



CITY OF OREGON CITY CITY COMMISSION JOINT WORK SESSION WITH THE CITY OF WEST LINN

AGENDA

Virtual Meeting

Thursday, September 30, 2021 at 6:00 PM

JOINT WORK SESSION WITH THE CITY OF WEST LINN

Ways to participate in this public meeting:

- *Attend in person, location listed above*
- *Register to provide electronic testimony (email recorderteam@orc.city.org or call 503-496-1509 by 3:00 PM on the day of the meeting to register)*
- *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

CITIZEN COMMENTS

Citizens are allowed up to 3 minutes to present information relevant to the City but not listed as an item on the agenda. Prior to speaking, citizens shall complete a comment form and deliver it to the City Recorder. The City Commission does not generally engage in dialog with those making comments but may refer the issue to the City Manager. Complaints shall first be addressed at the department level prior to addressing the City Commission.

INTRODUCTORY ITEMS

1. Council & Commission Introductions
2. Staff and Consultant Introductions
3. Work Session Overview

DISCUSSION ITEMS

1. Oregon City – West Linn Pedestrian & Bicycle Bridge Concept Plan

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 WFMC 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 **Agenda Date:** 09/30/2021
From: Public Works Director John M. Lewis, PE

SUBJECT:

Oregon City – West Linn Pedestrian & 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 between the West Linn City Council and Oregon City Commission, staff from both agencies are looking for feedback and guidance on moving forward with adoption of the Oregon City – West Linn Pedestrian & 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>



Historic Foot
between Oregon City
and West Linn: 1888

Item 4.

June 2021

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



HISTORIC ARCH BRIDGE

OR 99E

MAIN STREET

WILLAMETTE RIVER

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?

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.

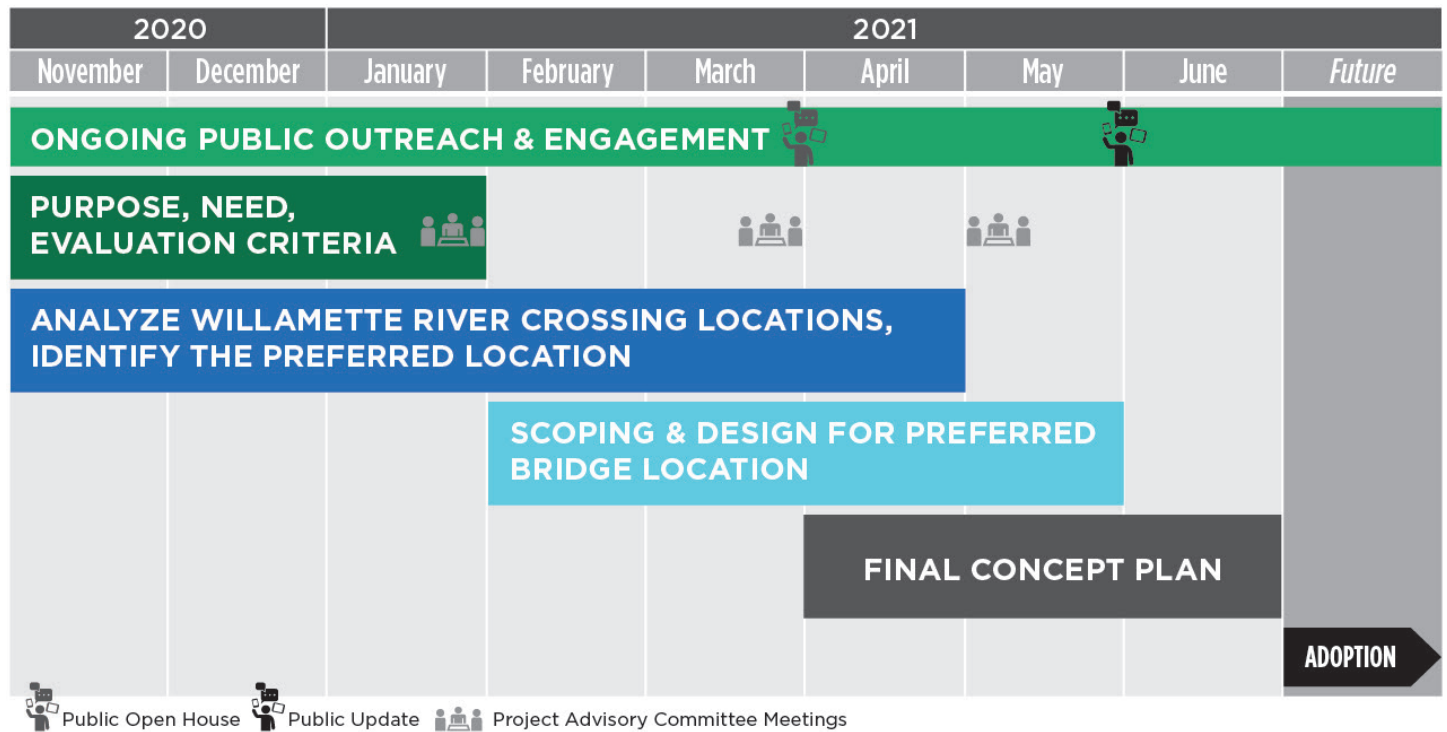
The OR 43 Historic Arch Bridge is the only local and regional multimodal crossing in the area. The nearest upstream and downstream pedestrian and bicycle crossings are the Canby Ferry, 6 miles south, and the Sellwood Bridge, 8 miles north.

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.

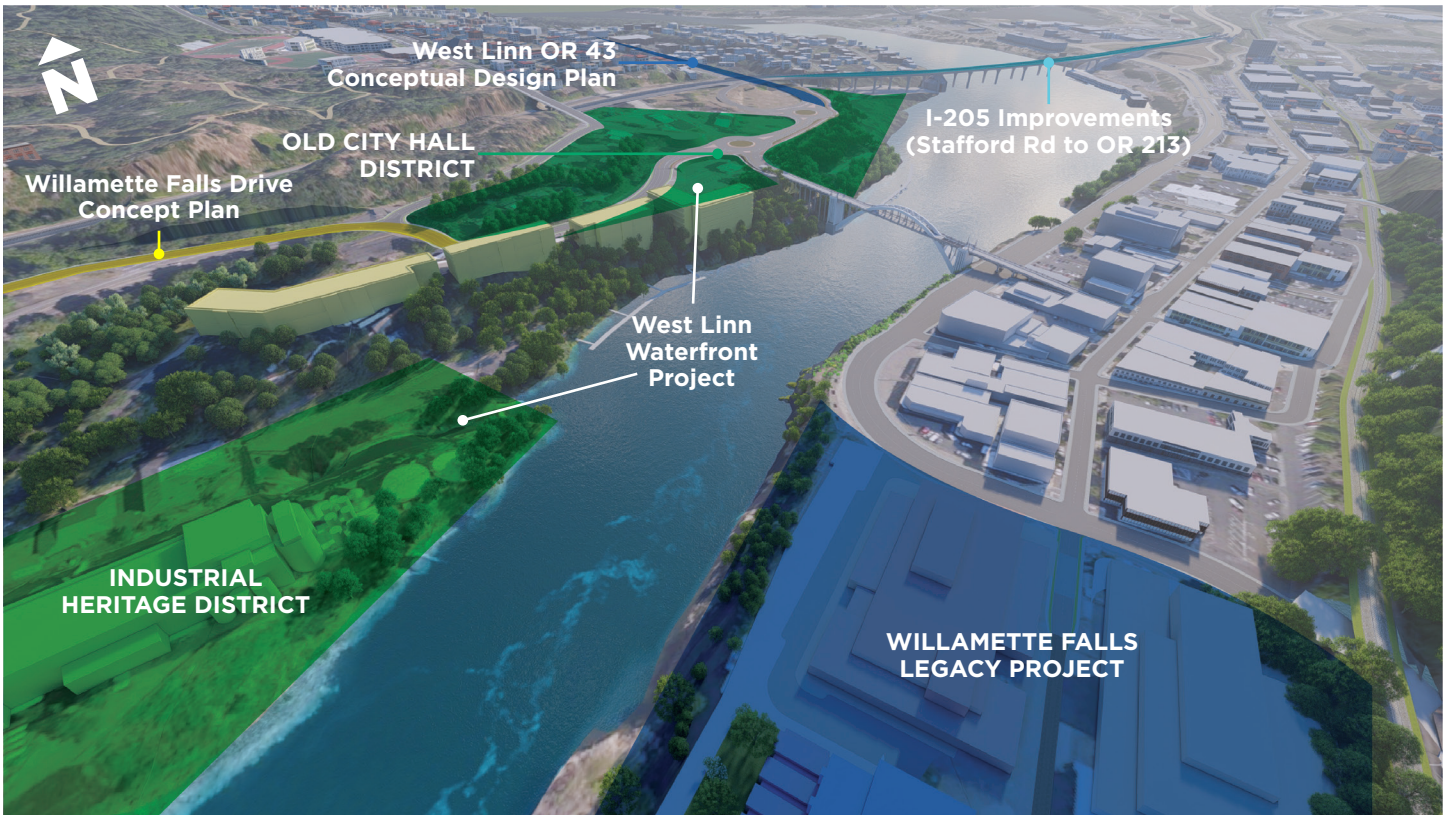
This Concept Plan shares the results of that exploration, including the crossing alignments that were considered, why the team decided to focus on preferred corridors instead of alignments, and how the public and partner agencies participated in the process.

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 4.
- **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.

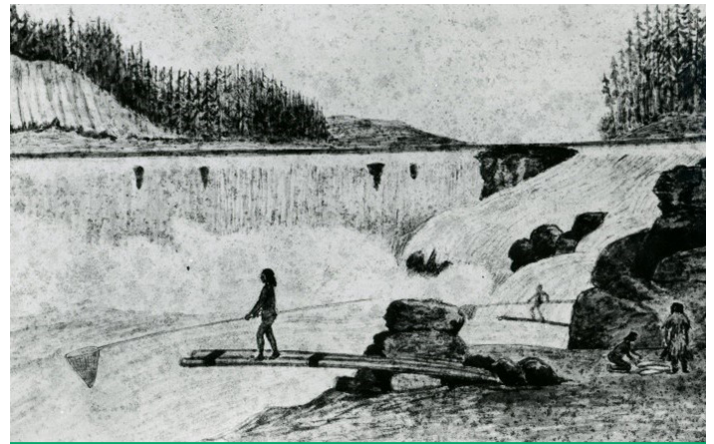
NATIVE PRESENCE AT WILLAMETTE FALLS

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

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



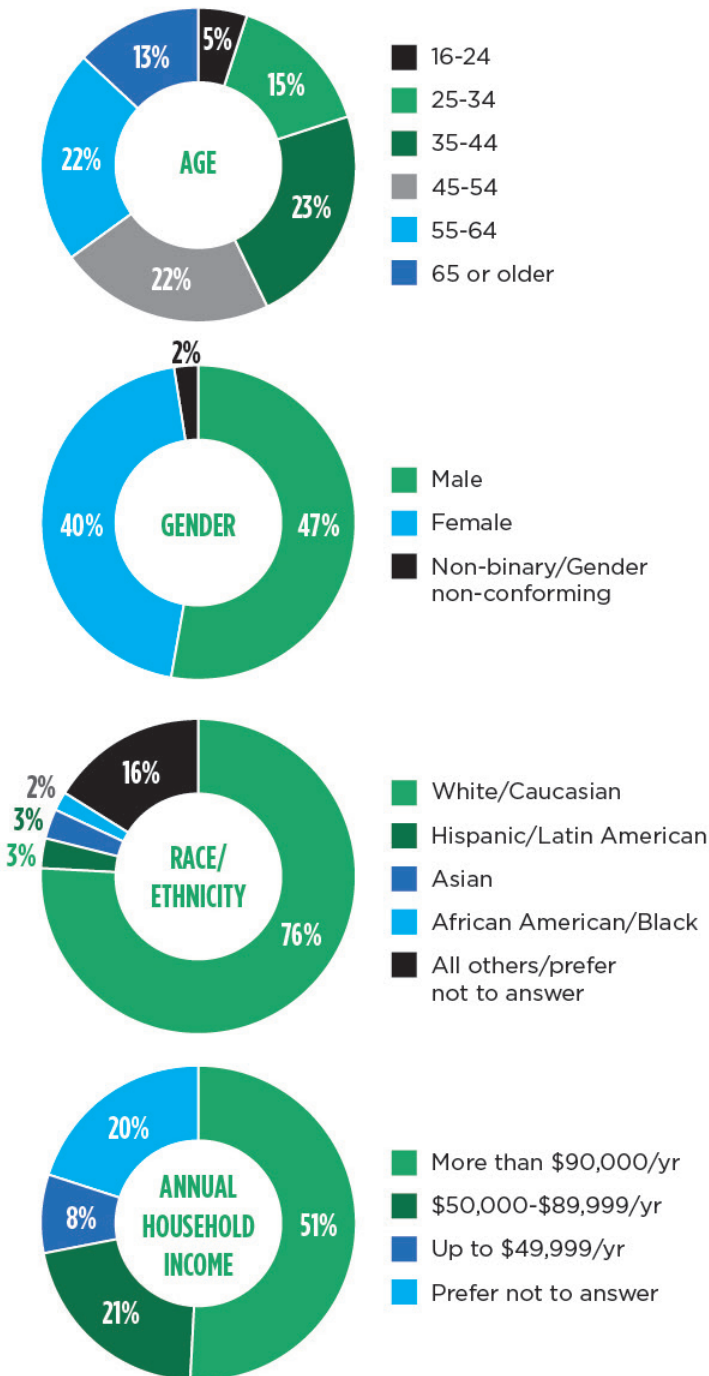
Biking



Rolling



WHO RESPONDED?



WE HEARD YOU!

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

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.

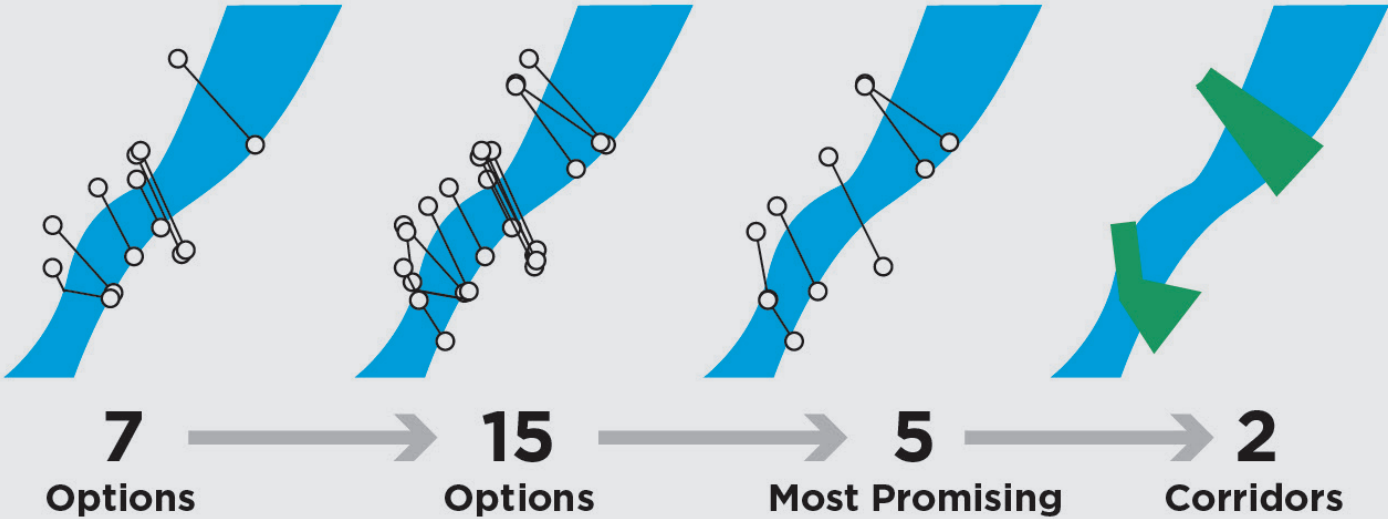
IN THIS CHAPTER:

- ✓ **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

A green horizontal bar containing eight white icons representing evaluation criteria:

- EQUITY**: Scales of justice icon.
- DEMAND**: Document with a line graph icon.
- HEALTH**: Rod of Asclepius icon.
- ENVIRONMENTAL**: Leaf icon.
- COST**: Dollar sign in a box icon.
- TRANSPORTATION SAFETY**: Traffic cone icon.
- USER EXPERIENCE**: Hand holding a smartphone icon.
- DESIGN FEASIBILITY**: Two speech bubbles labeled A and B icon.

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

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?

- **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 unknownns were identified by the public, PLT, PMT, and PAC.

BENEFITS

| BRIDGE IN THE UPSTREAM CORRIDOR | BRIDGE IN THE DOWNSTREAM CORRIDOR |
|---|---|
| <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 |
|--|---|
| <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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:

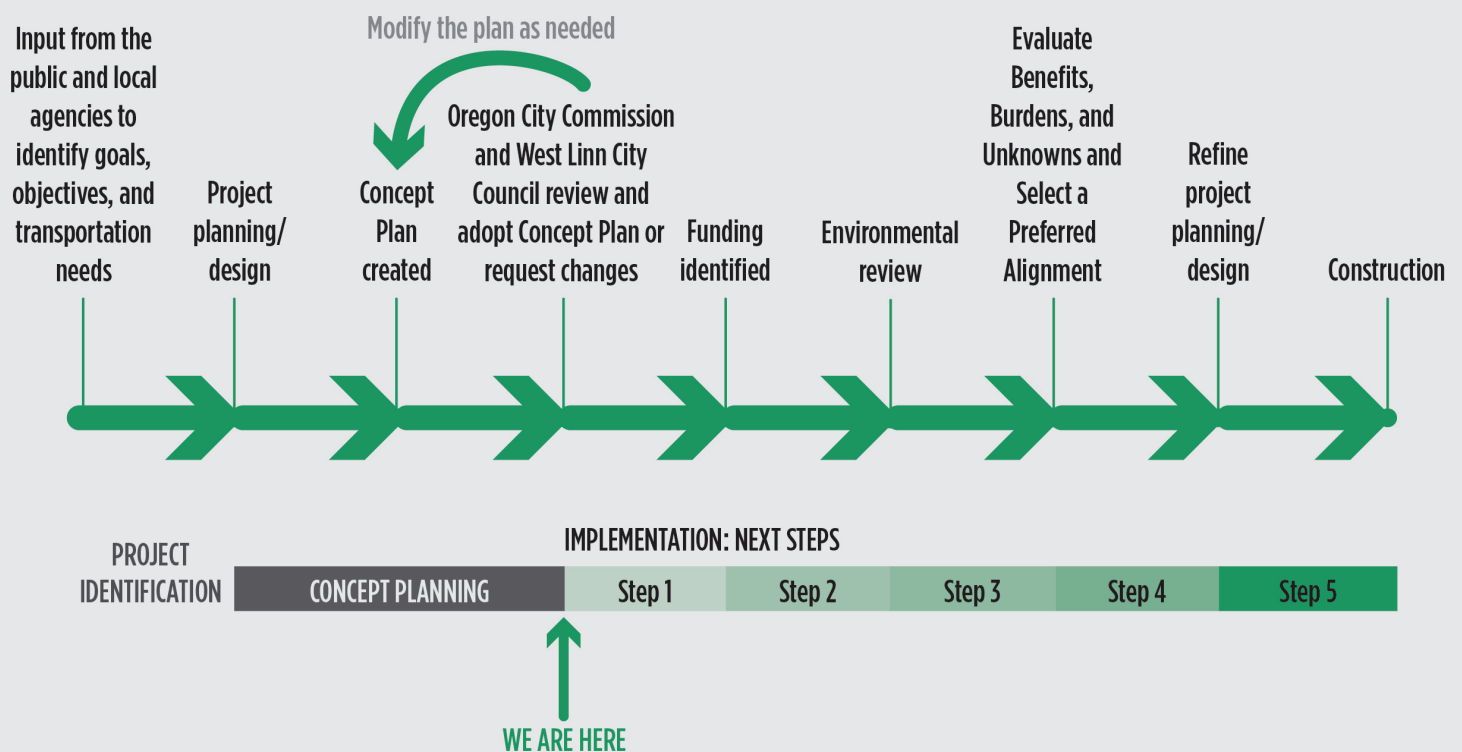
- ✓ **What are the next steps toward building the pedestrian-bicycle bridge?**
- ✓ **What potential funding sources could help pay for design and construction?**

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 |
|----------------|---|
| RAISE | Rebuilding American Infrastructure with Sustainable and Equity (RAISE) funds projects that achieve national objectives and have significant local and regional impact |
| INFRA | 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 |
| ARTS | All Road Transportation Safety (ARTS) funds projects that address hotspot and systemic safety issues and concerns |
| HSIP | Highway Safety Improvement Program (HSIP) funds projects that reduce traffic fatalities and serious injuries on all public roads |
| NHPP | National Highway Performance Program (NHPP) funds projects that improve conditions along National Highway System routes |
| STBG | Surface Transportation Block Grant (STBG) funds projects that preserve and improve surface transportation investments from a flexible funding source |
| STIP | Statewide Transportation Improvement Program (STIP) funds multimodal projects on federal, state, and local facilities |
| SWIP | Sidewalk Improvement Program (SWIP) funds projects that enable people to move across or around the state highway system |
| SRTS | Safe Routes to School (SRTS) funds projects that improve safety for children walking or biking to school |
| SDC | System development charges (SDC) provide funding through private development charges |
| MTIP | 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. |

