

Willamette Falls

◉ LEGACY PROJECT ◉

PARTNERS GROUP MEETING MINUTES

November 14, 2019

*Museum of the Oregon Territory, Tumwater Ballroom
211 Tumwater Dr.
Oregon City, OR 97045
8:30 – 9:30 A.M.*

Partner Attendees

Oregon City: Mayor Dan Holladay, City Manager Tony Konkol

Metro: Council President Lynn Peterson, Councilor Christine Lewis, Councilor Juan Carlos Gonzalez, Interim COO Andrew Scott

County: Commissioner Paul Savas, Commissioner Martha Schrader

State: Representative Mark Meek, Metro Regional Solutions Coordinator Raihana Ansary, State Parks Deputy Director M.G. Devereux

Absent: Senator Alan Olsen
Commissioner Frank O'Donnell
County Administrator Gary Schmidt

Staff: Brian Moore, Alex Gilbertson, Melanie Reinert, Carrie Belding, Andy Cotugno, Jon Blasher, Jim Mitchell, Ramona Perrault, Hope Whitney, Paul Slyman (Metro); Laura Terway, Don Robertson, (Oregon City); Tracy Moreland, Emily Klepper, Laura Zentner (Clackamas County)

Public: Andrew Mason, Alexis Ingram, Mark Sturdivan (Willamette Falls Trust); Megan McKibben (US Congressional staff); Stacia Hernandez, Greg Archuleta, Jennifer Biesack, Jesse White, Denise Harvey (Confederated Tribes of Grand Ronde); Nathaniel Corum, Elena Baranes (MASS Design Group); Annie Ozols (Brink Communications); Ken Pirie (Walker Macy); Kevin Johnson, Agustin Enriquez V. (GBD Architects); approximately two to three other observing members of the public/consultants/Partner agency staff whose names were not captured

The Willamette Falls Legacy Project Partners meeting was called to order by meeting Chair, Metro Councilor Christine Lewis at 8:31 a.m.

Councilor Lewis requested introductions from those present at the meeting.

Confederated Tribes of Grand Ronde member Greg Archuleta was invited to open the meeting with an introduction and welcome.

- The Confederated Tribes of Grand Ronde welcomed the meeting attendees and shared that Willamette Falls is part of the Tribes' ancestral homelands.

- Mr. Archuleta shared that he is a descendant of Tribal chiefs from the area, and he shares a deep personal history with the site.
- Mr. Archuleta shared ikanum, traditional Tribal stories, telling of the creation of the Willamette Falls Tribal salmon and eel fishing traditions and of the creation of other features of the Willamette River in the Falls' vicinity.
- He shared the story of the Tribes' removal from the Falls to a reservation, and told of how Tribal members continued to return to the Falls for salmon and eel to sustain their families during many difficult times.
- He asked attendees to remember the Tribal connections to Willamette Falls since time immemorial and explained that they have maintained this connection and will move forward with it.

Brian Moore shared an update on the project budget and cash flow.

- The original budget was \$25M, which was put together from the Partners:
 - Metro provided over \$5M.
 - The State provided \$12.5M.
 - Oregon City provided \$1.2M.
 - Falls Legacy LLC provided \$400k.
 - Clackamas County provided \$53k.
 - The project launched into design work knowing fundraising was necessary, and about \$6k was identified for fundraising.
- As of last month's reconciliation, the project had spent \$4.6M to-date.
 - For practical purposes, the project has front loaded and spent down the Metro bond dollars from the initial investment.
- As we continue forward, we will need support from Willamette Falls Trust [WFT] fundraising.
 - WFT has raised \$7M.
 - Within the last two WFT board meetings, Mr. Moore requested funds to support the project, and the board has expressed willingness to transfer \$2M over the next two months, subject to the Partners' direction for the project today.
- Councilor Lewis thanked the attending Partners for their support of the project and for the recent Metro bond passage.
 - Brian M. explained that the bond dollars for the project would not be available until approximately spring 2020, as Metro Council must establish guidelines for use.

Mr. Moore shared updates on the WFLP Phase 1 approach.

- At the last Partners meeting, the team brought cost estimates from consultants ACC Cost Consulting, LLC and Lease Crutcher Lewis to separately develop cost estimates for Phase 1.
 - Phase 1 was estimated at \$33M in construction costs, and the Partners directed the project team to look at alternative approaches for Phase 1 delivery.
- The Partners meeting follow-up on the approach analysis was scheduled around September 26, but discussions with the new property owner were moving forward, and the project team was still learning their interests and concerns. As a result, the meeting was postponed.
 - However, at this meeting, Mr. Moore had the approaches that would have been shared in September, as well as a third alternative from the conversations with the Confederated Tribes of Grand Ronde.
- Mr. Moore shared slides showing the conceptual plan for the riverwalk, outlining the approach via pathways and streets to the Phase 1 overlook and Powerhouse Foundation.
 - He noted the future connection potentials for Canemah, the bluffs and a non-motorized boat landing and portage site.

- Phase 1 is focused on the southwest corner of Confederated Tribes of Grand Ronde property and includes Mill H, the Stock Cylinder, the Boilers, the Recovery Boiler, and evaluates related impacts to the public Yard area.
 - Mr. Moore shared the current condition of the southwest corner and the 2017 concept design for the Mill H viewpoint.
- The original Phase 1 approach came down Main Street from 99E, with a parking lot at the entrance.
 - The path would use a bridge connection through the Yard to reach the Phase 1 building complex.
 - This version was estimated at \$33M.
 - Mr. Moore noted that the Confederated Tribes of Grand Ronde expressed interest in relocating the parking lot.
 - The original approach included the Mill H viewpoints, the Stock Cylinder, the Boiler Building, the Recovery Boiler, and a bridge to access the Phase 1 complex.
- The alternative approach was very similar, but with a Main Street approach extending to the end of Main Street to the PGE dam.
 - The buildings would be accessed from the PGE dam.
 - This approach provided a significant improvement in flexibility to deliver the project.
 - Southern access would allow development to focus on building the viewpoint, and then the Stock Cylinder, Boilers and Yard access would be added in future phases or sequences.
 - This approach would allow for the trimming of the Phase 1 budget to focus on a single area.
 - This approach was estimated at about \$22.5M.
 - Mr. Moore noted there had been discussion of how much work would be considered to be an acceptable level for Phase 1, but there were no firm conclusions.
 - Commissioner Savas asked for clarification on the structures remaining under the proposal.
 - Mr. Moore clarified that the approach showed buildings could be repurposed at a later date allowing the \$22.5M to eventually reach the \$33M combined cost.
 - The total cost of complete Phase 1 delivery is the same regardless of the approach.
 - Most of the cost lies in building repurposing and the means and methods of how to get out there.
 - Access is difficult and will require removal of some buildings and structures.
 - It is a complicated site.
 - It was more efficient to construct this [southwest] portion first rather than build out the Yard and Alcove, as in this order, Phase 1 would have water on only have two sides instead of three.
- The Confederated Tribes of Grand Ronde have been involved in conversations since they were first touching base about acquiring the property.
 - Their team indicated an interest in building out the parking lot and having a stretch of access (Water Street) to the riverwalk from the north riverfront into the Phase 1 building complex.
- The project has a conceptual budget of \$33M to have the building complex built out, but the question is the path of access.
 - Mr. Moore clarified for Mayor Holladay that he was referring to public access.
 - Regarding construction access, Grand Ronde was comfortable with the project using Main Street.

- Mr. Moore noted that project conversations had focused on solving the great challenges in the Phase 1 area, but there have not been many technical studies in the north area, as the focus had been on south access.
 - The project team reached out to their consultants to request a rough scope of work and budget for bringing the north area to the same design level as the previously discussed Phase 1 area and access options.
- Mr. Moore clarified for Mayor Holladay that the north access would be paths or bridges approaching from the north towards the Pipechase.
- Mayor Holladay asked if the Confederated Tribes of Grand Ronde would pay.
 - Mr. Moore indicated that he hoped so, and shared that the Confederated Tribes of Grand Ronde had been invited to present at this meeting.
 - The Grand Ronde would like to better understand if the Partners will entertain the north approach prior to making a clear financial commitment.
- Representative Meek noted that initial phasing included construction and public access down Main Street and asked if there would someday be access the other way.
 - Mr. Moore confirmed that the concept plan indicated the other access was planned someday.
 - Mr. Moore reconfirmed that Grand Ronde agreed that Main Street could be used for construction access, but that they had requested that there be no public access on Main Street.
 - He noted that the easement shows interim access for the public on Main Street, though.
 - Mayor Holladay felt it made sense not to have public access on Main Street during construction, and he felt temporary fencing for the public was inadequate.
- Mayor Holladay expressed he was happy with the Confederated Tribes of Grand Ronde alternative, if we can work out financing.
- The Partners expressed interest in hearing the Grand Ronde representatives' presentation.
- Commissioner Savas requested clarifications on exclusive use.
 - The group reviewed a slide showing colored boxes over phased areas of the site.
 - Mr. Moore noted that one challenge is that the Pipechase needs seismic retrofitting to be publicly accessible.
 - There are liquefiable soils present, and the path also needs to chase the grade to Phase 1 area elevation (designated with a green box).
 - Many buildings in this area designated with a yellow box will need to be removed to provide Yard access to construction equipment.
 - There would need to be work in the entire Yard area to implement whatever solution was decided for the river's edge alternative.
- President Peterson expressed a desire to hear from the Grand Ronde and thanked Mr. Archuleta for sharing the ikanum.
 - She felt that given the development of the site over time, the proposed access seemed the right way to provide maximum development and flexibility, but she was concerned about the project's set budget and noted that Metro cannot approach voters for a while, as a bond recently passed.
- Commissioner Savas requested transportation input from President Peterson regarding the 99E S-turn and related access.
 - President Peterson noted the area had many challenges and that Oregon City has done work on downtown plans and changes in land use.
 - She noted one-way streets and transit have been adjusted, and the highway is not a rural highway any more.
 - They will seek flexibility to make sure that parking downtown and transit are accessible, and that flexibility is created by looking ahead.

- She noted that it is an urban area, which will be congested at peak periods, so development will have to maximize opportunities.
 - There is a desire to balance the area with downtown Oregon City.
 - Mr. Konkol shared that the City put together a transportation management program for downtown and the Blue Heron site to manage traffic, bicycle and pedestrian opportunities.
 - They are also looking at the larger picture with a special transportation corridor for 99E and some funding in November.
 - Pedestrian and bicycle access are being considered.
 - Connections to the Promenade are important to keep some traffic and parking out of downtown.
 - There is hope to alleviate or mitigate parking issues downtown with stairs, the elevator, the Promenade, etc.
 - President Peterson noted the need to work with other jurisdictions, as there are many constraints across the region.
 - Mr. Konkol felt the riverwalk-specific traffic would be secondary to the rest of the development's traffic and transportation needs.
 - Mayor Holladay suggested the rest of the development could develop three to four times the traffic of the riverwalk.
 - Commissioner Savas shared that the S-turn is a concern, as there is a pinch point for trucks at the trestle.
 - Mayor Holladay was not optimistic that the issue would be fixed.
 - The possibility of widening was unlikely.
 - President Peterson asked ODOT for practical design application and noted the possibility of ways to provide more information.
 - Mayor Holladay suggested a signboard.
 - Mr. Konkol shared that there have been discussions about lane changes, education and design solutions to the issue.
 - There is a focus on safety in the corridor.
 - Commissioner Savas was concerned about future safety issues for cars, bikes and pedestrians.
- Mr. Devereux asked for clarification on the project's core values and how the alternatives were evaluated through that lens.
 - Mr. Moore shared that there have been core value discussions with the Confederated Tribes of Grand Ronde staff, and they have a slide to share on that topic.

The Confederated Tribes of Grand Ronde's Chief of Staff Stacia Hernandez and Project Engineer Jesse White introduced themselves and co-presented to the Partners.

- Ms. Hernandez thanked the Partners for the presentation opportunity and conversations on the project.
- In her conversations with the Tribal Council, they had expressed concerns over public access and safety.
- Main Street would be the primary access for remediation and construction work.
 - Ms. Hernandez noted that remediation would be occurring sooner rather than later.
 - Main Street should not be available to public, and the interim period was indefinite.
- She outlined safety and security concerns, the need for fencing and the stabilization of dangerous structures and areas.
 - There are concerns for pedestrian safety in and around a construction site.
- The initial approach route from the north would remain in place permanently with additional riverwalk improvements being constructed in concert with cleanup.

- The routing of the trail along the water also provides immediate river views and views of Willamette Falls.
- The Confederated Tribes of Grand Ronde are committed to the project, but want to ensure safety.
- Mr. White shared a slide of the property showing blue areas of redevelopment and a dashed red line showing the suggested riverside access to Phase 1.
 - Construction would start at Highway 99E, out to the riverbank to the bulkhead.
 - He noted the nice views along the river to the bulkhead and the Pipechase and acknowledged the Phase 1 complexities.
 - The Grand Ronde requested that the riverfront approach be evaluated as an option rather than the Main Street approach.
- Mr. White noted that keeping the public on the west side helps secure the rest of the site.
 - Main Street would be a single point of access for demolition, construction, dam maintenance and future phases of the riverwalk.
 - There are concerns over traffic safety with large equipment and vehicles on Main Street.
- There was hope that the alternate path along the river could be integrated into the design for the riverwalk, perhaps not as the final path, but integrated into the design for initial access to Phase 1 and incorporated with other current design ideas.
 - There will be riverwalk cleanup and redevelopment collaboration, and the Grand Ronde supports the core values and will be an active participant in a great partnership.
 - The Grand Ronde would provide a parking lot for the initial approach.
 - An existing parking lot would be improved.
- Grand Ronde is looking to demolish and clean the Water Street area.
 - Mayor Holladay asked about demolition of the office building [Administrative Building], and they noted that this building's use was still up for discussion.
 - It will be a temporary landing place and remain for now.
- Ms. Hernandez shared that the Grand Ronde has brought on a design team to collaborate on efforts and developments.
- President Peterson suggested that the use of temporary assets along the riverfront should be minimized to make the best use of funds.
 - The Grand Ronde staff acknowledged that there would be some additional expense, but felt some cost savings could be possible.
 - Permanent improvements can be discussed.
- Mayor Holladay responded positively to the presentation.
- The Confederated Tribes of Grand Ronde reiterated that they appreciated the opportunity to present.
- The Partners consensus was to continue working with Confederated Tribes of Grand Ronde to explore the riverfront approach and how that effort would be paid for.
 - Mr. Moore sought clarity from the Partners on whether they were interested in the project paying for the design changes or if we are asking the Confederated Tribes of Grand Ronde to pay for the design exploration necessary to reach a construction cost for the alternative riverfront approach.
 - Representative Meek felt that on behalf of the State, the approach creates an unanticipated expense and future redevelopment cost, and he recommended the Grand Ronde consider paying for the initial redesign.
 - Mayor Holladay felt that the riverside access had been planned for a later phase, but he saw the benefit of having the pedestrian walkway in an earlier phase rather than begin with access through the construction zone.
 - Representative Meek also liked the immediate river access rather than in a later phase, but reminded the group that the current budget did not include that.

- Ms. Ansary asked whether the alternative route would forgo the Partners' easement rights.
 - Representative Meek felt that for public access the Partners agreed to look at the alternative approach and agreed to look at this different direction, but they are not waiving rights.
- Mr. Devereux explained that once we agreed with the property owner on what Phase 1 looked like, the riverwalk is locked into alignment.
 - It goes from an overlay to a narrowing down of place so construction doesn't cause property owner concerns later.
 - This should give the property owner certainty on development.
 - Mr. Devereux questioned for the long term, if this alignment is chosen, what happens to the concepts for the Yard area and some other project concepts closer to the land property than the restoration property.
 - Mr. Devereux asked the group to consider, if the riverwalk is hugging the shoreline, what happens to the other (inland) developments?
 - Mayor Holladay felt this and funding would need to be discussed with the Confederated Tribes of Grand Ronde.
- President Peterson asked the group to consider if there were any options that we would ask for property owner participation.
 - She noted that the Partners have resources and expertise, staff and consultants.
 - Metro will participate with staff and resources, but wondered about asking for minimal funding.
 - Oregon City would have staff and resources utilized as well.
- Mr. Konkol addressed the easement question: Interim access to Phase 1 doesn't impact the Yard boundary unless the concept design is changed.
 - Mayor Holladay asked for the opinion of the Metro Attorney, Hope Whitney, who was present in the audience.
 - Ms. Whitney explained that Metro holds an easement and the interpretation is that this concept was approved by the prior owner under the easement, and it carries forward.
 - Changes in design would need to be documented depending on financial contributions and any new understanding with the new property owner vis-à-vis final Phase 1 access.
- Mayor Holladay felt the interim connection from the parking lot to the bulkhead, Pipechase, Yard and Phase 1 would not preempt the Yard unless a different agreement was reached.
- Commissioner Savas expressed that the big vision (for the full site) needs to be worked through with the owner.
 - The Partners have a responsibility to make the best use of public funds.
 - Participation would be key, and consider if there is a buy-in.
 - Consider what portion of the project is for exclusive use.
 - Mayor Holladay felt the change was how the public would get from 99E to Phase 1, which was not complicated.
 - Commissioner Savas asked if the property owner was present to reassure the Partners.
 - Ms. Hernandez shared that the Tribal Council has reviewed the project, and so far their concern is the interim access route for the public.
 - The goal for the overall conceptual plan was not a concern, but they are looking for the riverside approach to address safety issues when approaching future phases and Phase 1.
 - Ms. Hernandez confirmed for Representative Meek that construction access, still indefinite for future phases, wouldn't be impacted.
- Mr. Konkol asked about the consultants who would bring the north access plans to the same level as Phase 1's current state.

- Mr. Moore shared that the estimate for work was \$900k.
- Representative Meek asked about moving ahead with Phase 1 and having access for construction.
 - Mr. Moore was not clear on this, because there is not yet a design on means and methods for all portions, but it was expected that whatever the design solution, access and ramping could come through Main Street to the Yard area.
 - The alternative approach should not impact how that is accessed.
- Councilor Gonzalez asked the group to consider how the alternate access would impact later phases and future work in terms of tradeoffs.
 - If we envision Phase 3 and 4 at a gold standard level, but now we want to build something that isn't gold standard, consider how this impacts future fundraising and access.
- Mr. Moore explained that the conceptual funding plan for the big version of the riverwalk was broken down into roughly eight phases, and the project teams have identified key partners for some of those.
 - For example, for improvements to the PGE dam and bridgework, PGE is a key partner.
 - When we get to that phase, we hope PGE would be an active financial contributor.
 - For the north riverfront, we have a similar partner in the private developer because that is a substantial private development block.
 - Mr. Moore noted that it is fairly common for a development on a park or trail to be required to build out part of the trail as part of the development requirements.
 - For big picture expectations, there is a possibility of scenarios where the public would not contribute but a minimal amount to the north riverfront.
 - The Partners need to consider how much we are willing to spend to build out in advance of any actual development.
 - Would the Partners do that without the guarantee of development in the future?
 - In a scenario where a private developer builds out the riverwalk with their proposal and alternative route, that could make sense, but the Partners must consider closer when we have a developer thinking about building that section and with clarity on the alternative approach.
 - The Main Street approach delayed these difficult riverfront decisions until the developer was ready.
 - Councilor Gonzalez noted it was an interim walk, and Mr. Devereux asked if the interim became permanent, whether the project Partners would be satisfied.
 - Mayor Holladay urged the project staff to go back and work with the Grand Ronde on interim design.
- Mr. Devereux noted that the state funds are running out of time, and he had concerns about the construction schedule.
 - At some point he would need to speak with the state electeds about the unspent funds past a reasonable use timeline.
- The concern was raised that with an alternate route, we could build out a phase without proper access.
 - Mayor Holladay felt that the cooperative owner would collaborate and he had faith this would not happen.
- Representative Meek felt the next phase was to look for agreement on an alternative approach, acknowledging that construction has to begin for the state funds.
 - President Peterson acknowledged the State's issue with the funds and acknowledged this could be a potential delay.

- She also noted that the site is in a complex urban area with risks, but we now have a less risky property owner committed to the same basic outcomes.
- We need this time to minimize risk and make a case to justify to the State why there is a delay.
- Mayor Holladay asked the Confederated Tribes of the Grand Ronde's engineer about a preliminary engineering design timeline.
 - Kevin Johnson, the architect hired by Grand Ronde, responded that they were still fresh to the project and are evaluating the complexities. He thought they would have a better understanding of the area in a few months as they tie to existing knowledge.
- Commissioner Savas asked about the timeline of certainty for recalibrations on the approach.
 - Mr. Moore shared the previous project milestones and schedule based on September.
 - Groundbreaking was targeted for June of 2020.
 - Previously the goal was spring 2020.
 - Mr. Moore noted that the delayed Partners meeting pushed things to late summer 2020 and that would be if we moved forward with ready-to-go Main Street alternatives.
 - The riverside approach would likely cause an additional delay.
- Mayor Holladay felt the walkway wouldn't necessarily impact Phase 1.
 - Main Street access would have to provide access if an agreement couldn't be reached, but Phase 1 could be started.
 - Mayor Holladay felt the Grand Ronde wants to do the right thing and that working out access is possible between two willing partners.
- Councilor Lewis reiterated that the Partners support expediting the Phase 1 area (green box on the diagram) while knowing the approach areas (yellow and blue boxes) are moving along and being sorted out.
- Councilor Lewis asked for any final thoughts or questions before closing the meeting.
 - Commissioner Savas felt that where there's a will there's away.
 - Mr. Konkol noted the need for conversations with the staff and the Grand Ronde representatives and noted that Partners would be updated when the TAC hit a milestone.
 - President Peterson explained that the Partners would want an update as soon as possible, so January would be preferable to March for the next Partners Group meeting.

As time had run out, Councilor Lewis adjourned the meeting at 9:43 a.m.

ACTIONS:

- **The project teams should continue discussions on the approach suggested by the Grand Ronde, but financing must be determined.**
- **Schedule the next Partners Group meeting in January 2020.**