



# City of Oregon City

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

## Meeting Agenda City Commission

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Tuesday, May 12, 2020

6:00 PM

Commission Chambers

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### Work Session - REVISED

*The public is strongly encouraged to relay concerns and comments to the Commission in one of three ways:*

- Email at any time up to 12 p.m. the day of the meeting to [recorderteam@orc.city.org](mailto:recorderteam@orc.city.org).
  - Phone call (Monday – Friday, 8 am – 5 pm) to 503-496-1505, all messages will be relayed and/or citizens can sign-up to be called during the meeting to provide over-the-phone testimony.
  - Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045.
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#### 1. Convene Work Session and Roll Call

#### 2. 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.*

##### 2a. [20-248](#) List of Future Work Session Agenda Items

**Sponsors:** City Manager Tony Konkol

**Attachments:** [List](#)

[Ranking of Future Work Session Items](#)

#### 3. Discussion Items

##### 3a. [20-250](#) State of Oregon Reopening Plan and City Facilities Reopening Update

**Sponsors:** City Manager Tony Konkol

**Attachments:** [Staff Report](#)

[Executive Order 20-12](#)

[Prerequisites for Phased Reopening of Oregon](#)

[General Public Guidelines](#)

[Employer Guidelines](#)

[Outdoor Recreation Guidelines](#)

[Reopening Oregon Details on Restarting Public Life and Business](#)

[Exhibit - Craig Danielson](#)

##### 3b. [20-244](#) Willamette Falls Legacy Project Update

**Sponsors:** City Manager Tony Konkol

**Attachments:** [Staff Report](#)

[Brief History of the Willamette Falls Legacy Project and Next Steps](#)

[Willamette Falls Legacy Project Website](#)

[Willamette Falls Trust Website](#)

**3c.     [20-194](#)           Water Service and 2012 Master Plan Amendment Update**

**Sponsors:**       Public Works Director John Lewis

**Attachments:**   [Staff Report](#)

[2019 CIP vs Joint Engineering Solution Map \(Attachment 1\)](#)

[2019 CIP vs Joint Engineering Solution Cost Comparison \(Attachment 2\)](#)

[CRW Backbone Projects Map \(Attachment 3\)](#)

[2019 CIP Technical Memo](#)

[Joint Engineering Study June 2018](#)

**3d.     [20-245](#)           Communications Strategic Plan**

**Sponsors:**       City Manager Tony Konkol

**Attachments:**   [Staff Report](#)

[Communication Strategic Plan](#)

**4.     City Manager's Report**

**5.     Commission Committee Reports**

- a.     Beavercreek Employment Area Blue Ribbon Committee - Commissioner Frank O'Donnell**
- b.     Brownfield Grant Committee - Mayor Dan Holladay**
- c.     Citizen Involvement Committee Liaison - Commissioner Rachel Lyles Smith**
- d.     Clackamas County Coordinating Committee (C4) - Mayor Dan Holladay and Commissioner Rachel Lyles Smith**
- e.     Clackamas Heritage Partners - Commissioner Rocky Smith, Jr.**
- f.     Downtown Oregon City Association Board - Commissioner Denyse McGriff**
- g.     Metro Policy Advisory Committee (MPAC) - Commissioner Rachel Lyles Smith**
- h.     Oregon Governor's Willamette Falls Locks Commission - Mayor Dan Holladay**
- i.     South Fork Water Board (SFWB) - Mayor Dan Holladay, Commissioners Frank O'Donnell and Rocky Smith, Jr.**

- j. **Willamette Falls and Landings Heritage Area - Commissioner Denyse McGriff**
- k. **Willamette Falls Legacy Project Liaisons - Mayor Dan Holladay and Commissioner Frank O'Donnell**
- 6. **Adjournment**

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*Citizen Comments: The following guidelines are given for citizens presenting information or raising issues relevant to the City but not listed on the agenda.*

*\*Complete a Comment Card prior to the meeting and submit it to the City Recorder.*

*\*When the Mayor calls your name, proceed to the speaker table and state your name and city of residence into the microphone.*

*\*Each speaker is given 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.*

*Agenda Posted at City Hall, Pioneer Community Center, Library, City Web site.*

*Video Streaming & Broadcasts: The meeting is streamed live on Internet on the Oregon City's Web site at [www.orcity.org](http://www.orcity.org) and available on demand following the meeting. The meeting can be viewed live on Willamette Falls Television on channel 28 for Oregon City area residents. The meetings are also rebroadcast on WPMC. Please contact WPMC at 503-650-0275 for a programming schedule.*

*City Hall is wheelchair accessible with entry ramps and handicapped parking located on the east side of the building. Hearing devices may be requested from the City Recorder prior to the meeting. Disabled 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.*



# City of Oregon City

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## Staff Report

File Number: 20-244

**Agenda Date:** 5/12/2020

**Status:** Agenda Ready

**To:** City Commission

**Agenda #:** 3b.

**From:** City Manager Tony Konkol

**File Type:** Presentation

### **SUBJECT:**

Willamette Falls Legacy Project Update

### **RECOMMENDED ACTION (Motion):**

No action is required at this time.

### **EXECUTIVE SUMMARY:**

The Willamette Falls Legacy Project Partners (Oregon City, Metro, Clackamas County, and the State of Oregon) are working together and with the Confederated Tribes of Grand Ronde who own the former Blue Heron Paper Mill to implement the vision of thousands around the region. The attached memorandum identifies a brief history of the project as well as key next steps.

### **BACKGROUND:**

One of Oregon's most spectacular natural treasures is on the brink of a new chapter. For more than 150 years, the awe-inspiring beauty of Willamette Falls has been closed to the public, until now. In 2011, the 23 acre Blue Heron Paper Mill at the edge of the falls closed, creating an opportunity for Oregon City, Metro, Clackamas County, and the State of Oregon to form a partnership (the Partners) to honor and reimagine the Willamette Falls Legacy Project (WFLP) site.

Direction from the community was formed into a framework plan consisting of mixed-use development with a walkway weaving together world class historic and cultural interpretation of the site with restoration of healthy habitats and public access to views of the falls. The project has conducted numerous studies and community engagement to support the development of the vision and identified options for Phase 1. The Partners (Oregon City, Metro, Clackamas County, and the State of Oregon) are working in collaboration with the property owner (Confederated Tribes of Grand Ronde) to assure that the Riverwalk is an iconic project which serves the region. This additional coordination has led to a variety of delays, but with the expectation of a cohesive project which implements the vision of the community and which we are all proud.

### **OPTIONS:**

No action is required at this time.

April 19, 2010

## Brief History of the Willamette Falls Legacy Project (WFLP) and Next Steps

One of Oregon's most spectacular natural, historical, and cultural treasures is on the brink of a new chapter. The general public has been unable to feel the spray of Willamette Falls for more than 150 years, until now.

In 2011, the 23 acre Blue Heron Paper Mill at the edge of the falls closed, creating an opportunity for Oregon City, Metro, Clackamas County, and the State of Oregon to form a partnership (the Partners) to honor and reimagine the Willamette Falls Legacy Project (WFLP) site. The project partners reached out to thousands throughout the region with individual/group discussions, events with more than 700 attendees, tours, attendance at public events, online surveys, and the establishment of a tribal advisory board.

### *Excerpts of Public Engagement*



Direction from the community was formed into a framework plan consisting of mixed-use development with a walkway weaving together world class historic and cultural interpretation of the site with restoration of healthy habitats and public access to views of the falls. A high-level framework plan was crafted which implemented the vision of the community. A new zoning designation was applied to the site while the former property owner donated an easement to Metro to guide the design and construction of the riverwalk on behalf of the partners, allowing the vision to become a reality. Four core values which implemented the community's vision were established for the project. Design and programming decisions for the site are viewed through the lens of advancing each of the values. The values are evenly esteemed and thus often seen written in different order.

### *WFLP Core Values*





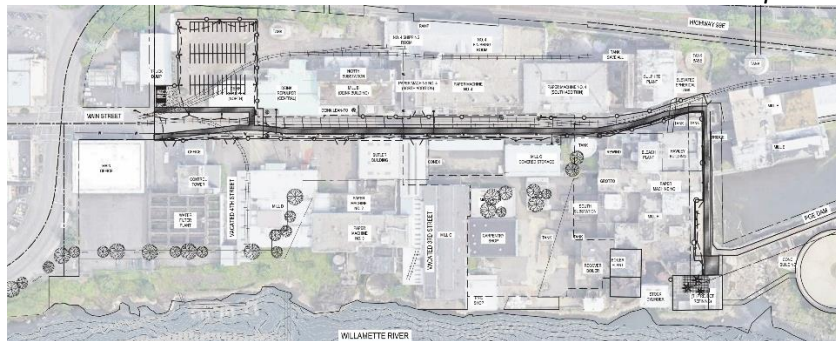
With the high-level framework plan in place, the partners went back out to the public to seek clarity on the details of the riverwalk. The community refined the vision by identifying expectations such as quality and types of programming, more detailed street design, habitat areas, and acceptable materials. A refined Concept Plan was subsequently created followed by design guidelines to implement the refined community vision.

*Riverwalk Concept*

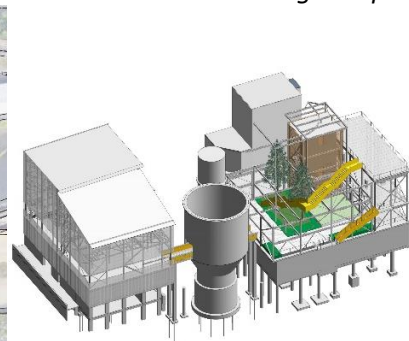


Though the overall development of the riverwalk is expected to span more than twenty years, the partners also identified the first phase of implementation. Phase 1 of the riverwalk initially included a temporary parking lot followed by interim access down Main Street to the public yard with a prominent view of the falls at the Mill H building complex. As additional analysis were conducted and plans advanced, the design of Phase 1 was altered to exclude the public yard due to cost and stabilization concerns.

*Initial Phase 1 Riverwalk Concept*



*Mill H Building Complex*



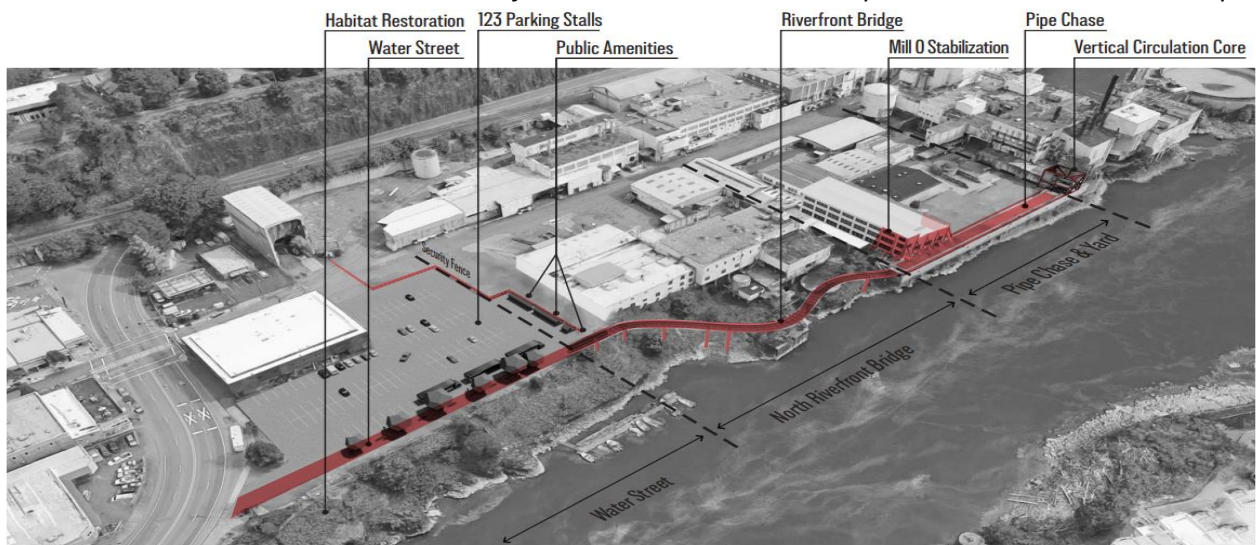
A variety of technical studies was necessary to inform the refined designs. Selective reconnaissance of the soil and hazardous materials across the site was conducted, flood and species migration were analyzed, selective structural analysis was performed, a conceptual utility plan was created, a sitewide stormwater strategy was identified, roadway projects were added to regional funding opportunities, a

draft book reviewing the people and events connected to the site was compiled, and the project worked to extend and deepen relationships with Federally recognized tribes with interest in the Falls.

A permit was submitted to the Army Corps of Engineers in spring of 2018 for the full riverwalk as well as more detailed designs for Phase 1. It was anticipated permitting through the agency would last 1-1.5 years as the plans were reviewed and refined. Additional analysis occurred through this process which resulted in a refined construction cost estimate of about \$33 million for Phase 1 of the riverwalk. As the cost exceeded the project budget, the Mill H component of Phase 1 was divided into smaller segments which could be developed over time, resulting in a \$20 million initial construction project.

The property had been for sale since it was purchased out of bankruptcy in 2012. In early 2019, Oregon City offered to purchase the property, on behalf of the partners, but the offer was rejected. In August of 2019, the Confederated Tribes of Grand Ronde (CTGR) successfully purchased the site. Soon after, they expressed concern for the safety of the public walking down Main Street to the Mill H complex in Phase 1 while the adjacent properties along Main Street may be under construction. The project was placed on hold in late 2019 to allow the Tribes an opportunity to propose a different interim approach to the Mill H complex. They provided conceptual plans of an alternate approach along the river which included a few major improvements which were not in the approved Concept Plan for the riverwalk. First, a new bridge was identified to provide direct access from future Water Street to the northerly edge of the Public Yard area. Second, a relocated and expanded parking lot along the Water Street at the existing administration building and demolition of the water treatment plant, and third, a new elevator in the yard to provide access from the yard to the Mill H building.

*Alternate Riverfront Route to the Mill H Complex: Phase 1 Riverwalk Concept*



A cost estimate for the alternate riverside approach Phase 1 design including soft costs, permitting, and contingencies totaled approximately \$65 million. Though the design of the riverside approach to the Mill H complex was more appealing than the original Phase 1, the Partners only have approximately \$15 million remaining to fund Phase 1, whatever the design. The budget does not include the Nature for All bond recently passed by voters of the region which earmarked an additional \$20 million to fund the completion of the full vision of the riverwalk because no funds are currently identified to fill the gap for Phase 1.

The project Partners and the Confederated Tribes of Grand Ronde have identified the following next steps for the project:

- **Agreement between the Partners and Willamette Falls Trust (WFT).** The WFLP formed a non-profit (which has been renamed Willamette Falls Trust) to support project. Currently they are fundraising, helping to define the expectations for world class programming, and working with indigenous communities and tribes to inform design and programming of the riverwalk on behalf of the Partners. The agreement between the WFLP and WFT has lapsed and needs to be renewed. Note that similar to the establishment of the riverwalk design started with a high-level plan which was followed by a more refined plan and even more detailed construction drawings, WFT is identifying the initial high-level concepts for programming and is not working on the details of implementation.
- **Establishment of a Development Agreement.** Oregon City and CTGR would put together a development agreement to identify public exactions related to development by the CTGR.
- **Assurance from the State of Oregon on Funding.** The state of Oregon Provided \$12.5 million in lottery backed bonds towards the construction of Phase 1. Additional work is needed to confirm the funding remains if the design of Phase 1 changes and construction is delayed.
- **Develop an Agreement between Metro and CTGR.** The agreement would formalize the relationship, financial commitments, and relation expectations between the property owner and Metro (who holds the rights to the riverwalk easement).
- **Agree to a Phase 1 of the Riverwalk.** Since CTGR's design proposal for Phase 1 is not financially feasible, the Partners must decide to pursue the original phase 1 for \$20-\$33 million or to put the project on hold until funds can be identified to pursue Grand Ronde's design proposal.
- **Creation of a Master Plan.** The CTGR are planning to assist the project by identifying a more detailed Master Plan for the private property in the WFLP project.

The Partners (Oregon City, Metro, Clackamas County, and the State of Oregon) are working in collaboration with the property owner (Confederated Tribes of Grand Ronde) to assure that the riverwalk is an iconic project which serves the region. This additional coordination has led to a variety of delays, but with the expectation of a cohesive project which implements the vision of the community and which we are all proud.