

# Willamette Falls

◦ LEGACY PROJECT ◦

## PARTNERS GROUP SPECIAL MEETING AGENDA

February 04, 2021

9:00 – 10:00 a.m.

Virtual meeting (Zoom)

<https://us02web.zoom.us/j/83516918328?pwd=L0JnbVIQNVEwUjdmTWdgakFIVFdSUT09>

Zoom passcode: wflp

Time	Topic	Lead Presenter
9:00 – 9:10 A.M.	Welcome & Introductions	Metro Councilor Lewis, Chair
9:10 – 9:25 A.M.	Co-presentation of alternative approach to phasing	Brian Moore, Metro Stacia Hernandez, CTGR
9:25 – 10:00 A.M.	Discussion and Direction	Metro Councilor Lewis, Chair
10:00 A.M.	Adjourn	Metro Councilor Lewis, Chair

Note: Public testimony will not be heard at this meeting; however, the Willamette Falls Legacy Project always accepts written comments. This meeting is digitally recorded and made available for viewing upon request. Email [info@willamettefallslegacy.org](mailto:info@willamettefallslegacy.org)

# Willamette Falls

## LEGACY PROJECT

### SPECIAL PARTNERS GROUP MEETING MINUTES

February 4, 2021

Via Zoom, 9:00 AM

#### Attendees

<b>Clackamas County</b>	Paul Savas, Gary Schmidt, Martha Schrader
<b>Metro</b>	Christine Lewis, Juan Carlos Gonzales, Marissa Madrigal
<b>Oregon City</b>	Tony Konkol, Rachel Lyles Smith, Frank O'Donnell
<b>State</b>	Raihana Ansary
<b>Absent</b>	Lynn Peterson, Mark Meek, Ross Kihs, Senator Bill Kennemer
<b>CTGR Staff</b>	Stacia Hernandez, Ryan Webb
<b>Metro Staff</b>	Brian Moore, Alex Gilbertson, Carrie Belding, Katie McDonald
<b>Guests</b>	Chief Delvis Heath (CTWS), Robert Kentta (CTSI Treasurer), Jeremy Wolf (CTUIR BOT Vice Chair), Armand Minthorn (CTUIR Trustee), Davis Washines (CTBYN and WFT Board Tribal Council Appointee), Chairwoman Cheryle Kennedy (CTGR), Chris Mercier (CTGR Vice Chair), CTGR Council Members: Jon George, Michael Langley, Kathleen George, Denise Harvey and Lisa Leno.

**The Special Partners meeting was called to order by meeting Chair, Councilor Christine Lewis at 9:04AM.**

**Councilor Lewis introduced members of the five Confederated Tribes, and the Partners introduced themselves.**

Councilor Lewis welcomed everyone to today's meeting. This is a Special Partners Meeting with a narrow focus on a single agenda item: co-presentation from Metro and the Confederated Tribes of Grand Ronde on an alternative approach to phasing the initial River Walk development, formerly known as Phase 1, and subsequent phasing and development of the River Walk.

#### **Slide Show Presentation**

Brian Moore, Stacia Hernandez and Ryan Webb will be making today's presentation.

Brian started the presentation by acknowledging the progress made with the team from Confederated Tribes of Grand Ronde over the last year, specifically with Stacia and Ryan.

#### **Slide 1. November 14, 2019 Partners Meeting Recap**

- Partners directed staff to work with the Confederated Tribes of Grand Ronde to develop a feasible Phase 1 of the River Walk.

#### **Slide 2. Taking Action**

- Evaluation of the design alternatives and cost estimates
- Identification of respective values, constraints and challenges

Brian explained that the team has an approach that is feasible. Following the November 2019 Partners Meeting and over the past year, there have been numerous meetings with the CTGR team with Stacia and Ryan, looking at design proposals and cost estimates in hand, developed over that time period. Also, in order to guide decision-making, and to focus on recommendations, the team has identified respective values, constraints and challenges seen from different vantage points looking at the project.

***Slide 3. Four Core Values***

- Public Access
- Historical and Cultural Interpretation
- Economic Development
- Health Habitat

The project's Four Core Values were incorporated into the decision-making, and also identified some very practical factors that were used to evaluate the thinking about the approach. They were:

***Slide 4. Factors Evaluated***

- Cost
- Timing
- Unhindered construction access
- Consistency with master plan/no wasted effort
- Opportunities for complimentary development

***Slide 5. The 9 Design Principles***

1. Avoid impacting development potential of north riverfront block
2. Conform to existing budget (detailed information provided on another slide)
3. Provide meaningful landing space

Ryan noted that the project is trying to provide synergy between the River Walk project and development on the private property, making sure that the master plan and all the work done to date aligns well with future work on Tribes' site. Ryan also noted that with this approach, in addition to River Walk, the intent is to provide some meaningful space for public gatherings, public access, and making sure that wherever the meaningful space lands, it can be used not only in the short term, but in the long term as well.

4. Provide uninterrupted safe access
5. Create sensory riverside experience; feel for the river

Brian noted this project does provide an opportunity for uninterrupted safe access, so construction on future phases of both the River Walk and development of the rest of property will not result in closing access to the first phase of the project. Ryan noted that No. 5 is really critical to the ability to feel the power and the beauty of the river and also the falls, and being able to get to see as much of the river and the falls as possible on the journey out towards the falls.

6. Provide multiple views as you approach the falls
7. Provide synergy between Metro master plan and private development

Brian noted that this approach provides multiple views of the falls. It really supports that experience of approaching the falls, getting closer, and seeing it from different angles, walking down the River Walk. Ryan acknowledged that a lot of great work has been done up to this point with the master plan, and Grande

Ronde is making sure the Tribes' vision for the site aligns well with the master plan so ultimately, the outcome for both is perfect for everybody. This approach would also set up a solid foundation for Phase 2 of River Walk.

8. Provide a solid foundation for Phase 2
9. Inspire future continued investment as a proof of concept for the River Walk

Brian noted the project looked at options available for using the money in hand and focusing on building with certainty based on those funds, and setting up a Phase 2 that could follow either immediately on the heels of construction, or potentially, parts of the work could be done in parallel. For example, once construction work begins on the first phase, design work could, in theory, begin for the second phase, so that work could seamlessly transition from construction of Phase 1 to construction of Phase 2. And, this would inspire future continued investment in the River Walk and to help establish this as proof of concept that the division [of phases] can work.

***Slide 6. Making Progress***

- Identified a conceptual alignment and phasing footprint
- Identified the lead for design and construction
- Identified options for expansion or flexibility

Brian explained that what has been achieved over the past year of collaboration, a conceptual alignment and phasing plan have been identified for the first two phases of the River Walk. It was determined that Metro will take the lead in design and construction for this first phase, and some options have been identified for expansion and flexibility. In particular, there is the potential opportunity for the footprint of Mill O to be used as an interim or temporary gathering space for Phase 1 during construction of Phase 2, subject to the redevelopment possibilities of Mill O. There are details to be worked out, but it is a possible option.

***Slide 7. Site Context***

- Aerial overhead view of the entire River Walk project showing the alternative approach.

***Slide 8. Riverfront Alignment (Four parts)***

- Water Street Walkway (Permanent Improvements)
- North Riverfront Bridge (Permanent Improvements)
- Public Yard (Mill O potential public access; Interim improvement)
- Mill H Overlook

Brian explained that this alignment would take off from the existing sidewalk, the pedestrian walkway that is along 99E, and come onto the site. It would work its way south past the water filtration plant. There would be a bridgehead, and then the bridge would work its way across the property to land at the north end of the pipe chase which is also the corner of Mill O. Ultimately, it would continue to reach the Mill H overlook.

***Slide 9. Phase 1: Water Street + North Riverfront Bridge***

The phasing would focus on Phase 1, being the initial access into the property, plus a bridge that would get from the end of the parking lot to the corner of the Mill O building. This is a conceptual alignment; the design team would need to refine this exact alignment to make sure the work done in Phase 1 does not preclude the future access to this area including the public dock that is planned to come off of the bulkhead and it would replace the existing dock.

**Slide 9. Phase 2: Public Yard + Mill H Overlook**

Ryan noted that with the overall alignment that would hug the shoreline from the “elbow” of 99E up to Mill H Overlook, the budget would not cover the cost of the entire project. The team sat down with the Metro consultant, and looked at the current construction budget from state parks, to create a meaningful Phase 1 with a meaningful end point, that would give the opportunity for Phase 2 or future phases off that. The result was Phase 1 that goes from the “elbow” of 99E up to the Mill O footprint. The question of could it go further, the response from (company) potential budget-wise, the issue is, moving further south from Mill O into the Public Yard and Mill H is a lot of liquefiable soil, so the issue is, to bring the public up to that point, that liquefiable soil would have to dug out. The issue of doing that as part of Phase 1, it really does not help setting up for Phase 2. In order to do the work at Mill H Overlook, a crane would need to set where the alcove is. Once the soil is dug out, a crane can no longer be place there, and that work would make it a lot more expensive, running a crane from the water side as opposed to being on land. Also, given the amount of construction materials around Mill H, plus the construction [traffic] coming in and out of this area, plus trying to make the site safe for public accessible for River Walk made the determination to terminate around the Mill O footprint the best decision. And, there is also opportunity with that Mill O footprint, the Tribe would be willing to look at creating an interim gathering space within the footprint of Mill O. There is a great terminus there by ending at Mill O with the potential of interim gathering space that allows or does not prohibit any kind of work for Phase 2, and really provides a great catalyst for Phase 2 to take off from that point.

**Slide 10. Rough Schedule and Budget**

Schedule \*

- 18 months design and permitting approval
- 18 months construction
- Phase 2 design kickoff in 18 months (occurs during construction of Phase 1)

Budget \*

- Design fees within remaining contract
- \$12.5M construction
- Phase 2 subject to available funding

\*To be refined based on consultant input

Brian noted that if the Partners are comfortable with this approach, current estimates for timing are essentially 18 months for design and permitting, and 18 months for construction of Phase 1. The Phase 2 design kick-off could be as early as 18 months from moving forward on this. That would mean Phase 2 design would happen during the construction of Phase 1, meaning the work would be done in parallel.

On the budget side, the design fees would remain within the current contract with Otek, and the construction budget would remain within the \$12.5M construction budget that has already been established. Phase 2, however, would have to be scoped according to the funding that is available. The good news is, Metro has committed from the 2019 Nature for All Bond to help support that work. Additionally, the work that has been done to date regarding the Mill H view point, would still be able to be used, and all of that design work would be folded into Phase 2.

**Councilor Lewis noted that Chris Mercier, CTGR Vice Chair, and Jeremy Wolf, CTUIR BOT Vice Chair, have joined the meeting.**

**Slide 11. We would like to provide an opportunity to ask questions.**

**Councilor Lewis recognized Commissioner Paul Savas.** Paul noted there have been some ideas of concepts of building a pedestrian bridge across the river to West Linn between Oregon City, and one of them lands somewhere near the property or this area. Is there anything working or discussions with the Willamette Falls group or with Metro in this regard? Just wanted to know that this not going to bother anyone or make anyone upset, just wanted to know what the working relationship is with ODOT on that proposal.

Brian explained that Metro has been tracking the ODOT bike/ped bridge planning effort that is underway. Brian and Ryan have been attending ODOT meetings, working to coordinate messaging regarding preferred alternatives for that bike/ped crossing to see what works best for both Grand Ronde as property owner and their interests in having that kind of pedestrian access crossing, as well as for the Legacy Project in terms of the Four Core Values and the access implications for the River Walk. Paul wanted to make sure that everyone knew that and there were no surprises.

City Manager Tony Konkol noted from Oregon City standpoint on that project, Commissioner Denise McGriff is sitting on the group working on that, representing the city. There will be a presentation next Tuesday at work session about the five potential locations that have been identified, and our staff have been embedded in this project as well; some of those discussions will be brought over to the Willamette Falls Technical Advisory Committee as work continues with West Linn, ODOT and the other partners, trying to understand what the other opportunities might be. Stacia noted the only additional consideration the Tribe has considering the proposed alignment would obviously be cultural considerations, otherwise, looking forward to coordinating with Partners on this project.

Tony asked either Ryan or Brian to speak to the concept behind the Mill O landing and what has been found related to that structure after all the years, as part of the Master Planning on this work. Ryan explained that four facilities were identified: Mill O, the Hawley building, Paper Machine No. 4, and the De-ink building, and while not a structure, the Woolen Mill foundation, as needing some additional work; an explanation of what has happened over the last decade on that property; and how it has impacted some of these buildings, specifically Mill O. Ryan explained that the last decade has not been kind to Mill O. Part of the visioning and part of redevelopment, the structure itself is way past saving and really not feasible. A lot of the internal structure has collapsed, so it is not in a stable place to be brought back to its former glory, and would be demoed as part of central redevelopment. There is a lot of abatement work to be done with a lot of hazardous material within that structure. It would require a lot of work to get it ready to be demolished. Going through the site and systematically deciding to keep or demolish buildings, there is an opportunity with this footprint to create a gathering space as an interim public space that people could come to as part of Phase 1. Then, in Phase 2, move forward to provide a public space for the project.

CTGR Chairwoman, Cheryle Kennedy, would like to thank everyone who has been working on the project for years now. Very pleased to have been able to acquire a piece of the lands that has been in tribal possession for thousands of years before Grand Ronde's termination, and she is very pleased to be part of this. Chairwoman Kennedy is a direct descent of the chiefs that oversaw the falls, so this is especially important for her. The cultural value to Grand Ronde people is paramount; thank you for doing that, helping to preserve what has been there, for the many years that there has been erosion of the site, and now able to acquire it. She knows there have been many issues that have been presented before the team, and many of them have been worked through. This first phase is workable and the Tribe wants to look at how some of these moves will also assist the Tribe in development of the property. For example, bringing up Main Street will be able to continue on-site mediation and move towards demolition and redevelopment of the project sooner than later. One of the things that Chairwoman Kennedy would like to see is, that this vision and this mission become a reality sooner than later. She has spoken to different members of the Council; she wanted to express that the Tribe is pleased that this is happening.

Chairwoman Kennedy then read a question from Jon George: This seems to be a conceptual design. Is this accepted? Or, according to the schedule, will 18 months start again? Councilor Lewis noted this may be for Ryan and all of us today. Stacia noted it goes primarily to the new projected timeline. Ryan explained that this new approach and this new riverfront alignment, this really is a conceptual piece of where this alignment will go. It has not been laid out and designed to know the exact alignment of where the bridgehead will be, where the structure will be. All of that will be worked out by Metro's design team to nail down the exact alignment of the footpath, the structure itself, it really is a concept showing that it will hug the shoreline. When it comes to the schedule, the timeframe provided really is from today provided we get approval for that timeframe. Brian added that part of this process includes the permitting process. With due diligence and prepare for submitting permits and timelines can be projected, but once the regulatory agencies who permit the project, the timeline belongs to them. As a reminder, that the 18 month projection for design and permitting is somewhat out of Metro's control, though there are reasonable expectations through experience permitting other projects, to be able to "ball park" the schedule.

**Councilor Lewis recognized Commissioner Frank O'Donnell.** Frank noted that while always respecting the two components of this project, the public sector and those private lands owned by the Confederated Tribes of Grand Ronde, his comment is more about this collaborative process. It is so important that everyone makes clear statements, either in support of, or opposed to, to any proposal that either of Partner brings up. The coordination to develop complimentary projects and timing is important. If a question is posed, the message gets lost in the language of diplomacy, the language of politics, it is too vague. When a member poses a question or puts forth a design, come forward and make a clear statement, "Yes, we can support that, we like that" or, "No, we don't like it; here's the part that we disagree with."

Frank went on to explain clear communications will let us move through things in a timely manner; working together with one component of the group never dictating to the other what will or will not happen. Demonstrated physical progress is so important; for example, there is a proposal on the table, this access that is the subject of this meeting. At the conclusion or upon review with our different constituents, if the group is prepared to support it, then make that statement. If one of the group asks for statements of support in the proposal put forward, let the other either support it or not support it, but don't be vague about it. Honestly, if some accomplishments can be made, accomplishments definitely result in donor enthusiasm. No one wants to be "deep pockets" on any of these projects. In summary, be clear in communications, if one [person] makes a request of another, give a firm answer and put it on record so that the group is prepared to move forward, and never gets to the point where someone says, "That's not what I meant."

**Councilor Lewis recognized Councilor Juan Carlos Gonzalez.** Councilor Gonzalez spoke in support of Commissioner O'Donnell's comments, especially from Metro's perspective, and celebrate and acknowledge the tremendous progress made so far on Phase 1 and Phase 2. Having the opportunity to make a public affirmation about the project is very important. Enumerating the ability to maintain flexibility in the new Phase 1 area, assurance public access will be granted to PGE dam, the Mill H viewpoint built as designed, restoration of the alcove area as a priority, collaboratively designing the public yard, and the ability to development other aspects of the Legacy project. It is of paramount importance and again, recognizing how valuable this process has been in moving forward, would love to see further commitment.

Stacia noted the CTGR Council is working have been on record supporting the Mill H Overlook and the public yard in whatever form that ultimately will be in. The Tribe will keep folks posted after going through formal process internally, and will welcome additional conversation and any additional questions. Paul likes where the conversation is going. His question is to staff, what information is needed, what is the timetable in order

to affirm that this is the direction to go, so steps can be taken. Brian noted that based on the conversation, if the Grand Ronde team is working on some sort of statement or something of support, it would make sense to kick things off as soon as that happens, the project can start moving forward and start the 18 month clock.

Additionally, Paul noted that the earlier ODOT bridge project crossing the river is on a six month timetable, “go/no go” that plays into the 18 month process. Brian explained that this six month process is to determine an alignment. ODOT has indicated they do not have any funding to build or advance the planning for the bridge beyond the work being done now. Their timeline would be longer than Phase 1’s timeline. Conceivably, it would go above the River Walk because of the elevation requirements; this really depends on the alignment and where the bridge lands. Metro has many questions and is keeping involved with the planning process. Councilor Lewis noted that with Clackamas County, Metro and Oregon City, there is a block majority to obtain certainty, there are three partners there with West Linn and ODOT.

Frank noted that the ODOT bridge project is a distraction although something the group needs to be aware of. Today, there are next steps, milestones, for the proposal for the entrance as defined in the presentation. Additionally, there is a document put forward by Oregon City asking in more detail, do we have the Partners support on these specific things.

**Councilor Lewis asked Raihana Ansary for her perspective from the State.** Raihana expressed acknowledgement and appreciation for the work done by Metro and Grand Ronde, working towards a solution that meets the interests and needs of all parties. Phase 1 proposal conforms to the existing budget and the money have in hand, fulfilling goals and vision of the project. She would be available to do follow-up with ODOT as it relates to concerns expressed in the meeting regarding bridge alignment with Ryan Windchimer, Region 1.

**Councilor Lewis recognized Commission President Lyles Smith.** Rachel expressed her thanks for the tour of the River Walk site the day before, and noted it is normal to have hick-ups along the way, being nimble and flexible makes this approach doable, and the group is making great strides forward for something that is going to benefit everyone at the table and a benefit to all of Oregon. She noted this is a destination site, as well as her appreciation for everyone at the table, and recognizes the work going into this; however, she would appreciate a communication about the project. If the group can move this forward, if there is support to move into Phase 1, this is a culmination of a true collaboration, of flexibility and moderation, trying to be nimble and move things along. If there could be some type of communication of support from the Grand Ronde Tribe, and support from all the Partners, then we could really celebrate moving this project forward. It is very difficult to get funding for later phases when people cannot see progress. It is exciting to have a property owner who is ready to move this along, celebratory if everybody is in agreement. The walk-through was very helpful; thank you to Brian for the opportunity.

Councilor Lewis noted that the group is starting to hear some real consensus for movement articulated by the agencies represented. She referred to Brian to acknowledge that the group does not need anything more than a group consensus.

**Councilor Lewis recognized CTGR Chairwoman Cheryle Kennedy.** Chairwoman Kennedy acknowledged that she has heard various support [during this meeting], and noted that across the board, the Tribe supports the concepts that have been developed, and have worked collaboratively with all of the Partners and staff moving forward with the project. The Tribe is close to finalizing the Tribe’s visioning document for the site, and wants to share it, although it is not finished yet. When developing that document, the Tribe considered the elements of this conceptual Master Plan, want to thoroughly review all that has been put before the



Council. The Council has met several times, and are getting very close. The Tribe knows this will be a great project, knows all of the visitors and residents that come to visit will equally feel the power of the site, the tremendous view it provides, and will take away a great, enriched feeling. These are things the Tribe is working on; the Chairwoman wished to provide as an update from the Confederated Tribes of Grand Ronde.

Councilor Lewis thanked the Chairwoman, and acknowledged this is great to hear and comes to the work that has been done by the Chairwoman as a leader, the Council and staff. The steps forward are more than the slides in today's presentation, it is about the relationships. She is looking forward to continued relationships with Partners and the Tribal Nations and the constituents who are all so keen on achieving the Four Core Values.

Councilor Lewis thanked everyone for a great meeting, found consensus and some ways to move forward with next steps. Reminder: this meeting does not have a public comment or input portion; requests can be emailed to Brian Moore or Willamette Falls Legacy Partners.

Brian asked for one bit of clarification regarding the timeline for moving forward. Is it the consensus that we should move forward as soon as we get the green light or the support from the Grand Ronde Council on this item? Looks like that is a "yes". Thank you to everyone.

#### **ACTION**

**Brian Moore will follow-up with the audience, providing additional information and background for anyone who is just now engaging with the project.**

**Next Meeting: Currently scheduled for Wednesday, February 24, at 9:00AM.**

**Adjournment: Chair Councilor Lewis adjourned the meeting at approximately 10:03AM.**

# Willamette Falls Legacy Project Special Partners Meeting

February 4, 2021



# November 14, 2019 Partners Meeting recap

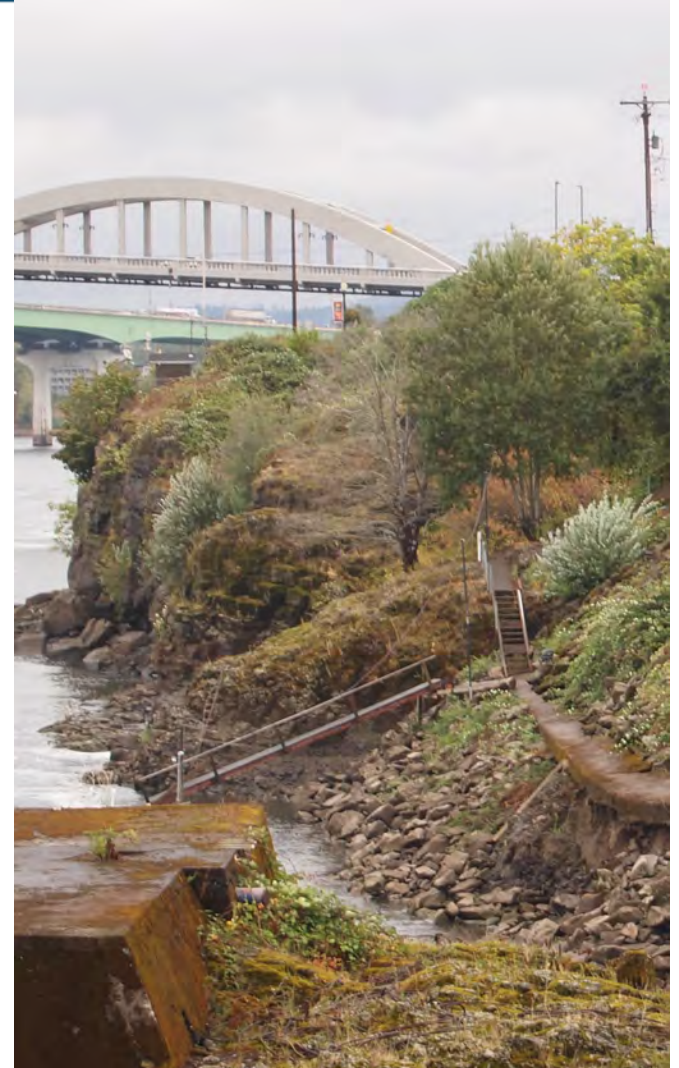
Partners directed staff to work with the Confederated Tribes of Grand Ronde to develop a feasible Phase 1 of the riverwalk.



# Taking action

Evaluation of the design alternatives and cost estimates

Identification of respective values, constraints and challenges



# Core Values



**PUBLIC ACCESS**



**HISTORICAL &  
CULTURAL  
INTERPRETATION**



**ECONOMIC  
REDEVELOPMENT**



**HEALTHY  
HABITAT**

# Factors evaluated

Cost

Timing

Unhindered construction access

Consistency with master  
plan/no wasted effort

Opportunities for  
complimentary development



# The 9 design principles

1. Avoid impacting development potential of north riverfront block
2. Conform to existing budget
3. Provide meaningful landing space
4. Provide uninterrupted safe access
5. Create sensory riverside experience; feel for the river

# The 9 design principles, cont.

6. Provide multiple views as you approach the falls
7. Provide synergy between Metro master plan and private development
8. Provide a solid foundation for Phase 2
9. Inspire future continued investment as a proof of concept for the riverwalk

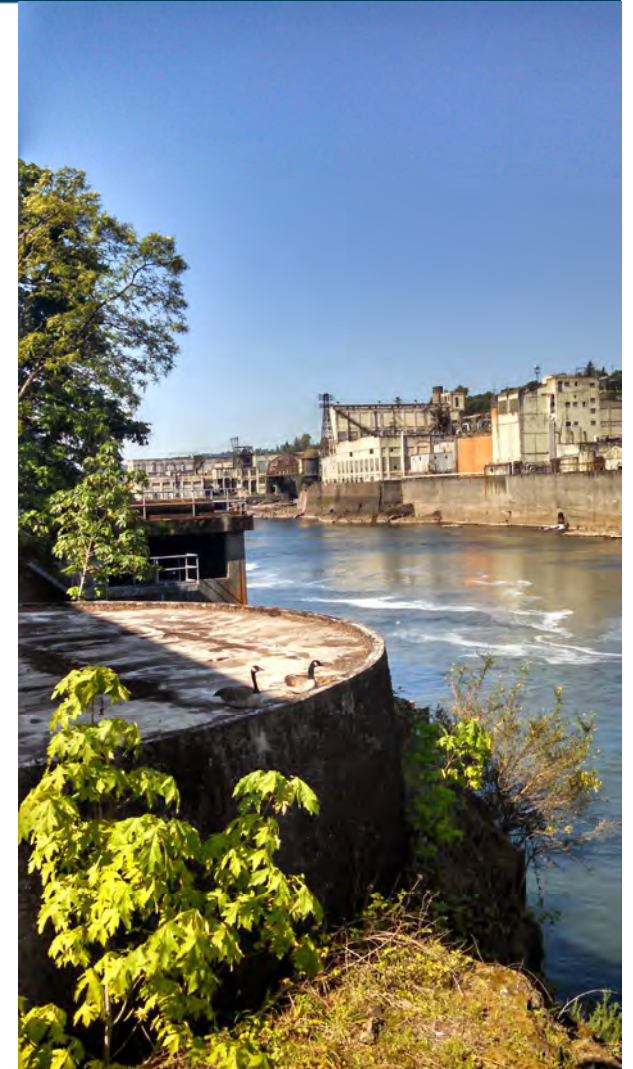


# Making progress

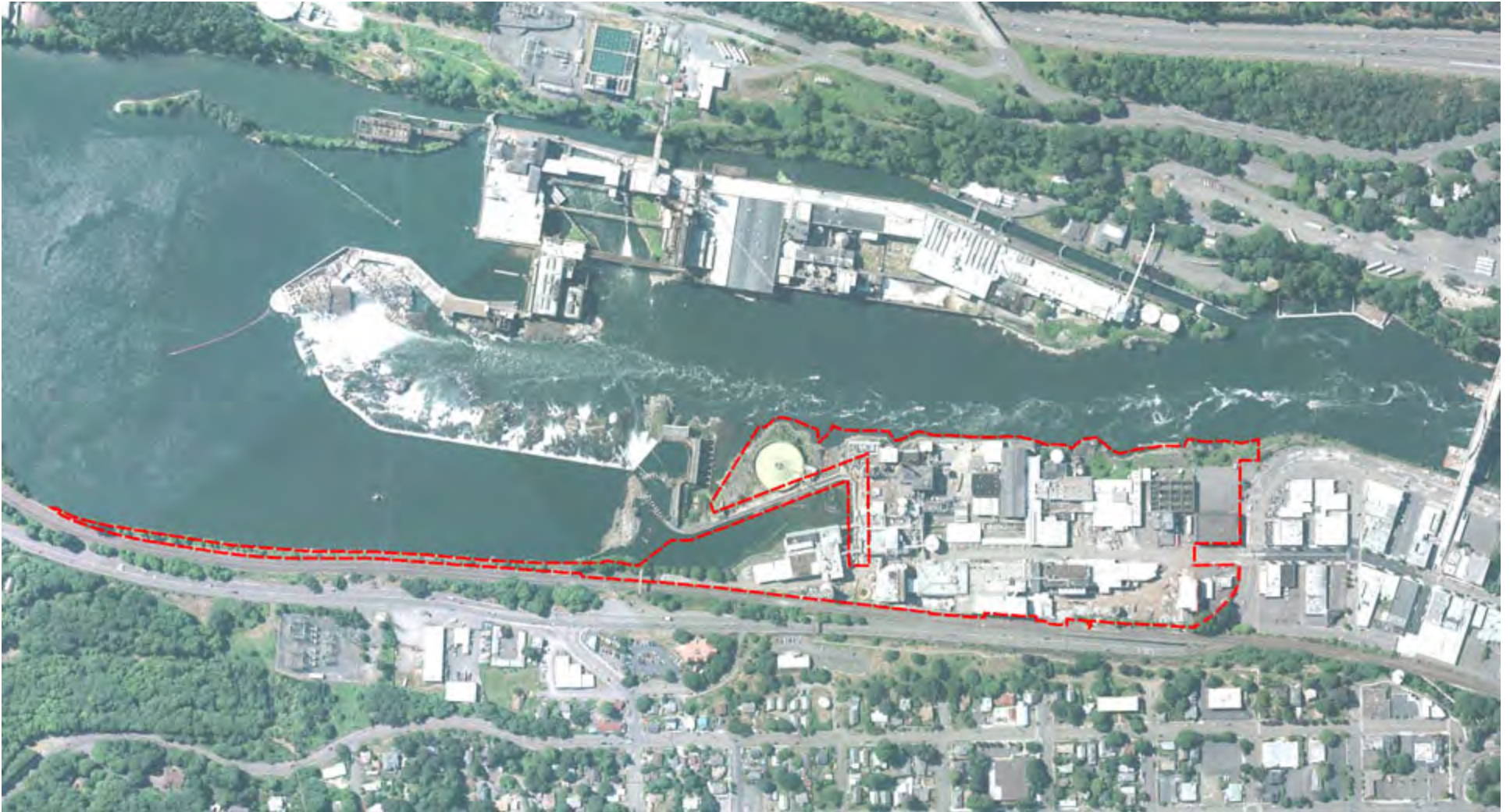
Identified a conceptual alignment and phasing footprint

Identified the lead for design and construction

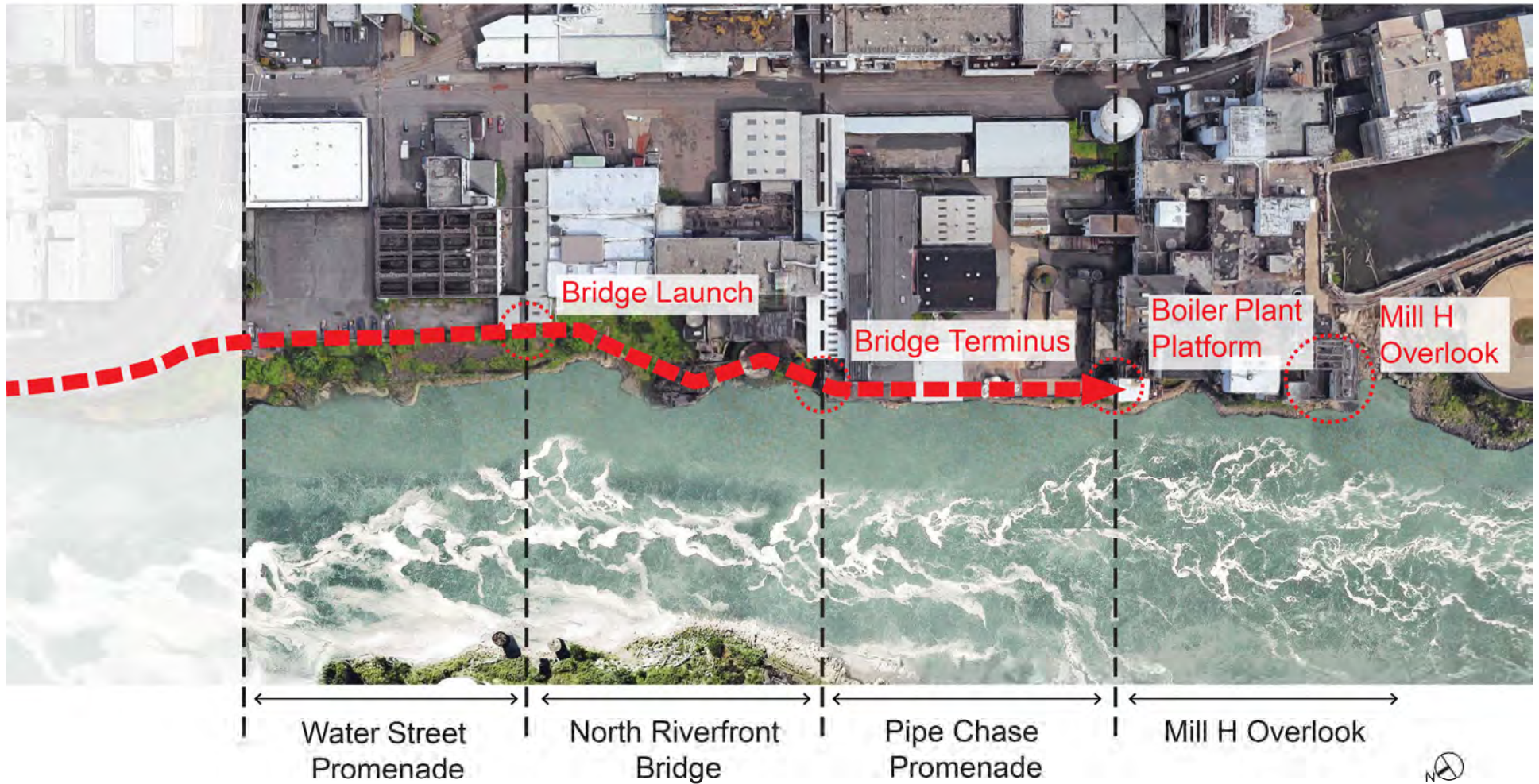
Identified options for expansion or flexibility



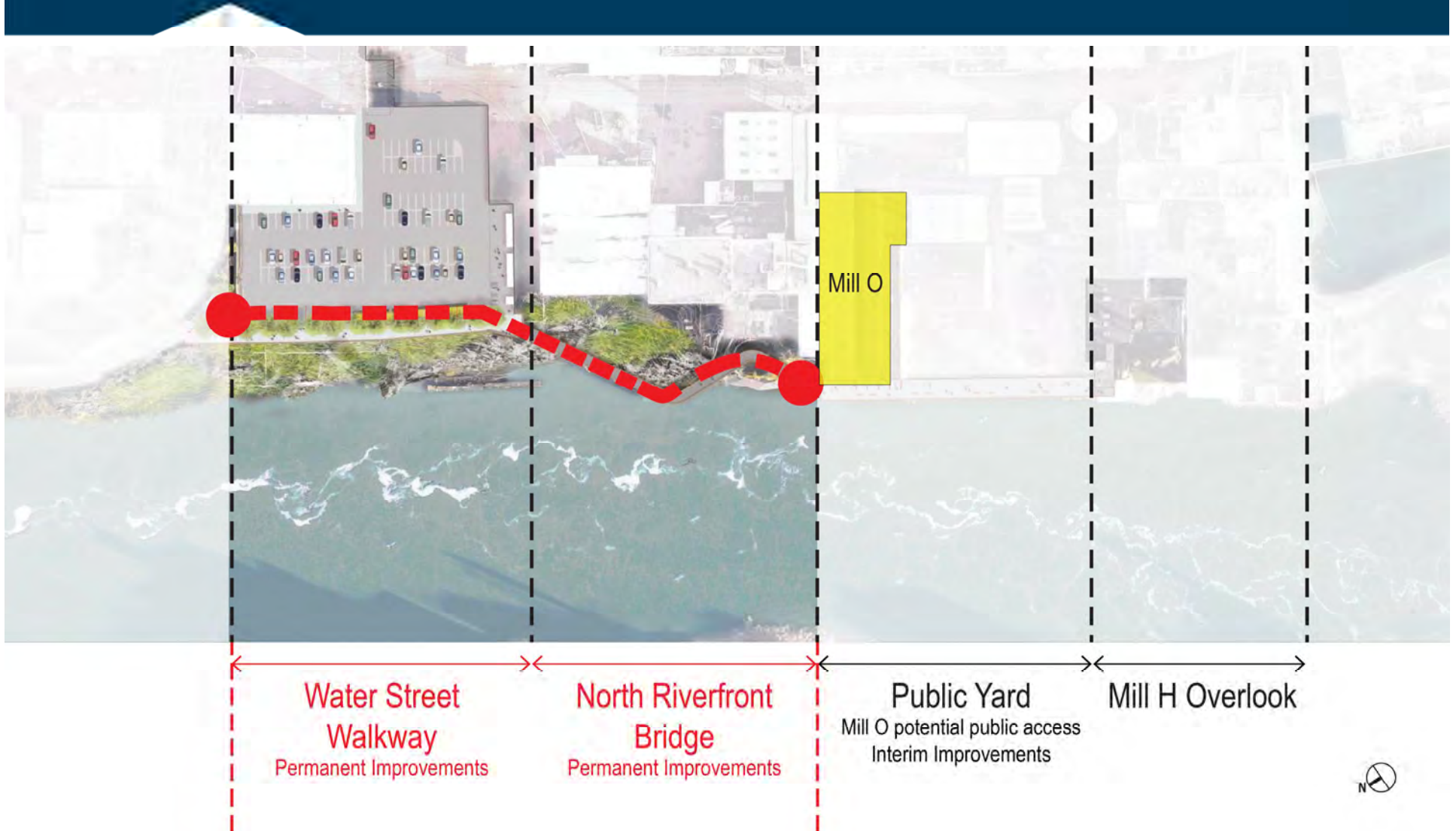
# Site context



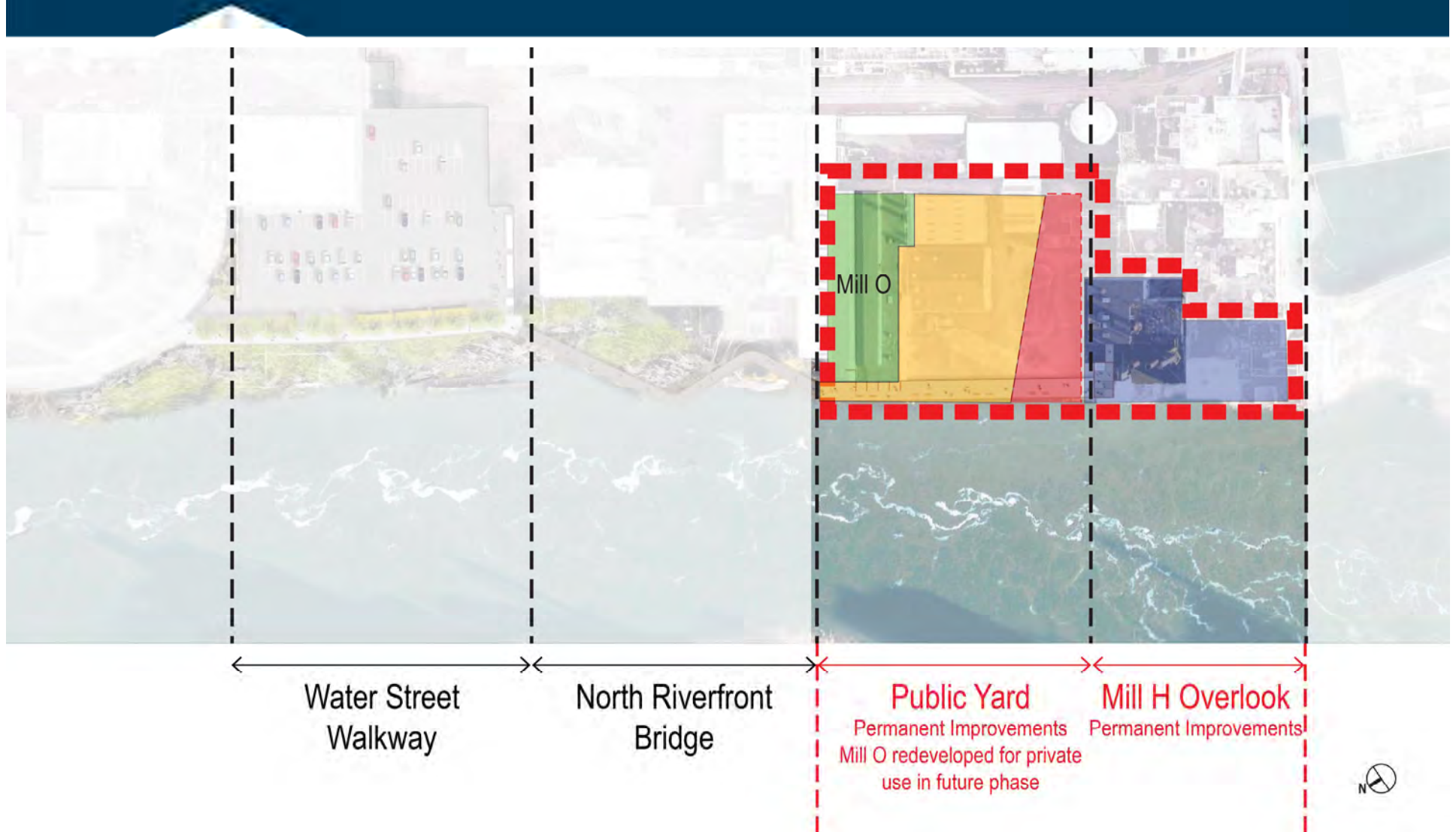
# Riverfront alignment



# Phase 1: Water Street + North Riverfront Bridge



# Phase 2: Public Yard + Mill H Overlook















# Rough schedule and budget

## Schedule\*

- 18 months design and permitting approval
- 18 months construction
- Phase 2 design kickoff in 18 months  
(occurs during construction of Phase 1)

## Budget\*

- Design fees within remaining contract
- \$12.5M construction
- Phase 2 subject to available funding

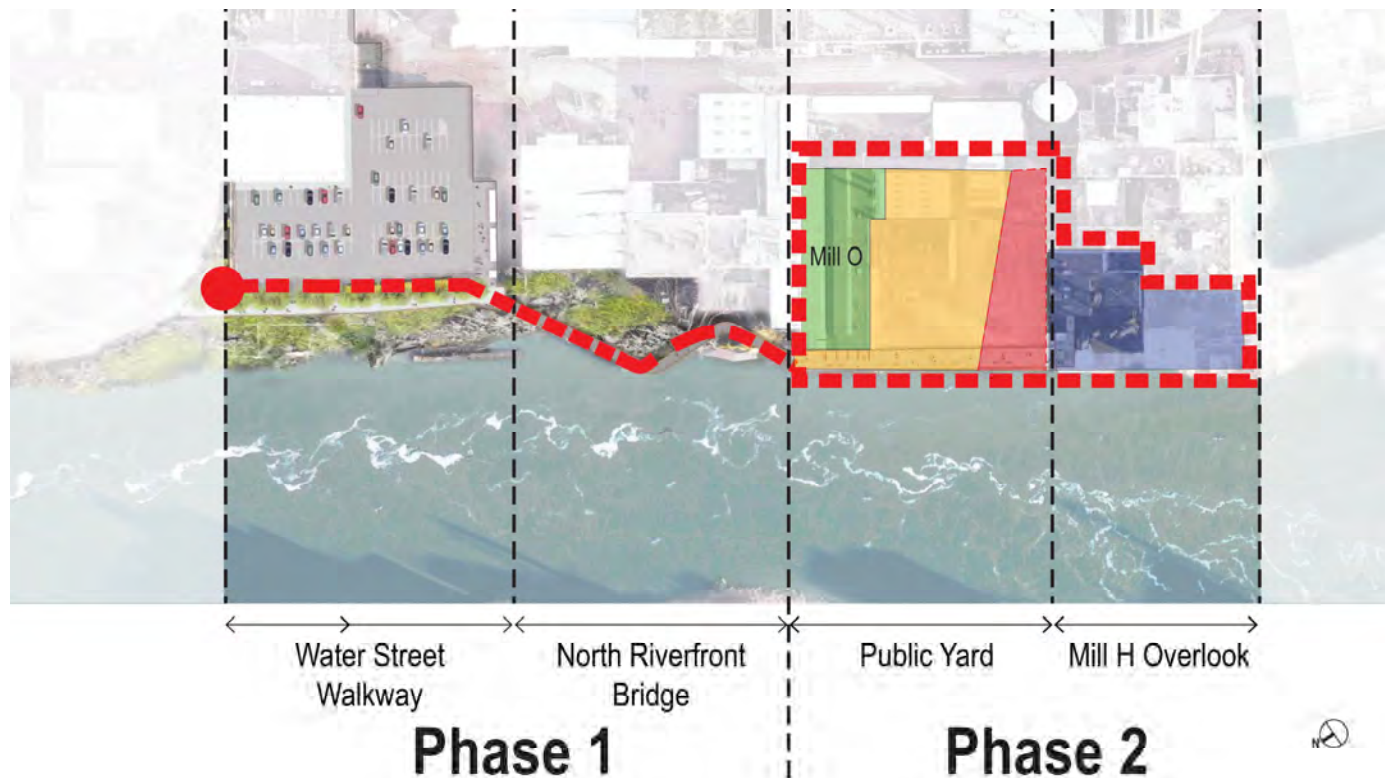
\*To be refined based on consultant input

**Comments or questions?**



# Requested action

Do the partners support moving forward with the presented approach?



**Thank you!**

