

# Willamette Falls

## ◦ LEGACY PROJECT ◦

### PARTNERS GROUP MEETING MINUTES

May 17, 2017  
Metro Regional Center  
Council Chamber  
600 NE Grand Ave.  
Portland, OR 97232  
10:00 AM - NOON

#### Partner Attendees

**Oregon City:** Mayor Dan Holladay, City Manager Tony Konkol, Commissioner Renate Mengelberg  
**Metro:** Councilor Carlotta Collette, COO Martha Bennett ,  
**County:** County Administrator Don Krupp, Commissioner Paul Savas, Commissioner Martha Schrader  
**State:** Marty Carty (*surrogate for Representative Mark Meek*), State Parks Deputy Director M.G. Devereux,

**Absent:** Representative Mark Meek (sent representative)  
Senator Alan Olsen  
Council President Tom Hughes

**Guests:** Michelle Delk & Matt McMahon, Snøhetta  
Brian Moore, Metro

**Others present included (but not limited to):** Representatives of KPFF consulting, Representatives of Mayer-Reed Design, Gary Barth, Mat Quigley, Mini Sharma, Beth Cohen, Mark Dedrick, Jon Potter, Betsy Heidgerken, John Southgate, Don Robertson, Jim Desmond, Alice Norris, Hope Whitney, Phil Lewis, Laura Terway, Christina Robertson-Gardiner, Shelly Parini, John Morgan, Eric Underwood, Chris Woo, Jennifer Donnelly, David Judd, Brian Vaughn, Lisa Konkola, Melanie Reinert, Dan Moeller

**The Q2 2017 Partners meeting was opened by Brian Moore of Metro and called to order by meeting chair, Councilor Carlotta Collette at approximately 10 a.m.**

#### **General Updates (10:05 a.m.)**

Councilor Collette led a round table introduction of the Partners, guests, and attendees. The Partners group had no individual updates to share.

#### **Riverwalk Design Presentation (10:15 a.m.)**

Michelle Delk of Snøhetta presented on the 90% riverwalk design, accompanied by PowerPoint slides. Highlights of the discussion are noted below:

- The presentation progressed from North to South on the site, providing overviews of design for each area in the context of the overall site design plans.
- Consideration has been given regarding flood zones, public vs. private space, the continuation of Main Street, and future development and riverwalk frontage needs.

- The terminus of Main Street, PGE access to the dam, and future private development plans still await studies and proposals for full resolution. Early private development is proposed near the Hawley building and Mill E areas.
- The North Riverfront area plans include habitat restoration, vehicular connection, a pedestrian promenade along the waters' edge, a historic tailrace for alcove restoration, explorer trails elevated above restoration areas, a connection to the pipechase and Mill O, and exposure of the flour mill foundation and equipment as a historic relic.
  - Orange areas in the design are noted as evolving zones for continued refinement based on public-private interface.
  - The Promenade creates a clear edge to the riverwalk in the North Riverfront, and a goal is to minimize the necessary retaining wall between the shoreline and development to foster a close connection and overlook to natural areas and the river.
  - The flour mill foundation will be retained and could be a possible base for future development.
  - ADA accessible explorer trails will repurpose existing structures for landings, minimizing new vertical construction in the area.
  - Mill O is at the south edge of the area and is planned as a hybrid space.
- Mill O and the Yard area will create a key central gathering space for the future riverwalk and for the Oregon City community. Selected existing structures will be stabilized and/or repurposed to create partially weather-protected spaces – extensions of the outdoor gathering area in yard.
  - There is potential for private redevelopment above Mill O.
  - An explorer trail connects to the pipe chase “porch” at the riverfront.
  - In this area, the riverwalk engages the river at different levels: trails, overlooks, porch level, and the promenade.
  - The tailrace at the southern terminus of the Woolen Mill provides an opportunity for extensive habitat restoration.
    - Some access to water level is possible within the alcove from the yard via a trail. The alcove is somewhat protected from the main river channel. This trail is not ADA accessible due to steep elevation change in terrain.
  - A proposed bridge from the overlook at the Woolen Mill would connect riverwalk pedestrian traffic to the Mill H overlook.
  - The Woolen Mill foundation will be stabilized with ground floor uses and development.
  - Multi-use programming is possible in Mill O and Yard areas.
  - Amenities and services, as well as year-round programming requiring shelter could be placed in Mill O. A “river theater” level opens up to the pipe chase route from the building for programming and events.

- Storage and maintenance could take place on the Pipe Chase lower level. The upper level connects to the Yard area
  - The riverwalk and Main St. are in close proximity in Yard area.
    - Mayor Holladay requested clarification on service vehicle access to the Yard area, and Ms. Delk noted that access is planned from street to Yard via a 3<sup>rd</sup> Street connection.
  - The primary riverwalk path/movement will be similar regardless of development decisions in the shaded orange areas surrounding Mills H, E, and the Hawley Building.
  - Two hotel options are proposed by the site owner: One between the Hawley Building and Mill H and another including Mill E. These options are undergoing refinement.
- The area between the southern Woolen Mill foundation and the planned overlook to the falls was discussed next.
  - Mill H and the boiler building will be de-cladded and repurposed allowing the riverwalk to weave through to an overlook to the falls.
  - A bridge connection to the lower level of the boilers at dam elevation joins the Yard area. There is approximately one story of grade change required between the two areas, and the path will be ADA accessible.
  - The boilers will be exposed as historic artifacts, and the cylinder structure will house connections to Mill H and the alcove area.
  - Mill H becomes an indoor-outdoor space with connections by stairs and elevator to an upper level overlooking the falls to the south.
  - Areas designed for flooding impact, ADA, guardrails height walls, visibility windows along walk allow for viewing along the way.
  - Mill H will allow for views: floors will be cut for light from above, garden space included, visitors will have a view to falls towards the Hawley foundation and Clarifier.
  - The Clarifier path will allow the riverwalk to proceed to the Hawley Powerhouse Foundation and access can remain open when PGE needs to close dam access.
  - A vegetated habitat space inspired by oak savannah and regional camas habitats can be constructed in the Clarifier. This provides an opportunity for casual, peaceful gathering space and respite.
  - A vertical play structure is considered as an eventual component of Mill H.
  - The Hawley Powerhouse Foundation eventually becomes the final falls overlook and includes shelter and multilevel access to falls views.
- Operations and Management were discussed:
  - O&M must be considered through the lens of the different landscape types on the site and the required management and investment over time.

- Snøhetta has estimated costs and uses broken down by area, though refinement is an ongoing process.
- The Willamette Falls TAC recommendation for Phase I is based on cost evaluations for proposed design, locations, access, achieving the goals of the project, budget, and the inclusion of a primary goal of allowing a prominent view of falls.
  - A Phase I view from Mill H overlook allows for access and a prominent falls view. The proposal focuses on Mill H and surrounding areas for Phase I development of the riverwalk.
  - The phasing strategy minimizes “throwaways” that become irrelevant in later phases. Each phase must consider interim conditions.
  - Phase I would repurpose the structures around Mill H and set the stage for the next phase by addressing (removing/stabilizing/repurposing) selected structures in the Yard area.
    - The primary investment would be in creating the Mill H experience and related overlook.
    - The phase would begin the interim clearing of the Yard and creation of access. The Yard will not be fully envisioned in Phase I.
    - Phase I considers parking and safe access to site.
    - The Carpentry Shop would be repurposed for an eventual outdoor pavilion, Mill O and the Woolen Mill would be stabilized to set the stage for development and Phase II.
    - The Pipe Chase would remain intact in Phase I.
    - The Yard alcove area buildings would stay in place until a later phase.
    - Phase I would include removal of cladding on Mill H and boilers, construction of explorer trails in the area, creation of the grove area, construction of overlook area at Mill H, but would not include play structure equipment or final bridge to Yard.
  - The Phase I path would pass along the existing Yard surface and connect to the boiler and Mill H areas via a temporary ramp (1 story elevation change). At a later date (later phase), the ramp would be removed, alcove excavated, Yard would be built out, and a permanent bridge with ADA access would be constructed.

Councilor Collette opened the floor to questions from the Partners Group.

- The Partners’ responses to the plan were positive and some clarification was sought.
  - Mayor Holladay wanted to make sure consideration was given to the feasibility of the grove area and was concerned over which species of trees could grow there.
    - Ms. Delk clarified that the area would function as a massive planter with light and soil volumes to be adjusted to allow for tree volume and growth.
  - Councilor Collette asked for clarification on interim access to the Phase I site and ADA access from Main Street.

- Ms. Delk noted that final access can be determined as the project moves forward. Access could allow visitors to continue down Main St. and walk along the dam. Some routes are dependent on the timing of development and the owner's choices.
    - Site fencing and temporary structures will be needed to create safe passages and restrict access to off-limits areas.
  - Councilor Collette restated that the planned budget for Phase I gets the Mill H building and overlook, interim access, and clearing of the Yard to create an interim condition for gatherings and events.
    - The alcove would not be opened up in Phase I, and habitat restoration in the alcove would be a future phase. Where within Phase I could habitat restoration be appropriate?
    - Ms. Delk noted that the design considers habitat restoration in the Mill H areas for Phase I.
    - Councilor Collette noted that the RTF Friends group can take the next steps to fund add-ons or another overall phase and that the Partners may be able to add more funding in the future.
- There are hopes to consider Mill O restoration for housing of cultural centers/offices.
- Tony Konkol notes that the state specified the need for a prominent view of the falls, and the Mill H area is most prominent option without the extension to the Hawley Powerhouse Foundation. Considering the difficulties of the Mill H site location, this is a "heavy lift" portion of the site, and perhaps a good first investment of the state funds.
- Councilor Collette stated that the Partners Group needs to approve the design and proposed phasing and bring these back to their jurisdictions.
- MG Devereux asked for a quote on Phase I costs.
  - Snøhetta estimates \$60M for the site and needs to refine/"re-crunch" the numbers at this point
  - The estimates including big contingencies to cover unknowns.
  - The estimates are created at a conceptual design level. Studies are still needed and excavations and removals will lead to some more items to be considered.
- COO Bennett asked what the plans are for public engagement going forward.
  - Brian Moore noted that after a recommendation from the Partners, the plans go to the jurisdictions as well as an amended and restated IGA.
    - The jurisdictions can renew the partnership commitments through Phase I.
    - The community engagement event #4 on 6/3 will showcase the 100% design (minor refinements to be included).

- Private development processes being handled by Falls Legacy, LLC with Walker Macy and JVD.
  - Community engagement process has continued throughout project.
- Commissioner Savas asked to see the best reflection of Phase I.
  - Ms. Delk showed an orange outlined aerial of the Mill H and Boiler areas, noting that those would be fully realized except for a planned play structure/tower with interior play equipment (a fundraising opportunity for the Friends Group).
  - The finalized explorer trail bridge from the Yard to Mill H/Boilers is excluded until alcove excavation during a later phase.
  - Orange boxed structures in the Yard would be addressed including the removal of insignificant structures, repurposing of the Carpentry Shop as a park pavilion, and the stabilization of Mill O and the Flour Mill foundations to prevent further deterioration and allow for future repurposing.
  - Ms. Delk shared an overview of existing Yard conditions noting the goal to cut down the area to the existing Yard surface for Phase I, clearing out space in the orange zones for future gathering surface.
  - The large alcove restoration and excavation is not a part of Phase I so the structures above that area would remain intact.
  - The cladding on the Boilers and Mill H would be removed.
  - The Clarifier and related paths would be a future phase.
  - The habitat around the alcove would be a future phase.
- COO Bennett requested the cost of O&M for Phase I.
  - Ms. Delk noted that this is pending as the recommendation on Phase I just came from TAC the preceding Friday.
  - COO Bennett noted that interim security needs to be added in.
  - Ms. Delk noted that interim conditions are included in the estimated Phase I budget, but not operations.
- Councilor Collette asked if the group was happy with the overall design and Phase I plan and asked if discussion should move on to IGA renewal
  - COO Bennett agreed with the recommendation, but worried about approving it prior to the public engagement event, questioning if more feedback would be gathered on 6/3.
    - The team clarified that June 3 has been pitched as a reveal event, and feedback is not being solicited from the public.
- Metro attorney Hope Whitney noted that in the existing IGA all partners empowered this Partners Group to make design decision today.

- The administrative decision is delegated to this Partners Group to take action. Then the IGA needs to be renewed, and each jurisdiction must do that. The IGA includes the budget to go forward and begin Phase I.
- Mr. Devereux noted there are two critical actions today: approval of overall design and the IGA discussion. He questioned whether the group needs to approve Phase I in case there are public influences regarding future operations and maintenance.
  - Ms. Whitney clarified that the IGA renewal is drafted so that team can go forth and implement Phase I as approved by the partners. She noted that the IGA and Phase I are tightly related and that the agreement on Phase I is required to implement the IGA.
  - Councilor Collette noted that stakeholder and public input has been an ongoing process.
- **Mr. Devereux moved to approve the concept for riverwalk project as approved.**
  - **Commissioner Martha Schrader seconded.**
  - **Councilor Collette noted the approval and second.**
  - **There were all aye votes, no nays, no abstains.**

Mayor Holladay asked about ownership, operations and maintenance, and COO Bennett asked who will own and operate the site. This led into a short presentation on the IGA by Project Manager Moore:

- The current IGA expires in June 2017. The focus of the renewal is delivering Phase I of the project.
  - The expectation for duration is 2023. Some nuance can be discussed.
  - The IGA updates conceptual design in the Phase I project budget and is updated with current numbers (handouts provided to group, new 2-year budget), continuing 2-year cycle for duration of Phase I.
- There is a prerequisite that O&M strategy is resolved prior to construction and is tied to permits.
  - The ownership decision must be passed by resolution by the bodies electing to take ownership. There will be a Partners recommendation and then votes by jurisdictions prior to pulling building permits.
    - Mr. Moore noted that there has been ownership discussion for O&M with partners, but not yet the state. The ownership question should be resolved in the next 3-5 months in parallel with a round of design work.
    - Mr. Devereux noted that he knows of no ownership interest at the state level.
    - Mr. Moore stated that there is still a need to discuss collaborative support for long term O&M, including the state.
- The IGA acknowledges that Metro takes on the Phase I construction risk for the project.

- Metro functions as the fiscal agent for the state's \$12.5M contribution. Part of that responsibility is making key decisions about constructability and feasibility of Phase I design. Decision-making authority is given to Metro for Phase I.
- IGA acknowledges one entity can make decisions for construction (not by committee).
- Commissioner Savas asked if Metro can make future adjustments to the design.
  - Mr. Moore noted that continued communications with the TAC and Partners groups would take place regarding any changes. If cumulative changes resulted in a significant diversion from the original design approved for Phase I, the team would come back to the Partners for decision making. Leadership role for Metro would contain provisions for the owner (lead in O&M) to have a more engaged role in decision-making once their role is worked out.
- **Mayor Holladay moved for acceptance.**
  - **Commissioner Savas seconded.**
- Councilor Collette asked if the group approved the IGA, does that include Phase I approval.
  - Ms. Whitney clarified that it does, but the group should also act as body to approve Phase I.
- **Councilor Collette noted all aye votes, no nays, no abstains.**
  - **The IGA is tentatively approved to go back to partners jurisdictions.**
- **Councilor Collette requested consideration of Phase I approval pending the ratification of jurisdictional bodies.**
  - **Commissioner Schrader moved.**
  - **Councilor Collette seconded.**
  - **All aye votes, no nays, no abstains.**
  - **Phase I is accepted.**
- Councilor Collette shared an RTF Friends Group update: A Hard Hat Happy Hour event on 5/31 is planned: 100 guests have been invited to build connections for the future board and for fundraising and expansion. 25 guests have RSVPed so far.
  - The group had praise for the nonprofit's actions and organization so far.
- Mr. Moore noted that negotiations are ongoing with the site's owners. Falls Legacy, LLC has stepped up and engaged with a new design team, articulated key values catalytic to the project, and has been working on design input to help their success.
  - The team is excited to see FL on board.
  - Falls Legacy representatives Jon Potter and Betsy Heidgerken and members of their selected design team present were present and nodded.

- Rediscover the Falls members wanted to convey to the Snøhetta design teams that they commend the creativity and treatment of the complex site, the thoughtful consideration of the core values and continued consideration of the character of the site. They expressed thanks to the Partners and design teams on behalf of the Friends group.
- The Partners and WFLP Team members posed for a group photograph to commemorate the decisions made at the meeting.

**ACTION:**

- **The IGA approved at this meeting will next need to be formally approved and signed by all Partner jurisdictions. Graphic representations of the design, Phase I, and the IGA will need to be packaged for presentation to jurisdictions.**

**Meeting adjourned at approximately 11:35 a.m.**