciting that this concept plan is being undertaken. I hope this plan receives a lot of support.

Although the Oak Grove-Lake Oswego bike/ped bridge feasibility project went down, this could be a Phoenix rising from the ashes. Another crossing of the Willamette River is needed!

It would connect all the communities.

We must give people healthier and safer options to cross the river. Our future depends on it.

It would increase foot and human powered traffic between Oregon City and West Linn, increasing commerce while reducing our community's carbon footprint making us a more sustainable community.

We need to provide a safe, calm, and enjoyable experience for both people with disabilities and children on small bikes.

Because it will be safer, more people will want to cross the bridge and it will allow the communities to come together.

With this project, anything that helps to share the history - including what some consider the less pretty industrial history. Should be considered an important factor.

The current arch bridge connection is dangerous and not sized for the amount of people in the area. A better connection benefits all communities in the area and encourages more active lifestyle choices.

The arch bridge is a historic bridge, and OC and WL are historic cities, do NOT take away our historic history.

ENABLES HEALTHY ACTIVITY IN THE COMMUNITY.

It would definitely benefit downtown Oregon City, but lesser so West Linn.

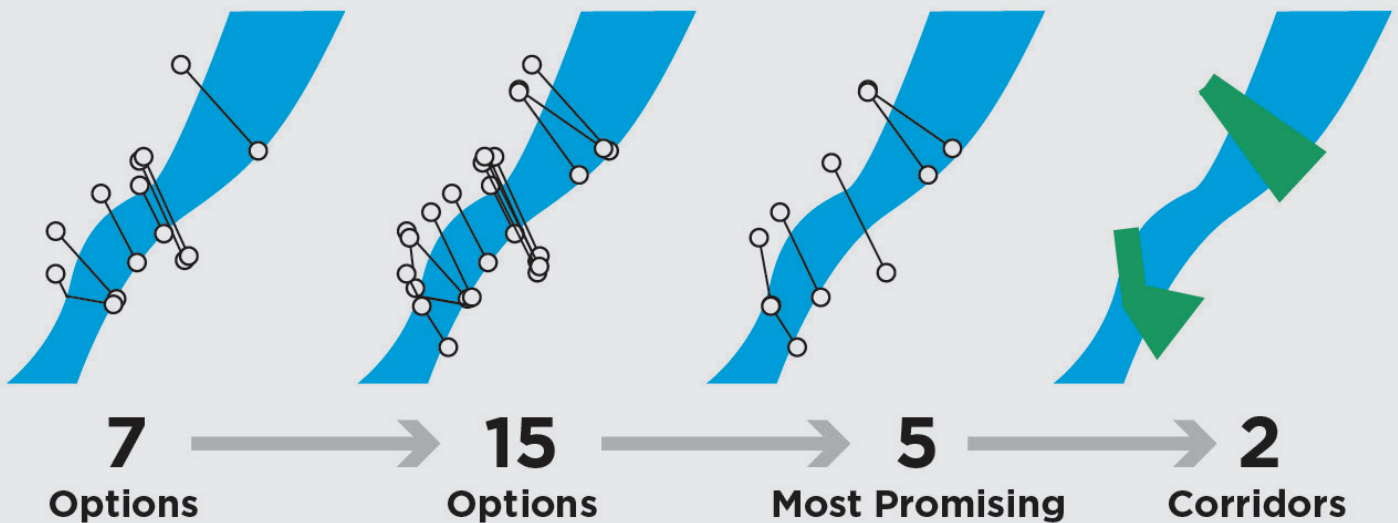
IN THIS CHAPTER:

- ✓ **How were options identified and evaluated?**
- ✓ **What are the advantages and disadvantages of the viable options?**

THE BRIDGE: DECIDING WHERE TO CROSS THE RIVER

Identifying and Evaluating Options

The project team developed a list of seven initial possible alignments and expanded the alignment options to 15 based on feedback from the PMT, PAC, PLT; public comments; stakeholder interviews; focus groups; tribal consultation; and input from city officials. *Technical Memorandum #2: Identify Crossing Alignments* contains additional information on the 15 potential alignments. See *Supporting Documentation*.



Evaluation Criteria



EQUITY



DEMAND



HEALTH



ENVIRONMENTAL



COST



TRANSPORTATION SAFETY



USER EXPERIENCE



DESIGN FEASIBILITY

The project team then used evaluation criteria to determine the most promising alignments based on how well they would support community needs and provide positive experiences for people traveling on foot, by bike, or using other mobility devices. *Technical Memorandum #1: Evaluation Criteria for Crossing Alignments* describes the quantitative and qualitative performance measures used to assess the potential alignments. *Technical Memorandum #3A: Preliminary Bridge Concept Plans*, *Technical Memorandum #3B: Benefits and Impacts Analysis*, *Technical Memorandum #4: Active Transportation Analysis*, and *Technical Memorandum #5: Executive Summary and Recommendations* provide information about plan development and evaluation of the five most promising alignments.

Select Upstream and Downstream Corridors

Item 1.

The upstream corridor and downstream corridor emerged as the preferred corridors for a future exclusive walking, biking, and rolling bridge between Oregon City and West Linn. *Technical Memorandum #6: Preferred Crossing Corridor Locations and Implementation Plan* presents risks, constructability concerns, and estimated project and maintenance costs as well as 5% conceptual design layouts for each corridor.

Two Potential Bridge Corridors



WHY CHOOSE UPSTREAM AND DOWNSTREAM CORRIDORS INSTEAD OF SPECIFIC BRIDGE ALIGNMENTS?

Item 1.

- **There are many unknowns, particularly with respect to tribal resources.** Additional studies of cultural and environmental resources and additional tribal engagement efforts that determine if the tribes support an alignment in this culturally significant area are critical to the success of the project.
- **There are many major upcoming developments and transportation projects planned in the study area.** Waiting to pick a final alignment will keep options open as well as preserve these corridors as planned developments and projects are finalized and constructed.

Advancing broader corridors (rather than a single alignment) for further study allows the project to progress while recognizing and respecting the need for further analysis of the identified benefits, burdens, and unknowns associated with bridge alignments in the study area.



UPSTREAM CORRIDOR

A bridge in the upstream corridor would connect around 4th Street from the planned Willamette Falls Downtown District in Oregon City to the area around the future Willamette Falls Drive Sunset/West A Street intersection in West Linn via Moores Island. Depending on the final location of the bridge, a ramp structure system on Moores Island may be constructed to provide the elevation needed to avoid navigational conflicts with the Willamette Falls Locks canal. The potential connection to Moores Island could make it possible in the future to provide public access to the island.

As shown in the visualization below, the upstream corridor connects directly to redevelopment of the Blue Heron site, Moores Island, and the Historic Mill properties, along with future investments in Metro's Riverwalk and the envisioned 99E Shared Use Path.

Visualization of the Upstream Corridor



DOWNSTREAM CORRIDOR

A bridge in the downstream corridor would connect around the signalized intersection at 10th Street in Oregon City to the planned shared-use path along OR 43 in West Linn. Depending on the final location of the bridge, ramping may not be required.

As shown in the visualization below, the downstream corridor provides immediate access to the shared-use path along McLoughlin Boulevard (OR 99E) and the future planned shared-use path along OR 43 in West Linn.

Visualization the Downstream Corridor



ESTIMATED COSTS

High-level cost estimates were established for an alignment in the upstream and downstream corridors. A range of structural construction costs is provided because the structure type, size, and location have not been selected. The final location of the bridge will also impact costs.

The projected construction cost range for a bridge in the upstream corridor is between **\$37 million and \$54 million**. The projected cost for a bridge in the downstream corridor is between **\$33 million and \$49 million**. Numbers represent cost in 2021 dollars without considering any inflation that may occur between now and the time of construction.

BENEFITS, BURDENS, AND UNKNOWNNS

Every change comes with positive and negative impacts. Anticipated benefits that would be gained and burdens that would be imposed by an alignment in the upstream and downstream corridors are outlined below. These benefits, burdens, and unknowns were identified by the public, PLT, PMT, and PAC.

BENEFITS

BRIDGE IN THE UPSTREAM CORRIDOR	BRIDGE IN THE DOWNSTREAM CORRIDOR
• Provides access to Moores Island • Leverages the planned Blue Heron redevelopment site and Metro's Riverwalk project • Incentivizes residential and mixed-use development • Increases economic access and opportunities by pulling people through the downtown core • Increases opportunities for physical activity that improves physical and mental health outcomes • Increases tourism • Increases visual experiences of Willamette Falls and the Historic Arch Bridge • Supports the Willamette Falls Heritage Foundation vision of reopening the locks • Provides a low-stress experience at bridgeheads	• Provides immediate access to the existing esplanade path along McLoughlin Boulevard (OR 99E) • Incentivizes planned development of the esplanade path extension along McLoughlin Boulevard and OR 99 improvements • Is less dependent on assumptions for future development • Could feasibly provide emergency vehicle access • Protects the visual experience of the Historic Arch Bridge • Minimizes conflicts with cultural resources (Section 106) • Connects to more key destinations within a half mile • Connects to existing transit routes • Increases opportunities for physical activity that improves physical and mental health outcomes

BRIDGE IN THE UPSTREAM CORRIDOR	BRIDGE IN THE DOWNSTREAM CORRIDOR
- Facilitates public access and views to tribally sensitive areas - Construction may potentially disrupt Metro’s Riverwalk project - Requires coordination with construction of the bluff elevator - Increases traffic and parking demand in downtown Oregon City and Willamette Falls Project area - Likely creates adverse effects to cultural resources (Section 106) - Does not provide emergency access - Impedes views of Willamette Falls from the Historic Arch Bridge - Has a higher probability of archeological impacts - May require more substantial NEPA evaluation - May create safety challenges for pedestrians in an active industrial zone	- Impacts households on the West Linn shoreline - Potentially impacts the water vessel dock in West Linn - Raises concerns of connectivity and sense of place at Oregon City bridgehead (adjacent to OR 99E) - OR 99E/10th Street and Main Street/10th Street intersections are perceived as barriers for people walking, biking, and rolling - Lost economic opportunity to draw people into downtown and Willamette Falls Project area - Creates constructability challenges due to proximity to a railroad crossing in Oregon City - May limit the feasible options for types of bridges to construct due to longer span - May have potential archeological impacts

UNKNOWNNS

Recognizing this is a Concept Plan, more study is needed to select the best location for a new pedestrian-bicycle bridge crossing over the Willamette. There are many unknowns associated with the locations of cultural and historic resources and the final plans for developments and major transportation projects.



IN THIS CHAPTER:

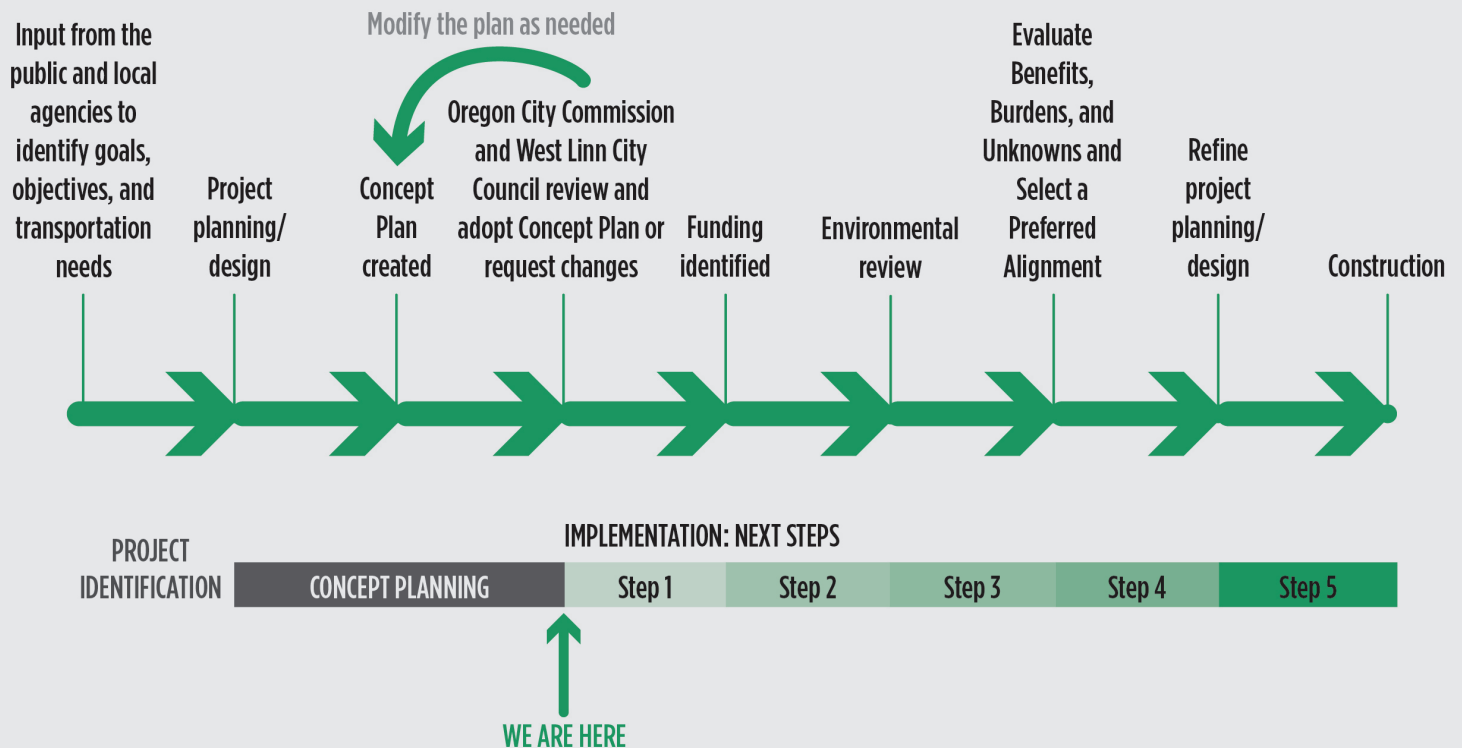
- ✓ What are the next steps toward building the pedestrian-bicycle bridge?
- ✓ What potential funding sources could help pay for design and construction?

GOING FROM VISION TO REALITY

This project is in the early stages of development for planning, design, and construction for a bridge dedicated to people walking, biking, and rolling. The following is the proposed implementation plan from adoption of this Concept Plan into the local Transportation System Plans, to securing funding, evaluating the identified benefits, burdens, and unknowns and selecting a preferred alignment, to designing and constructing, to the ultimate opening a new pedestrian-bicycle bridge crossing between Oregon City and West Linn.

Throughout all steps of the implementation process it is essential to continue to seek and uplift tribal input to select an alignment and develop a bridge that respects the cultural and historic significance of the area.

PROJECT DEVELOPMENT PROCESS What happens before a project gets built?



Implementation Steps

STEP 1. TRANSPORTATION SYSTEM PLAN ADOPTION

Adopt the recommended upstream and downstream pedestrian-bicycle bridge alignment corridors in proximity of 4th Street (future Willamette Falls Drive/West A) and 10th Street (I-205 northbound terminal), respectively, and identify a crossing alignment refinement study in the Oregon City and West Linn Transportation System Plans (TSPs).



Through this action, the communities would:

- Confirm the need for a new pedestrian-bicycle crossing within the study area
- Recognize the complex and integrated benefits, burdens, and unknowns at this time
- Preserve the alignment corridors
- Demonstrate the public support necessary to seek and secure funding to conduct the environmental review, select a preferred alternative, and construct a new pedestrian-bicycle bridge crossing

ACKNOWLEDGMENT, ADOPTION, AND TSP AMENDMENTS

A project management team of partner agencies will submit a final draft Concept Plan to Oregon City and, West Linn to consider for adoption into their respective TSPs. Each jurisdiction will consider moving the Concept Plan through an adoption process. The partner agencies may make modifications to reconcile any potential differences in the adopted Concept Plan.

REGIONAL/STATE AGENCY ACKNOWLEDGEMENT, ADOPTION, AND TSP AMENDMENTS

A final draft concept plan will be submitted to Clackamas County to consider for adoption into its TSP and to Metro to consider for adoption in the Regional Transportation Plan and Regional Trails plan. ODOT will also consider adoption of the concept plan into the Oregon Highway Plan.

STEP 2. PARTNER AGENCY COORDINATION AND INTERIM ACTIONS

Prior to funding, the partner agencies should:

- Identify any specific upfront agency commitments
- Seek funding for the environmental review and permitting process, design, and construction phases of the project
- Preserve alignment corridors as part of future private and/or capital projects within the study area
- Emphasize ongoing coordination with associated tribal governments
- Determine ultimate bridge ownership, capital funding responsibilities, and maintenance responsibilities
- Identify funding mechanism and respective Environmental Review process

STEP 3. ENVIRONMENTAL REVIEW

The federal lead agency for environmental review (e.g., Federal Highway Administration, U.S. Army Corps of Engineers, U.S. Coast Guard, National Parks) will be determined by the project funding source or permitting authority. Once a lead agency is identified:

- Initiate environmental review process
- Review identified benefits, burdens, and unknowns in the Concept Plan to determine what has potential changed since the adoption of the plan
- Conduct the environmental review process.
- Obtain all federal and state permits and land use approvals from City of Oregon City and City of West Linn

STEP 4. IDENTIFY AND SELECT A PREFERRED ALIGNMENT

Based on additional analysis of the benefits, burdens, and unknowns and the completion of the respective Environmental Review, the project team will select the preferred alignment for a pedestrian-bicycle bridge crossing between Oregon City and West Linn.

STEP 5. DESIGN AND CONSTRUCTION

Following Steps 1 – 4, the project team will prepare plans, specifications, and cost estimates so that the construction contract can be advertised for competitive bids. Once the contracting mechanism is determined (e.g., traditional design, bid, and build or an alternative delivery method), the project will be advertised for construction bidding and be constructed.

Funding Opportunities

The project team identified the following potential funding sources for this project. Additional information about these funding sources is provided in TM #6: *Preferred Crossing Corridor Locations and Implementation Plan*.

Funding Source	Intended Use
<u>RAISE</u>	Rebuilding American Infrastructure with Sustainable and Equity (RAISE) funds projects that achieve national objectives and have significant local and regional impact
<u>INFRA</u>	Infrastructure for Rebuilding America (INFRA) funds projects of national and regional significance that are in line with the Biden Administration's principles for nation infrastructure projects
<u>ARTS</u>	All Road Transportation Safety (ARTS) funds projects that address hotspot and systemic safety issues and concerns
<u>HSIP</u>	Highway Safety Improvement Program (HSIP) funds projects that reduce traffic fatalities and serious injuries on all public roads
<u>NHPP</u>	National Highway Performance Program (NHPP) funds projects that improve conditions along National Highway System routes
<u>STBG</u>	Surface Transportation Block Grant (STBG) funds projects that preserve and improve surface transportation investments from a flexible funding source
<u>STIP</u>	Statewide Transportation Improvement Program (STIP) funds multimodal projects on federal, state, and local facilities
<u>SWIP</u>	Sidewalk Improvement Program (SWIP) funds projects that enable people to move across or around the state highway system
<u>SRTS</u>	Safe Routes to School (SRTS) funds projects that improve safety for children walking or biking to school
<u>SDC</u>	System development charges (SDC) provide funding through private development charges
<u>MTIP</u>	Metropolitan Transportation Improvement Program (MTIP) outlines the implementation schedule for federally funded transportation projects in the region for the next four years to manage project delivery

IN THIS CHAPTER:

- ✓ **Looking for a deeper dive? These memoranda have more information on all the subjects discussed in this report.**

DOCUMENTATION

Technical Memoranda

DOCUMENT	PURPOSE
<u>Purpose and Needs Statement</u>	This memo describes the purpose and needs for the Concept Plan and provides a community profile of the study area.
<u>Technical Memorandum #1: Evaluation Criteria for Crossing Alignments</u>	This memo describes and establishes the evaluation criteria to fulfill the purpose and need for the Concept Plan and supports the goals and policies for Oregon City, West Linn, Clackamas County, and Metro.
<u>Technical Memorandum #2: Identify Crossing Alignments</u>	This memo identifies and provides a preliminary screening of 15 potential bridge alignments based on design feasibility.
<u>Technical Memorandum #3A: Preliminary Bridge Concept Plans</u>	This memo assesses the top five most promising bridge alignments based on planning-level cost, design, and construction feasibility, and risk of U.S. Coast Guard compatibility regarding the navigational channel vertical and horizontal clearance needs.
<u>Technical Memorandum #3B: Benefits and Impacts Analysis</u>	This memo identifies the potential benefits and burdens of the top five most promising bridge alignments with respect to user experience and health outcomes.
<u>Technical Memorandum #4: Active Transportation Analysis</u>	This memo evaluates opportunities for integrating the top five most promising bridge alignments into the adjacent active transportation networks of West Linn and Oregon City.
<u>Technical Memorandum #5: Executive Summary and Recommendations</u>	This memo summarizes the findings and recommendations for the Concept Plan for a pedestrian/bicycle bridge crossing between Oregon City and West Linn. It scores the top five most promising alignments according to the evaluation criteria established in TM #1.
<u>Technical Memorandum #6: Preferred Crossing Corridor Locations and Implementation Plan</u>	This memo identifies the preferred upstream and downstream alignment corridors for the Concept Plan and outlines the framework for implementation. It presents risks, constructability concerns, and project and maintenance costs as well as 5% conceptual design layouts for each corridor.
<u>Public Outreach Summary Report</u>	This report summarizes the outreach conducted during the project, including materials and notifications, advisory committees, public outreach, stakeholder interviews, and focus groups.
<u>Equity Assessment</u>	This report documents the performance of the concept planning process through ODOT's Strategic Action Plan Social Equity Engagement Framework and provides recommendations for future facility planning projects.
<u>Cultural Resources Baseline Report</u>	This report provides additional information and insights related to cultural and historic resources in the project area.



Transportation Advisory Committee

13895 Fir Street | PO Box 3040 | Oregon City OR 97045
Ph: (503) 657-0891 | Fax (503) 657-7892

January 28, 2022

City of Oregon City
City Commission
625 Center Street
Oregon City, OR 97045

RE: Letter of Support for Oregon City – West Linn Pedestrian & Bicycle Bridge Concept Plan

City Commissioners,

The Transportation Advisory Committee (TAC) is an advisory committee tasked with providing advice and recommendations to the City Commission on transportation-related matters as well as to guide the preparation of transportation plans and programs. The TAC voted unanimously in support of adopting the concept plan during its January 18 meeting.

Today, people walking, biking, or rolling between Oregon City and West Linn have to cross the Willamette River using the Historic Arch Bridge on OR-43, a busy state highway. The current facilities do not provide an accessible crossing for people of All Ages and Abilities, especially people with limited mobility. People biking share narrow travel lanes with fast-moving cars and trucks, and people on foot or mobility devices must use steep and narrow sidewalks that do not meet Americans with Disabilities Act (ADA) standards. The OR-43 Historic Arch Bridge is the only local and regional multimodal crossing in the area. The nearest safe upstream and downstream pedestrian and bicycle crossings are the Canby Ferry, 6 miles south, and the Sellwood Bridge, 8 miles north.

The TAC believes that a future crossing will provide a safe, comfortable connection between important regional bike and pedestrian routes, providing both our local community and the region with multi-modal active transportation options. There are still many unknowns related to a potential future bridge. Moving forward with the adoption of the concept plan will allow the city and our regional partners to continue to pursue grant funding opportunities to better understand the unknowns. Adoption will also preserve the alignment corridors as we see both waterfronts continuing to move towards development. As a short-term benefit, the alignment corridors will be useful for planning the Willamette Falls Shared Use Path & OR 99E Corridor Enhancement Project anticipated to get underway later this year.

Thank you for this opportunity to share our support for adoption of the concept plan and the ability to continue to better understand the unknowns related to this project.

Sincerely,

Henry Mackenroth

Transportation Advisory Committee Chair



**CLACKAMAS COUNTY PEDESTRIAN
& BIKEWAY ADVISORY COMMITTEE**
150 Beavercreek Road
Oregon City, OR 97045

January 31, 2022

Oregon City Commission
625 Center St.
Oregon City, OR 97045

RE: Oregon City-West Linn Pedestrian and Bicycle Bridge Concept Plan

Dear Oregon City Commission:

The Clackamas County Pedestrian and Bikeway Advisory Committee (PBAC) is a 14-member citizen advisory committee that assists in the development of bicycle and pedestrian plans and advises the County on matters relating to bicycle and pedestrian planning. The purpose of this letter is to express our support for the Oregon City-West Linn Pedestrian and Bicycle Bridge Concept Plan. We strongly urge you to support a pedestrian-bicycle crossing in the study area and adopt this project in the Oregon City Transportation System Plan.

PBAC believes the Arch Bridge does not provide a safe crossing that is accessible to all bridge users. The Arch Bridge lacks appropriate bicycle facilities and there are narrow sidewalks that are not ADA compliant. In addition, the Arch Bridge is the only Willamette River crossing for people walking, biking, and rolling between the Sellwood Bridge in Portland and the Canby Ferry. Adopting the Oregon City-West Linn Pedestrian and Bicycle Bridge Concept Plan would help to resolve this critical gap in safe infrastructure, which is a priority in your 1st City Commission Goal for FY 2021-23. City Commission Goal 1 states, "Invest in current and future capital needs for safe, sustainable infrastructure and City services".

Adopting the Concept Plan would also continue the process to achieving Goal 8, which is "Promote diversity, equity and inclusion for a safe, inclusive community and organization". Since the Arch Bridge does not feel safe and comfortable for all users and is not ADA compliant, many people feel excluded from using the Arch Bridge. The new bridge would resolve these barriers. PBAC is also excited about the fact that a new bridge would improve the regional trail network by connecting to 262 miles of existing and proposed trails.

We urge the Oregon City Commission to support the Concept Plan so people walking, biking, and rolling can have a safe and convenient Willamette River crossing between Oregon City and West Linn.

Sincerely,

Bruce Parker

Bruce Parker, Chair
Clackamas County Pedestrian and Bikeway Advisory Committee





CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

To: City Commission

Agenda Date: 02/08/22

From: Public Works Director, John M. Lewis, P.E.

SUBJECT:

Water CIP Implementation – Post Election 2021

STAFF RECOMMENDATION:

Support pursuit of WIFIA loan application, use of ARPA dollars for implementation of critical water infrastructure, and development of interim service plan for Thimble Creek Concept Area.

EXECUTIVE SUMMARY:

The City has over \$81 million dollars of water infrastructure improvements identified in its Water Master Plan. Increases in Water System Development Charges (SDC) and Water Rates are necessary to fund these improvements. Water rate increases required exceed the 3% annual limit set by City Charter, requiring voter approval. Borrowing money was identified as a way to finance major improvements and minimize the water rate increase necessary above the 3% limit. Borrowing also required voter approval.

In November 2021, the City Commission placed two ballots before the voters of Oregon City:

- Measure 3-567 – Authorized the City to borrow funds for water system improvements
- Measure 3-578 – Authorized temporary water rate increase above the 3% annual charter limit

Measure 3-567 was passed by voters, authorizing the City to borrow up to \$38 million. Measure 3-578 did not pass, limiting the annual water rate increase to 3% in accordance with the City Charter.

Without a rate increase above the 3% annual Charter limit, the City cannot complete all the needed water system improvements. City staff have developed a short-term CIP

implementation plan and strategy that utilizes available revenues and borrowed money to tackle some of its highest priority work,

The purpose of this work session item is to inform the City Commission of what the election results mean to implementation of the water capital improvements, gauge support and interest in pursuit of borrowing, and identifying an interim service plan for the Thimble Creek Concept Plan area.

BACKGROUND:

Water rates and water system development charges (SDCs) support the City's capital improvement plan (CIP). The City amended the 2012 Water Distribution System Master Plan to include the updated 2019 CIP in January 2021, identifying over \$81 million dollars in needed water system improvements. With the adoption of the Amendment to the 2012 Water Master Plan, the water rates and water system development charges (SDCs) increases are necessary to support that plan. Water rates pay for system improvements needed for the existing system, while SDCs are one-time charges and pay for system improvements needed to support development/growth.

A Water Rate and SDC Study was completed by FCS Group in 2019 with results presented to the City Commission in October 2019 and again in July 2020. The subject report identifies the need to exceed the 3% limit set by the City Charter for a rate increase; therefore, voter approval is needed. Water SDC modifications are not limited by City Charter and are paid for by developers, as development occurs. At the September 2020 work session, the City Commission supported proceeding with a financing plan to support the capital improvements and directed staff to proceed with water SDC increases followed by a water ballot measure to seek support for the needed water rate increases.

Water SDCs were increased July 1, 2021, after a public hearing was held on March 3, 2021, where modifications to the water SDC methodology and adoption of new water SDC fees were presented, and Resolution No. 21-14 was adopted by the City Commission.

At the January 12, 2021 work session, the City Commission confirmed interest in pursuing voter support for needed water rate increases. At that time, the City Commission decided to defer pursuit of voter approval to November 2021 recognizing the difficult year the community has had. The City Commission recommended proceeding with a Debt Supported finance option, recognizing it minimized the rate increase above the 3% limit by borrowing money. The City Charter provisions require voter approval for any annual rate increase above 3% and for borrowing money, resulting in two ballot measures to support the preferred debt option.

At the August 4, 2021, City Commission Meeting, Resolution No. 21-42 and Resolution No. 21-43 were adopted, calling for an election on the ballot measures. On Tuesday, November 2, 2021, Oregon City voters cast votes for the following ballot measures:

- Measure 3-567 Authorizes the City borrow funds for water system improvements
- Measure 3-578 Authorizes temporary water rate increases above 3% annual charter limit

The results of the election were certified by the City Commission with Resolution No. 21-52 on December 1, 2021, reflecting Measure 3-576 passing authorizing borrowing and Measure 3-578 failing, limiting water rate increases to 3% annually in accordance with the City Charter.

Subsequent to the election, the City was notified that its Letter of Interest for EPA's Water Infrastructure Finance and Innovation Act (WIFIA) funding, submitted July 23, 2021, was accepted and it was invited to apply for the WIFIA loan. This program provides low-interest, long-term loans for qualifying water infrastructure projects. The minimum WIFIA project package size is \$20 million, with 49% of the project being eligible for WIFIA loan money with the balance remaining paid as matching funds by the applicant. Up to 80% of the project can receive federal funding in the form of loan and grants. This program offers unique and flexible financing terms, as noted in the attached document (WIFIA Program). In addition to having a low fixed-interest rate, other key aspects of the program are:

- **Customized Repayment Schedule:** Allowing flexibility to match applicant's anticipated revenues
- **Loan Repayment Period:** Up to 35 years to repay the loan
- **Deferred Payments:** Payments may be deferred up to 5-years after the project's substantial completion
- **WIFIA Loans Combined with other Funding Sources:** WIFIA loans can be combined with other loans, bond, debt, grants

The City of Oregon City has been notified that it will receive \$8.3 million dollars of American Rescue Plan Act (ARPA) grant funds. In the current biennium budget, the City has allocated \$5.6 million of these funds toward water system improvement projects. These funds can be used as matching funds for the WIFIA loan.

While the full water CIP cannot be supported without a rate increase, significant work can be completed if the City pursues federal funding options. In addition to existing budgeted projects, City staff have worked to identify a short-term CIP implementation plan, focusing on projects that address the city's aging system rehabilitation and replacement needs, cybersecurity, and improvements needed in the Upper Zone (Thimble Creek/Beavercreek area) where the existing water system is struggling to convey enough water to serve current and future demands. The following is the list of short-term water capital improvement projects identified by City staff for completion by 2030:

- **SCADA Isolation Project:** Increasing cyber security for water system
- **Pipe Repair & Replacement:** Complete 5 years of planned work
- **Undersized Waterline Replacement:** Complete 5 years of planned work

- **Henrici Transmission Improvement:** Complete transmission improvements needed to improve service in upper zone by improving water transmission which will improve resiliency in the upper zone and help meet peak summer demands.
- **Fairway Downs Pump Station Replacement & Upgrade:** Replacing the undersized, aging pump station with new a pump station and associated transmission improvement, to improve service to the upper zone
- **Reservoir Rehabilitation & Upgrade:** Rehabilitate and seismic retrofit to the Barlow Crest and Boynton Reservoirs

The total estimated project costs for these projects are \$24 million dollars. To complete this work with the 3% annual rate limit, borrowing money through the WIFIA loan program and use of ARPA dollars is needed.

The City's Finance Department has completed a preliminary analysis to determine the feasibility of pursuing the WIFIA loan within the rate limitations. This analysis focused on the City's ability to provide the required 51% matching funds using ARPA dollars, water rates, and SDCs as well as support future debt payments upon completion of the projects. While further due diligence is required, Finance is supportive of pursuing the WIFIA opportunity.

Until the projects are completed, expanded water service to the upper zone is problematic. With the high demand for additional housing, development interest has increased for the Thimble Creek (Beavercreek) Concept Area. Development of this area requires City infrastructure. To facilitate development prior to completion of the City's upper zone improvements, City staff have proposed entering into an interim intergovernmental agreement (IGA) with Clackamas River Water (CRW) to provide water to development in the area via a master meter.

The purpose of this report and presentation at the work session is to inform the City Commission of what water capital improvements can be completed with the election results and federal funding options and secure feedback to guide staff on next steps.

GUIDANCE NEEDED

- **WIFIA Financing:** Should City staff pursue WIFIA loan, as outlined, for water system improvements?
- **Thimble Creek Interim Service Plan:** Should City staff pursue an IGA with CRW for interim water supply via master meter for the Thimble Creek Concept Plan until the City completes its improvements?



The Water Infrastructure Finance and Innovation Act (WIFIA) program accelerates investment in our nation's water infrastructure by providing long-term, low-cost supplemental loans for nationally and regionally significant projects. Borrowers benefit from receiving low, fixed interest rate loans with flexible financial terms.

Item 2.

WIFIA LOANS OFFER A LOW, FIXED INTEREST RATE

A SINGLE FIXED RATE IS ESTABLISHED AT CLOSING. A borrower may receive multiple disbursements over several years at the same fixed interest rate.

RATE IS EQUAL TO THE U.S. TREASURY RATE OF A SIMILAR MATURITY. The WIFIA program sets its interest rate based on the U.S. Treasury rate on the date of loan closing. The rate is calculated using the weighted average (WAL) life of the loan rather than the loan maturity date. The WAL is generally shorter than the loan's actual length, resulting in a lower interest rate.

RATE IS NOT IMPACTED BY BORROWER'S CREDIT OR LOAN STRUCTURE. All borrowers benefit from the AAA Treasury rate, regardless of whether they are rated AA or BBB. The WIFIA program does not charge a higher rate for flexible financial terms.

WIFIA LOANS PROVIDE FLEXIBLE FINANCIAL TERMS

CUSTOMIZED REPAYMENT SCHEDULES. Borrowers can customize their repayments to match their anticipated revenues and expenses for the life of the loan. This flexibility provides borrowers with the time they may need to phase-in rate increases to generate revenue to repay the loan.

LONG REPAYMENT PERIOD. WIFIA loans may have a length of up to 35 years after substantial completion, allowing payment amounts to be smaller throughout the life of the loan.

DEFERRED PAYMENTS. Payments may be deferred up to 5 years after the project's substantial completion.

SUBORDINATION. Under certain circumstances, WIFIA may take a subordinate position in payment priority, increasing coverage ratios for senior bond holders.

WIFIA LOANS CAN BE COMBINED WITH VARIOUS FUNDING SOURCES. WIFIA loans can be combined with private equity, revenue bonds, corporate debt, grants, and State Revolving Fund (SRF) loans.

Example of a customized debt repayment structure for a \$100 million project

