ORDINANCE NO. 24-1014

AN ORDINANCE OF THE CITY OF OREGON CITY AMENDING THE OREGON CITY TRANSPORTATION SYSTEM PLAN BY ADOPTING THE MCLOUGHLIN BLVD ENHANCEMENT PHASE 3 CORRIDOR PLAN

WHEREAS, McLoughlin Blvd Enhancements (Phase 3) will be added to the Oregon City Transportation System Plan (TSP), a technical document and conceptual guide that needs regular review and is an ancillary document to the Oregon City Comprehensive Plan, and

WHEREAS, the City of Oregon City and the Oregon Department of Transportation (ODOT) are partnering to evaluate options for a shared-use pedestrian and bicycle path and streetscape enhancements on both sides of McLoughlin Boulevard between 10th Street and tumwata village/Railroad Avenue.

WHEREAS, this is the last and most complex phase of Oregon City's McLoughlin Boulevard Enhancement Plan, which has been in progress for the past 20 years.; and

WHEREAS, the plan aims to ensure safe access for pedestrians, transit users, and cyclists on McLoughlin Boulevard, improve infrastructure to address transportation gaps and enhance Oregon City's tourism, economy, and community by better connecting downtown to the Willamette River; and

WHEREAS, this conceptual project will enable the City to complete the Alternatives Identification and Evaluation phase to determine how to address this gap, apply for grants to proceed with a more detailed design and build portions of the section; and

WHEREAS, the Planning Commission held a public hearing on October 28, 2024, and recommended approval of the proposed plan to the City Commission; and

WHEREAS, the City Commission held a public hearing on November 20, 2024 and found that the proposed plan complies with the applicable criteria for Legislative approval as discussed in the Staff Report and Recommended Findings for File LEG-24-00002

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The City of Oregon City Transportation System Plan has been amended to adopt the McLoughlin Blvd Enhancements (Phase 3) as provided in the attached Exhibits "1 and 1A"

Section 2. The Legislative action taken by the Ordinance is explained and justified by the Analysis and Findings for GLUA 24-000023:LEG-24-00002

Read for the first time at a regular meeting of the City Commission held on the 20th Day of November, 2024, and the City Commission finally enacted the foregoing ordinance this 4th day of December, 2024.

Denyse C. McGriff, Mayor

Attested to this 4th day of December 2024:

City Recorder

Approved as to legal sufficiency:

City Attorney

EXHIBIT 1

CITY OF OREGON CITY

McLoughlin Boulevard Enhancements

10th Street to tumwata village

(K22142 Willamette Falls Path/OR99E Enhancement: 10th St. to Railroad Ave)

Source: ODOT

REVISED DRAFT

October 2024

Acknowledgments

Project Management Team

- Christina Robertson-Gardiner, Oregon City, Senior Planner
- Dayna Webb, Oregon City, City Engineer
- Mahasti Hastings, ODOT, Local Agency Liaison
- Marc Butorac, Kittelson, Consultant Project Manager
- Nick Gross, Kittelson, Deputy Project Manager

Project Development Team

- Aquilla Hurd-Ravich, Oregon City, Community Development Director
- Barry Tanaka, ODOT, Hydraulic Engineer
- Basil Christopher, ODOT, Bicycle & Pedestrian Coordinator
- Christina Robertson-Gardiner, Oregon City, Senior Planner
- Dayna Webb, Oregon City, City Engineer
- Ellen Sweeney, ODOT, Community Affairs
- Ellen Waters, ODOT, Community Affairs
- Jeff Hayes, ODOT, Traffic Engineer
- Jessica Rinner, Clackamas County, WES
- John Donahue, ODOT, Traffic
- John Lewis, Oregon City, Public Works Director
- Katrina Sepulveda, ODOT, Roadway Designer
- Kenneth Werth, ODOT
- Mahasti Hastings, ODOT, Local Agency Liaison
- Marco Singer, ODOT, Roadway
- Nicole Frankl, ODOT, ODOT Rail & Utilities
- Palo Giscombe, ODOT, Geotechnical
- Pete Walter, Oregon City, Planning Manager
- Robert Hadlow, ODOT, Historian
- Roy Watters, ODOT, Tribal Liaison
- Seth Brumley, ODOT, Transportation Planner
- Stacy Stubblefield, ODOT, Maintenance
- Stephen Burgess, ODOT, Bridge
- Teresa Nowicki, ODOT, Environmental Geologist
- Thomas McConnell, ODOT, Environmental Coordinator

Consultant Team

- Marc Butorac, Kittelson, Consultant Project Manager
- Nick Gross, Kittelson, Deputy Project Manager
- Nicholas Polenske, Kittelson, Senior Designer
- Sophia Semensky, Kittelson, Designer
- Brian Bauman, HDR
- Michael Roberts, HDR
- Mikal Mitchell, HDR
- Stacy Thomas, HDR
- Travis Kruger, HDR
- Cathy Chang, Concise Communications
- Marcus Reedy, 3 Point Geomatics
- Jill Betts, Coles & Betts
- Ping Khaw, PKS International
- James Walters, Shannon & Wilson

Contents

Chapter 1: Background

Connecting downtown Oregon City to the waterfront for people walking and biking is a dream that has been several decades in the making. Two segments of a waterfront path have already been built, connecting downtown Oregon City with the pathway along the Clackamas River. The last critical gap is McLoughlin Boulevard (OR99E) between 10th Street and Railroad Avenue.

The City of Oregon City and the Oregon Department of Transportation (ODOT) have partnered to investigate alternatives for developing a shared-use path along this stretch of McLoughlin Boulevard. This shared-use path would complete the third and final phase of the McLoughlin Boulevard Enhancement Plan.

This shared-use path is intended to contribute to the sense of place and community identity while providing recreational access and closing a critical gap in the region's active transportation network for people walking, biking, and rolling. It will allow people to visit the future Willamette Falls Riverwalk and tumwata village without having to mix with traffic.

The Project also presents an opportunity to enhance the McLoughlin Boulevard streetscape to invite more activity along the waterfront, encourage travel to downtown Oregon City, and complement the shared-use path.

Making Connections

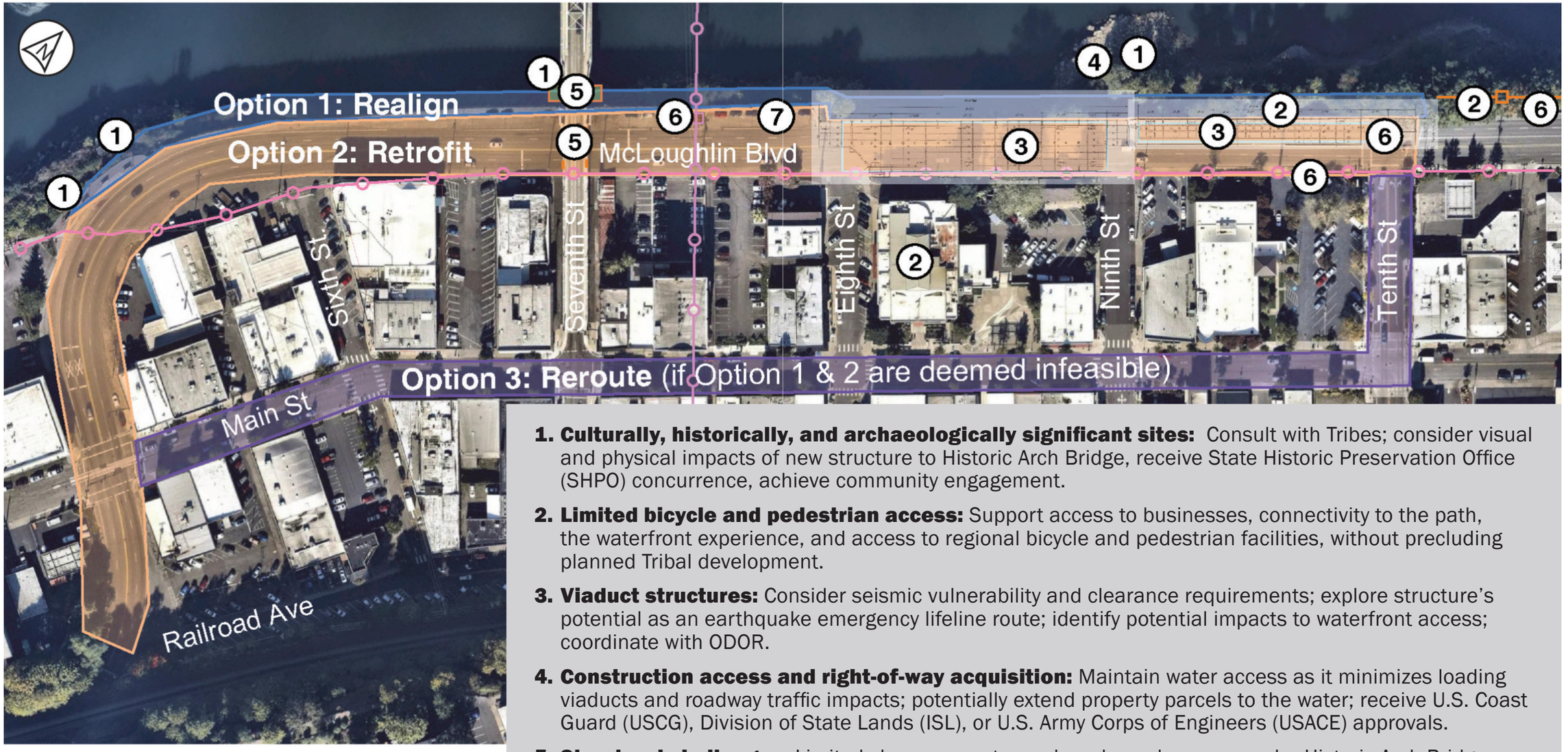
The McLoughlin Boulevard shared-use path will connect to and complement other development efforts on Oregon City's waterfront:

- **tumwata village** is the planned redevelopment of the 23-acre former Blue Heron Paper Mill site at Willamette Falls. The current plans for this property feature a **Willamette Falls Riverwalk**, trails, a public plaza, gathering space, habitat restoration, and redevelopment of industrial uses along the Oregon City waterfront. The proposed shared-use path would connect directly to this development and the riverwalk.
- The unadopted **Oregon City–West Linn Pedestrian–Bicycle Bridge Concept Plan** details potential alignments for a dedicated pedestrian–bicycle bridge across the Willamette River between Willamette Falls and the I-205 Abernethy Bridge.

Study Area

The study area focuses on McLoughlin Boulevard between 10th Street and Railroad Avenue in downtown Oregon City and a parallel route on Main Street between 10th Street and McLoughlin Boulevard. The study area is classified as Mixed-Use-Downtown, according to the Oregon City Comprehensive Plan land use designations. McLoughlin Boulevard runs northeast-southwest along the Willamette River, connecting Oregon City to Portland through Milwaukie and Gladstone to the north and Canby to the south. McLoughlin Boulevard connects to I-205, providing regional connections throughout Oregon. Figure 1 illustrates the study area, critical design considerations, and potential design alternatives.

Figure 1. Critical Elements and Potential Design Option Solution Sets



1. **Culturally, historically, and archaeologically significant sites:** Consult with Tribes; consider visual and physical impacts of new structure to Historic Arch Bridge, receive State Historic Preservation Office (SHPO) concurrence, achieve community engagement.
2. **Limited bicycle and pedestrian access:** Support access to businesses, connectivity to the path, the waterfront experience, and access to regional bicycle and pedestrian facilities, without precluding planned Tribal development.
3. **Viaduct structures:** Consider seismic vulnerability and clearance requirements; explore structure's potential as an earthquake emergency lifeline route; identify potential impacts to waterfront access; coordinate with ODOR.
4. **Construction access and right-of-way acquisition:** Maintain water access as it minimizes loading viaducts and roadway traffic impacts; potentially extend property parcels to the water; receive U.S. Coast Guard (USCG), Division of State Lands (ISL), or U.S. Army Corps of Engineers (USACE) approvals.
5. **Structural challenges:** Limited clearance water and roadway clearance under Historic Arch Bridge; varying water levels.
6. **Existing utilities, retaining walls, and signals:** Identify cost impacts of impacts to utilities, retaining walls, and signals.
7. **Existing parking:** Identify potential impacts to existing parking.

Previous Planning Efforts

Planning documents dated as early as 1999 have identified a desire for a shared-use path in this area. These plans highlight some key considerations for the Project.

- The **Oregon City Comprehensive Plan** includes land use and economic development policies that encourage higher density, walkable neighborhoods, infill development and redevelopment, and more mixed-use land use types within neighborhoods that would benefit from greater availability of active transportation facilities.
- The **Oregon City Transportation System Plan (TSP)** includes a project for a shared-use path (Project S3; page 87 of TSP Volume 2-2) on the segment of McLoughlin Boulevard within the study area and various bicycle improvements nearby (Projects B1, B2, B3, and B5; page 56 of TSP Volume 1). It also includes goals and policies related to envisioned modal priorities, which include improving the comfort and convenience of walking, biking, and transit options and ensuring that land development policies support these modes.
- The **McLoughlin Boulevard Enhancement Plan** provides initial recommendations for the cross-section of McLoughlin Boulevard from the railroad underpass to the Clackamas River Bridge, which includes a waterfront promenade.
- The **Oregon City Downtown Circulation Plan** and **Oregon City Downtown Community Plan** provide visions and recommendations for downtown Oregon City, including enhancements to McLoughlin Boulevard.
- The unadopted **Oregon City–West Linn Pedestrian–Bicycle Bridge Concept Plan** highlights alignments for a pedestrian–bicycle bridge and details a vision for pedestrian, bicycle, and transit connectivity to the Willamette Falls Downtown District.
- The **Willamette Falls Riverwalk Master Plan** outlines a long-term vision to guide development of the Willamette Falls Riverwalk, which includes a promenade, trails, public plaza, gathering space, habitat restoration, and redevelopment of industrial uses along the Oregon City waterfront. The shared-use path along the segment of McLoughlin Boulevard within the study area would be a key connector to the Willamette Falls Riverwalk.
- The **Visioning for Blue Heron** and **Redevelopment Plans** (tumwata village) detail concepts from the Confederated Tribes of Grand Ronde for an enhanced riverbank at the former Blue Heron site, which is directly west of the segment of McLoughlin Boulevard within the study area.
- **The Oregon City Downtown Transportation Demand Management (TDM) Plan** outlines strategies and policies to maximize traveler choices in and around downtown Oregon City.
- The **Oregon City Downtown Transportation Demand Management (TDM) Plan** outlines strategies and policies to maximize traveler choices in and around downtown Oregon City.

Source: ODOT

Chapter 2: Purpose, Need, and Vision

Corridor Vision

"The proposed Willamette Falls Path extension and streetscape enhancements contribute to the sense of place and community identity as an urban corridor and community gateway. The chosen design will promote safety through context-sensitive design that discourages speeding and improves the walking and biking experience along the corridor. The path provides a regional link accessible to users of all ages and abilities, filling a key active transportation gap and providing a continuous link to existing and planned open spaces along the Willamette and Clackamas Rivers, including the tumwata village development, and connections to other transportation links such as a future recreational/commuter river ferry and the Oregon City–West Linn pedestrian–bicycle bridge. The proposed path is representative of the local needs and priorities of the Oregon City community and has been developed as an implementable and fundable alternative."

Purpose and Need Statement

The purpose of the Project is to create a shared-use path and streetscape that enhances safety for all transportation modes and bridges the missing link for pedestrian and cyclists on McLoughlin Boulevard between 10th Street and Railroad Avenue through well-considered design. The Project should also be viewed as a crucial component of the larger community facility and a destination that connects users to various amenities and open spaces along the Willamette River.

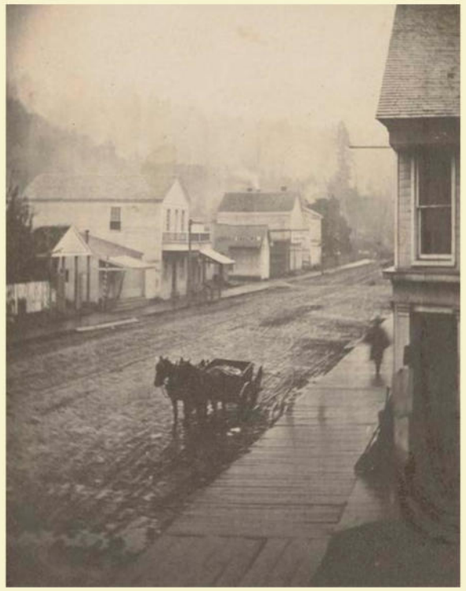
Within the Project area, the following transportation needs have been identified in consultation with the City of Oregon City, ODOT, and the Project Development Team to guide the development of an active transportation solution:

- **There is a gap in safe, comfortable, and accessible facilities for people of all ages and abilities who are walking and biking on McLoughlin Boulevard.** The cross-section along McLoughlin Boulevard between 10th Street and the proposed tumwata village and riverwalk consists of curb-tight sidewalks and four vehicle lanes. This cross-section does not meet the current ODOT Highway Design Manual or City of Oregon City design standards and creates an imbalance between how the needs of non-motorized and motorized users are being addressed in the corridor. The Project location has been determined to result in a Level of Traffic Stress of 4.[1] People of most ages and abilities do not feel comfortable and/or able to walk, bike, or roll along this segment, creating a barrier in the regional active transportation link between Oregon City and Portland.
- **Oregon City's waterfront is currently disjointed and not seen as a contiguous amenity.** Locally, active transportation facilities along McLoughlin Boulevard are needed to provide connections to the planned tumwata village and riverwalk, historic downtown Oregon City, envisioned pedestrian and bicycle bridge, and recreation opportunities along the Willamette River. The Willamette River is a culturally significant site, and the Historic Arch Bridge is a historically significant structure. This active transportation connection will create additional opportunities for people to access, experience, and visually imagine the historic significance of the river, falls, and adjacent lands, while honoring the indigenous connections to the land and acknowledging traditional ways of movement along waterways.
- **The chosen design will support Oregon City's tourism, economic, and community development goals by improving walking and biking facilities to better integrate and reorient the downtown area's relationship with the Willamette River.** Active transportation facilities are shown to improve economic conditions by creating attractive and walkable business districts and providing access to various destinations, local businesses, and jobs.[2] Active transportation facilities contribute to redevelopment and other investments along the corridor. Vehicle congestion and parking limitations discourage travel in downtown Oregon City and are therefore a barrier to businesses and expanded economic development. Beyond the proposed McLoughlin Boulevard corridor, congestion leads to neighborhood spillback and cut-through traffic and detracts from the sense of place and community identity desired by residents, business and property owners, and visitors to Oregon City. The lack of complete walking and biking facilities, including the gap represented by the termination of the current Willamette Falls path, also discourages travel to downtown Oregon City as a regional destination. A complete connection for people walking, biking, and rolling along McLoughlin Boulevard and to historic downtown Oregon City, Oregon City Transit Center, and the municipal elevator is needed to encourage mode shift,[3] support transportation demand management efforts, minimize impacts to adjacent residential areas, and support the Oregon City 2040 Comprehensive Plan policies related to multimodal connectivity and transportation demand management.
- **Vehicular congestion impacts the historical, cultural, and environmental aspects of the site.** Vehicular congestion creates noise and emissions that detract from the historic, cultural, and environmental aspects of the site. A continuous shared-use path connection is needed to create an opportunity for transportation mode shifts consistent with the region's climate goals, and ensure that historical, cultural, and environmental resources are preserved for future generations. The physical design of the shared-use path needs to address the function of the facility in a way that minimizes or eliminates local environmental impacts and does not inflict harm on the river or nearby communities. Any work done in the study area needs to recognize the special role and voice of tribes in the Willamette Falls area of both land and water and emphasize tribal and community involvement in decision-making.

1. According to the City of Oregon City's Downtown Bicycle and Pedestrian Needs Inventory and Action Plan, the segment of OR99E between 12th Street and Railroad Avenue is at an LTS of 4. LTS 4 facilities are high stress routes and are only suitable for experienced and skilled cyclists or able-bodied adults with limited route choices.
2. Source: Portland State University. Metro Active Transportation Return on Investment Study. May 2022.
3. Mode shift is the opportunity to change how people move, particularly the shift from single occupancy vehicles (SOV) to sustainable modes of active transportation (i.e., walking, biking, rolling, or taking transit) to reduce greenhouse gas emissions and improve quality of life.

Establishing the Urban Context

The ODOT Highway Design Manual approach to context-sensitive design should be considered when planning and designing state roadways. Identifying the study area's urban context provides design guidance to inform roadway characteristics, roadway user types, and travel demand expectations. According to this guidance, the selected urban context is Urban Mix. However, based on existing land uses, planning documents, the community vision, desired outcomes for the Project, and the envisioned modal priorities for Oregon City, a Traditional Downtown/Central Business District (CBD) is recommended as the Highway Design Manual context that is most appropriate and best aligns with the community vision.



Traditional Downtown/CBD

A Traditional Downtown/CBD classification according to the ODOT Highway Design Manual includes mixed land uses, shallow building setbacks, and high building coverage. Roadways within this context should have lower vehicles speeds (25 miles per hour [mph] or less), wide and comfortable bicycle and pedestrian facilities, and appropriate landscaping and street trees. The priority users are people walking and biking.

Photo: Downtown Oregon City in 1866.
Source: Oregon Historical Society Library (OrgLot500_A_270)

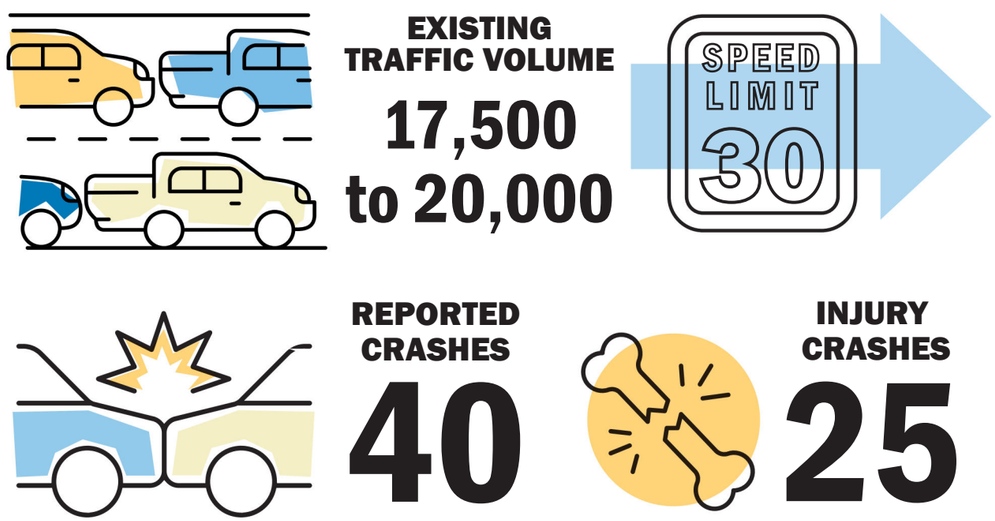
Chapter 3: Existing Conditions

OR99E (McLoughlin Boulevard) is a state highway that runs between Junction City and Portland. Within the study area, McLoughlin Boulevard is a four-lane principal arterial with a posted speed limit of 30 miles per hour (mph). The intersections of 10th Street and Main Street are full signals, while 7th Street includes a pedestrian signal for crossing McLoughlin Boulevard to the Willamette River seawall. All other intersections in the study area are stop-controlled on the minor approach.

McLoughlin Boulevard carries between 17,500 and 20,000 bi-directional daily vehicles. Between 2018 and 2022, there were 40 reported crashes in the study area, with 25 being injury crashes. In this 5-year period, there was one pedestrian-involved crash and no reported fatal crashes.

The section of McLoughlin Boulevard between 10th Street and 8th Street is horizontally constrained by the existing viaduct structure and Historic Arch Bridge (see Figure 2). Neither facility is expected to be replaced with an expanded structure to support streetscape widening, which is necessary to provide the needed width for safe bicycle and pedestrian access.

Attaching a new path to the existing viaduct is also not feasible due to its age and structural design. As described in Chapter 5: Design Alternative Development, a road reorganization on McLoughlin Boulevard is not feasible due to high vehicular volumes. Therefore, an externally supported structure parallel to McLoughlin Boulevard is the only feasible solution for a shared-use path within the study area.



5 Year (2018 - 2022) Crash Statistics

Figure 2. Historic Arch Bridge (top) and Viaduct (bottom) Constraints

Source: Google Maps

Chapter 4: Public Involvement

Public involvement has been included throughout the Project process. Along with general outreach and advertisement, the project team has conducted an online open house and City-led outreach.

The first opportunity for the public to provide input on this plan began in December 2023 with an open house. The primary purpose of this initial outreach was to create awareness about the Project, its benefits, and potential burdens or impacts, as well as to solicit public input on the initial design alternatives.

After this open house, the project team reported that none of the designs presented were feasible due to the complexity of the area. The Oregon City Commission directed the project team to continue investigating an external long-span approach parallel to McLoughlin Boulevard with streetscape improvements. The City continued outreach with various groups and committees through 2024 to collect feedback on the preferred design.

Details on the public outreach program are summarized in the following sections.

Overarching Materials and Notifications

Tools used to convey Project information and publicize outreach opportunities include the following:

- **Web page:** A Project web page, hosted on the City's website was launched and updated regularly.
- **Community database and comment log:** Documented public comments, correspondence, and updates to Project mailing list.
- **Project fact sheet:** One-pagers provided updates and opportunities for engagement.
- **Direct mail:** Postcards notified neighboring residents about public engagement opportunities.
- **Social media:** Project announcements shared on the City's social media channels.
- **Advertising:** Digital advertisements used to promote the Project and public engagement opportunities.
- **Email:** Email newsletters provided Project information and engagement opportunities.

Figure 3. Online Open House

Interested Party Interviews and Briefings

The project team held three interviews with interested parties in early November 2023 to collect feedback on the corridor's issues and potential alignments. These interested parties represented transportation, education, and housing sectors in Clackamas County and Oregon City, and included The Street Trust, Oregon City School District, and Housing Authority of Clackamas County.

Online Open House

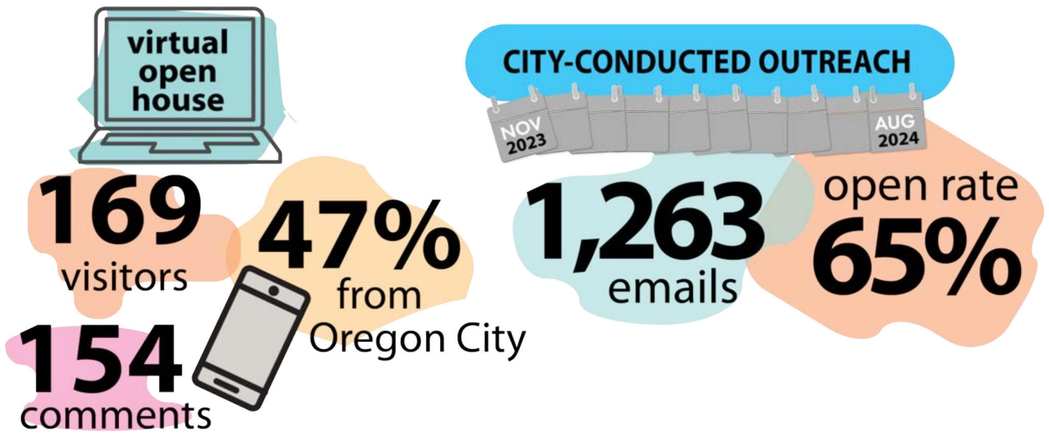
The Project's online open house was launched on the Project web page on December 6, 2023. The online platform provided informational stations to learn about the Project and provide feedback via the embedded survey, which closed on December 22, 2023. Users were invited to provide feedback on the proposed design alternatives and priorities for the McLoughlin Boulevard corridor (Figure 3). The web page also included a general comment form where users could submit other feedback regarding the Project.

Overall, the majority of community members preferred Alternative 1B: High Route, a design with a new pathway structure at street level next to McLoughlin Boulevard. Participants also preferred a pathway design that traversed through the Historic Arch Bridge columns.

City-Conducted Outreach

The City conducted targeted outreach to promote the open house and collect feedback during various phases of the Project. City staff attended outreach meetings and briefings with the Planning Commission; Transportation Advisory Committee, Parks and Recreation Advisory Committee, Citizen Involvement Committee, Clackamas County Pedestrian and Bikeway Advisory Committee. City staff also briefed the Oregon City Commission during six key decision points and Project milestones.

City staff leveraged several communication channels to share information about the Project. These channels include social media posts, a monthly "e-trail" news update in the City's Winter Trail News publication, and coordination for a December 2023 earned media article in Oregon City News.



Chapter 5: Design Alternative Development

Prior to exploring separate shared-use pathway structures paralleling McLoughlin Boulevard, the project team examined a No-Build Alternative and potential McLoughlin Boulevard Lane Reorganization Alternative.

No-Build Alternative

As part of alternative development and evaluation, the project team also examined a reroute, or no-build, Main Street alternative. The No-Build alternative provides a parallel alignment through downtown Oregon City via 10th Street and Main Street, as shown in Figure 4.

Main Street has a right-of-way that is approximately 60 feet and includes two travel lanes, two parking lanes (totaling about 40 feet), and 10-foot sidewalks on each side abutting 0-foot building setbacks. There are currently curb extensions at most intersections and shared-lane markings, or "sharrows."

The project team explored and evaluated two primary options for improving bicycle access on Main Street as part of the No-Build Main Street alternative. Based on this evaluation, conversations with Oregon City staff, and a review of background documents, the team it was determined that the No-Build Main Street alternative does not adequately address the Project's Purpose and Need.

Figure 4. No-Build Main Street Alternative Alignment

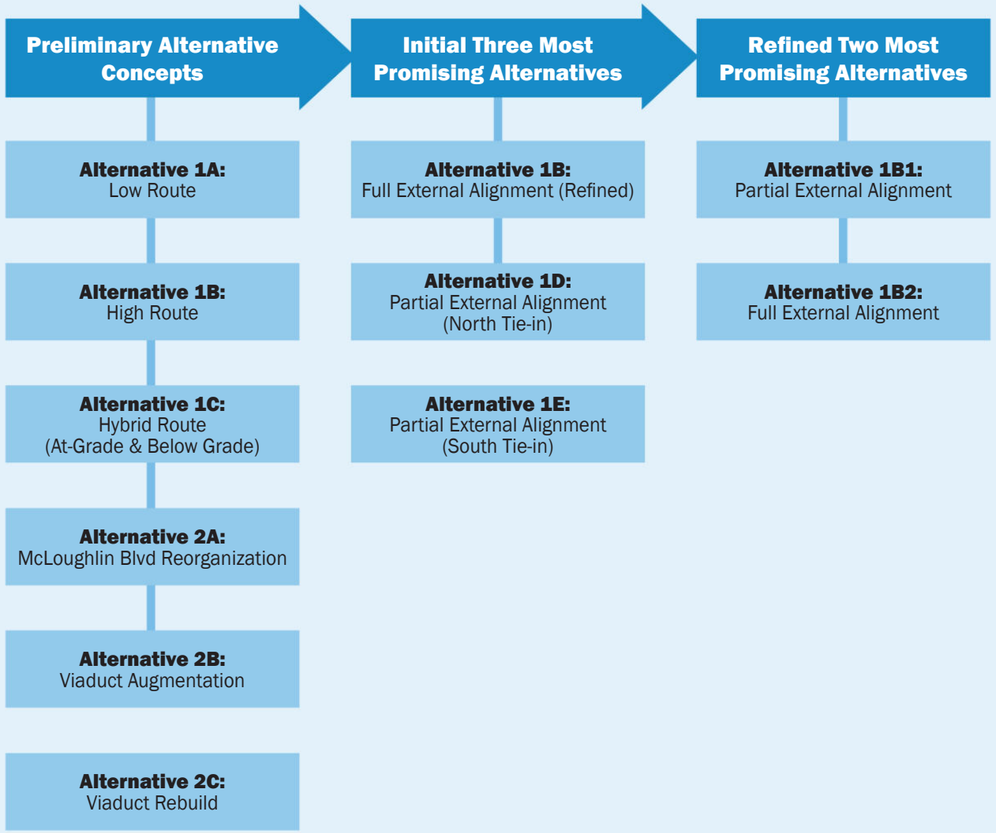
McLoughlin Boulevard Lane Reorganization Alternative

A potential road reorganization (removing one lane southbound or northbound) on McLoughlin Boulevard was considered to potentially create space for a shared-use path. Based on the ODOT Highway Design Manual "Estimating Capacity for Highways" methodology, a road reorganization would not be appropriate based on current or future projected traffic volumes. As such, a reorganization of McLoughlin Boulevard does not meet the Project's Purpose and Need.

McLoughlin Boulevard Parallel Structure Alternatives

After confirming that the No-Build and McLoughlin Boulevard Roadway Reorganization alternatives did not support the Purpose and Need, the project team developed several parallel structure alternatives to McLoughlin Boulevard. Figures 5A and 5B summarize and illustrate the primary alternatives and most promising refined alternatives.

Figure 5A. McLoughlin Boulevard Shared-Use Path Development Alternatives



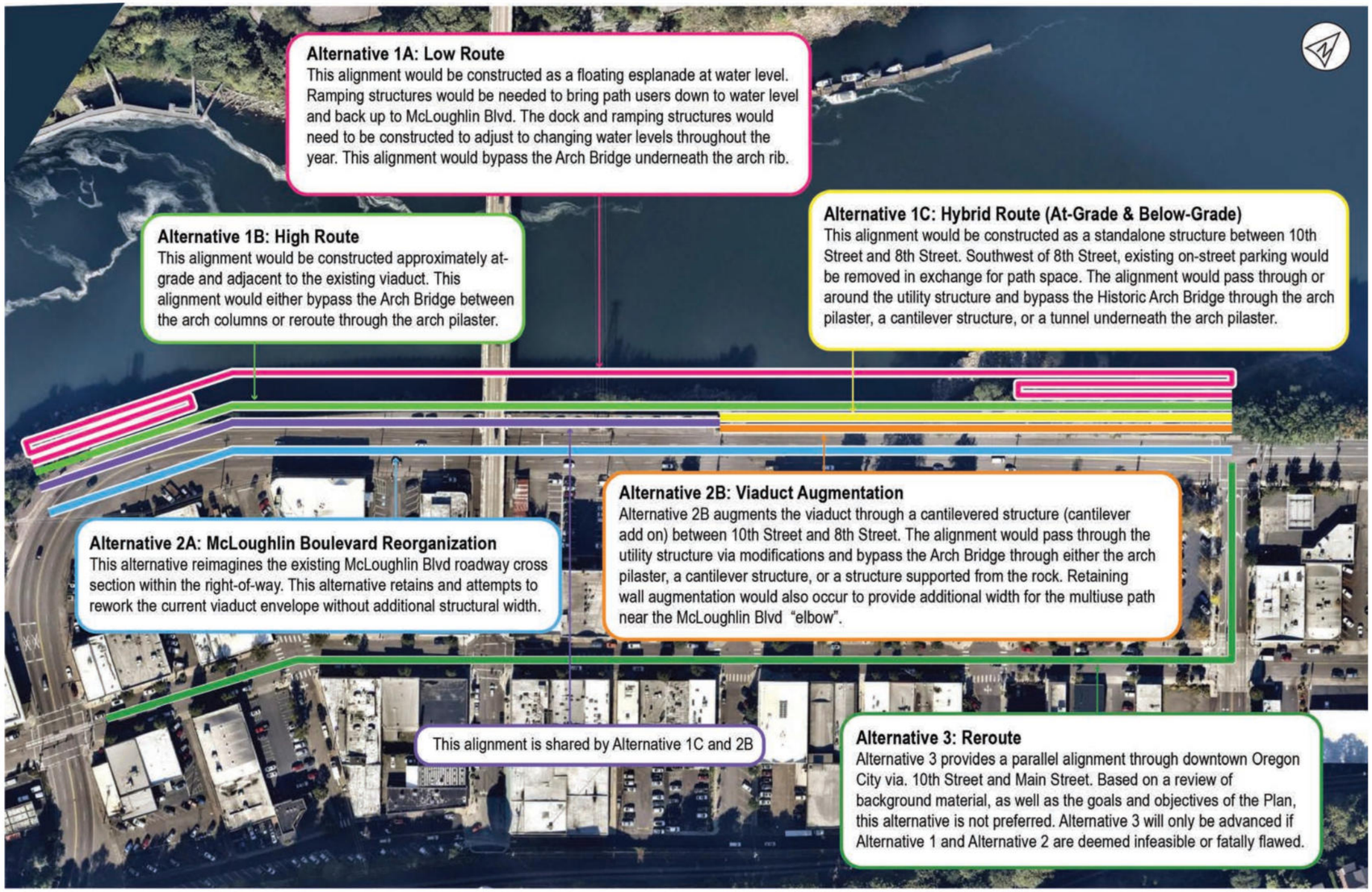
Initially, the team developed six alternatives along with a No-Build (Main Street) alternative. Three of the alternatives included a stand-alone, separate structure, and three required structural support from the McLoughlin Boulevard viaduct and/or seawall. Based on coordination with ODOT and further structural analysis, the three viaduct alternatives were deemed infeasible. In addition, Alternative 1A (which ramped the structure down to water level) was deemed infeasible due to user comfort, water level fluctuation, and constructability concerns.

Initial Three Most Promising Alternatives

Based on this analysis, three initial most promising alternatives were then developed, all providing a stand-alone, separate structures parallel to McLoughlin Boulevard but with different tie-ins to the seawall near the Historic Arch Bridge. The project team evaluated these alternatives to determine their structural viability by considering aspects ranging from ground support to span options.

First, an analysis of possible foundation locations and geotechnical conditions was performed and indicated that there was little to no opportunity for external foundation support on the western portion of the alignment (south of the Historic Arch Bridge). There was a practical lack of available ground, steep vertical rock surfaces, and a steep ground drop-off at the base of the seawall extending below water, where depths extend up to 90 feet. Anticipated ground-support constructability challenges and risks associated with most of the 18 potential foundation locations would require complicated structural solutions that may have limited construction timing windows. Therefore, a structure that relies on consistent foundations would be difficult to construct and be high-risk in nature.

Figure 5B. - McLoughlin Boulevard Shared Use Path Alternatives



Structural requirements for the initial three alternatives were evaluated at a conceptual level to assess feasibility and the viability of structure type and materials. The project team first evaluated a conventional viaduct, consisting of conventional span-length structures as external viaduct elements providing physical separation between the existing viaduct and seawall. The analysis showed numerous risks to the existing seawall, adjacent utilities, and constructability of the foundation in front of or behind the seawall.

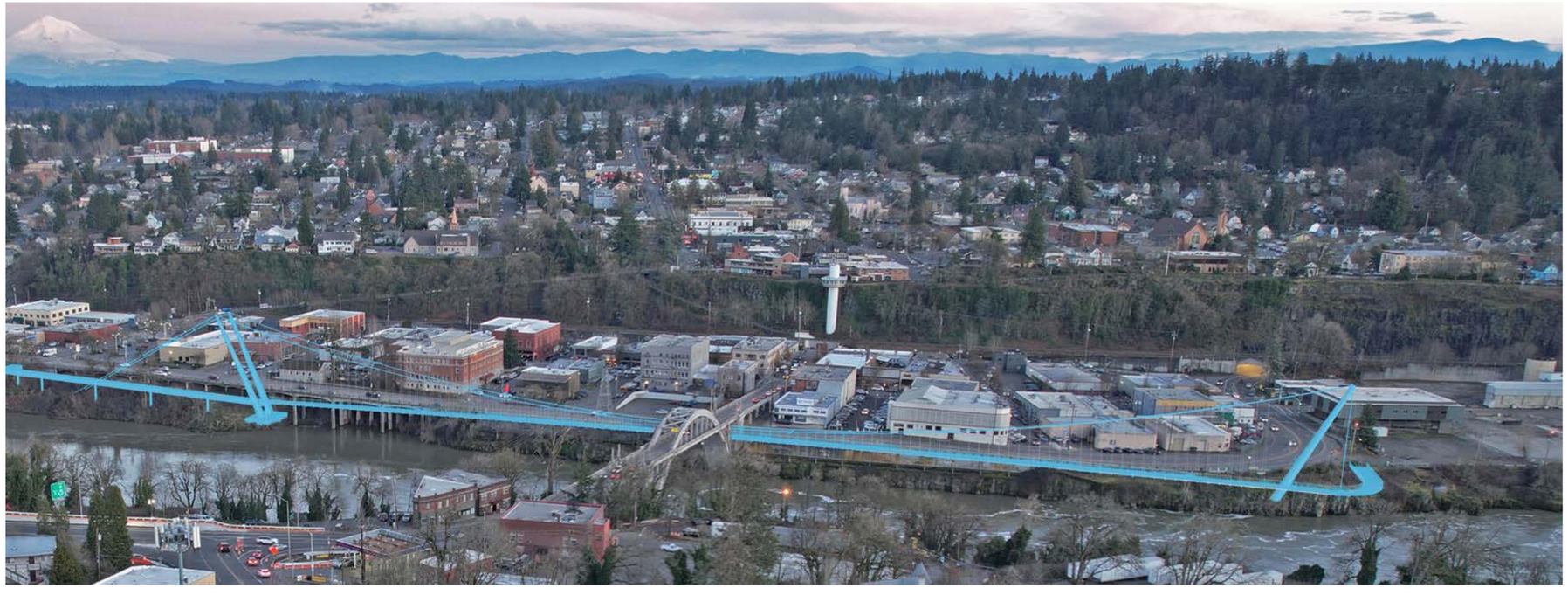
In addition, the project team evaluated a long-span cable-supported alternative, which provides a structure that requires only two foundation locations, leveraging the location of better ground conditions at either end of the alignment. The reduced number of foundations significantly reduced the risk, improved opportunities to avoid excavation issues, minimized in-water and permitting risks, and lowered chances of cultural or archaeological impacts.

Given the site constraints and challenges, the project team introduced two structural configurations (i.e., "partial external" and "full external") as feasible approaches to supporting the alignment. These refined two most promising alternatives are summarized below and conceptually illustrated in Figure 6 and Figure 7.

- **Alternative 1B1:** Partial External Alignment: Conventional beam elements on the northern portion and a long-span superstructure on the southern portion.
- **Alternative 1B2:** Full External Alignment: Long-span, cable-supported structure with two foundations.

Figure 6. Alternative 1B1: Partial External Alignment

Figure 7. Alternative 1B2: Full External Alignment



Refined Two Most Promising Alternatives

To identify a recommended alternative, the refined two most promising alternatives were further evaluated based on structural feasibility and constructability; geotechnical and archaeological constraints; and cultural and historical criteria. Alternative 1B1: Partial External Alignment raised several challenges, including:

- Creating the need for the maximum number of foundations, which could lead to construction and geotechnical challenges and risks.
- Needing to build foundations in variable topography, requiring wide-ranging specialty footings.
- Requiring temporary access bridge needs.
- Requiring traffic disruption to McLoughlin Boulevard during construction.
- Requiring hydraulic/in-water work.
- Raising potential conflicts with the existing structures and utilities.
- Exposing the Project to numerous subsurface conditions and unknowns.
- Increasing the potential for inadvertent archaeological discoveries.
- Competing visually with the Historic Arch Bridge with a two-arch design.
- Requiring two signature long spans.
- Requiring seismic weight and heights to be perched above foundations.
- Raising constructability concerns.

Due to these challenges, the partial external alignment was eliminated, and the Project Management Team selected **Alternative 1B2: Full External Alignment** as the recommended alternative. This long-span, cable-supported structure avoids deepwater footings and leverages more accessible footing space at either end of the most promising alignment, minimizing risk and increasing constructability of the Project.

Chapter 6: Recommended Shared-Use Path Alternative

A Fully External Alignment

Alternative 1B2: Full External Alignment (see Figure 8) is efficient and effective at connecting the extremities of the Project, staying clear of many challenges and constraints by providing the most direct alignment. This alternative threads through the eastside approach to the Historic Arch Bridge, supported by the most structurally and visually lightweight structure available. The following describes one potential layout and structure type that was used to evaluate the recommended alternative's feasibility. The type, size and location (TS&L) for the recommended alternative will be determined in a future phase of Project work.

As shown in an elevation view (Figure 9), this alignment could be supported by a long-span suspension bridge consisting of a cable-supported structure with its north foundation located north of 9th Street and the south foundation south of 6th Street. This structure, supporting the fully external alignment, could provide maximum clearance below the deck for utilities and river water levels, including the 100-year flood level. This structure would require cable support from above the deck superstructure, which is both a design feature and a benefit for river flood and debris clearance in addition to fewer ground-supported piers. The cable support also provides the ability for the structure to pass through the existing Historic Arch Bridge with minimal visual and construction-related impacts (see Figure 10)

Figure 9. The Long-Span Concept/Alternative, Elevation of Structure Type

The design of a long-span bridge would require a specialist engineer and contractor. Conceptually, support towers could be inclined, tapered steel sections encased in concrete. These would support the required geometry for the catenary mainlines, which support the deck along the alignment profile and provide the strength to resist structural loading on the towers into the foundations. This form has structural advantages in resisting the applied loads while also providing a symmetrical structural configuration in elevation along with improved alignment features (e.g., a viewing area).

A long-span, cable-supported suspension bridge's segments can be erected "in the dry," as shown in Figure 11 and 12. By utilizing a highline connected to the main towers, this type of structural solution may also reduce construction challenges. Avoiding in-water work eliminates impacts associated with the river, flooding, and other associated hydraulic considerations. Any required in-water work could be scheduled during low water levels or located out of ordinary high-water levels.

Figure 8. Alternative 1B2: Full External Alternative, Plan View

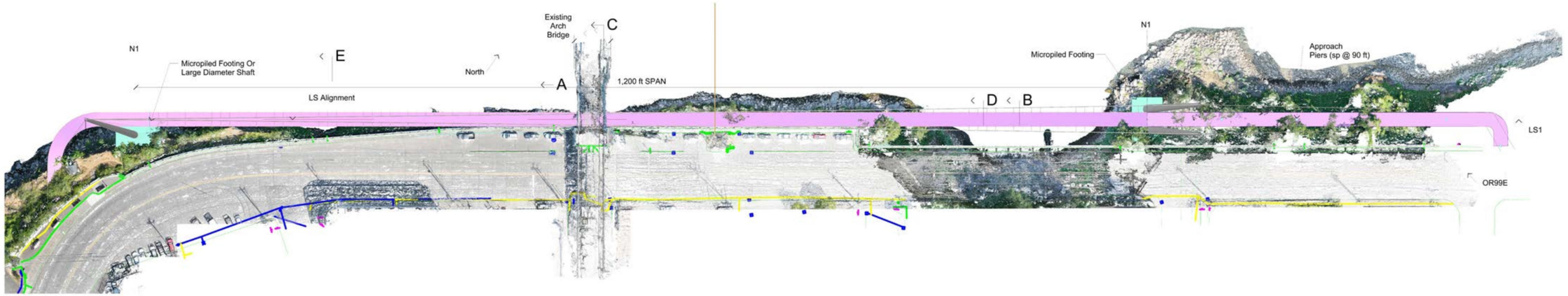


Figure 10. The Fully External Alignment Threading Through the Historic Arch Bridge

Figure 11. Highline Access Example, Columbia Skywalk

Figure 12. Columbia River Skywalk (Source: City of Trail, British Columbia, Canada)

Figure 13. Bulb-Out Viewing Area

Placemaking Opportunities

The full external alignment layout also provides opportunities for significant placemaking and views of both Willamette Falls and the Historic Arch Bridge from the south end. A bulb-out at this location, as shown in Figure 13, could be a landmark with appropriate design elements and enhance views.

Tower foundations to support the full external alignment could be developed with public and tribal input to include community features, such as lookouts. Foundations could also integrate platforms at the tower for fishing and improved waterfall viewing. Instead of minimizing their aesthetic impact, the towers can be designed to be prominent and visible from multiple locations beyond downtown Oregon City. Such designs may enhance tourism and increase economic development on the waterfront path, in tumwata village, and in downtown Oregon City.

Additional waterfront development of the existing seawall parking areas also is available with the recommended alternative. Parking can be transformed into open spaces with landscaping, benches, picnic tables, and bike parking. The parking area flanking the Historic Arch Bridge could also serve as a community space and programming opportunity for summer events or special occasions, such as art markets, concerts, and holiday celebrations. The park would allow people on the shared-use path and from McLoughlin Boulevard and Main Street to easily access and enjoy the space.

Design Elements for Continued Refinement

The recommended alternative will be refined in structural design and development during the TS&L phase. Continued design refinements are identified in Figure 14 and detailed below.

- **A - North approach** – Span configuration, materials selection, ground supports to provide alignment support over available ground and connection to the existing shared-use path.
- **B - North tower** – Geometric configuration that meets materials, structural, and aesthetic goals.
- **C - Underpass** – Span configuration, materials, and ground-support configuration to effectively bridge the gap from 8th Street to a viable tie-in location meeting geometric requirements and structural capabilities. In addition to evaluating geometry that meets acceptable horizontal alignments and vertical grades, design refinements include verifying clearance envelopes can be met, noting the availability for footings, and validating constructability below the viaduct and near major utilities.
- **D - Existing seawall** – Connectivity, materials, and methodology meeting geometric and structural requirements.
- **E - Existing Historic Arch Bridge** – Interaction/pass-through of the historic structure and the development of horizontal and vertical supports providing improved stability and support.
- **F - Deck section** – Development of materials and a system to meet geometrical and structural functionality that considers constructability, operations and maintenance aspects.
- **G - South tower** – Similar to the north tower with additional consideration for physical placement, configuration, and contextual integration of the footing and pylon at a key location.
- **H - South approach** – Configuration to improve waterfront views and pathway tie-ins while meeting structural and geometric requirements.
- **I - Contextual** – Development of the overall structure for local fit and form at the site while meeting programmatic objectives.

Figure 14. Full External Alignment Schematic Identifying Design Elements for Continued Refinement

Preliminary Cost Opinions

The recommended alternative would be supported by a structure designed to meet a minimum service life of 75 years and would incorporate materials durable enough for this anticipated service life. A service life longer than 75 years could be evaluated and addressed during the design phase and applied to an asset management plan, although there may be additional costs associated with materials capable of providing a longer service life.

Proposed materials would be selected for corrosion resistance to metals (i.e., aluminum, stainless steel, and zinc-coated elements) or to improve structural durability, such as reinforced, post-tensioned concrete decking and other materials, such as carbon fiber.

Planning-Level Maintenance

Maintenance would be influenced by how frequently the structure requires upkeep and the availability of stakeholder resources (e.g., City of Oregon City, ODOT) to provide maintenance. Annual costs for maintenance could range between $10,000 and $60,000, depending on the structure's age and upkeep levels.

An asset management program consisting of inspections to occasionally evaluate corrosion-resistant coatings on hangers, railings, mainlines, and deck elements would improve service life and ensure that deterioration does not affect safety. Inspection and maintenance of bearings and decking overlays would also be expected at regular intervals.

Planning-Level Cost Opinion

The project team prepared a range of planning-level cost estimates, shown in Table 1, which reflect the variability and influence of risk present at this early planning phase. The base construction cost opinion range is derived from material quantity and associated bid pricing based on a concept-level design configuration and similar project costs. The project team then applied adjustments for aspects ranging from supply chain availability to an assumed level of architectural input and additional allowances (i.e., contractor mobilization, traffic, and containment) to produce a concept-level construction cost estimate that ranges from $1,056 to $2,080 per square foot of deck area, or an estimated range of $25 million to $51 million.

The project team further developed these estimate ranges to also include assumed planning-level contingencies along with design engineering, construction, and project management. They included an allowance for a site-specific wind study to assess pedestrian comfort with a long-span structure to ensure that design refinements are aligned with the expectations of the long-span structure type. The cost range after these allowances were added was $41 million to $91 million.

Finally, escalation and design refinement cost allowances for a 2030 construction year were added, resulting in a cost range of $56 million to $123 million.

To mitigate the wide variability of these cost estimates, we strongly recommend that a Type, Size, and Location study (TS&L, 30% design level) be advanced to address the identified risk factors and reduce the range of potential project costs. The planning-level cost for a TS&L study is estimated to be $1.6 million.

Table 1. Alternative 1B2 Full External Alignment Planning-Level Cost Opinion

Base construction cost	Total estimate	$25–$51 million
	Per square foot	$1,056–$2,080
Base construction cost + planning-level contingencies	Total estimate	$41–$91 million
Total project cost, including escalation and design refinements	Total estimate	$56–$123 million

Key Considerations

The project team identified the following permitting, design, and constructability considerations associated with future development of the recommended shared-use path alternative.

Permitting and Design Considerations

Cultural and historical impacts: The configuration of bridge structure types may physically and aesthetically impact the historic Arch Bridge superstructure and associated foundations/footings. The project will likely have a Section 106 Adverse Effect on the Historic Arch Bridge, which is listed in the National Register of Historic Places.

- **Mitigation:** A Memorandum of Agreement will need to be completed to "resolve" the Adverse Effect with mitigation. The project will also need to address potential impacts to McLoughlin Boulevard, including the seawall and railing, parking areas, and other sensitive areas or structures. In later stages of design, context-sensitive design elements can be integrated into structural support configurations for the recommended alignment to minimize any cultural and historical impacts.

Archeological impacts: Archeological remains or artifacts may be encountered during site preparation or excavation efforts while constructing structure foundation/footing near the existing seawall and Arch Bridge. These remains, which need to be preserved and could impact any ground construction works at this site, have an undetermined value.

- **Mitigation:** Context-sensitive approaches that mitigate impacts to archeological artifacts, remains, and other undocumented subsurface unknowns are high priorities considered in the recommended alignment and help minimize design changes and delays that may result.

Design: Addressing key site challenges for the recommended alignment alternative would require a specialized, context-sensitive structural approach that conventional bridge solutions cannot fully meet. Whereas conventional approaches pose significant constructability risks at the site, a specialized bridge structure that supports the recommended alignment and addresses key site challenges can add technical challenges and construction risks.

- **Mitigation:** The design risks can be managed through appropriate design expertise and the application of long-span, cable-supported bridge construction expertise in conjunction with a site-specific wind and vibration study if this type of structure is selected through a subsequent TS&L process. A specialist engineer and contractor with sufficient expertise and construction know-how would be required for the structure type that is advanced further.

Foundations: A potential structural configuration to support the recommended alignment alternative proposes significantly fewer foundations, with two major foundations located at favorable locations of ground support availability to significantly minimize risks associated with subsurface unknowns. In addition to simplified locations for structural support foundations to mitigate subsurface conditions, the two major foundations can use footing designs that aim to mitigate subsurface unknowns and balance constructability risks.

- **Mitigation:** Geotechnical and hydraulic risks would be mitigated through expertise and recommendations for the site based on topography and subsurface investigations.

Materials: Structural support for the recommended alignment alternative selected through the TS&L process may require specialty materials for key structural elements such as towers, anchorages, cables, hangers, and deck sections.

- **Mitigation:** These support types require appropriate design and advanced planning to accommodate lead time and supply chain availability challenges.

Constructability Considerations

Historic Arch Bridge: The recommended alignment requires physical passage through the arch (between vertical columns, below the deck level). Verifying that the structure can pass through the available opening with adequate clearances under operational conditions would be required. Sequencing and methodologies to pass primary load-carrying support elements through the arch would need to be carefully designed and planned to accommodate the associated technical risks to both the existing and proposed structures.

- **Mitigation:** These aspects may be managed through design and construction expertise with specialty cable-supported bridge types.

Deck stability: The stability and operational performance of the deck under wind and user-created vibrations during construction and while in service will require mitigating measures.

- **Mitigation:** Stability can be managed through design, construction expertise, and a site-specific wind and vibration study conducted simultaneously with design development.

Traffic disruption: The construction and placement of a structure parallel to McLoughlin Boulevard would require roadway-based access directly influenced by the structure type and configuration.

- **Mitigation:** One structural configuration considered (and subject to verification in the TS&L phase) that would support the recommended alignment alternative provides an opportunity to minimize construction concerns and reduce traffic disruption to McLoughlin Boulevard by leveraging the benefits of a long-span cable-supported bridge approach. This bridge structure-type configuration leverages inherent efficiencies for the delivery and installation of prefabricated decking elements that are erected above the water ("in the dry") to avoid in-river works, temporary supports, or access trestles. Additionally, a fitting long-span structure-type solution (validated through the TS&L phase) could utilize a highline connected to the main towers that adds efficiencies and opportunities to reduce construction challenges associated with working in or near a river with variable water levels and streamflow velocities. For instance, the delivery of prefabricated deck segments to key starting point locations to be moved into final locations on a cable-supported superstructure without temporary supports or in-water work improves the construction process and minimizes traffic disruption on McLoughlin Boulevard. However, construction of the shared-use path may still require some closures of McLoughlin Boulevard at key locations for the delivery and access of construction materials. Key aspects of constructability will be influenced by the structure type and evaluated in the TS&L phase.

Hydraulic impacts: Significant constructability risk is associated with any construction-based activities located near the Willamette River with streamflow and significant water level variations.

- **Mitigation:** Minimizing in-water construction work mitigates hydraulic risks and can eliminate impacts directly associated with the river (i.e., flooding, scour, and permitting), which impact design, budget, and schedule. Construction of the primary foundations for the recommended alignment is intended to minimize in-water work and provides the opportunity to schedule the activities during low water levels. Further, full containment during construction should be provided to prevent materials falling into the river.

Utilities: Overhead catenary cables present geometric and coordination challenges that need to be addressed during design and planning to mitigate risks and determine setback distances.

- **Mitigation:** The inherent structural and geometric form of the proposed configuration provides improved physical setback and buffer distances from utilities to avoid conflicts with overhead utility catenaries and provide safe separations, in addition to supporting utility operation and maintenance activities.

Integration: The southeast landing of the shared-use path will require integration with the tumwata village and riverwalk, which has not yet been fully designed.

- **Mitigation:** Opportunities to integrate structural design aspects of the recommended alignment alternative with adjacent project efforts may identify structural efficiencies not evident in the current project footprint and boundary conditions (i.e., anchorages, towers, and observation and viewpoint locations/interactions).

Chapter 7: Streetscape Enhancements

There is an opportunity to enhance the streetscape along McLoughlin Boulevard to complement the recommended shared-use path alternative, calm vehicular speeds along McLoughlin Boulevard, and better integrate downtown Oregon City with the waterfront. Sidewalk, landscaping, and placemaking improvements can be incorporated to calm traffic and create a sense of place, consistent with the Traditional Downtown/CBD urban context. If the streetscape enhancements are implemented separate from the shared-use path, additional design and phasing considerations will be needed.

The **McLoughlin Boulevard Enhancement Plan**, completed in 2005, recommends streetscape improvements, including wider sidewalks, landscaped medians, and improved signalized intersections and pedestrian crossings between the Clackamas River Bridge and Railroad Avenue

The City has successfully completed the first two phases of the McLoughlin Boulevard Enhancement Plan, including a shared-use path on the river side of the roadway. The segment from 10th Street north to Dunes Drive, completed in 2009 (Phase 1), includes wide sidewalks with tree-lined buffers on the south side of the roadway, landscaped medians with trees where space is available, and additional pedestrian crossing opportunities and signalized intersections.

The McLoughlin Boulevard Enhancement Plan recommends continued treatments and similar streetscape elements for the study segment of McLoughlin Boulevard between 10th Street and Main Street, including:

- Narrowing travel lane widths consistent with the ODOT Highway Design Manual to calm traffic and increase opportunities for additional modal considerations.
- Installing a median from 8th to 10th Streets.
- Incorporating and increasing the presence of landscaping and vegetation where possible.
- Providing wide sidewalks along the east side of the roadway. The recommended sidewalk width is 10 feet or greater; the minimum sidewalk width is 8 feet.
- Adding bicycle wayfinding signage.
- Retaining and enhancing the existing pedestrian-activated traffic signal at 7th Street.

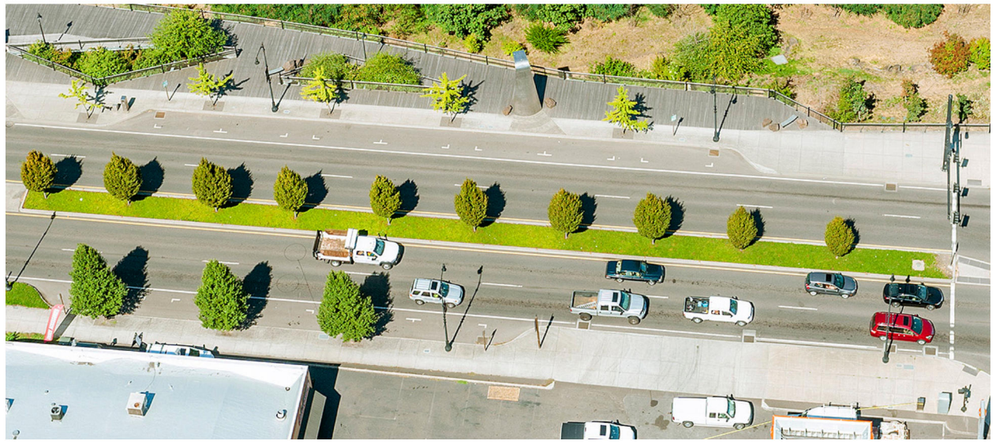
To achieve the corridor vision and desired streetscape enhancements, the project team recommended two primary streetscape enhancement opportunities for consideration:

1. Reconfigure the roadway to provide additional space for sidewalk and landscaping improvements while increasing consistency with ODOT Highway Design Manual recommendations for the travelway realm—the area between the curb lines reserved for automobile traffic—based on the Traditional Downtown/CBD urban context.
2. Provide open spaces in the areas currently used for on-street parking along the river, under the Historic Arch Bridge, and along the curve area of McLoughlin Boulevard.

Recommended Streetscape Enhancement Concept

The recommended streetscape enhancement concept for McLoughlin Boulevard between 10th Street and Main Street is shown in Figure 15 through Figure 20.

Per ODOT HDM guidance, the cross-sections generally include 11-foot travel lanes with a 2-foot shy from the guard rail (river side) and a 1-foot shy from curbs.[1] The provided sidewalk is 10 feet with a 4.5-foot buffer zone and 0.5-foot curb zone. Where space is limited on the viaduct, this width is reduced. Additional shy distance is also provided to meet pinch points per Oregon Revised Statue (ORS) 366.215.



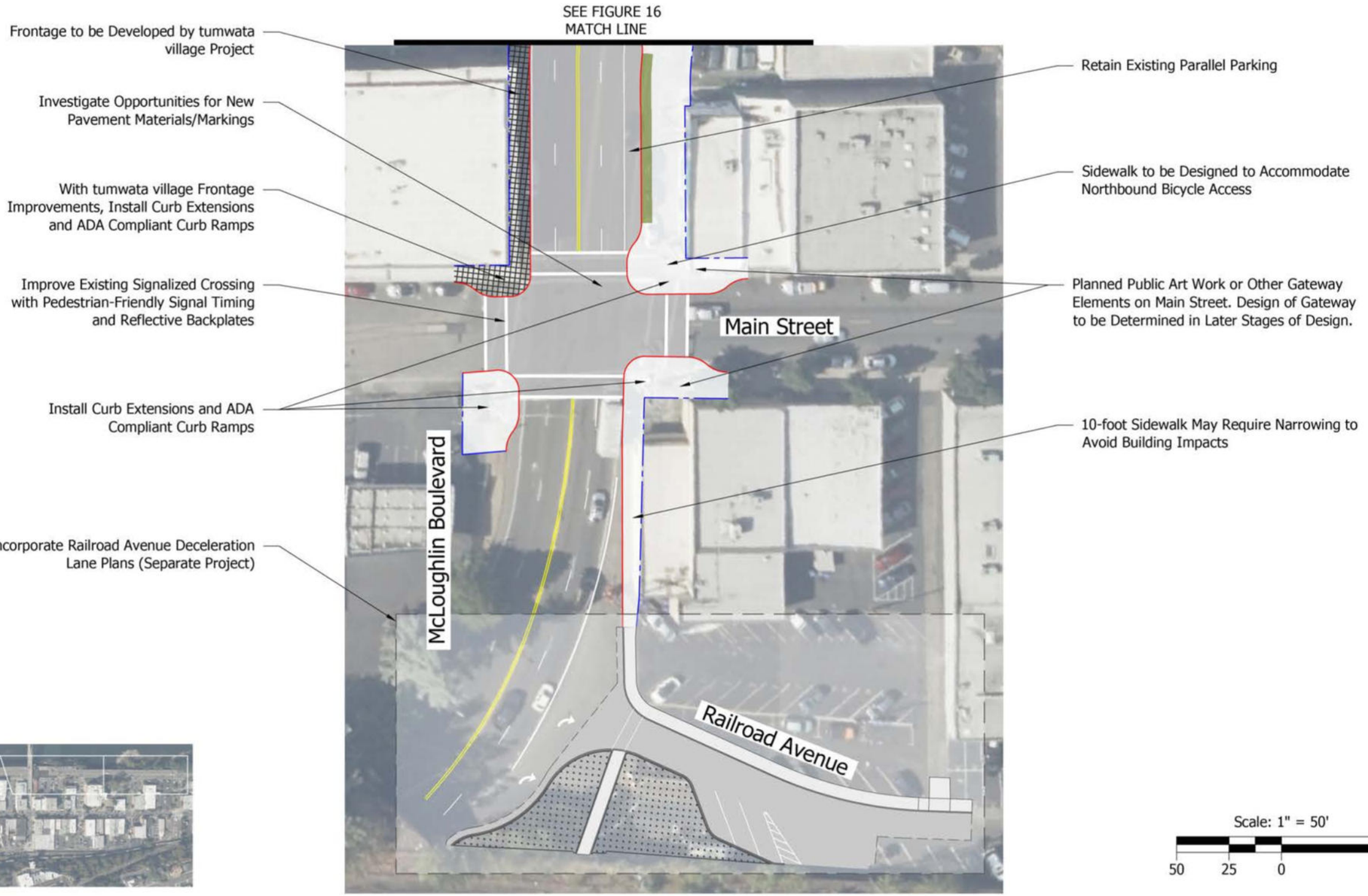
McLoughlin Boulevard Forestry and Habitat Considerations

The riverside of McLoughlin Boulevard is home to a riparian forest and ecosystem habitat. The consideration of forest and habitat impacts is vital and will be explored as part of future environmental assessments required under the National Environmental Policy Act (NEPA) federal law. The future design will integrate the shared-use path to the surrounding context while providing increased access to open space.

Kronberg PedBike Bridge Source: City of Milwaukie

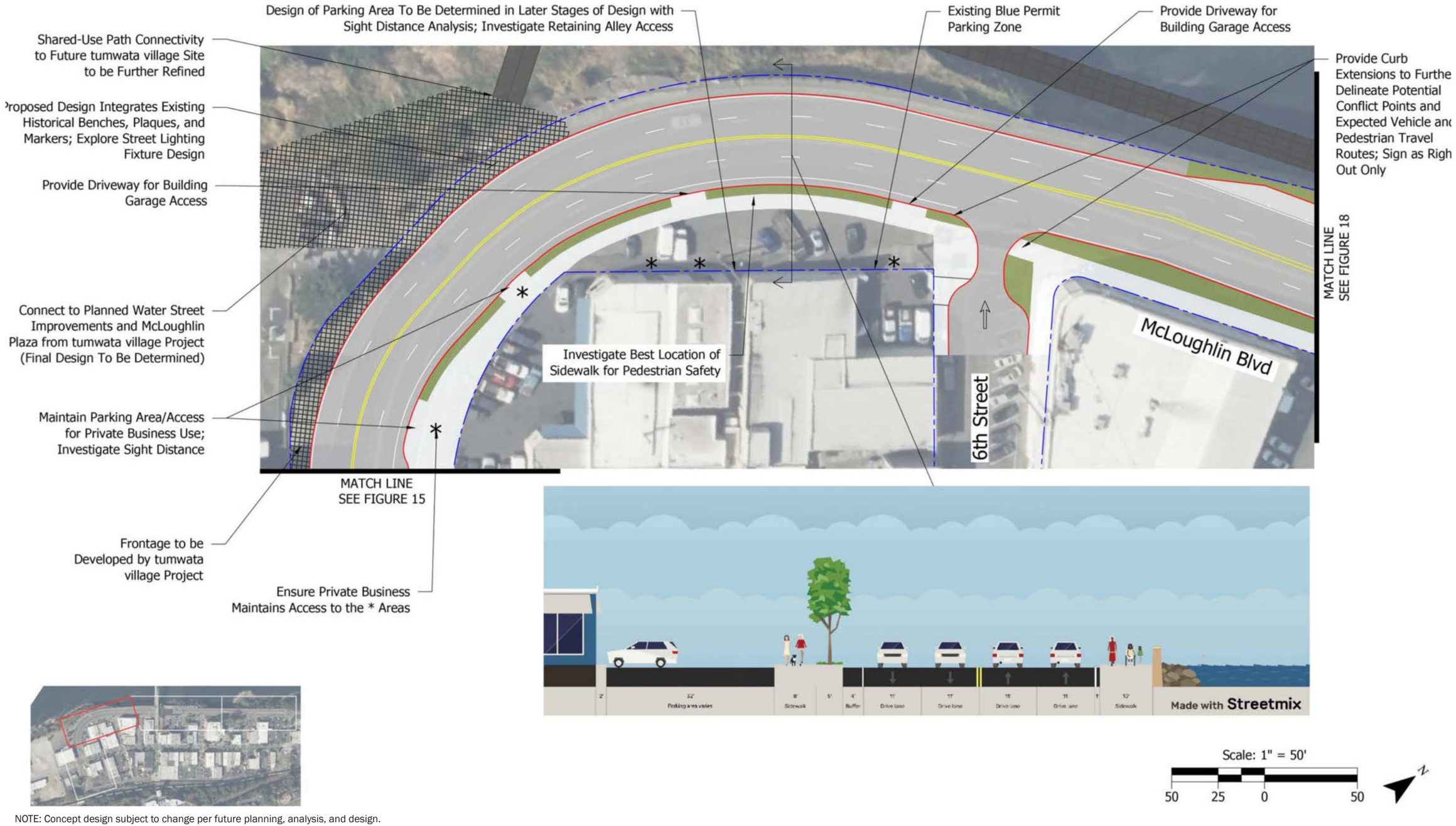
1. A hydro analysis will be conducted during the final design to confirm that 1 foot is an acceptable width.

Figure 15. Streetscape Improvements McLoughlin Blvd: Railroad Avenue to Main Street



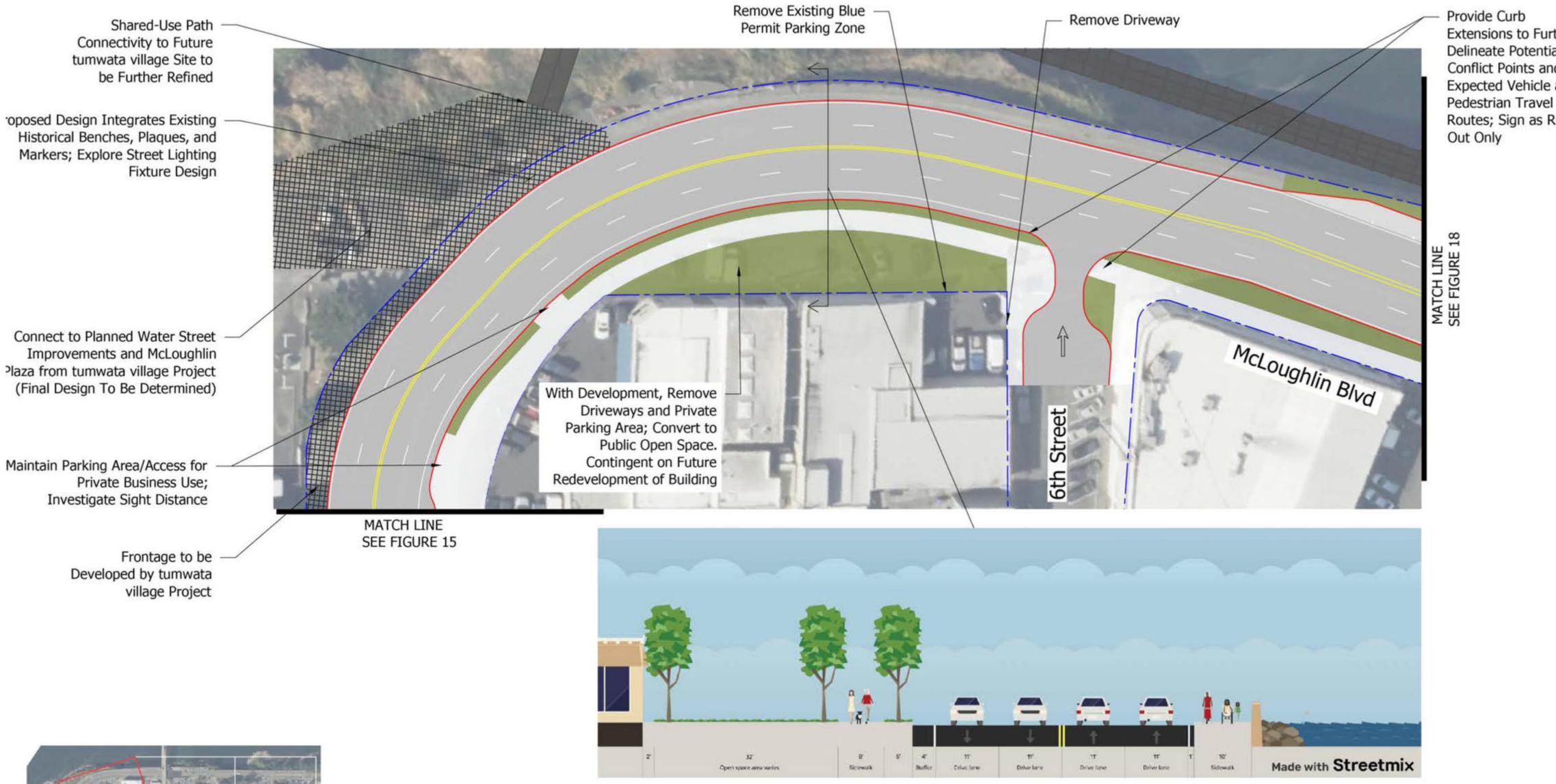
NOTE: Concept design subject to change per future planning, analysis, and design.

Figure 16. Streetscape Improvements (Option A)
McLoughlin Blvd: Main Street to Historic Arch Bridge



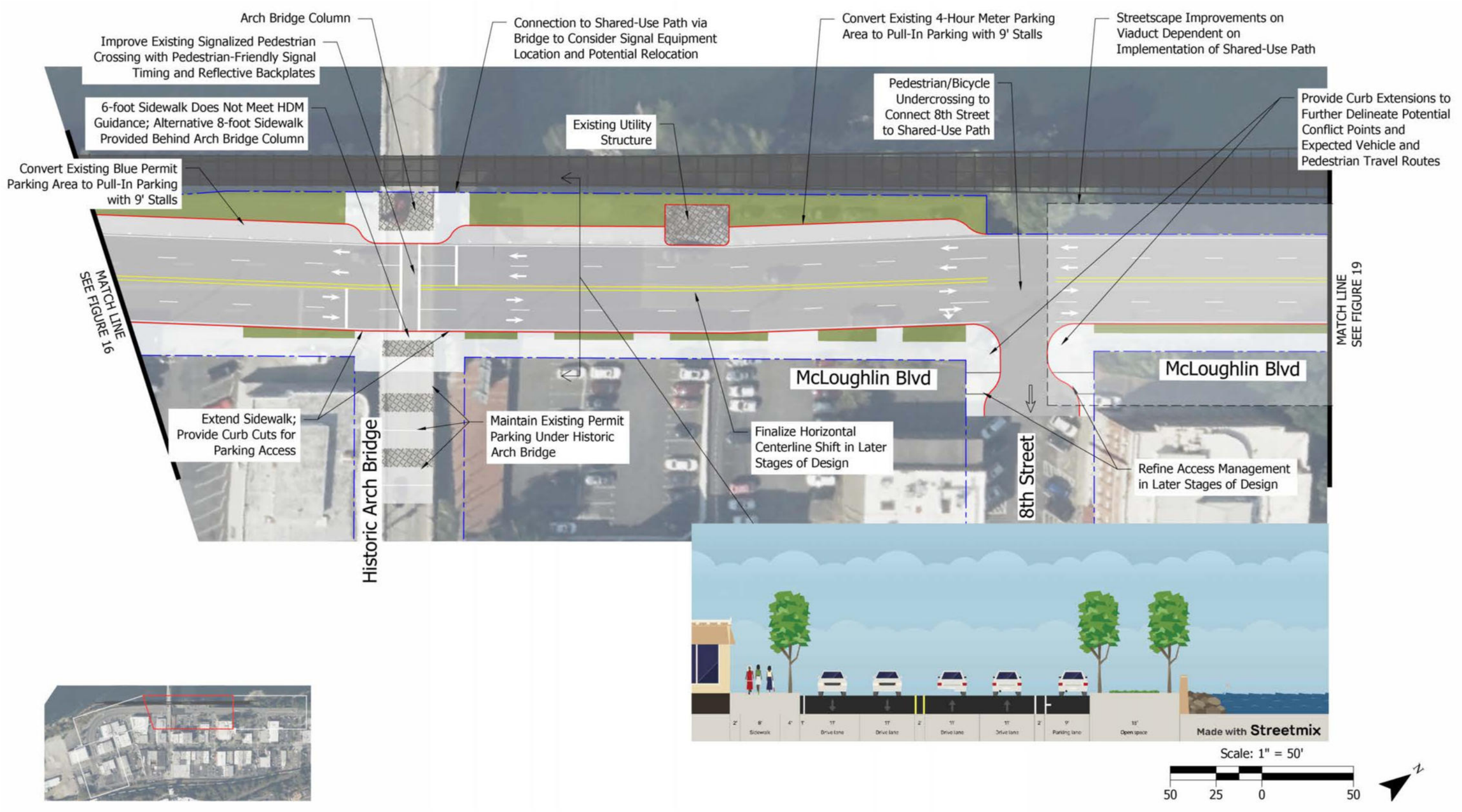
NOTE: Concept design subject to change per future planning, analysis, and design.

Figure 17. Streetscape Improvements (Option B)
McLoughlin Blvd: Main Street to Historic Arch Bridge



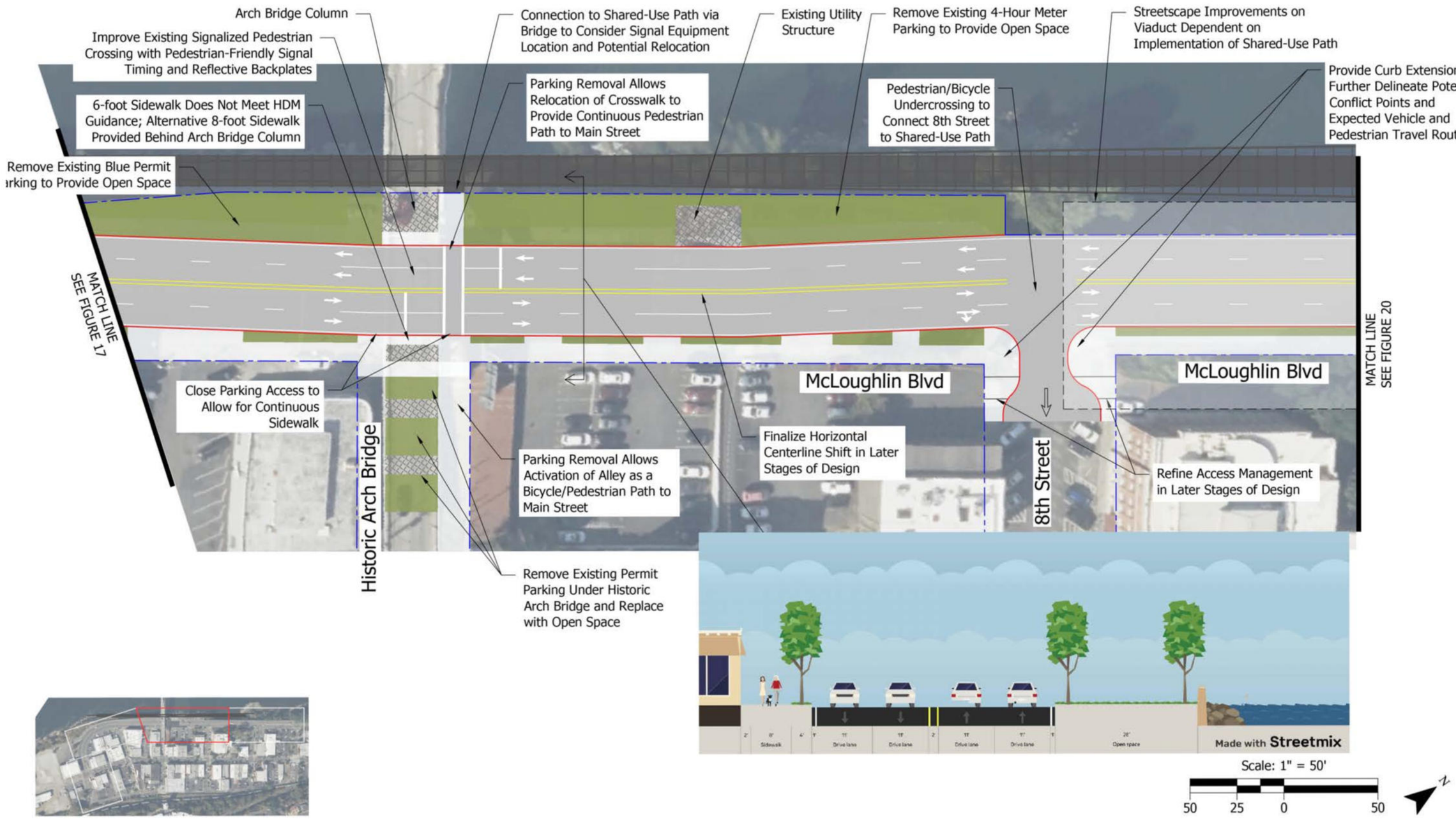
NOTE: Concept design subject to change per future planning, analysis, and design.

Figure 18. Streetscape Improvements (Option A)
McLoughlin Blvd: Historic Arch Bridge to 8th Street



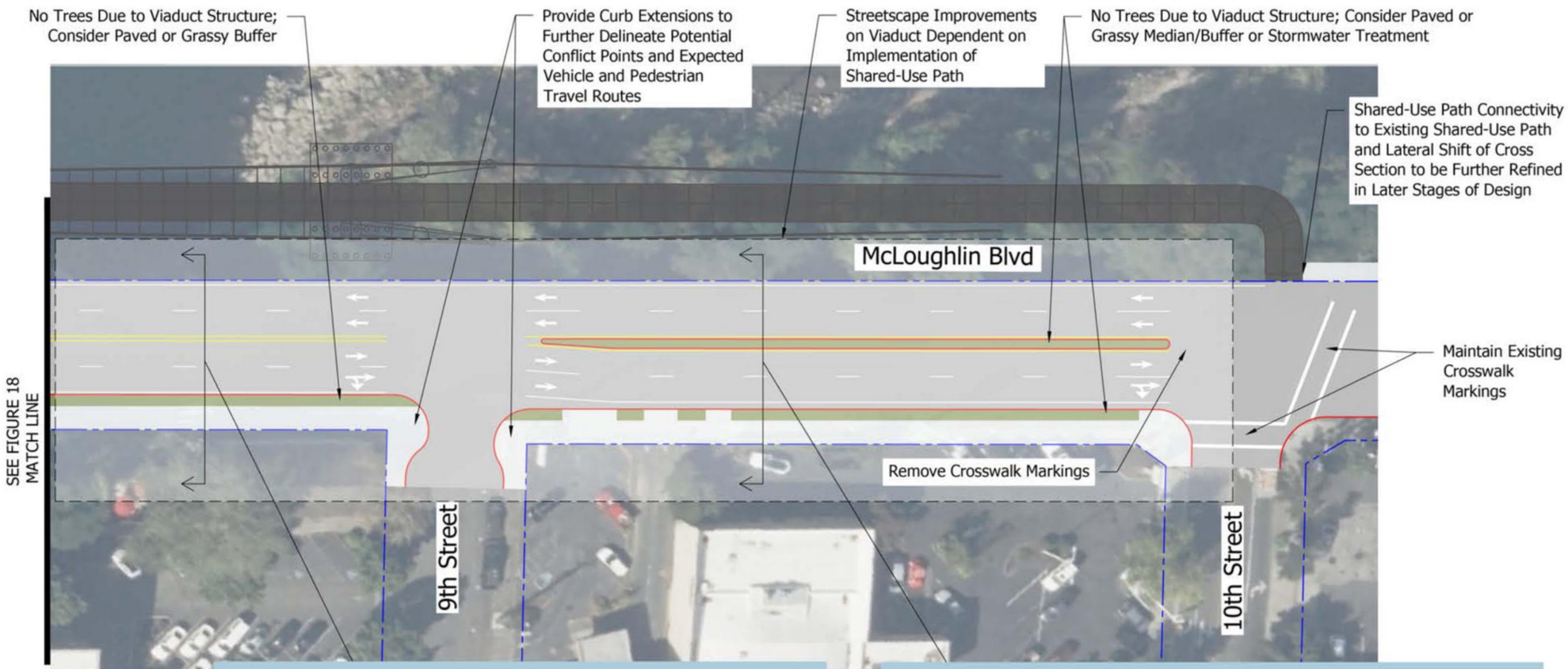
NOTE: Concept design subject to change per future planning, analysis, and design.

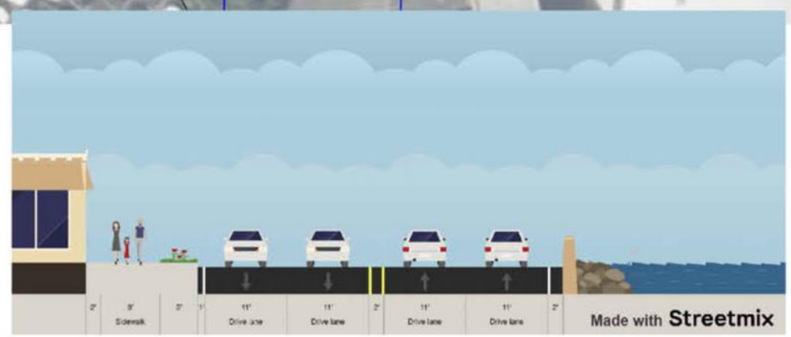
Figure 19. Streetscape Improvements (Option B)
McLoughlin Blvd: Historic Arch Bridge to 8th Street

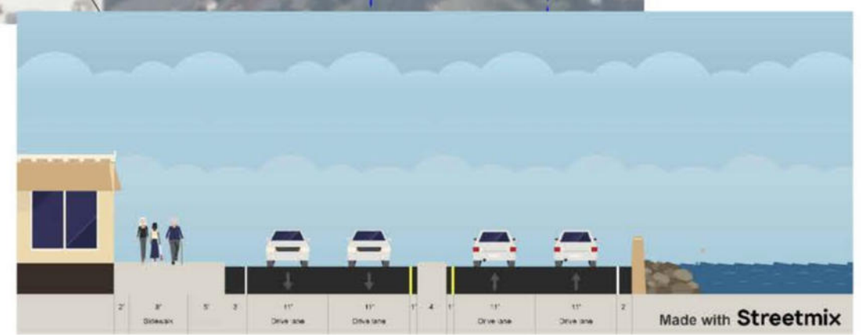


NOTE: Concept design subject to change per future planning, analysis, and design.

Figure 20. Streetscape Improvements
McLoughlin Blvd: 9th Street to 10th Street







Scale: 1" = 50'

50 25 0 50

NOTE: Concept design subject to change per future planning, analysis, and design.

Design Considerations

The following section describes design considerations that the project team has incorporated into the concept layout for McLoughlin Boulevard.

McLoughlin Boulevard "Elbow"

Currently, the area in the McLoughlin Boulevard "elbow"—the curve northeast of Main Street—is used by a private business for parking and access. The existing sidewalk runs in front of the building but has frequent curb cuts due to several garages from the private business. This configuration raises several safety challenges, especially if the sidewalk is widened per ODOT Highway Design Manual guidance to 8 feet with a 2-foot frontage zone and a 5-foot buffer zone. Drivers backing vehicles out of the driveways/garages may not have enough room or sight distance to maneuver and may back into the curve portion of McLoughlin Boulevard. Retaining all the accesses as-is maintains the many conflict points between people walking and vehicles entering and exiting the garages. The existing configuration is shown in Figure 21. The project team developed two alternatives to address safety concerns in this area, described below.

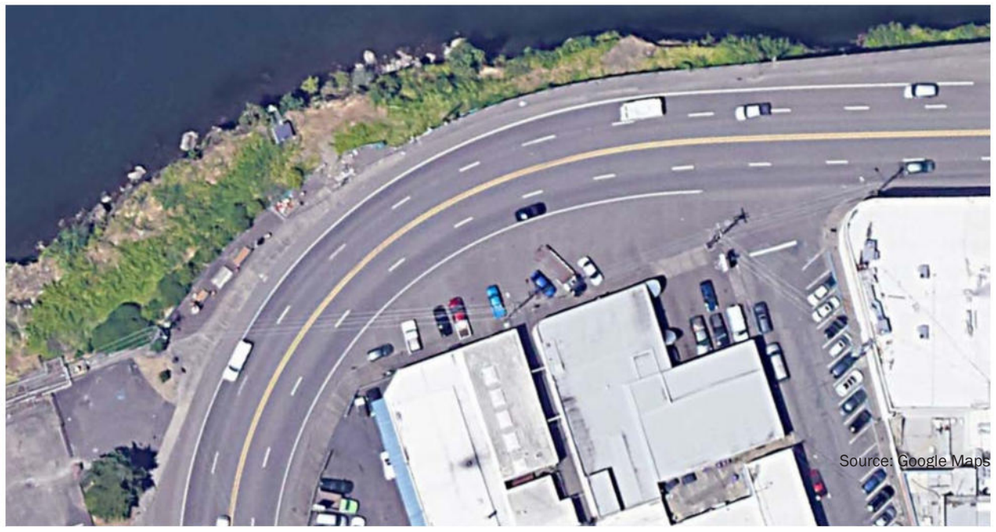
Option A: Retain Accesses

In the first option, an 8-foot sidewalk and 5-foot buffer would be provided along the fog line, continuous with the sidewalks on either side of this section. No frontage zone is provided, as the sidewalk will not be in front of a building. Two driveways are provided to allow access to the existing garages and alley. Additional analysis would be needed in later design stages to determine how to configure driveway accesses to allow for safe maneuvering in and out of the garages. All other accesses to the property (two on McLoughlin Boulevard and one on 6th Street) would remain as shown in Figure 16 (Option A).

Option B: Open Space

Alternatively, with future redevelopment of the existing building, the garage and alley accesses could be closed to provide an open space in the "elbow." This open space would include a continuous sidewalk and buffer, but would also have space for additional landscaping, seating, street furniture, or public artwork. This option would eliminate any vehicles making turns at this portion of the curve and vehicular conflicts with people walking. The additional two driveway accesses on McLoughlin Boulevard could remain, if desired, but the access on 6th Street should be closed. Note that this is a long-term option and requires redevelopment of the property as shown in Figure 17 (Option B).

Figure 21. Existing "Elbow" Configuration



Source: Google Maps

Design and Implementation Phasing

The implementations of the streetscape enhancements and shared-use path are unlikely to occur in tandem. As a result, elements of the streetscape enhancement project may need to wait for shared-use path implementation to occur, particularly the section of McLoughlin Boulevard along the viaduct between 8th and 10th Streets. Removing the riverside sidewalk on the viaduct without providing pedestrian access via the shared-use path is not a viable option. Streetscape enhancements between 8th and 10th Streets are dependent on the implementation of the shared-use path.

Open Space

There is a parking area on the river side of McLoughlin Boulevard between 6th and 8th Streets with about 20 spaces. Just south of this parking area, there are six additional parking spots under the Historic Arch Bridge, accessed by two alleys. These alleys create curb cuts on McLoughlin Boulevard, which reduce the space available for Americans with Disabilities Act (ADA)-compliant curb ramps and a continuous pedestrian route. The project team developed two alternative options to integrate the streetscape enhancements with the parking areas while ensuring the inclusion of ADA-compliant facilities.

Option A: Retain Parking

In the first option, the parking to the north can be retained, but converted to tuck-in parking to provide more room for open space. The McLoughlin Boulevard crossing would remain as-is at the center of 7th Street, and a connection to the shared-use path would be provided just east of the Historic Arch Bridge column. For the south parking area, alley accesses are recommended to be reconfigured into driveways to provide a more continuous sidewalk. However, due to the need for a curb ramp for the 7th Street crossing, the additional driveways will lead to a "roller coaster" effect, in which sidewalk grading travels downward for curb ramps and driveways. The tuck-in parking includes 9' wide stalls and a 2' shy distance. A sidewalk would be provided under the Historic Arch Bridge, similar to the existing conditions as shown in Figure 18 (Option A).

Option B: Open Space

There is also an opportunity to create an open space in the northern existing parking area with additional landscaping and placemaking opportunities to provide a strong pedestrian and bicycle connection from the shared-use path to Main Street as shown in Figure 19 (Option B). This open space could connect to the recommended shared-use path with a short transition zone just east of the Historic Arch Bridge. The open space could provide a walking path, viewpoints of the shared-use path and river, and opportunities for seating and other street furniture.

In addition, closing the parking spaces underneath the Historic Arch Bridge would allow the two driveway access points to close, providing a continuous sidewalk for people walking along on the south side of McLoughlin Boulevard with no conflicts with vehicles. This arrangement also allows the 7th Street crosswalk to be shifted to the east, providing continuous bicycle and pedestrian travel on the shared-use path, through the open space, across McLoughlin Boulevard, and down the eastern alley to Main Street. This would provide a much-needed active transportation connection between the shared-use path and downtown. Further, the alley could be activated with landscaping, art, lighting, and/or street furniture.

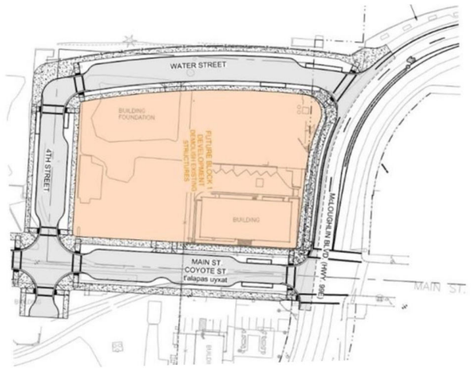
Including these described open spaces would require the removal of approximately 26 on-street parking spaces and necessitates further analysis. Note that the open space adjacent to the shared-use path would be designed around the Historic Arch Bridge column and the existing utility structure, which are both placed within the existing parking area. Furthermore, the sidewalk under the Historic Arch Bridge is retained.

tumwata village

The western frontage of McLoughlin Boulevard north of Main Street will be developed by the tumwata village project. This process is ongoing, and the McLoughlin Boulevard Shared-Use Path project team is coordinating with the tumwata village project team.

The tumwata village team is also developing a project for an improved Water Street connection to McLoughlin Boulevard. While the design is still in progress, any future changes to Water Street should be incorporated with the proposed improvements to McLoughlin Boulevard. Figure 22 provides a schematic of the preliminary proposed improvements.

Figure 22. Water Street Improvements (Preliminary)



McLoughlin Boulevard Crossings

There are three existing signalized crossings along McLoughlin Boulevard in the study area:

- McLoughlin Boulevard/10th Street – Signal
- McLoughlin Boulevard/7th Street – Pedestrian signal
- McLoughlin Boulevard/Main Street – Signal

These signals will be retained. For all signalized crossings, reflective backplates should be considered where not provided, as well as adequate pedestrian-friendly signal timing strategies (such as leading pedestrian intervals).

At 10th Street, the eastern crosswalk should be aligned to the previous shared-use path, while the western crosswalk should be removed as there is no proposed riverside sidewalk on this portion of the roadway.

For Option A at 7th Street, the crosswalk will tie into the proposed open space to the north and the improved sidewalk to the south. No changes are proposed to the crossing, except for ensuring ADA-compliant sidewalks and curb ramps. Note that the 2005 McLoughlin Boulevard Enhancements Plan recommended a raised, textured concrete crosswalk with a special scoring pattern to match the sidewalks at this location.

For Option B at 7th Street, the project team recommends moving the crosswalk to the east to align with the proposed shared-use path connection just east of the Historic Arch Bridge. A continuous sidewalk on the south side will allow for ADA-compliant curb ramps and a pedestrian and bicycle path down the alley. This adjustment should consider signal equipment location and potential relocation in later design stages.

Finally, at Main Street, crosswalks will tie into improved sidewalks on the east side of McLoughlin Boulevard and to the tumwata village frontage. All curb ramps should be updated to be ADA-compliant, and curb extensions should be provided where there is room (i.e., in parking lanes). In addition, the design should incorporate future planned public artwork or other gateway elements on Main Street. The design of this gateway will be determined in later design stages.

Opportunity for New Crossing

The public, City, and other interested parties have expressed a strong desire for a grade-separated pedestrian and bicycle crossing of McLoughlin Boulevard within the study area. This connection would increase connectivity from downtown Oregon City to the riverfront and could provide access to a future Frog Ferry dock and other recreational amenities on the river.

The project team explored a variety of concepts, including an undercrossing in the vicinity of the existing 8th Street stairwell under the McLoughlin viaduct and an overcrossing utilizing the existing alleys adjacent to the Historic Arch Bridge.

Overcrossing Concept

The bridge deck of the Historic Arch Bridge is approximately 20–24 feet above McLoughlin Boulevard. In order to construct an overcrossing that rises up and crosses over McLoughlin Boulevard while staying under the 5% grade limit for ADA compliance, a ramp structure exceeding 400 feet in length is required. As a result, the overcrossing concept was dismissed based on physical constraints immediately adjacent to the Historic Arch Bridge and the likelihood of a Section 106 impact.

Undercrossing Concept

The project team also explored an undercrossing concept that utilizes the existing 8th Street stairwell under the McLoughlin viaduct. The 8th Street undercrossing concept is not precluded by the recommended alternative (Alternative 1B2: Full External Alignment) nor the streetscape improvements along McLoughlin Boulevard. The 8th Street undercrossing requires further refinement to determine cost and feasibility. Figure 23 illustrates a conceptual rendering of the 8th Street undercrossing.

Curb Extensions

Curb extensions shorten pedestrian crossing distances, reduce vehicular turning radii, and provide more space for landscaping or other placemaking elements. The project team recommends curb extensions at 6th Street, 8th Street, 9th Street, and Main Street. Note that only McLoughlin Boulevard is a truck route in the study area.

Figure 23. Conceptual Rendering of 8th Street Undercrossing

Chapter 8: Implementation

Implementation procedures for the shared-use path and McLoughlin Boulevard streetscape enhancements will vary. The shared-use path and McLoughlin Boulevard enhancements will likely not be implemented together, requiring additional design and phasing considerations as the projects move forward. The City of Oregon City is primarily responsible for the shared-use path and the McLoughlin Boulevard streetscape enhancements. ODOT is the permitting agency for these improvements and will collaborate on the project efforts as they move forward along with other partners, as shown in Table 2.

Table 2. Responsible Agencies for the Shared-Use Path and McLoughlin Boulevard Streetscape Enhancements

	City of Oregon City	ODOT
Shared-use path	• Design, construction, and maintenance of path • Complete environmental review in conjunction with the Federal Highway Administration	• Coordination on environmental review • Permitting agency responsibilities on design and construction • Coordination on viaduct maintenance
McLoughlin Boulevard enhancements	• Design, construction, and maintenance of most elements • Maintenance of new trees and medians • Maintenance of new open spaces	

In addition, the shared-use path, as a standalone, bridge-like structure, will require a more extensive environmental review and design phase. By adopting this conceptual plan, the Commission is providing direction to continue the conversation.

Riparian Shoreline and Habitat Considerations

This section of the Willamette River is characterized by a rocky shoreline with patches of riparian vegetation. It features mature trees such as bigleaf maple as well as various shrub varieties along the shoreline, providing habitat for supporting species. It is important to prioritize the preservation of trees over mitigation as the design is developed around the location of bridge foundations and structures. Make use of the bridge's habitat features to support nesting bats, birds, and other animals. The final design should also consider supporting existing and planned angler access when possible.

Shared-Use Path Implementation Plan

The implementation process for the shared-use path is as follows:

1. **TSP adoption:** Adopt the recommended shared-use path into the Oregon City TSP.
   - **a.** Through this action, the community would:
     - **i.** Reconfirm the need for a shared-use path connection on McLoughlin Boulevard between 10th Street and tumwata village.
     - **ii.** Recognize the complex and integrated benefits, burdens, and unknowns at this time.
     - **iii.** Define the alignment design.
     - **i.** Demonstrate the public support necessary to seek and secure funding to conduct the design and construct the new shared-use path connection.
2. **Partner agency coordination and interim actions:** Prior to identifying funding, the partner agencies led by Oregon City would:
   - **a.** Identify any specific upfront agency commitments.
   - **b.** Emphasize ongoing coordination with associated government entities.
   - **c.** Confirm ultimate shared-use path ownership, capital funding responsibilities, and maintenance responsibilities.
3. **Funding:** Seek funding for the environmental review and permitting process, design, and construction phases of the Project.
   - **a.** For some competitive grants, a project team may choose to advance a TS&L or higher design development to improve opportunities to secure construction funding. In these cases, the construction funding could be secured after the TS&L, described in Step 5.
4. **Environmental review:** The federal nexus resulting from either funding or permits from a federal agency will require a National Environmental Policy Act (NEPA) review to be complete. Partner agencies could initiate coordination with the lead federal action agency to complete NEPA-level scoping and technical resource impact evaluations as the project moves forward. Final NEPA clearance, in addition to Environmental Site Assessments consultation, related permits, and Section 4(f) analysis (if FHWA is the federal nexus) can be completed at the conclusion of the impact evaluation.
5. **Design:** Improved development for the definition of the type and configuration of a proposed structure supporting the recommended alignment alternative is necessary to confirm and validate conceptual designs, provide content and clarity for grant applications, and improve programmatic construction cost estimates.

The project will need to address Section 4(f) impacts on historic resources and publicly owned parks, recreation areas, or wildlife and waterfowl refuges if federal transportation dollars are part of the project's funding. Specifically, documentation would be centered primarily on the Oregon City Arch Bridge. The analysis would address whether the setting impacts of the shared-use path structure would adversely affect the activities, features, or attributes of the Oregon City Arch Bridge. Namely, the analysis would determine whether views of the Historic Arch Bridge or views of the Willamette Falls would be significantly obstructed by the structure. Due to the required effort, if this project was awarded federal funding, at least a year would need to be added to the project development timeline.

a. Project development phase (design acceptance phase, or DAP) including bridge TS&L phase deliverables:

i. Provides information required by FHWA for review and approvals and improves grant funding competitiveness.

ii. Provides preliminary hydraulic, geotechnical, and environmental recommendations.

iii. Documents the structure type alternatives studied and advanced.

iv. Rationalizes the geometry and identifies the primary structure type and configuration.

v. Improves construction costing estimates and addresses risks identified in earlier planning phases.

b. Project final plans, specifications, and estimate (PS&E) phase deliverables:

i. Provides construction documents and aligns the Project for construction implementation.

ii. Provides final hydraulic, geotechnical, and environmental recommendations.

c. PS&E to award (construction):

i. Bid documentation is provided to qualified contractors to bid for the Project and construct the design.

6. **Construction:** Using PS&E materials, advertise the construction contract for competitive bids. Once the contracting mechanism is determined (e.g., traditional design-bid-build or an alternative delivery method), the Project will be advertised for construction bidding and constructed. If an alternative delivery method is selected, Steps 5 and 6 may be combined.

Shared-Use Path Implementation Plan Environmental Review and Design

Completing an environmental review and design of the shared-use path will require the advancement of conceptual-level designs assumed in the feasibility and preliminary conceptual design phase to validate the designs and help narrow down practical solutions that achieve Project goals. A wide range of expertise will be necessary to develop the conceptual configuration and validate initial assumptions. The following list summarizes the expertise considered key to advancing the conceptual structural aspects:

- **Structural engineering design**— Development of assumed concepts identified in Phase 1A and reflect the results, findings, and recommendations from other expertise as documentation and data provides.
- **Geotechnical engineering**— Advancement of concept-level approaches and assumptions considered for the foundations/footings.
- **Hydraulic engineering**— Determination of river-based implications on the design, planning, and construction of the proposed structural configuration. This also includes the design of a stormwater conveyance and treatment system.
- **Wind and vibration engineering**— Identification of site-specific and structure-specific mitigation measures following an initial desktop study in the early stages of design development, leading to more refined and detailed efforts as design is progressed.
- **Durability/life cycle engineering**— Site-specific considerations for appropriate corrosion prevention and service life expectations to be met while considering operation and maintenance aspects of the proposed structure.
- **Specialty construction cost estimating**— Structure-specific costing that considers historical and anticipated costs associated with a specialty structure type that can support the recommended alignment in the planning phase and is subsequently verified in the TS&L phase (i.e., a long-span cable-supported bridge).
- **Specialty construction and risk management**— Structure-specific construction expertise to identify, assess, and proposed mitigation for technical risks.
- **Community/cultural/aesthetic**— Development and degree of integration of community goals for the structure in meeting the local site-specific context aesthetics and appeal.

McLoughlin Boulevard Streetscape Enhancements Implementation Plan

The implementation process for the McLoughlin Boulevard streetscape enhancements is as follows:

1. **TSP adoption:** Adopt the recommended enhancements (Main Street to 10th Street) into the Oregon City TSP. Through this action, the community would:

   a. Identify the need for cross-section changes along McLoughlin Boulevard for further development.

   a. Demonstrate the public support necessary to seek and secure funding to design and construct the recommended improvements on McLoughlin Boulevard.

2. **Partner agency coordination and interim actions:** Prior to identifying funding, the partner agencies led by Oregon City would:

   a. Identify any specific upfront agency commitments.

   b. Emphasize ongoing coordination with associated government entities.

3. **Funding:** Seek funding for the design and construction phases of the Project.

   a. Explore opportunities for federal, state, and regional grant funding opportunities.

4. **Design:** Following Steps 1–3, prepare plans, specifications, and cost estimates.

5. **Construction:** Using the plans, specifications, and estimates, advertise the construction contract for competitive bids. Once the contracting mechanism is determined (e.g., traditional design-bid-build or an alternative delivery method), the Project will be advertised for construction bidding and constructed. If an alternative delivery method is selected, Steps 4 and 5 may be combined.

Supporting Documents

The following memoranda have more information on all the subjects discussed in this report.

Technical Memorandum #1: Corridor Vision	This memorandum presents the Corridor Vision Statement, crafted based on a review of City of Oregon City plans and policy documents.
Purpose & Need Statement	This memorandum describes the Purpose and Need for the Project, serving as the basis for developing methods and criteria for narrowing the range of alternatives.
Technical Memorandum #2: Evaluation Criteria and Performance Measures	This memorandum articulates the evaluation criteria and performance measures developed to fulfill the Corridor Vision Statement and the Purpose and Need Statement for the Project.
Technical Memorandum #3: Plans and Policies Review	This memorandum summarizes the existing plans, regulations and policies that are relevant to the McLoughlin Boulevard Enhancements - 10th Street to tumwata village Project (Project). The summary describes the relevance of each document to the Project, identifying potential issues and considerations that will guide the development and evaluation of the alternative concepts.
Technical Memorandum #4: Alternative Development and Analysis	This memorandum serves as an overview of the preliminary six alternative concepts developed for the Project.
Technical Memorandum #5: Alternative Safety and Active Transportation Analysis	This memorandum provides technical analyses and summarizes key considerations for integrating the design alternatives developed in Technical Memorandum #4 into adjacent active transportation networks.
Technical Memorandum #6: Most Promising Alternatives	This memorandum assesses and identifies three alternatives to further develop through conceptual design and screening.
Technical Memorandum #7: Preferred Shared-Use Path Alternative	This memorandum presents the recommended shared-use path alternative, its alignment, and the streetscape improvements along McLoughlin Boulevard between 10th Street and tumwata village.
Technical Memorandum #8: Implementation Plan	This memorandum presents the implementation plan for the recommended alternative. It identifies potential roles for different agencies and stakeholders; outlines appropriate next steps; and details City and agency responsibilities.
Planning-Level Cost Opinion	This report documents the planning-level cost opinion, including key assumptions and considerations.
Public Involvement Report	This report outlines the public outreach activities conducted as part of the Project.


OREGON
CITY

McLoughlin Blvd Enhancement Phase 3 Corridor Plan

(10th Street to Railroad Tunnel)

Transportation System Plan (TSP) Amendments

Amend the following projects in the TSP:

Project #	Project Description	Project Extent	Project Elements	Priority	Cost Estimate
S3	OR 99E Shared-Use Path	10th Street to Railroad Avenue	Add a shared-use path on the west side of the street	Long Term Phase 2	~~Included with D74~~$90,120,000
D74	McLoughlin Boulevard Improvements – Phase 3	10th Street to Main Street	Widen OR 99E to a five-lane cross-section that includes two travel lanes in each direction and a center two-way left-turn lane and/or a median to improve access management. The project will also improve pedestrian and bicycle facilities.	Long Term Phase 2	$8,743,000~~1 4,300,000~~

OREGON CITY

Community Development – Planning

695 Warner Parrott Road | Oregon City OR 97045
Ph (503) 722-3789

LEGISLATIVE STAFF REPORT AND RECOMMENDATION

A preliminary analysis of the applicable approval criteria for a legislative proposal is enclosed within the following report.
October 21, 2024

HEARING DATE: October 28,2024 **-** Planning Commission

FILE NUMBER: GLUA 24-000023**:** LEG-24-00002

APPLICATION TYPE: Legislative (OCMC 17.50.170)

APPLICANT: City of Oregon City, c/o Public Works Department,
PO Box 3040, Oregon City, OR 97045
Dayna Webb Public Works Director

REQUEST: Legislative. *McLoughlin Blvd Enhancements (Phase 3):* The Public Works Department proposes an update to the Transportation System Plan, an Ancillary Document to the Oregon City Transportation System Plan, and the OC2040 Comprehensive Plan.

LOCATION(S): City Wide/ Two Rivers

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land-use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use must begin with a public hearing before the planning commission.
B. Planning Commission Review.
1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.
2. The community development director's Report. Once the planning commission hearing has been scheduled and noticed in accordance with Section 17.50.090(C) and any other applicable laws, the community development director shall prepare and make available a report on the legislative proposal at least seven days prior to the hearing.
3. Planning Commission Recommendation. At the conclusion of the hearing, the planning commission shall adopt a recommendation on the proposal to the city commission. The planning commission shall make a report and recommendation to the city commission on all legislative proposals. If the planning commission recommends adoption of some form of the proposal, the planning commission shall prepare and forward to the city commission a report and recommendation to that effect.

C. City Commission Review.
1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land-use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.
2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION, PLEASE CONTACT THE PLANNING DIVISION OFFICE AT (503) 722-3789.

EXECUTIVE SUMMARY

The City of Oregon and its Commission have spent the past year exploring the best options to improve pedestrian and bike access along McLoughlin Blvd/99E. This long-term project involved a conceptual-level feasibility and alternative analysis to determine the best approach for the final Phase 3 stretch of the McLoughlin Blvd Enhancement Plan, which was initially adopted in 2005. Phases 1 and 2 were previously approved and constructed.

A 1940s viaduct and an s-curve have constrained this area, creating a significant gap for non-vehicle travel along the Willamette River shoreline. Only one option emerged as both constructible and potentially permittable: a long-span structure parallel to the viaduct.

- If the community agrees that a parallel structure (long span) should be added to the Transportation System Plan as the preferred approach, the Planning Commission should recommend adoption to the City Commission.

- If the community does not desire to add this concept to the Transportation System Plan, the Planning Commission should recommend that a parallel structure (long span) not be added, recommend a plan to direct pedestrians and bicycles to Main Street, and only adopt the portion of the streetscape plan that are independent of the viaduct structure.

Submittal of additional grants to refine the conceptual long span design and to potentially build portions of the non-viaduct streetscape will move forward, contingent on its adoption into the Transportation System Plan.

I. BACKGROUND:

The City of Oregon City and the Oregon Department of Transportation (ODOT) are partnering to evaluate options for a shared-use pedestrian and bicycle path and streetscape enhancements on both sides of McLoughlin Boulevard between 10th Street and tumwata village. This project is the last and most complex phase of Oregon City's McLoughlin Boulevard Enhancement Plan, which has been in progress for the past 20 years.

Project Benefits and Needs

Reconnect Downtown Oregon City with the Willamette River

- The project aims to provide safe access to people who walk, access transit, bike and roll on McLoughlin Boulevard. Currently, it lacks dedicated on-street bike lanes, proper and sufficient sidewalks and railings, and a barrier to fast-moving traffic.
- Improved infrastructure for pedestrians, cyclists, and public transit users will close a substandard and unsightly transportation gap.
- Support Oregon City's tourism, economic, and community development goals by improving walking and biking facilities to better integrate and re-orientate downtown's relationship with the Willamette River.

The project is located on OR 99E, also known as McLoughlin Boulevard, an Oregon Department of Transportation facility. The corridor is designated as a Regional Bikeway and Pedestrian Parkway, with frequent transit service running parallel to the corridor. However, the final phase of the McLoughlin Boulevard Enhancement Plan has proven to be the most challenging, as it is intertwined with the OR 99E viaducts and crosses the Highway 43 bridge alignment. Transit users and pedestrians often feel unsafe due to inadequate lighting, narrow sidewalks, and deteriorating railings that fail to provide a barrier from adjacent fast-moving traffic.

The McLoughlin Boulevard Enhancement Plan was adopted in 2005. Phases 1 and 2 of the plan have been completed. Unfortunately, the viaducts, located between 8th and 10th Streets, are not expected to be replaced with an expanded structure supporting a widened sidewalk, which is necessary to provide the needed width for safe bicycle and pedestrian access. Attaching a new path to the existing viaduct is also not feasible due to its age and structural design.

To address this critical gap in our active transportation network, the City needs to update the options within this section of the corridor. These options could include a separate structure that runs parallel to the viaduct at the same or different grade. The project has two main goals that address barriers to investing and revitalizing properties that front McLoughlin Boulevard in Oregon City:

- Close the gap and provide safe pedestrian and bicycle access by identifying the best location for a shared-use path adjacent to the viaduct.
- Provide a conceptual complete street design for McLoughlin Boulevard (both sides) from 10th Street to the 99E tunnel/Railroad Avenue.

This conceptual project will enable the City to complete the Alternatives Identification and Evaluation phase to determine how to address this gap. Once a preferred alternative is identified, the City will proceed with a more detailed design and apply for grants to build all or portions of the section.

Active Transportation
Active transportation is human-powered transportation that engages people in healthy physical activity while they travel from place to place. People walking, bicycling, using strollers, wheelchairs, and mobility devices, skateboarding, and rollerblading are all active transportation.
Active transportation supports transit. These modes are effective at reducing vehicle emissions, bridging the first- and last-mile gap, conserving fuel, supporting downtown economic development and improving individual and public health.

No-Build Alternative

As part of alternative development and evaluation, the project team also examined a reroute, or no-build, Main Street alternative. The No-Build alternative provides a parallel alignment through downtown Oregon City via 10th Street and Main Street. Main Street has a right-of-way that is approximately 60 feet and includes two travel lanes, two parking lanes (totaling about 40 feet), and 10-foot sidewalks on each side abutting 0-foot building setbacks. There are currently curb extensions at most intersections and shared-lane markings, or "sharrows."

The project team explored and evaluated two primary options for improving bicycle access on Main Street as part of the No-Build Main Street alternative. Based on this evaluation, conversations with Oregon City staff, and a review of background documents, the team it was determined that the No-Build Main Street alternative does not adequately address the Project's Purpose and Need.

Design Process and Commission Direction

After the December 2023 virtual open house, the design team began the hard work of ground-truthing the most promising shared-use path alignments along McLoughlin Blvd. What they found was an overlapping of complexity at the existing river's edge. This was not a complete surprise, but it definitely necessitates a nonstandard approach to designing a solution.

None of the designs from the open house were able to move forward due to the complexity of the area. At the April 9 City Commission Worksession, the design team outlined two promising alternatives that met the City's Commission goals: 1. Conventional Viaduct + 2 Signature Spans and 2. Long Span. While both options provide a path along the river, only the long-span approach significantly minimized foundation excavation, reduced/removed in-water work, and provided a more compatible design with the historic arch bridge.

If there was no desire to move forward on a riverside shared-use path, the most likely approach will be to design streetscape improvements (trees, landscaping, sidewalks) on the non-viaduct portions of 99E and use wayfinding to send bicycles and pedestrians over to Main Street. Bicycles would share the road via painted sharrows.

At the May 15 City Commission work session, the Commission reviewed the work date, including public comments. They directed staff and the consultant team to continue their technical investigations on the long-span approach, begin the design work for streetscape improvements, and return in August for an update.

At the August 13, 2024, City Commission Work session, the City Commission directed staff to continue the work needed to complete the conceptual study, including the long-span approach, and prepare for its adoption into the Transportation System Plan (TSP) in the fall. The Commission chose to move forward with both open space and parking options in the three areas discussed at the meeting (along the viaduct, under the arch bridge, and inside the elbow). Adopting the concept into the TSP will allow the city to apply for additional grants for the long-span and street improvements, separately or together. Click on the work session presentation for more details.

Long Span Option

OVERVIEW OF FINDINGS TO SUPPORT ADOPTION OF PLAN

There is a gap in safe, comfortable, and accessible facilities for people of all ages and abilities who are walking and biking on McLoughlin Boulevard. The cross-section along McLoughlin Boulevard between 10th Street and the proposed tumwata village and riverwalk consists of curb-tight sidewalks and four vehicle lanes. This cross-section does not meet the current ODOT Highway Design Manual or City of Oregon City design standards. It creates an imbalance between how the needs of nonmotorized and motorized users are being addressed in the corridor. The Project location has been determined to result in a Level of Traffic Stress of 4.1 People of most ages and abilities do not feel comfortable and/or able to walk, bike, or roll along this segment, creating a barrier in the regional active transportation link between Oregon City and Portland.

Oregon City's waterfront is currently disjointed and not seen as a contiguous amenity. Locally, active transportation facilities along McLoughlin Boulevard are needed to provide connections to the planned tumwata village and riverwalk, historic downtown Oregon City, envisioned pedestrian and bicycle bridge, and recreation opportunities along the Willamette River. The Willamette River is a culturally significant site, and the Historic Arch Bridge is a historically significant structure. This active transportation connection will create additional opportunities for people to access, experience, and visually imagine the historic significance of the river, falls, and adjacent lands, while honoring the indigenous connections to the land and acknowledging traditional ways of movement along waterways.

The chosen design will support Oregon City's tourism, economic, and community development goals by improving walking and biking facilities to better integrate and reorient the downtown area's relationship with the Willamette River. Active transportation facilities are shown to improve economic conditions by creating attractive and walkable business districts and providing access to various destinations adjacent to residential areas, and supporting the Oregon City 2040 Comprehensive Plan policies related to multimodal connectivity and transportation demand management.

Vehicular congestion impacts the site's historical, cultural, and environmental aspects. Vehicular congestion creates noise and emissions that detract from the historic, cultural, and environmental aspects of the site. A continuous shared use path connection is needed to create an opportunity for transportation mode shifts consistent with the region's climate goals, and ensure that historical, cultural, and environmental resources are preserved for future generations. The physical design of the shared-use path needs to address the function of the facility in a way that minimizes or eliminates local environmental impacts and does not inflict harm on the river or nearby communities. Any work done in the study area needs to recognize the special role and voice of tribes in the Willamette Falls area of both land and water and emphasize tribal and community involvement in decision-making.

PROCESS

Adoption of the code amendments is a legislative action that requires review and recommendation from the Planning Commission before being adopted by the City Commission following public hearings.

Public Involvement and Public Comment

The creation of the McLoughlin Boulevard Enhancement Plan provided opportunities for public involvement in the Legislative decision-making process through community outreach, online surveys, public hearing process, project mailings, newspaper noticing, social media postings, meetings with the Transportation Advisory Committee, Parks and Recreation Advisory Committee, Historic Review Board and Citizen Involvement Committee. A full description of the public engagement process is included in the Public Outreach Memo and the full McLoughlin Boulevard Enhancement Plan.

This Project will enable the City to complete the Alternatives Identification and Evaluation phase to determine how to address the infrastructure gap along McLoughlin Boulevard. Once a preferred

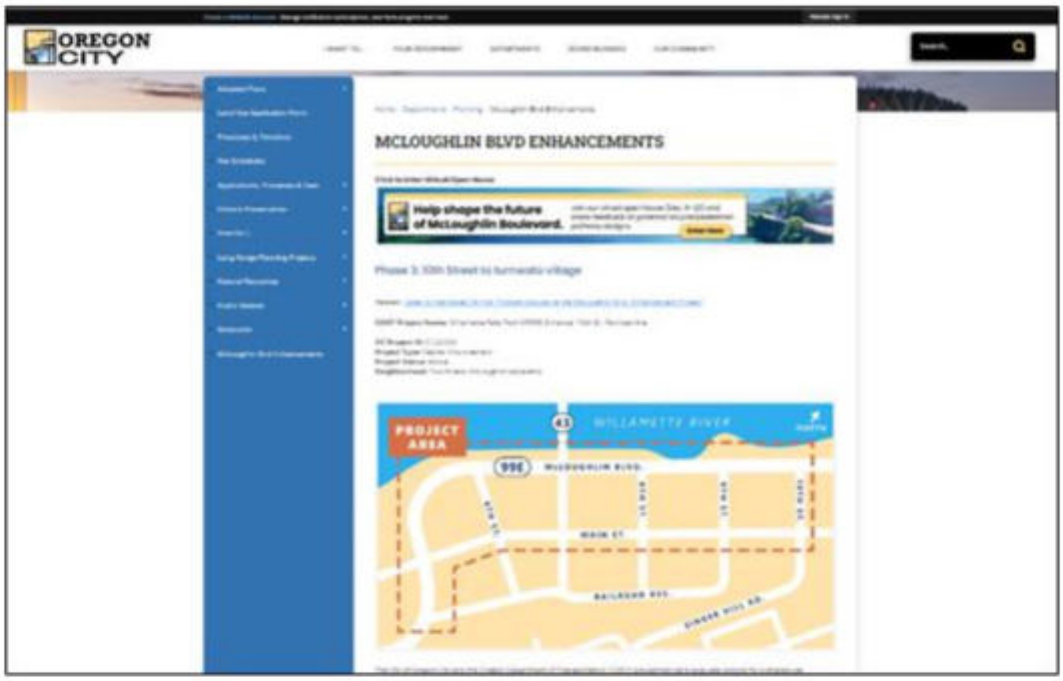
alternative is identified, the City will proceed with a more detailed design and apply for grants to build all or portions of the alignment.

One round of outreach was conducted during the Alternatives Identification and Evaluation phase to bring awareness and gather community feedback on the alternatives being considered.

The first opportunity for the public to provide input on the plan began in December 2023. The primary purpose of this initial outreach was to create awareness about the Project, its benefits, and potential burdens or impacts, as well as solicit public input on the initial alignment alternatives.

Overarching Materials and Notifications: Tools used to convey Project information and publicize outreach opportunities.

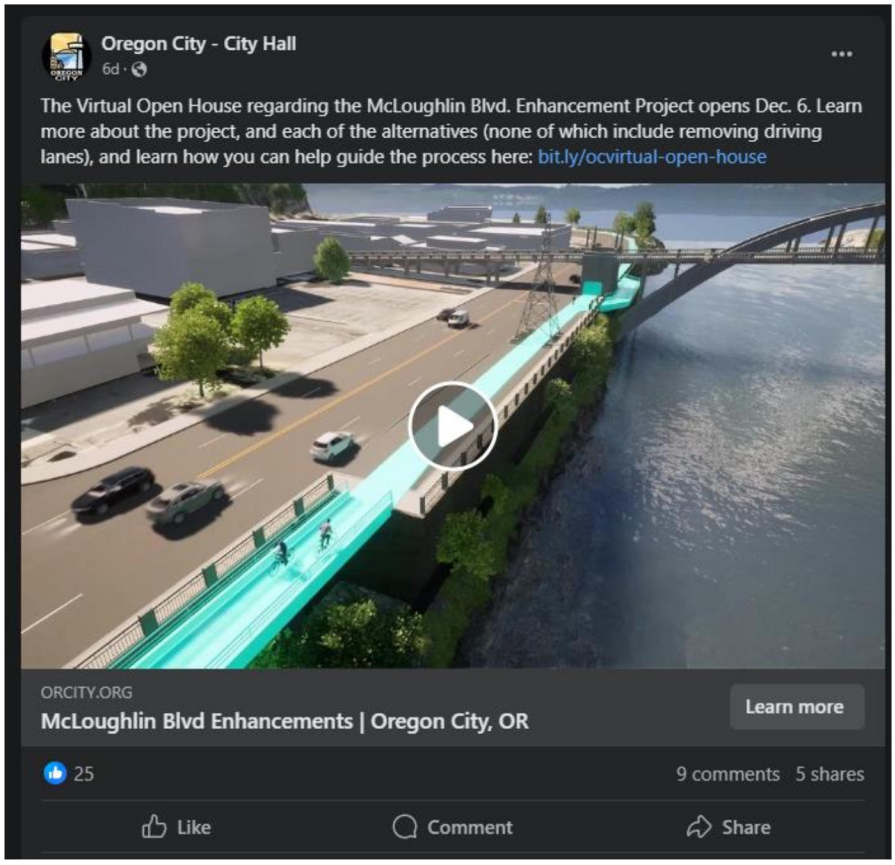
- Website: A Project website (bit.ly/McLoughlinBlvd3) was developed with new graphics, maps, and approved content. City staff updated the page to promote key milestones and engagement events, including the December 2023 virtual open house. Below is an example of website content.



- Community Database and Comment Log: A community database and comment log were used to track comments, responses, constituent, and interested party contacts.
- Project Fact Sheet: a Project Fact Sheet was developed in late 2023, it included information about the Project, benefits and needs, anticipated timelines, and public engagement opportunities. The fact sheet was also translated into Spanish. Below is the fact sheet.

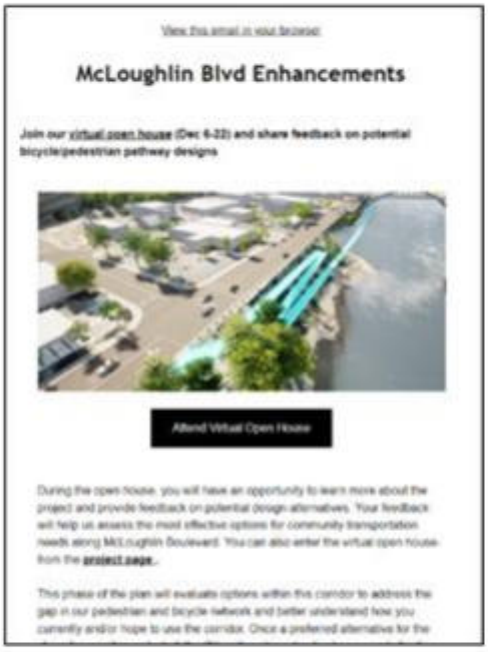
- Direct Mail: Project staff designed a postcard (Figure 2) to notify neighboring residents about the online open house. The postcard was mailed to approximately 345 residents on November 27, 2023. City staff printed and distributed 300 additional postcards to downtown Oregon City businesses and residents.

- Social Media: Staff shared the December 2023 open house link and a City-produced Project video on Facebook and X. The posts directed visitors to the website to learn more about the Project and the virtual open house event.



- Advertising: The City purchased a digital ad campaign on Oregon City News (oregoncitynewsonline.com), with 30,000 impressions to publicize the December 2023 virtual open house. Ads were produced in several formats to accommodate mobile, desktop, and tablet devices.

- Email Newsletters: City staff sent three email notifications about the December 2023 open house to the projects interested party list.



View this email in your browser

McLoughlin Blvd Enhancements

Join our virtual open house (Dec 6-22) and share feedback on potential bicycle/pedestrian pathway designs

Attend Virtual Open House

During the open house, you will have an opportunity to learn more about the project and provide feedback on potential design alternatives. Your feedback will help us assess the most effective options for community transportation needs along McLoughlin Boulevard. You can also enter the virtual open house from the project page.

This phase of the plan will evaluate options within this corridor to address the gap in our pedestrian and bicycle network and better understand how you currently and/or hope to use the corridor. Once a preferred alternative for the

- Interested Party Interviews and Briefings: The project team held three interviews in early November 2023 to collect feedback on the corridor's issues and potential alignments. These interested parties represent transportation, education and housing sectors in Clackamas County and Oregon City.
    - Each interview included the following questions:
        - What are the most critical issues you believe the Project should address? What do you believe others in your organization or community will see as the most critical issues?
        - Of the potential alignments shown, which do you believe is the most promising and why? Is there another alignment you believe is better than the ones shown or another that should be assessed?
        - Do you see pros or cons to having a new shared-use pedestrian and bicycle path within the study area? If so, please describe them.
        - What are your/your community's priorities that should be used to evaluate the different potential alignments?
        - Do the people you know in the area feel comfortable biking or walking to get around? If not, can you share specific safety concerns for people biking or walking in the study area?
        - As we look at the Project corridor, are there areas on either side of the highway that are important to address or call out in the conceptual design phase? What should decision makers understand about this section of McLoughlin Boulevard as they work to design a solution?

Affiliation	Organization Details	Interview Date

The Street Trust	The Street Trust advocates for multimodal transportation options in Oregon that prioritize safety, accessibility, equity, and climate justice.	Nov. 2, 2023
Oregon City School District	Oregon City School District is the 16th largest district in the state of Oregon, serving nearly 8,000 students and employing 927 professionals.	Nov. 2, 2023
Housing Authority of Clackamas County	The Housing Authority provides affordable, safe, and sanitary housing opportunities for Clackamas County residents.	Nov. 6, 2023

- Online Open House: The Project's online open house was launched on the Project website on Dec. 6, 2023. The online platform provided informational stations to learn about the Project and provide feedback via the embedded survey, which closed on Dec. 22, 2023. Users were invited to provide feedback on the proposed design alternatives and priorities for the McLoughlin Boulevard corridor. The webpage also included a general comment form where users could submit other feedback regarding the Project.

- The Virtual Open House webpage included the following stations:
  - **Project Overview:** This slide included general information about the Project, including background details about the McLoughlin Boulevard Enhancement Plan, the identified study area, and Project benefits.
  - **Project Timeline:** A general Project schedule was shared on this slide, including relevant public engagement, planning, and design milestones. Community members were informed about the public engagement process and participation opportunities. This slide detailed the alternative development phase and the timeline for selecting a preferred alternative.

- **Project Purpose and Need:** The Purpose and Need Statement describes the transportation problems in the corridor and provides context for decision makers as they consider the best design options. Community members were invited to share their thoughts regarding this statement.
- **Corridor Vision:** The Corridor Vision includes several statements regarding the proposed Willamette Falls Path extension and streetscape enhancements. Community members were invited to share their thoughts regarding this Project topic.
- **Evaluation Criteria & Performance Measures:** This station informed visitors about the selected evaluation criteria and performance measures. The evaluation criteria were developed based on the Project's Purpose and Need Statement and the goals of Oregon City's Transportation System Plan. The Project team developed a set of performance measures to assess and differentiate between the design alternatives. These measures will provide a framework for selecting a preferred alternative.

Input Opportunity

- **Design Alternatives:** Visitors were invited to provide input on several design alternatives as part of the Project.
- **Your Priorities:** The City collected feedback from community members about community transportation priorities along McLoughlin Boulevard.

Overall, 169 users accessed the virtual open house, and 154 comments were received through the virtual open house, Project website, and emails. 47% of users (81 users) were identified using a device to access the virtual open house from Oregon City or Portland.

Overall, the majority of community members voted for Alternative 1B: High Route, a design with a new pathway structure at street level next to McLoughlin Boulevard. This path would connect to McLoughlin Boulevard near 10th Street and reconnect near the future tumwata village development. Participants also voted for a pathway design through the Historic Arch Bridge columns, as shown in Alternatives 1B and 1C.

- City Conducted Outreach Meetings & Briefings: The City conducted targeted outreach to promote the open house and collect feedback during various phases of the project.

City staff attended the following outreach meetings and briefings with various committees and organizations.

Committee/Organization	Date
Planning Commission	Sep. 25, 2023
Transportation Advisory Committee	Oct. 24, 2023
Parks and Recreation Advisory Committee	Oct. 26. 2023
Citizen Involvement Committee	Nov. 6, 2023
Clackamas County Pedestrian and Bikeway Advisory Committee	Nov. 7, 2023
Rotary Club	Feb 7, 2024
Planning Commission	May 13, 2024

DOCA- Happy Hour White Rabbit	May 1, 2024

City staff also briefed the Oregon City Commission during key decision points and project milestones.

Briefing Date	Topic
Sep. 6, 2023	*Project overview*
Nov. 7, 2023	*Review approval criteria, corridor vision, list of alternatives*
Dec. 12, 2023	*Alternatives analysis update*
Apr. 9, 2024	*Alternatives analysis update*
May 15, 2024	*Direction to move forward on the long-span approach*
Aug. 13, 2024	*Long-span technical review and streetscape design update*
September 4, 2024	*Resolution 24-24 to support 2028-2030 Regional Flexible Fund Allocation Program – Step 1A.1 New Project Bond Program*

- City Communications: City staff leveraged several communication channels to share information about the project. These channels include social media posts, a monthly e-trail news update in the City's Winter Trail News publication, and coordination for a Dec. 2023 earned media article in Oregon City News.

Between Nov. 3, 2024, and Aug. 8, 2024, the City also sent six (6) emails to 215 recipients comprised of interested parties and subscribed users. The emails included project updates and opportunities to provide input. One thousand two hundred sixty-three (1,263) emails were sent, with a 65% open rate.

Additionally, staff have completed Fall 2024 Outreach Events, as noted below:

Citizen Involvement Committee (CIC)	October 7, 2024
Downtown Oregon City Association (DOCA)	November 12, 2024
Planning Commission Work Session	September 23, 2024
Natural Resources Committee (NRC) Parks and Recreation Advisory Committee (PRAC) JOINT MEETING	October 9, 2024
Transportation Advisory Committee (TAC)	September 17, 2024
Canemah Neighborhood Association (CNA)	September 19, 2024
Two Rivers Neighborhood Association	October 23, 2024

The NRC and PRAC provided additional direction on the need to prioritize tree retention over mitigation in the design refinement and construction process, as well as supporting birds, bats, and other animals nesting in the design long-span design process. This language has been added the draft document. PRAC and NRC members also encouraged coordination to allow for and not impede existing shoreline access to anglers.

Riparian Shoreline and Habitat Considerations

This section of the Willamette River is characterized by a rocky shoreline with patches of riparian vegetation. It features mature trees such as big-leaf maple and various shrub varieties along the shoreline, providing habitat for supporting species. It is important to prioritize the preservation of trees over mitigation as the design is developed around the location of bridge foundations and structures. Make use of the bridge's habitat features to support nesting bats, birds, and other animals. The final design should also consider supporting existing and planned angler access when possible.

The Legislative Process as it relates to the Oregon City Comprehensive Plan

The applicable approval criteria for Legislative action are the guidance provided in the Oregon City Comprehensive Plan, the goals and policies of the Oregon City Comprehensive Plan, and any applicable statewide planning goals.

Plan implementation process;

At the September 4, 2024 meeting, the City Commission directed staff to continue the work needed to complete the conceptual approach and start the Legislative adoption process.

The first evidentiary public hearing for the proposed amendments will be held with the Planning Commission, following the notice procedures for legislative action per OCMC 17.50. The City Commission public hearing will be scheduled once the Planning Commission has completed its review and provided a recommendation on the proposed amendments.

The Department of Land Conservation and Development was notified as required by ORS 197.610 – 197.625. The Staff Report will be made available at least seven days prior to the public hearing and the application was processed according to the Legislative Hearing Process as required under Oregon City Municipal Code 17.50.170. Implementation of the Plan is discussed further in the staff report.

Background on the purpose of plan adoption

The Plan reflects community needs, desires, attitudes and conditions

As stated in the corridor vision: The proposed Willamette Falls Path extension and streetscape enhancements contribute to the sense of place and community identity as an urban corridor and community gateway. The chosen design will promote safety through context-sensitive design that discourages speeding and improves the walking and biking experience along the corridor. The path provides a regional link accessible to users of all ages and abilities, filling a key active transportation gap and providing a continuous link to existing and planned open spaces along the Willamette and Clackamas Rivers, including the tumwata village development, and connections to other transportation links such as a future recreational/commuter river ferry and the Oregon City–West Linn pedestrian–bicycle bridge. The proposed path is representative of the local needs and priorities of the Oregon City community and has been developed as an implementable and fundable alternative.

The Plan helps to guide land use actions, including an examination of trends

The adoption of the revised corridor plan for Phase 3 will allow staff to provide direction on a frontage improvement required as part of an abutting land use approval that proportionally triggers improvements along the corridor.

Public Notice and Comments

This is a legislative action that requires public notice pursuant to OCMC 17.50.090.C. - *Notice of Public Hearing on a Legislative Proposal*. The Community Development Director provided the required Post Acknowledgement Plan Amendment (PAPA) notice to the Oregon Department of Land Conservation and Development on September 17, 2024. Notice of the October 28, 2024, Planning Commission public hearing was also provided to the Citizen Involvement Committee,

Natural Resources Committee, Neighborhood Associations, and affected service districts, agencies, and parties by email on October 3, 2024

II. DECISION-MAKING CRITERIA

The remainder of this staff report provides additional findings to demonstrate that the proposed amendments are consistent with applicable approval criteria.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.
A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:
A. A resolution request by the City Commission;
B. An official proposal by the Planning Commission;
C. An application to the Planning Division; or.
D. A Legislative request by the Planning Division.
All requests for amendment or change in this title shall be referred to the Planning Commission.

Response: The proposal qualifies as initiated as a legislative request by the Public Works Department at the direction of the City Commission.

17.68.015 –Procedures.
Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.
A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.
1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.
1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations,

comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.
2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).
Finding: Complies This legislative action followed the procedures found in OCMC 17.50.170 including meetings with the Citizen Involvement Committee, Natural Resource Committee, Planning Commission, Transportation Advisory Committee and City Commission where applicable.

17.68.020 - Criteria.
The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:
A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;
Finding: Complies This legislative action is consistent with the applicable goals and policies of the comprehensive plan as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

0C2040 Oregon City Comprehensive Plan

According to the OC2040 Comprehensive Plan (Appendix 3): "Ancillary plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the comprehensive plan."

The conceptual refinement of the McLoughlin Blvd Enhancement Plan- Phase 3 TSP Project S3 (OR 99E Shared-Use Path) will be updated in the Transportation System Plan (TSP) an ancillary document to the Oregon City Comprehensive Plan.

options.

Conformity of the proposal with the city's comprehensive plan;

HEALTHY AND WELCOMING COMMUNITIES

GOAL 1
Implement and maintain a community engagement program that provides broad and inclusive opportunities for all Oregon City community members to learn about and understand city government processes, including land use planning, and participate meaningfully in decisions that impact their communities.

POLICY 1.2 Actively seek input from a diverse range of participants and enhance engagement opportunities for community members with barriers (language, disability, income, age, technology) through services and methods that bolster inclusive participation.

POLICY 1.4 Utilize innovative forms of communication technology to enhance the City's public engagement efforts.

STRATEGY 1.4.A Explore meaningful engagement techniques and tools that allow for multiple forms of public engagement through in person events, on-line tools, and hybrid

Finding: Complies: As mentioned in the Public Involvement and Public Comment section staff report and Exhibit B of the staff report, the city used a wide variety of outreach methods, noticed City Commission briefings, online surveys, mailed flyers, earned media articles, purchased ads, social media, meetings with property owners, boards, committees, and neighborhood associations, email updates to interested parties, and reaching out to individuals who are not typically asked for their opinions on how they use the corridor, such as the Housing Authority of Clackamas County and active transportation advocacy groups like Oregon Walks.

GOAL 2
Acknowledge, protect, enhance, and commemorate Oregon City's historic, artistic, and cultural resources.

POLICY 2.1 Promote the Willamette and Clackamas Rivers as a community benefit for cultural connection and understanding.

POLICY 2.2 Recognize and celebrate the history of tribal presence in Oregon City and seek opportunities to educate community members and elevate understanding.

POLICY 2.4 Identify and protect important artistic and cultural resources and historic amenities through programs, designation, interpretive signage, and other means to increase awareness and generate appreciation.

POLICY 2.5 Provide activities and programs for residents and visitors that weave together historic, artistic, and cultural resources, education, and recreation.

Finding: Complies This active transportation connection will create additional opportunities for people to access, experience, and visually imagine the historic significance of the river, falls and adjacent lands, while honoring the indigenous connections to the land and acknowledging traditional ways of movement along waterways. Future work to design and construct the corridor would continue to build on this with placemaking along the corridor.

Oregon City's waterfront is currently disjointed and not seen as a contiguous amenity. Locally, active transportation facilities along McLoughlin Boulevard are needed to connect the planned tumwata village and riverwalk, historic downtown Oregon City, envisioned pedestrian and bicycle bridge, and recreation opportunities along the Willamette River. The Willamette River is a culturally significant site, and the Historic Arch Bridge is a historically significant structure. This active transportation connection will create additional opportunities for people to access, experience, and visually imagine the historic significance of the river, falls, and adjacent lands while honoring the indigenous connections to the land and acknowledging traditional ways of movement along waterways. The alternative analysis demonstrated that the only feasible connection for this section of McLoughlin Blvd would intersect the historic Arch Bridge, which, if deemed an adverse effect in

later design refinements- would be consistent with Sec 106 and 4F alternatives analysis process to determine approval with proportional mitigation.

Roy Watters, archaeologist, and ODOT Tribal Liaison coordinated the review and provided feedback to ODOT staff and the design team throughout the alternative design process. While this is a local conceptual alternative analysis and tribal participation was sought to ensure the design process did not result in a project that could not be permitted - Formal government-to-government consultation will occur at the time of federal permitting, as the project is likely to be considered a government undertaking and subject to the Sec 106 and Historic Preservation Act, as well as Section 4F of the US Department of Transportation Act.

DIVERSE ECONOMY

POLICY 1.6 Promote the city's destinations, natural resources, and historic and cultural amenities to grow the tourism industry.

> STRATEGY 1.6. Encourage the development of a strong and healthy Historic Downtown retail, office, cultural, and residential center.
>
> STRATEGY 1.6.B Working with major stakeholders, develop and implement a strategy to help the Historic Downtown Area enhance its position as a retail district. Such a strategy might include funding for a "Main Street" or similar program.
>
> STRATEGY 1.6.C Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This includes important cultural and historical amenities.

Finding: Complies Active transportation facilities are shown to improve economic conditions by creating attractive and walkable business districts and providing access to various destinations, local businesses, and jobs. Active transportation facilities contribute to redevelopment and other investments along the corridor. Vehicle congestion and parking limitations discourage travel in downtown Oregon City and are a barrier to businesses and expanded economic development. Beyond the proposed OR99E corridor, congestion leads to neighborhood spillback and cut-through traffic and detracts from the sense of place and community identity desired by residents, business and property owners, and visitors to Oregon City. The lack of complete walking and biking facilities, including the gap represented by the termination of the current Willamette Falls path, also discourages travel to downtown Oregon City as a regional destination. A complete connection for people walking, biking, and rolling along OR99E and to historic downtown Oregon City, Oregon City Transit Center, and the municipal elevator is needed to encourage mode shift4, support transportation demand management efforts, minimize impacts to adjacent residential areas and support the Oregon City 2040 Comprehensive Plan's policies related to multimodal connectivity and transportation demand management.

CONNECTED INFRASTRUCTURE

GOAL 1

Provide a safe, comfortable, and accessible transportation network that serves all modes of travel, including non- motorized modes.

POLICY 1.1 Plan for and develop multi-modal connectivity throughout Oregon City, with an emphasis on access to community services, amenities, and key points of interest.

STRATEGY 1.1.A Make investments to accommodate multi-modal traffic as much as possible to include bike lanes, bus turnouts and shelters, sidewalks, etc., especially on major and minor arterial roads, and in regional and employment centers.

POLICY 1.2 Reduce Oregon City's carbon footprint by supporting and emphasizing non-motorized modes.

STRATEGY 1.2.A Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational
areas.

STRATEGY 1.2.B Provide a well-defined and accessible bicycle network that links residential areas, major
bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.

STRATEGY 1.2.C Construct bikeways and sidewalks and require connectivity of these facilities to reduce the use of petroleum-fueled transportation.

POLICY 1.3 Promote safety by implementing street design that equally considers and serves non-motorized and motorized users.

STRATEGY 1.3.A Identify and implement ways to minimize conflict points between different modes of travel.

STRATEGY 1.3.B Improve the safety of vehicular, rail, bicycle, and pedestrian crossings

POLICY 2.4 Increase resiliency to climate change, natural hazard events, and cyber intrusions in public utility infrastructure.

Finding: Complies There is a gap in safe, comfortable, and accessible facilities for people of all ages and abilities who are walking and biking on McLoughlin Boulevard. The cross-section along OR99E between 10th Street and the proposed tumwata village and riverwalk consists of curb-tight sidewalks and four vehicle lanes. This cross-section does not meet the current ODOT Highway

Design Manual or City of Oregon City design standards. It creates an imbalance between how the needs of non-motorized and motorized users are being addressed in the corridor. The project location has been determined to result in a Level of Traffic Stress 4, in which most ages and abilities do not feel comfortable and/or able to walk, bike or roll along this segment, creating a barrier in the regional active transportation link between Oregon City and Portland.

PROTECTED ENVIRONMENT

GOAL 1
Provide and maintain a comprehensive system of parks, trails, natural resource areas, and recreation amenities that is accessible to residents of all ages and abilities, enhances the environmental and aesthetic quality of the community, and encourages healthy living.

POLICY 2.8 Protect the Clackamas and Willamette Rivers and their tributaries including Newell Creek as the centerpieces of Oregon City's natural environment.

POLICY 2.9 Establish, restore, and maintain a network of connected wildlife habitat corridors.
STRATEGY 2.9.A Conserve natural resources that have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation, and fish and wildlife habitat.

Finding: Complies Active transportation facilities are shown to improve economic conditions by creating attractive and walkable business districts and providing access to various destinations, local businesses, and jobs. Active transportation facilities contribute to redevelopment and other investments along the corridor. Vehicle congestion and parking limitations discourage travel in downtown Oregon City and are therefore a barrier to businesses and expanded economic development. Beyond the proposed OR99E corridor, congestion leads to neighborhood spillback and cut-through traffic and detracts from the sense of place and community identity desired by residents, business and property owners, and visitors to Oregon City. The lack of complete walking and biking facilities, including the gap represented by the termination of the current Willamette Falls path, also discourages travel to downtown Oregon City as a regional destination. A complete connection for people walking, biking, and rolling along OR99E and to historic downtown Oregon City, Oregon City Transit Center, and the municipal elevator is needed to encourage mode shift4, support transportation demand management efforts, minimize impacts to adjacent residential areas and support the Oregon City 2040 Comprehensive Plan's policies related to multimodal connectivity and transportation demand management.

This section of the Willamette River is characterized by a rocky shoreline with patches of riparian vegetation. It features mature trees such as bigleaf maple as well as various shrub varieties along the shoreline, providing habitat for supporting species. It is important to prioritize the preservation of trees over mitigation as the design is developed around the location of bridge foundations and structures. The final design will need to make use of the bridge's habitat features to support nesting bats, birds, and other animals. The final design should also consider supporting existing and planned angler access when possible.

GOAL 4
Ensure the environmental and economic health of the Willamette River Greenway (WRG) as a key feature of Oregon City and the broader region.
POLICY 4.1 Protect the significant fish and wildlife habitat of the Willamette River by maximizing the preservation of trees and vegetative cover.

POLICY 4.2 Preserve major scenic views, drives and sites of the WRG.

POLICY 4.3 Encourage access to and along the river consistent with the Oregon City Park and Recreation
Master Plan.

Finding: Complies: This section of the Willamette River is characterized by a rocky shoreline with patches of riparian vegetation. It features mature trees such as big-leaf maple and various shrub varieties along the shoreline, providing habitat for supporting species. It is important to prioritize the preservation of trees over mitigation as the design is developed around the location of bridge foundations and structures. The plan aims to make use of the bridge's habitat features to support nesting bats, birds, and other animals. The final design should also consider supporting existing and planned angler access when possible.

Vehicular congestion creates noise and emissions that detract from the historic, cultural and environmental aspects of the site. A continuous shared-use path connection is needed to create an opportunity for transportation mode shifts consistent with the region's climate goals and ensure that historical, cultural, and environmental resources are preserved for future generations. The physical design of the shared-use path needs to address the function of the facility in a way that minimizes or eliminates local environmental impacts and does not inflict harm on the river or nearby communities. Any work done in the corridor needs to recognize the special role and voice of tribes in the Willamette Falls area, comprising both land and water, and emphasize tribal and community involvement in decision-making.

Statewide Planning Goals

Response: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. Since the City's Comprehensive Plan and its ancillary documents are already acknowledged by the Oregon Department of Land Use and Conservation (DLCD), no further analysis for consistency with Statewide Planning Goals is required.

Chapter 17.50 Administration and Procedures
17.50.050 – Pre-application conference.
A. Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an

opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.

1. *To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
2. *At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
3. *The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*

B. *A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.*

C. *Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

Finding: Complies Staff held the required pre-application conference meeting (File PA-24-00021), on July 30, 2024. The pre-application conference notes are attached to the application.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

A. *Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.*

B. *The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.*

C. *A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on*

a weekend and shall occur within the neighborhood association boundaries or at a City facility.

D. If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.

E. To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.

Finding: Complies: As this is a project of citywide importance, Staff presented the McLoughlin Blvd Enhancements Plan and TSP refinements to the Citizen Involvement Committee on November 6, 2023, and October 7, 2024. The city also met with the Two Rivers Neighborhood Association on October 23, 2024.

17.50.070 - Completeness review and one hundred twenty-day rule.

C. Once the Community Development Director determines the application is complete enough to process, or the applicant refuses to submit any more information, the City shall declare the application complete. Pursuant to ORS 227.178, the City will reach a final decision on an application within one hundred twenty calendar days from the date that the application is determined to be or deemed complete unless the applicant agrees to suspend the one hundred twenty calendar day time line or unless State law provides otherwise. The one hundred twenty-day period, however, does not apply in the following situations:

1. Any hearing continuance or other process delay requested by the applicant shall be deemed an extension or waiver, as appropriate, of the one hundred twenty-day period.

2. Any delay in the decision-making process necessitated because the applicant provided an incomplete set of mailing labels for the record property owners within three hundred feet of the subject property shall extend the one hundred twenty-day period for the amount of time required to correct the notice defect.

3. The one hundred twenty-day period does not apply to any application for a permit that is not wholly within the City's authority and control.

4. The one hundred twenty-day period does not apply to any application for an amendment to the City's comprehensive plan or land use regulations nor to any application for a permit, the approval of which depends upon a plan amendment.

D. A one-hundred day period applies in place of the one-hundred-twenty day period for affordable housing projects where:

1. The project includes five or more residential units, including assisted living facilities or group homes;

2. At least 50% of the residential units will be sold or rented to households with incomes equal to or less than 60% of the median family income for Clackamas County or for the state, whichever is greater; and

3. Development is subject to a covenant restricting the owner and successive owner from selling or renting any of the affordable units as housing that is not affordable for a period of 60 years from the date of the certificate of occupancy.

E. The one hundred twenty-day period specified in OCMC 17.50.070.C or D may be extended for a specified period of time at the written request of the applicant. The total of all extensions may not exceed two hundred forty-five calendar days.

F. The approval standards that control the City's review and decision on a complete application are those which were in effect on the date the application was first submitted.

Finding: Complies Legislative actions are not subject to the 120-day deadline.

III. RECOMMENDATION

Based on the findings in this report, staff recommends approval of Planning file GLUA 24-000023**:** LEG-24-00002. If the Planning Commission recommends approval to the City Commission, staff will prepare an Ordinance for consideration by the City Commission to adopt the proposed plan.

IV. EXHIBITS

1. McLoughlin Boulevard Enhancements 10th Street to tumwata village – DRAFT *Rev 10.21.2024*
    a. Revised CIP Project Table
2. Public Outreach Summary Memo
3. Public Comment- ODOT
4. City Commission Briefings
    a. September 4, 2024 City Commission Meeting- *Resolution to support upcoming grant applications*.
    b. August 13, 2024, City Commission Worksession- *long-span technical review and streetscape design update*.
    c. May 15, 2024, City Commission Worksession- *direction to move forward on the long-span approach*.
    d. Apri1 9, 2024 City Commission Worksession-*alternatives analysis update*
    e. December 12, 2023 City Commission Worksession- *alternatives analysis update*
    f. November 7, 2023 City Commission Worksession-*review approval criteria, corridor vision, list of alternatives*
    g. September 6, 2023 Commission Worksession- *Project overview*
5. Oregon City Comprehensive Plan (onfile at www.orcity.org)
6. Transportation System Plan (onfile at www.orcity.org)
7. Project Page (onfile at www.orcity.org)