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## Oak Grove - Lake Oswego Ped/Bike Bridge Feasibility Study

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# Policy Committee (PC) Meeting #1 Summary

June 7, 2019  
6 PM – 8 PM  
Lake Oswego City Hall

### *Meeting purposes:*

- Review context for bridge landing locations
- Provide direction on project evaluation criteria
- Discuss formation of governance agreement

### Attendees

**PC Members:** Mark Gamba, Mayor of Milwaukie; Christine Lewis, Metro Councilor; Jackie Manz, Lake Oswego City Councilor; Paul Savas, Clackamas County Commissioner

**Project Staff:** Clackamas County: Steve Williams, Ellen Rogalin; City of Lake Oswego: Mike Ward; Parametrix: Mike Pyszka; JLA Public Involvement: Jeanne Lawson (facilitator), Kristen Kibler, Tracie Heidt

**PC Member Staff:** Tracy Moreland, with Commissioner Savas; Ramona Perrault, with Christine Lewis

**Guests:** Iris Walling; Mike Bliziotis; Jeff Gudman, CAC; John Charles; Thelma Haggenmiller; Skip Ormsby, CAC; Casey Snoeberger

### Welcome and Opening

Councilor Jackie Manz welcomed everyone to Lake Oswego City Hall. Jeanne Lawson asked the PC members to introduce themselves and share their hopes for this feasibility project.

- Councilor Manz would like the group to make this project happen. Its implementation depends on a number of factors, but it is a Metro Tier 2 project and therefore elevated in importance.
- Mayor Gamba as an avid cyclist understands how important the bridge is to opening up east/west connectivity.
- Councilor Lewis said that by the time Metro refers the funding measure in 2020, we can have a plan in place and perhaps move this project into the funding measure. There is community buy-in on both sides of the river. It would be an attraction for recreational users and a major bonus for bike commuters.
- Commissioner Savas recalls policy-makers discussing the bridge idea decades ago and likes the possibility of a bridge reducing traffic congestion in the region. It's a great opportunity to connect the communities on each side of the river. The Trolley Trail is the most used trail in Clackamas County and the bridge would allow a great extension of it.

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### Agenda Review

Jeanne noted that this meeting is intended to lay the foundation for the decisions the PC will make in the feasibility study.

Mayor Gamba: Will we talk about right of way approaches on both sides of the river? Mike Pyszka: We are only taking a high-level look right now.

### Public Comments

- John Charles, Cascade Policy Institute: Earlier today we released a paper about the Sellwood Bridge reconstruction -- "Promises Unfulfilled." We have the scope of work and consultants for this feasibility study project so that in analyzing different sites we should locate a site for a traffic bridge that is superior to the Sellwood Bridge, which failed because it has not alleviated traffic congestion. Metro sponsored a study about 25 years ago to examine 20 potential bridge crossings, but they all were rejected. Congestion on both sides of the river is bad and the cut-through traffic is a problem. He handed out a paper documenting the problem. Metro should launch a better study for a larger bridge site and the information from this feasibility study could serve a future task force for a traffic bridge site as well.
- Thelma Haggenmiller: I wasn't allowed to speak at the CAC meeting last week. It is short-sighted to plan a bridge designed for bikes and peds but not cars. There will be a lot of growth within the next 20 years, and this bridge will not accommodate future widening or retrofitting to allow vehicles. The bridge will need to accommodate emergency vehicles cars if there is a natural disaster. [Mayor Gamba said that when Milwaukie was designing a bike path parallel to 99E, they were required to design a path to accommodate emergency vehicles, so this bridge would most likely have to accommodate emergency vehicles, too.]

### Study Purpose and Overview (Steve Williams)

When Clackamas County updated its Transportation System Plan in 2012, this was the highest interest project in the entire county. The County has been looking for ways to move this project forward for several years and appreciates Metro's offering of transportation funds for the study. We are looking at what a bridge could mean and do for Lake Oswego, Oak Grove and the greater region. It makes sense to conduct a feasibility study first, rather than a design study, to ask the basic question of whether the bridge could be built at a reasonable cost, and if there is enough public support to move it forward. This is a unique project because all the other bridges in the region are owned and maintained by just one jurisdiction.

### PC Role and Charter (Jeanne Lawson)

The draft protocols in the charter are to not have alternates and that the group strives to make decisions by consensus. The draft outlines a process for decision-making if they can't initially achieve consensus. The group agreed with the suggested protocols.

The PC is to decide on:

- Preferred landing points
- Preferred connections
- Bridge concepts
- Governance

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The governance question is the most important point on which to achieve consensus. The goal is to reach a decision that can be durable to all the partner organizations. The question of funding, ownership and maintenance among their jurisdictions is key.

Commissioner Savas asked Mayor Gamba if Milwaukie, without jurisdiction in the project area, would consider helping defray the cost and/or managing the bridge. Mayor Gamba said he would have to ask his city council, but he thinks there would be council interest.

### **Context for Locating a Bridge (Mike Pyszka)**

Connecting regional trails is a Metro priority, and this bridge could connect to the Trolley Trail, Willamette River Trail and the conceptual Bridgeport-to-Milwaukie Trail.

The bridge would fill an important gap on the Willamette River, as the nearest crossings from the proposed project site are the Sellwood Bridge, four downstream miles, and the Oregon City Arch Bridge five miles upstream.

The Railroad Bridge is not an option because Union Pacific, which owns it, is not interested in expanding the bridge. Furthermore, creating access to that bridge on the Oak Grove side would be difficult and dangerous.

A bike/ped bridge is less expensive to build, has fewer impacts and a much smaller footprint than a bridge built for cars or transit.

### **Discussion**

Commissioner Savas: Is it possible to accommodate emergency vehicles? [Mike: We are studying the landing and technical design criteria and through these will look at the load required for emergency vehicles. So far, the assumption has been that there is not a great need because there are full emergency services on both sides of the river in the vicinity of the bridge.]

Councilor Manz: Could you scale the design to consider accommodating a smaller or mid-sized emergency vehicle rather than a large ladder truck? [Mike: We can look at both scenarios. We would need to factor in a 20,000-pound design load as well as structure depths and heights.

Councilor Lewis: Can you define what the financial and right of way requirements would be for such a design so we can have that information available to evaluate options? [Mike: Yes, that can be factored in.]

Mayor Gamba: What is the required ship clearance? [Mike: The U.S. Coast Guard is working with us and the current assumption is 75 feet based on clearance for the adjacent railroad bridge and the I-205 bridge upstream.]

### **Environmental Scoping Process (Mike Pyszka)**

This study will set the stage for an environmental assessment to be done during the next phase if the project moves forward. During this phase, the team will hold a scoping workshop and produce a NEPA scoping and permitting report. If the funding is local (Metro T2020 or other non-Federal), then the U.S. Coast Guard would be the lead agency. If the funds are Federal, then the US Army Corps of Engineers would be the lead agency. Either way, work performed

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for the feasibility study can be applied to future phases. This phase will look at environmental impacts from a broad level, not in detail.

### Public Involvement Process (Kristen Kibler)

Three hundred online surveys had been completed so far. Community outreach will be conducted over the summer in parks and at farmers' markets.

Councilor Manz: Should we give local partners the survey information to distribute to our constituents? [Kristen: The CAC members are distributing the survey and it was recently posted in the *Hello LO* and *Milwaukie Pilot* newsletters. Ellen Rogalin added that the survey will close on June 15 so the County will give it a final promotional push on social media.]

Commissioner Savas: I would like a public comment period available at all of the project events. [Kristen: We will make sure there are opportunities. All the public meetings and events are interactive in some way. At the CAC meeting, the group is so large that the project team wanted to make sure all of their voices were heard; therefore, public comment was focused on the Policy Committee and other outreach. The CAC meetings will provide the public an opportunity to give some feedback at the meeting.

### Discussion

Question: Is there limited landing space on the Lake Oswego side due to the railroad tracks?

Answer/Discussion: Tryon Creek Cove Park has an at-grade crossing at Highway 43. From the Tryon Cove Concept Plan there are two options for a pedestrian crossing at Highway 43: a new signal at the intersection of Terwilliger and 43 or a tunnel underneath the intersection. As part of this study, an alignment will be considered for crossing over the railroad tracks and 43. The required clearance is 25 feet from the tracks. A landing at Foothills Park is also an option.

Councilor Manz: Foothills Park makes sense as a landing point, but it would be nicer to connect to Tryon Creek Cove Park.

Mike: The southern-most connection on the east side would be on Oak Grove Boulevard and the connection point on the west side would be Roehr Park. The CAC feedback was that the community would like an iconic bridge that they could be proud of. On the east side, the public property options are Rivervilla Park or Courtney Avenue.

Commissioner Savas: I recommend that each of us go for a walk on the side of the river that is least familiar to us to get a real sense of the possible landings.

### Evaluation Criteria and Community Values (Jeanne Lawson)

The community values came from the CAC and the technical criteria came from the TAC and agency staff. At the CAC meeting, there was a larger representation from the east side and the team will keep this in mind as they refine the values. The CAC brainstormed individually and working in small groups, and then shared their groups' priorities with the large group. They ended by noting their individual priorities.

### Connectivity and Safety

- Commissioner Savas: Are ADA requirements well covered? [Mike: ADA requirements tie into several criteria.] Commissioner Savas: There is a high population of senior

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citizens on both sides of the river near the proposed landing sites. Consider an inclusive design and an appropriate slope.

- Mayor Gamba: It is prudent to take the future Cascadia earthquake into account. It wouldn't be wise to build a spiral landing because that can't accommodate emergency vehicles if needed. [Mike: The landing size affects the design significantly.]
- Commissioner Savas: The public would more readily support the bridge project with a public safety component. [Mike: The AASHTO design loads for pedestrian bridges are 90 pounds per square foot for pedestrians and a 20,000-pound vehicle load. This would be an ambulance or small first responder vehicle. To accommodate a full-size fire truck or emergency vehicle would require a standard vehicle bridge.]

### **Environmental Impacts**

- Avoid adverse impacts to listed species – fish and birds.
- Avoid both long-term and construction impacts.
- Light pollution is a concern.
- Look at pier spacing in the river to minimize impacts to sensitive species.

### **Existing Development and Neighborhoods**

- Avoid displacement of businesses and residents.
- Concern was expressed about the privacy of the residents below the bridge landings. Some people might not like the idea at first, but if we build a beautiful, iconic bridge they may accept it later, like the tram.
- Consider how parking will work. If the bridge is iconic and draws large crowds, people will drive to it. Connections in residential neighborhoods would have limited or no parking to accommodate this type of use.

### **Cost and Economic**

- Business owners would like businesses to benefit.
- Privacy and safety screening on the bridge is important to some, but others don't want to compromise the view from the bridge. It is important to consider design trade-offs with operational costs.
- Sea planes would still be able to fly and land in the river.

### **Land use planning**

- Consider not only the location of the bridge, but the trails connections as well.
- We want neighborhoods that work for everyone.

## **Governance Agreement**

The governance agreement is probably the most important element before the group in terms of the success of the project. Steve said Mike Bezner, Clackamas County Assistant Director of Transportation, will convene a small group of executive leaders from the partner agencies to discuss the governance agreement and then report back to the Policy Committee.

Committee members were asked to share issues they would like the executive team to consider. The guiding questions are who would own the bridge, pay for it and maintain it?

Commissioner Savas: The parks departments of the agencies may take the lead.

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Councilor Manz: Intergovernmental agreements (IGAs) can be difficult to manage and the upfront cost of ongoing maintenance is a big question.

Mayor Gamba: None of the three jurisdictions have any experience owning and maintaining bridges like this one and therefore it seems beyond the scope of a parks department or district. Because splitting ownership is difficult, one entity should own the bridge and the other partners could help support it. This would mean consortium funding and an ongoing IGA for maintenance.

Commissioner Savas: It's wise to study other successful models. Steve: There are several bike/ped bridges on the Willamette River with different owners on each side, and we will speak to those agencies about how they have managed ownership issues.

### **Public Comment**

Skip Ormsby, CAC member from Lake Oswego: Current connections across the Willamette River are not good. Millennium Plaza in Lake Oswego might be a good landing point because of the adequate railroad clearance. The four top factors to consider when designing the bridge are vessel clearance on the river, Highway 43 crossing to Terwilliger, the railroad tracks and seaplane flight approaches.

Casey Snoeberger, Oak Grove: Thanks for covering the issues well. Parking is important to consider. Special events on or near the bridge could cause parking issues. Sometimes motorized vehicles drive on the Trolley Trail illegally, and they might do so on the bridge as well, so liability should be considered. Consider fishing options off the bridge.

### **Next Steps**

The Policy Committee will meet again in August on the west side of the river.

# Policy Committee (PC)

## Meeting Summary

**September 6, 2019**

**9 – 11 am**

**Milwaukie City Hall**

### Meeting Objectives

- 1) Present the 10 alignment options and share the three top choices of the Community Advisory Committee (CAC) and the Technical Advisory Committee (TAC) and
- 2) Learn the PC's top three alignment recommendations.

### Attendees

**PC Members:** Mark Gamba, Mayor of Milwaukie; Christine Lewis, Metro Councilor; Jackie Manz, Lake Oswego City Councilor; Paul Savas, Clackamas County Commissioner

**Project Staff:** Clackamas County: Steve Williams (project manager), Ellen Rogalin; Parametrix: Mike Pyszka; JLA Public Involvement: Jeanne Lawson, Kristen Kibler, Tracie Heidt

**PC Member Staff:** Tracy Moreland, Clackamas County

**Guests:** Anatta Blackmarr, CAC; Tina Moullet, CAC; Brock Inman; Julie Budeau; CAC; Michael Dewitz; Lydia Lipman; Lisa Nowak; Alivia Cetas; Marc Laubaugh; Rachel Dawson; Gene Fifield; Jane Civiletti; Tom Civiletti, CAC; Michelle Matt; Myke Landis; Lance Landis; Gerald Fox, CAC; Fred Sawyer; Deborah Bokowski; Chips Janger; Steve Morris; Robert Rose; Bill Osburn; Jeff Gudman, CAC; Thelma Haggenmiller; Skip Ormsby, CAC; Andrew Kershaw

### Welcome, Meeting Purpose, and Agenda Review

Jeanne Lawson welcomed the PC and announced that she would be the facilitator of the meeting.

Steve Williams noted that the project schedule was moving quickly because the project team would like to provide the PC's recommendation to the Metro T2020 group by the end of September. At the final PC meeting on September 27, the PC will determine whether the project is feasible to move forward.

The project team deemed it more important to conduct a scientific survey of public interest in the bridge rather than conduct another public open house. This survey will help inform the PC's final decision. A third public open house, along with an online open house, will be held later in the process when the product is finalized.

Jeanne reviewed the meeting agenda.



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#### Opening Public Comment

Lisa Novak -- During my vacation I sat at Riverilla Park to inform visitors about the project and how problematic it would be for the park. It would hurt parking. Riverville Park is a beautiful, active park and place of neighborhood unity and that unity could be torn apart.

Bill Osburn -- I agree with Lisa's points. This is a foolish project that would benefit few people while the rest of the public foots the bill. A bridge that does not also alleviate traffic congestion is not worth building at this time.

Brock Inman -- I agree with the previous two speakers. The brief allotment of time for public comment during today's meeting is indicative of the project's lack of interest in public input. Why are Milwaukie and Lake Oswego at the table if this is a Clackamas County project? I don't want further intrusion into Lake Oswego.

Steve Morris -- I own a house on State Street in Lake Oswego. The project should post all objections to the project on the project website in addition to a good cost estimate. I'm concerned about user access; more parking must be considered. I don't like the northern landing options in Lake Oswego but could live with the southern one. Consider light impacts on neighbors, as well as homeless management.

Bob -- I bike to downtown Portland and Oregon City and would never drive to the bridge. At a time when society needs to reduce its carbon footprint, we should consider this bridge. I don't care which alignment is chosen, as long as a bridge is built.

#### Presentation of Alignment Alternatives

Mike Pyszka presented the 10 potential bridge alignments (see below), and PC members discussed the alignments and asked questions.

##### **Alignments:**

- A-2 SW Terwilliger Blvd to SE Bluff Rd
- A-3 SW Terwilliger Blvd to SE Courtney
- B-2 Tryon Cove (Upper) to SE Bluff Rd
- B-3 Tryon Cove (Upper) to SE Courtney
- C-2 Tryon Cove (Lower) to SE Bluff Rd
- D-1 Foothills Park to Riverville Park
- D-2 Foothills Park to SE Bluff Rd
- D-3 Foothills Park to SE Courtney
- E-4 Roehr Park to Oak Grove Blvd
- F-4 William Stafford to Oak Grove Blvd

#### Discussion and Questions

Regarding A2, how much would a landing that spanned Highway 43 cost? [That particular cost point is yet unknown but including this element in the bridge would eliminate the need for a



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future project to cross Highway 43, as the Tryon Cove Creek project proposes. A2 and A3 are longer alignments so they would cost more.]

Why was a Bluff Road landing considered if there is no direct connection to the Trolley Trail? [It eliminates neighbor impacts and the team wanted to include such an option. A3 has a better connection to the Trolley Trail.]

What would be the structural impacts to Rivervilla Park? Would there be support columns that span across the park? [The columns would be 150 feet apart. It would track along the southern edge of the Oak Lodge Water District facility or into the Courtney Road right of way rather than in the park itself. The Bluff Road and Courtney Road alignments have minimal impacts to the park. The bridge would cross over the parking lot but not impact it.]

How much would it cost to extend B2 to cross over Highway 43 at Tryon Creek Cove Park? [The next step in the study will be to do a cost estimate of the three best alignments.]

I am sensitive to the public's and CAC's recommendations on the alternatives and want to support their recommendations.

Mike -- C2 would have more impacts on Tryon Creek Cove Park, as the bridge would have to reach the height to the river. It would land at a lower site and there would be a challenge of BES fill to reduce the length of the bridge. D1 has a great benefit to Foothills Park and trail connectivity, and there is potential parking on site; but it has a significant impact to Rivervilla Park due to the grade and the compromising of usable space in the park. D2 would be a shorter structure; both D2 and D3 have better connectivity. They meet most of the criteria, cost less and have the best connectivity to downtown Lake Oswego.

Is the high water table a problem? [No.]

Mike – I've been looking at parallel studies for future connections at Foothills Park. E4 from Roehr Park to Oak Grove Boulevard would have a lot of impacts on residents, as people would see the bridge from their front door. It would benefit downtown Oak Grove but has a steep grade to access Oak Grove beyond the landing. Courtney Road has a smaller grade. F4 is secluded on the west side, but ties into an existing trail. There would be significant impacts on both sides of the river, and there are strict zoning and covenant restrictions on the Lake Oswego side.

What is the best alignment option for bicycle commuters who would travel from Oak Grove to Lake Oswego en route to Kruse Way? [The Terwilliger Boulevard landings.]

How wide is the Oak Grove Boulevard right of way? [60 feet. The disadvantage of the Courtney Road landing is that it is narrow and heavily used by neighborhood traffic.]

### Summary of Input from Public and Committees

Jeanne reviewed highlights from the July 22<sup>nd</sup> CAC meeting and outlined themes. The CAC ultimately identified **A3, D3 and E4** as their top three choices. They were not as enthusiastic about E4, but they liked the connection it provided to downtown Oak Grove businesses.

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Kristen summarized the two public open houses, held August 5<sup>th</sup> and August 7<sup>th</sup> in Lake Oswego and Oak Grove respectively, as well as the online open house. The approximately 600 people who visited the online open house were self-selected and therefore the survey was not statistically valid. It confirmed, however, what the project team had been hearing from the beginning: there are those who would like a bridge regardless of the precise alignment option and those who do not want a bridge at all. The survey indicated there would be a significant user base. The public's top three choices were **A3, B3 and D3**.

The Technical Advisory Committee's top three choices were **A3, D3 and D2**.

#### Further PC Discussion

Parking is tighter on the east side than the west side. Housing is denser on the east side and the streets are narrower. On the west side, there is the potential to acquire parking around Foothills Park if needed.

Bicycle commuters are concerned with the high volume of auto/bike/ped traffic on Fair Oaks Avenue. If Courtney Road is a landing point, then a traffic study should be conducted there. The right of way is narrow.

Scheduling the PC to tour the landing sites as a group is a good idea now that we have narrowed them down to three. [Steve will schedule that at the end of this meeting.]

All three alignments the CAC recommended can accommodate EMT access.

Regarding governance of the bridge, representatives of each of the four involved governments have been talking about the process. They will develop a legal agreement if the time comes.

Commissioner Savas noted that he has heard feedback regarding parking concerns on the east side. The project team should factor in whether parking would be available and how it would affect the neighborhood. He has heard more negative feedback from the public than positive but surmised that many of the complaints might fall away now that the alignment options have been narrowed.

Mayor Gamba recommended the team add the following question to the upcoming survey: "How often would you drive your car to the bridge in order to use it?"

Jackie Manz said that her constituents in Lake Oswego have focused on the homelessness issue and crime, and she recognized that parking issues can derail a project. She advised the team to be clear on messaging about the project goal so that people understand that this is a bike/ped bridge only.

The PC members agreed that A3 and D3 are their two top choices and they agreed to D2 as well, despite the fact that they believed Bluff Road is not an ideal landing. This decision paralleled the recommendation of the TAC. The CAC had recommended E4 instead of D2, but due to the residential impacts on Oak Grove Boulevard, the TAC and PC decided against E4.

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#### Analysis of Transit on Bridge

Steve said there was a recent request from Metro staff for the project to analyze transit on the bridge. The team plans to look at alignment D3 and study how the inclusion of transit would affect the design and costs. Transit in this case would include a small bus but not light rail. Adding a single transit lane would double the width of the bridge and most likely the cost and would have a greater impact to the area due to its size. TriMet has said it is not interested in adding a bus route to the future bridge.

The group was surprised that Metro had made this request so late in the process and was concerned that the public would feel betrayed by this sudden change in scope. Steve said that they would study the transit element as requested by Metro, which is funding this project, but that the PC's final recommendations about the project would be key.

#### Next Steps

**September 19, 6 - 8 p.m.** – Community Advisory Committee meeting, Robinwood Station Community Center, 3706 Cedar Oak Drive, West Linn

September 27, 11 a.m.–1 p.m. – Policy Committee meeting, Clackamas County Development Services Building auditorium, 150 Beaver Creek Rd, Oregon City

The displays/maps from this meeting will be posted to the website.

The next steps for this project, if the PC determines it is worth pursuing to the next stage, would be environmental scoping and the governance agreement.

#### Closing Public Comment

- I live near Oak Grove and moved there because my family and I love the area and love to bike on the Trolley Trail. An Oak Grove Boulevard landing is a good option.
- Have you visited the Courtney landing? It is a dangerous corner and has an existing drainage problem.
- Climate change demands that we consider this bridge. It closes a gap of trail connectivity. I like the option to split the ramps on the Lake Oswego side to serve both locations.
- The Oak Grove area is underserved with parks and Rivervilla is the best park area, so be sensitive to the impacts for the park. Explain what minimal impact means to the community.
- I recommend that the PC visit each landing site to make a meaningful vote.
- I don't like the rushed nature of the project. The environment around Tryon Creek is fragile with fish life. I don't think this will resonate in the community.
- Are all new bridges required to accommodate EMT vehicles? [No, this is not required for bicycle/pedestrian bridges.]
- There is a legal crossing at E Avenue for bikes. What would be the cost of a bridge or tunnel over or under Highway 43?
- Connectivity is the issue and the project needs infographics on bike/ped information, the height of the bridge, etc. The Mary's Woods connection is also a problem.

# Policy Committee (PC) Meeting Summary

October 25, 2019, 11 a.m. – 1 p.m.

Clackamas County Development Services Building

## Meeting Objective

To decide whether the project is feasible and whether it should move forward for further study.

## Attendees

**PC Members:** Mark Gamba, Mayor of Milwaukie; Christine Lewis, Metro Councilor; Jackie Manz, Lake Oswego City Councilor; Paul Savas, Clackamas County Commissioner

**Project Staff:** Clackamas County: Steve Williams (project manager), Ellen Rogalin; Parametrix: Mike Pyszka; JLA Public Involvement: Jeanne Lawson (meeting facilitator), Tracie Heidt

**Guests:** Danielle Smart; Bradley Bond; Cole M.; Robert Rose; Tina Schohick; Ellen Smith; Liz Hartman; Julie Budeau, CAC; John LaMotte, Lake Oswego City Councilor; Mike Budeau; Martha Banyas; Michael Hoeye; William Farley; Fred Sawyer; Johanna Lourisburly; Elain Heiman; Jeff Bailey; Kathleen Gordon; Jane Civiletti; Walter Robinson; Nita Chabala, CAC; Thelma Haggenmiller; Kelly Perlewitz; Scott Schraeter; Joe Buck, CAC; Asia Alvarez Zeller; Cindy Ellison; Lorea Alba; David Craig; Bob Sack; Scott MacWilliams; Ron Gronowski; Jeff Gudman, CAC; Heather Koch, North Clackamas Park & Recreation District; Gavin Mahaley; Matthew Wicks; Hans Tschersich; Kirk Mouser; Chris Ommert; Mike Perham, CAC; Steven Lohmann; Seth Davis; Margi Bradley, Metro; Micah Meskel; Caroline Fitchett; Evelyn Jerde; Lauren Fulwiler; Dorene Tschersich; Meryl Haber; Gordon Haber; Morgan Wyenn; Barrett Meeker; Rita and Michael Smith Kingen; Bruce Parker, CAC; Brock Inman; Mary Beth Coffey, CAC; Judith Rossner; Jeff Heiman; David Keifer; Michael Selvaggio; Christy Clark; SR Eymer; Chips Janger; Rachel Dawson; Jack and Sally Hardwick; Miriam Reed; Amy Gillcrist; Tad Reeves; James Jerde; Al Belais; Charles (Skip) Ormsby, CAC; Ann Hadley; Ted Labbe, CAC; Ray Thornhill; David Rowe; Wylie Dulmage; Michael Dewitz; Ed Riddle; Lura Lee; Anatta Blackmarr, CAC; Jean Clinton; Tom Civiletti, CAC; Jan Lindstrom; Sandi Gadow; Sarah Ellison; Bruce Ellison; William Waite; Tom Pauken; C. Stephen White; Lisa Adatto; Mary Ratcliff; Matt Tracy; Josephine Adamski; Andy Mercier; Helen Leek; Kathy Hyzy, Milwaukie City Councilor; Andrew Kershaw; Lisa Nowak

## Welcome, Meeting Purpose and Agenda Review

Commissioner Savas, representing the hosting jurisdiction, welcomed the PC and audience.

Jeanne Lawson reviewed the meeting agenda. Steve Williams summarized the history of the feasibility study and said that today the project team would present the final alternative alignments and early cost estimates.

## Public Involvement and Opinion Poll

Ellen Rogalin, Clackamas County Community Relations Specialist, reviewed the public involvement for the project, including an initial public input questionnaire, two in-person open houses, an online open house, a postcard mailing, three Community Advisory Committee meetings, three Policy Committee meetings and presentations at community meetings, as well as the project website, emails to interested parties and social media.

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Jeanne summarized the results of the recent scientific opinion poll that was designed to capture what people saw as the benefits and drawbacks of a bridge. A total of 401 registered voters in Lake Oswego, Oak Grove and Milwaukie were contacted at random by phone, with equal representation from both sides of the river.

- 63% favored the idea of a bridge
  - 71% from Oak Grove/Milwaukie area
  - 55% from Lake Oswego
- 9% were unsure
- 28% were opposed

### Analysis of Bridge Alternatives

Steve shared photographs of existing park bridges in Des Moines, Grants Pass, and the Darlene Hooley bike/ped bridge in Portland; draft plan and elevations of the Terwilliger to Courtney and Foothills to Courtney bridge alternatives; main-span deck section alternatives for the river piers; typical approach span sections with and without the transit element; and elevation comparisons with the Sellwood, Tillikum and St. John's bridges.

He explained how the 10 alignments that the project team had initially presented to the PC had been narrowed down to two landing sites in Oak Grove (Upper Courtney Avenue and Bluff Road) and two in Lake Oswego (Foothills Park and one that would land on Terwilliger Boulevard and Upper Tryon Cove Park).

The top public preference was the Foothills Park to Upper Courtney Avenue alignment, the second was Foothills Park to Bluff Road, and the third was Terwilliger Blvd to Upper Courtney Avenue.

Steve presented total cost estimates for the bridge types, including the options that included transit (see presentation slide). Prices ranged from \$30.3 million to \$63.8 million depending on the main-span structure and approach span types. He also compared the annual cost to maintain a bridge with concrete construction vs steel construction for the three alignment options over 75 years. The average annual maintenance cost would be \$110,000 to \$220,000, depending on the main-span structure and approach span types. He also outlined the National Environmental Policy Act (NEPA) requirements, which would be studied in a future phase to consider impacts on the human and natural environment.

### Discussion

Councilor Lewis: I'm prepared to report to Metro that transit should not be included in the study.

The PC members unanimously agreed to not consider transit for the bridge.

Mayor Gamba: The aesthetics of the bridge are important.

Commissioner Savas read a statement from the Board of County Commissioners, which said that the BCC did not support a transit option; was not prepared to discuss further feasibility until the project team narrowed the alignment options to one instead of three; and asked for more public outreach.

Mike Pyszka: The next phase of the study, if it takes place, would be a federal process that would require that there be at least two bridge alternatives, in addition to a "no build" option.

Councilor Manz: The project team has not presented to my city council yet and I am not ready to make a decision.

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## Oak Grove - Lake Oswego Ped/Bike Bridge Feasibility Study

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The group discussed taking more time (perhaps 60-90 days) before making any decisions to extend the study and allow time for more outreach, especially with Lake Oswego.

### Public Comment

Miriam Reed – There wasn't a single public hearing. This meeting today is at a time when working people cannot come. Studies show the key reason that people don't use transit more is that buses don't come frequently enough. Spend money to expand light rail instead.

Bob Rose – I am from Lake Oswego and I support the bridge and generally support a bike solution. I commuted by bike to the Sellwood Bridge for 10 years and it was dangerous. ODOT needs to do something about Highway 43.

Hans Tschersich – I am an 80-year-old active bicyclist and use the Trolley Trail often. I am in favor of the bridge.

Danielle Smartt – The transit option is not safe. The survey is flawed because participants didn't really have a chance to state their preference. I want to know more about the property taxes, wildlife, neighbor impacts and air quality.

Bruce Parker – I live in Canby and am on the County Ped/Bike Committee. There is a 9-mile break between crossings over the Willamette. Connectivity is important. The age statistics show that the younger you are, the more support you have for the bridge. This is a long-range study, and this bridge would serve generations to come, not my generation.

Fred Sawyer – Talk to the railroad so we can connect Stampher Road to E Avenue in Lake Oswego, cross the highway at E Avenue and close Stampher at Hwy 43. The Tryon-to-Terwilliger connections need to be better, too.

Bradley Bondy – It would be short-sighted and irresponsible to not study the possibility of transit. It is not costing the County any more to study transit. We are not committing to build it.

Nita Chabala – I live on the west side of Stampher. It is an interesting concept but imagine if your house looked onto the bridge to see homeless people and litter. Safety is important and Stampher is an unsafe road, not a destination, and dangerous to walk to. Spend the money to improve Stampher. There is nowhere to ride a bike on Hwy 43. There is already a lot of traffic in Lake Oswego. This is not a good idea at all.

Kelly Kelowitz – Lake Oswego is opposed to spending money without clear direction on what we are looking for and what people want. The access sites are not well thought out, especially on the west side. There is a lot of congestion on the west side. This should not be a bridge that benefits only a minority of people.

Ted Labbe – There has been good public process, and there should be more. There is big regional significance of this project. Transit is not opportune right now, so we should drop it. With this, off-street active transportation in Lake Oswego could take the Orange Line to get into town. We are in a climate crisis, so it's important to invest in trails. Move ahead with the study.

Helen Leek – I am from Lake Oswego and am opposed to this. There has been very little awareness about this project. I take issue with the Foothills Park landing site—putting a monstrosity in the middle of a beautiful park. The west side is more impacted than the east. Spend the money on bike paths on Hwy 43 instead. This is an unnecessary overreach by Metro.



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## **Oak Grove - Lake Oswego Ped/Bike Bridge Feasibility Study**

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Mike Muscal – I represent the Portland Audubon Society. We would like you to move forward. This can help reduce emissions, connect communities to nature, and build out the trails system. We would like to be part of the process and help reduce impacts going forward. The future is transit and active transportation.

Charles “Skip” Ormsby – Because the social engineering impacts are not yet known, I am against this. We should consider other river reaches between Portland and Newberg. Bikes on the Willamette shoreline are not good. Rehabilitate bike paths between Lewis and Clark College and Lake Oswego. ADA grades over 5% are bad.

Tina Schohick – I am from Oak Grove and am surprised at all the opposition. People in my neighborhood like the idea of using the bridge to walk to Lake Oswego to eat in restaurants and walk in parks. I strongly endorse continuing.

Ted Reeves – I am from Oak Grove and used to live in Lake Oswego. It is very hard to commute to the city from Lake Oswego. I support the bridge very much. It would be good for me personally and good for the community.

Mike Perham – I represent the Lake Oswego Sustainability Committee. This project would advance active transportation through an Oak Grove connection. I often go to Tigard because it is easy to get there. I would like to go to Oak Grove, but I rarely bother because it takes so long to get there. This is sustainable for the area and I am strongly in support.

David Keifer – I live on River Road, am a regular biker, runner and walker, and use the Trolley Trail a lot. I am strongly in favor of the project. How are the different designs earthquake-ready?

Jeff Bailey – I live on Courtney Avenue, two blocks from the Fair Oaks landing. I don't like that Courtney would have 1,500 more people a day riding down the middle of the street. The street is not improved. How much more money will be included for roadway improvements? What about the other side of Courtney? Consider Courtney improvements from the river to Fair Oaks as part of the project.

Lisa Nowak – Even after people cross the bridge, they will have to go another 4-5 miles to the Park Avenue MAX Station. For those going to Portland, it doesn't make sense to ride to Oak Grove first. We have bike paths and people admit they don't use them the way they should because of crime, homeless and trash. Take some of this money and create a dedicated force to patrol the bike paths so the police don't have to.

Judith Rossner – I work in the Lake Oswego Parks and Recreation Department. Foothills Park is often rented out for memorial services, parties, etc. The bridge will reduce the revenue we get from park rentals, which support our community events. Why rent the park if construction is an interference? Parking is a problem; there are only 17 parking spots plus two ADA spots.

Marybeth Coffey – This process has been hushed and rushed. Now we are down to three connections and the Oswego Pointe Village residents don't like it. People come to use Foothills Park and park wherever they want. This is not NIMBY; it's safety.

Brock Inman – I am from Oak Grove and oppose this because of the daily impacts it would have. This is counter to Metro's bond measures to protect water quality. The information-gathering process was flawed and didn't give people a choice. Metro wants to balance buses, light rail and traffic gridlock, but didn't mention a bike/ped bridge. I am burdened by Lake Oswego dock boat traffic every summer.



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## Oak Grove - Lake Oswego Ped/Bike Bridge Feasibility Study

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Sarah Ellison – I live in Lake Oswego and want to see the bridge move forward. It's a crucial link with the regional trails system. Our whole family will use it regularly. It's a real opportunity for active transportation. There are not a lot of good trails going out of Lake Oswego. It would be great to see a bridge that can handle emergency vehicles in case of a natural disaster.

Wylie – A bridge must be built, not just for bikes and peds, but for people who want a walkable Portland, less congestion and better air quality. It will give stakeholders better lives. It is hard to bike through Riverview Cemetery, and very hard to ride down Highway 43.

Matt – I live in Oak Grove. Shouldn't this study be more comprehensive? I like the ped bridge idea but fear the lack of information. Having more information would combat the fear factor. Do the second phase of the study so we have more information to make a better decision.

Lisa Adatto – I'm from the Lake Oswego Sustainability Network and have a petition with signatures from 600 plus people in favor of the bridge. I love biking and have spent hundreds of hours on the Trolley Trail, but unfortunately have to drive across the river from Lake Oswego and put my bike on the car. When you bike a lot, you get excited about hills. When will the bridge be a priority? It's time to invest in biking in Lake Oswego.

Tom Pauken – I live on the corner of Fair Oaks and Courtney. I would see the bridge from my driveway, 30 feet from the front door, over my head between my house and my neighbor's house. On the face of it, it is a good idea, but if Lake Oswego bicyclists want to bike out of Lake Oswego, they can spend money on a trail system on the west side.

Ben McKinnle – I am a Street Trust board member. I bike into work two or three days a week and have been hit by cars three times on State Street. My sister lives in Milwaukie and having the connectivity of a bridge would be great. This is a good opportunity for elected officials to make a difference and solve long-term traffic problems later. It would also create a disaster pathway in case of earthquake.

Will Farley – I live off Oak Grove Boulevard. With a bridge, my bike commute time would go from 53 to 24 minutes and my commute distance from 10 to 2.4 miles. I like the connectivity for communities on either side of the river. The project team has done a good job creating multiple options and narrowing them to a few options to study. More details will come out in future. Let's move forward, and look at the pros and cons. Maybe we won't include transit at this time but can add a bus line in future.

Morgan Wyenn – I live in Oak Grove and we love going biking as a family.

Barrett Wyenn – Bike sales in the area are up 65% and electric bikes are growing 73% year after year. Biking is becoming more viable and bikes are better than cars and better for the environment. Let's look to the future.

*[Note: 19 completed comment cards and seven written statements were also submitted.]*

### Discussion and Recommendations

Commissioner Manz: Lake Oswego hasn't received enough information about the project yet. I like the idea of a bridge but cannot speak on behalf of the council. I'm concerned about the rushed timeline and don't like that the scope suddenly shifted to consider transit.

Mayor Gamba: Our task is simply to decide whether the project is feasible and whether we should move forward with the Environmental Review and Permitting phase, which would answer a lot of questions. The project is clearly feasible and all of the public's concerns will be tended to

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## Oak Grove - Lake Oswego Ped/Bike Bridge Feasibility Study

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and studied during the next phase. The bridge would significantly increase the walking and biking radius for Lake Oswego residents. Future discussions about the project need to be informed by factual data; otherwise, discussions are based on dreams or fears.

Commissioner Savas: A 60-90 day extension period would be wise so Lake Oswego can have time to consider the project and there can be more public outreach. The plan is a lot more expensive than it was in the Transportation System Plan. I understand that moving forward with just one alternative is not an option, so I withdraw that request. I never thought Courtney Avenue would be one of the landing sites. The bridge should be beneficial to the local communities it serves. The bridge would be for pedestrians as well as bicyclists. A ferry could also be a feasible alternative; perhaps it could be included in the study.

Councilor Lewis: There aren't adequate east/west connections in Clackamas County. I would like to study all options for a bridge to meet people's needs. The Metro funds being used for the study are available exclusively for planning and cannot be used for fixing roads. My priority is to build a bridge, but there needs to be more communication.

Mayor Gamba: Examining a ferry alternative, which is not feasible or part of the scope, would muddy the conversation.

Mike Pyszka: The next phase, including the environmental (NEPA) process, would determine the purpose and need. It would involve Clackamas County, Metro and Lake Oswego, and study all reasonable and prudent alternatives. If the intent is to pause to answer questions, the reality is that the answers to those questions will not be known until after the environmental study process is complete.

### Outcomes

**The committee members unanimously agreed on the following next steps:**

- No longer consider a transit option for the bridge;
- Continue the project for the next 90 days, with additional public outreach to partner jurisdictions, especially Lake Oswego, and a public meeting in early-mid January;
- Hold another Policy Committee meeting no later than Jan. 25, 2020, to report back to the Policy Committee and to give the Policy Committee another opportunity to determine whether to move the project forward into the second phase of the analysis. (It is understood that this second phase would again be funded by Metro and would take 12-18 months.); and
- Send information about the study to Metro by Thursday, Oct. 31, so the project can remain in possible consideration for Metro's T2020 transportation investment measure, tentatively planned for November 2020. (It is understood that if a decision is made for the project not to move forward, it would be withdrawn from the Metro process.)

### Next Steps

Steve said he is scheduled to provide a status report and next steps at the November 5 Lake Oswego City Council meeting.

### Adjourn

Commissioner Savas thanked everyone for attending and adjourned the meeting at 2 p.m.

# Oak Grove – Lake Oswego Pedestrian & Bicycle Bridge Feasibility Study

## Policy Committee Charter

The following is the charter for the Policy Committee that will be formed for the Oak Grove – Lake Oswego Pedestrian Bicycle Bridge Feasibility Study. This charter defines the organizational structure and decision making process for the project, the membership and responsibilities for the committee, as well as the expectations for committee participation and attendance, communications and meeting protocols.

### Project Purposes:

The purpose of this project is to analyze the feasibility of a pedestrian and bicycle bridge over the Willamette River between Oak Grove and Lake Oswego by studying three issues: 1) The engineering and environmental feasibility of developing the bridge and providing connections to the existing and planned pedestrian-bicycle network; 2) The level of support for the bridge in the project area; 3) The manner in which the city, county and regional governments could work together to build and maintain a bridge.

### Project Organizational Structure and Decision Making:

There will be four committees organized for this project that will be responsible for receiving community input, evaluating technical information and making recommendations:

#### Policy Committee (PC):

The Policy Committee will be the decision making body for this feasibility study and will make recommendations to the partner governments at key decision points in the study.

#### Community Advisory Committee (CAC):

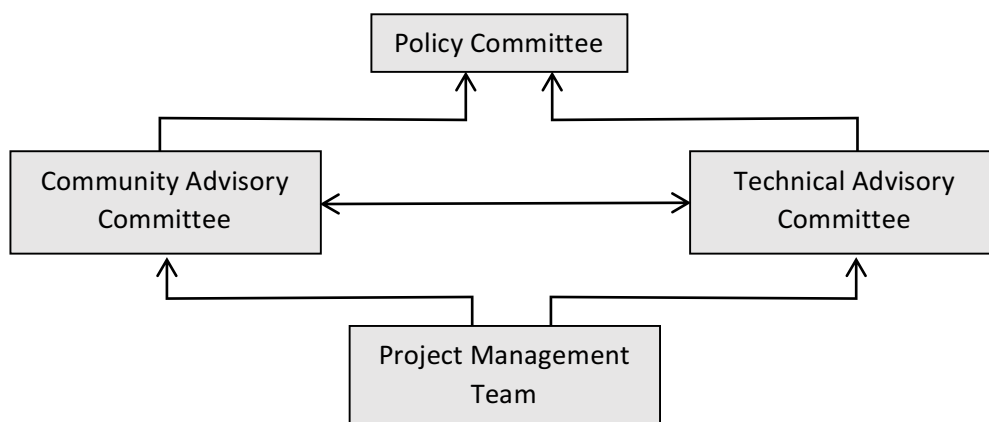
The Community Advisory Committee will be made up of study area residents and business owners, as well as representatives of community groups with an interest in the proposed bridge project. The CAC will make recommendations to the PC and the TAC on key decisions in the feasibility study identified above.

#### Technical Advisory Committee (TAC):

The Technical Advisory Committee will be made up of staff members from the four partner governments with expertise in planning, bike/pedestrian transportation, engineering, community engagement and parks. The TAC will make recommendations to the PC and CAC on key decisions in the feasibility study.

**Project Management Team (PMT):** The Project Management Team will be made up of members of Clackamas County staff and the consultant Project Manager. The PMT will be responsible for the management of the project.

The diagram below depicts the decision making structure for the project:



## **Policy Committee Membership and Responsibilities**

### Policy Committee Membership:

The Policy Committee membership will be as follows:

- Clackamas County – One County Commissioner appointed by the Board of County Commissioners
- City of Lake Oswego – One City Councilor appointed by the City Council
- City of Milwaukie – One City Councilor appointed by the City Council
- Metro – One member of the Metro Council, appointed by Metro Council

### Term of Membership:

Members of the PC shall serve until the completion of the feasibility study, which is expected to require about nine months. If the bridge project is determined to be feasible by the partner governments, and if sufficient funding is available, the bridge project may move into subsequent phases for engineering design and environmental analysis. The committee structure will be evaluated at the end of the feasibility study and a determination made regarding the committee structure that is needed for the succeeding phases. Each of the four partner agency decision-making bodies will be responsible for determining their representation for subsequent phases.

### Policy Committee Responsibilities:

The Policy Committee will be the decision making body for this feasibility study and will make recommendations to the partner governments on key decisions in the study, including

- Bridge Alternatives including bridge concepts, alignments, landing points, and plans for connection to the pedestrian and bicycle network;
- Bridge Conceptual Costs
- Preliminary environmental screening
- Organizational plan for the development and maintenance of the bridge
- Bridge feasibility

## **Policy Committee Operation Agreements:**

### Meeting Attendance

- All members will attend each of the Policy Committee meetings, arrive promptly, and stay for the duration of the meeting.
- Alternates or proxies will not be accepted.
- If a member of the Policy Committee must end their service, the government that member represented will be asked to appoint a replacement representative prior to the next Policy Committee meeting and will ensure that member has been fully briefed on the deliberations to date.

### Meeting Schedule:

- This project will move quickly and will require close coordination between the four committees and the consultant team. To enable the project to move forward quickly and achieve close coordination, a meeting schedule for all committees, including the PC will be established at the beginning of the project and strictly followed.

### Meeting Protocol

- A quorum shall consist of a majority of voting members
- Meeting agendas will be distributed in advance and include the amount of time scheduled for

each meeting topic.

- Meeting summaries will be prepared and distributed after the meeting for review.
- The meetings will begin with an opportunity for members to raise questions or comments about the summary of the last meeting.
- Discussions will be facilitated by a neutral professional.
- The facilitator will start and end meetings on time unless the group agrees to extend the meeting time.
- The facilitator will maintain an ongoing list of off-agenda topics to be addressed as time permits.
- All PC meetings shall be conducted in accordance with Oregon Public Meetings Law and are open to the public. Community members will be invited to provide comments to the PC as time allows as noted on the agenda. Written comments are always welcome by emailing Project Manager Steve Williams and will be shared with PC members. The facilitator may allow public comments or questions at other times during the meeting if time permits.

#### PC Actions

- PC actions will ideally be made by consensus. Consensus means no one will choose to block or prohibit the implementation of a decision.
- If consensus on a proposed decision cannot initially be achieved, the committee will explore modifications and alternatives that address the outstanding issues until consensus can be reached.
- If consensus is not reached, the PC will determine if a majority decision can be reached on a milestone and, if so, whether the action is viable without the dissenting member. If not, or in the event of a tie vote, the proposed action will be deemed to have failed for that meeting and the PC may choose to continue to seek solutions outside of the group meetings as follows:
  - The facilitator and/or project manager will hold separate meetings with each of the PC members along with their key staff to discuss the outstanding issues and potential solutions. If it appears a consensus solution is possible, the group will be reconvened in a brief meeting (such as a web meeting) to take action.
  - If it is clear, that no consensus is possible on a decision that requires consensus, three of the four partner agency representatives must agree in order for a decision to be forwarded as a recommendation of the committee, and the committee will elevate the decision by forwarding the recommendation to each of the partner agencies' decision-making bodies, and all positions will be reported and reflected fairly.
- Discussions will be described in a meeting summary and will be shared with other committees and decision makers.

## VOLUNTEER OPPORTUNITY

### County seeks residents who live near the Willamette River in the Oak Lodge area to serve on Community Advisory Committee

If you are interested in volunteering on the Community Advisory Committee and can attend three evening meetings during 2019, please contact Project Manager Steve Williams at [swilliams@clackamas.us](mailto:swilliams@clackamas.us) or 503-742-4696.



150 Beavercreek Road | Oregon City, OR 97045  
[www.clackamas.us/transportation/OGLO](http://www.clackamas.us/transportation/OGLO)

## Oak Grove – Lake Oswego Pedestrian / Bicycle Bridge Feasibility Study

Clackamas County is leading a study to determine if it might be feasible to build a pedestrian/bicycle bridge across the Willamette River between Oak Grove and Lake Oswego.

- This would be a new bridge that would not serve cars, trucks or transit.
- The existing railroad bridge is not an option for this purpose.
- The study will include public outreach, including a Community Advisory Committee (CAC) of area residents and others to advise the project team, and review and comment on the study results.

The CAC is scheduled to meet three times between April and October 2019 in the Oak Grove / Lake Oswego area. We believe it is very important that the CAC includes people who live and/or own property near the river in the project area, which is why you are receiving this special notice.

**Get involved!** If you are interested in volunteering for the Community Advisory Committee and would have the time to attend three evening meetings during 2019, please indicate your interest using our online survey at [www.clackamas.us/transportation/OGLO](http://www.clackamas.us/transportation/OGLO). For questions contact Project Manager Steve Williams at [swilliams@clackamas.us](mailto:swilliams@clackamas.us) or 503-742-4696.

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Clackamas County  
Transportation Planning  
150 Beaver Creek Road  
Oregon City, OR 97045

## **Oak Grove – Lake Oswego Pedestrian / Bicycle Bridge Feasibility Study**

**Volunteer opportunity:** County seeks residents who live near the Willamette River in the Oak Lodge area to serve on Community Advisory Committee



Clackamas County  
Transportation Planning  
150 Beaver Creek Road  
Oregon City, OR 97045

## **Oak Grove – Lake Oswego Pedestrian / Bicycle Bridge Feasibility Study**

**Volunteer opportunity:** County seeks residents who live near the Willamette River in the Oak Lodge area to serve on Community Advisory Committee





# ***Oak Grove – Lake Oswego (OGLO) Pedestrian/Bicycle Bridge Feasibility Study***



*July 24, 2019*

## ***Purpose***

The purpose of this study is to determine the feasibility of a new pedestrian/bicycle bridge across the Willamette River between Oak Grove and Lake Oswego. Comments received during previous planning indicated great demand for a bridge at this location. However, questions remain regarding the feasibility of the project:

- Are “landing locations” for the bridge available on publicly-owned property on both sides of the river?
- Is it possible to connect to other pedestrian/bicycle trails without interfering with existing uses?
- How much would it cost to construct such a bridge and who would pay for it?
- What steps must be taken to build a bridge at this location?
- If a bridge is built, who would own and maintain it?

## ***Existing Railroad Bridge is Not an Option***

- A 2009 Metro study determined that the railroad bridge owners would not agree to addition of pedestrian /bicycle facilities.
- Access to the railroad bridge for pedestrians and bicyclists would be very difficult.

## ***Upcoming Study Activities***

The study is funded by the *Metro Active Transportation Development Fund*. The study area is shown in the map on the back. Upcoming study tasks include the following:

- **Consideration of Possible Bridge Alignments** – 10 potential bridge alignments across the Willamette River have been identified. During August members of the public and project committees are being asked to consider the alternatives and express their views on those options. The process during August will reduce the number of alignments being considered from 10 to three final alternatives.
- **Public Involvement** – Public input opportunities on the possible bridge alignments include:
  - July 29 to August 9** – Online open house (<https://www.clackamas.us/transportation/oglo>)
  - Monday, August 5, 6-8 p.m.** – Lake Oswego Maintenance Center, 17601 Pilkington Road, Lake Oswego
  - Wednesday, August 7, 7-9 p.m.** – Performing Arts Center at Rose Villa, 13505 SE River Rd, Oak Grove
- **Planning Cost Estimate and Funding Plan** – A planning level cost estimate is being developed for bridge and construction and long-term costs to maintain the bridge, and a funding plan will be prepared.
- **Environmental Scoping** – Though this study does not include environmental assessment or data collection in this phase, environmental scoping meetings are being held with agency representatives to identify environmental issues and permitting requirements that would need to be addressed.
- **Equity Analysis** – An equity analysis is being prepared to ensure that no group is disproportionately affected.
- **Intergovernmental Coordination** – Clackamas County anticipates that if this bridge project does move forward, it would be advanced by a group of local and regional government partners. This task will find the most appropriate group of partners that is open to participation.

The study is expected to be concluded by the end of 2019. If the study finds that the bridge is feasible and a group of government agency partners agrees to move forward with the project, the next steps would be design, environmental studies and permitting, along with additional public outreach.

***For more information: Contact Project Manager Stephen Williams at  
[swilliams@clackamas.us](mailto:swilliams@clackamas.us) or 503-742-4696.***



# ***OGLO Bridge Study Area***







# ***Oak Grove – Lake Oswego (OGLO) Pedestrian/Bicycle Bridge Feasibility Study***



***October 8, 2019***

## **Study Purpose and Process**

The purpose of the study is to determine the feasibility of a new pedestrian/bicycle bridge across the Willamette River between Oak Grove and Lake Oswego. Key steps in the study process include:

- Criteria for bridge locations selected by community advisory committee
- 10 possible alignments identified for consideration
- Public input to select final three bridge alternatives
- Approval of final three alternatives by Policy Committee
- Development of concepts and cost estimates for final three bridge alternatives

## **Final Alternatives**

- **Foothills Park to Courtney Ave:** Estimated cost - \$30.3 million (plan on back of page)
- **Terwilliger Blvd to Courtney Ave:** Estimated cost - \$44.5 million (plan on back of page)
- **Foothills Park to Bluff Rd:** Estimated cost - \$30.3 million
- **Foothills Park to Courtney Ave including transit** (consideration of a pedestrian/bike/transit alternative was requested by Metro): Estimated cost - \$54.2 million

## **Scientific Survey**

A scientific survey of 400 randomly selected individuals evenly split between the east and west sides of the Willamette River was conducted in September 2019. Survey respondents were asked 10 questions on their support or opposition to the proposed bridge, support or opposition to transit on the bridge. The graph below shows support/opposition to the bridge with/without transit.

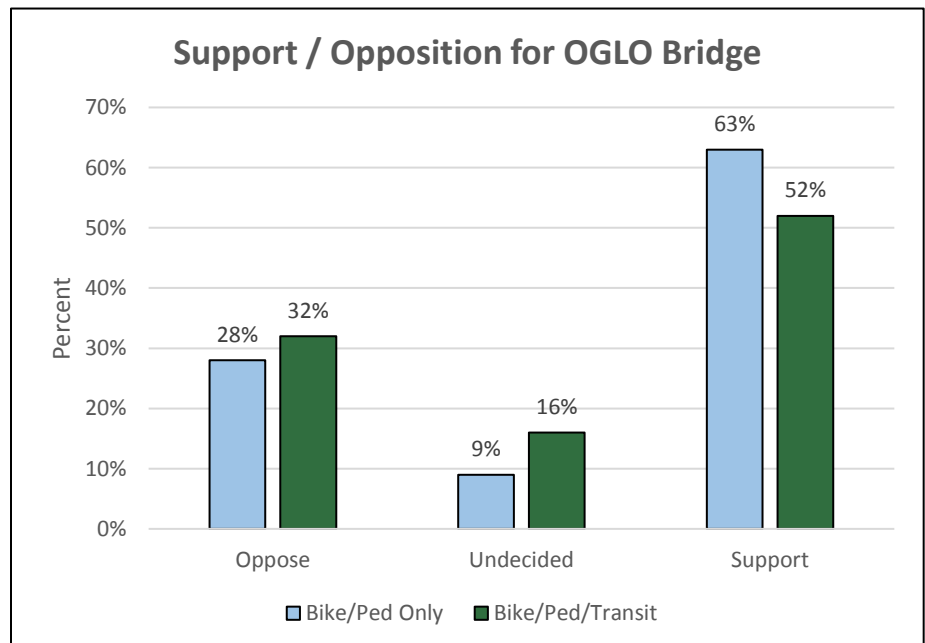
Respondents were also asked about their view of benefits and concerns.

### **Benefits:**

- Connectivity across river (15%)
- Encourages bike/pedestrian mobility (8%)
- Encourages exercise (6%)
- Saves travel time (4%)

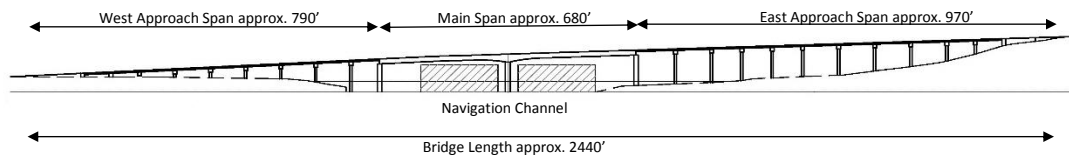
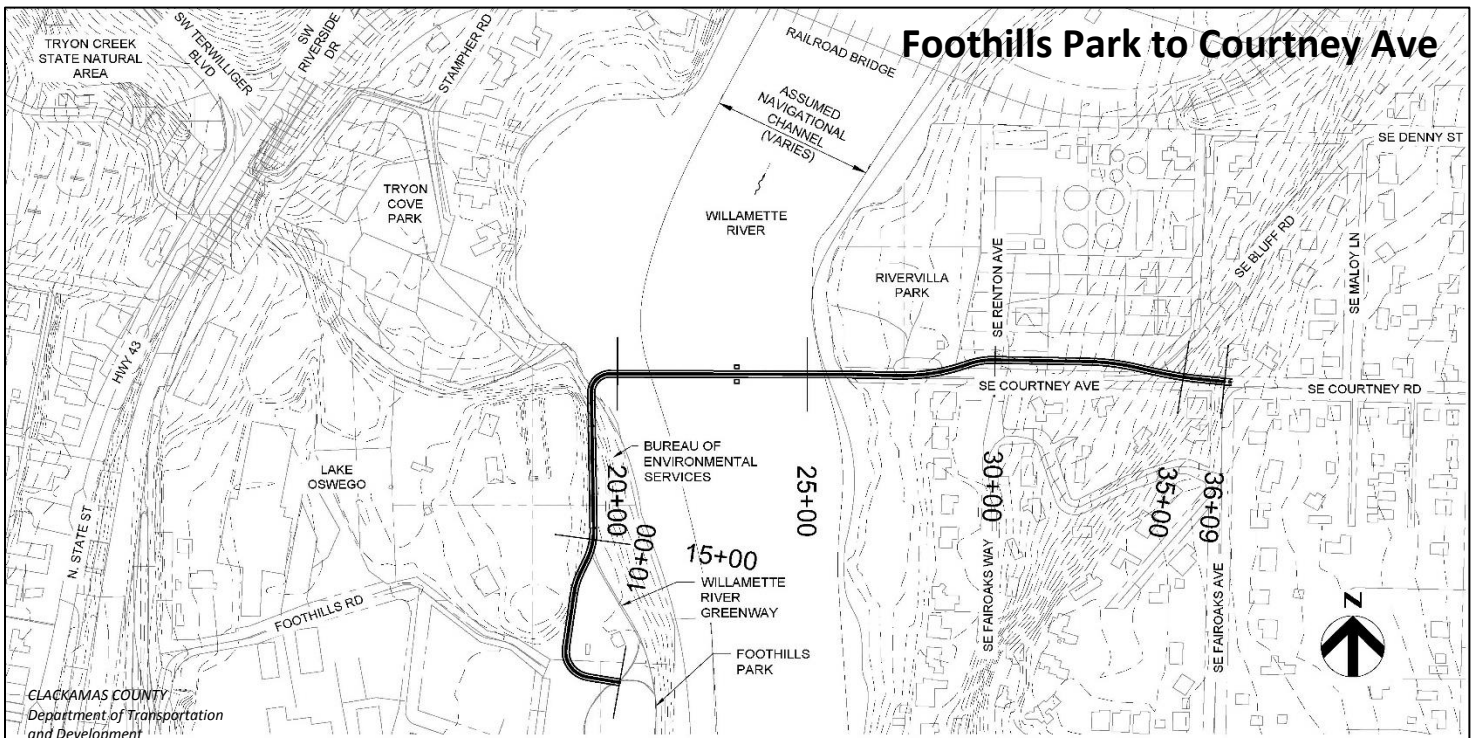
### **Concerns:**

- Cost (19%)
- Traffic/parking (17%)
- Security/safety (12%)
- Environmental impacts (4%)

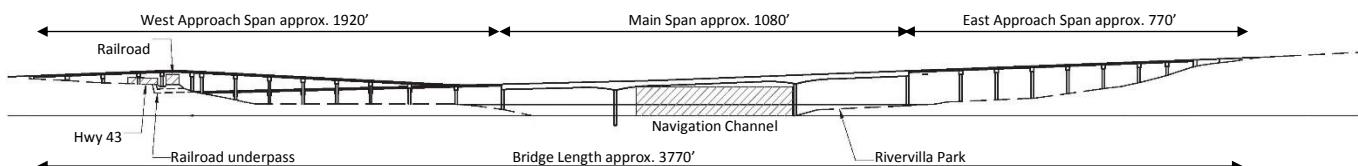
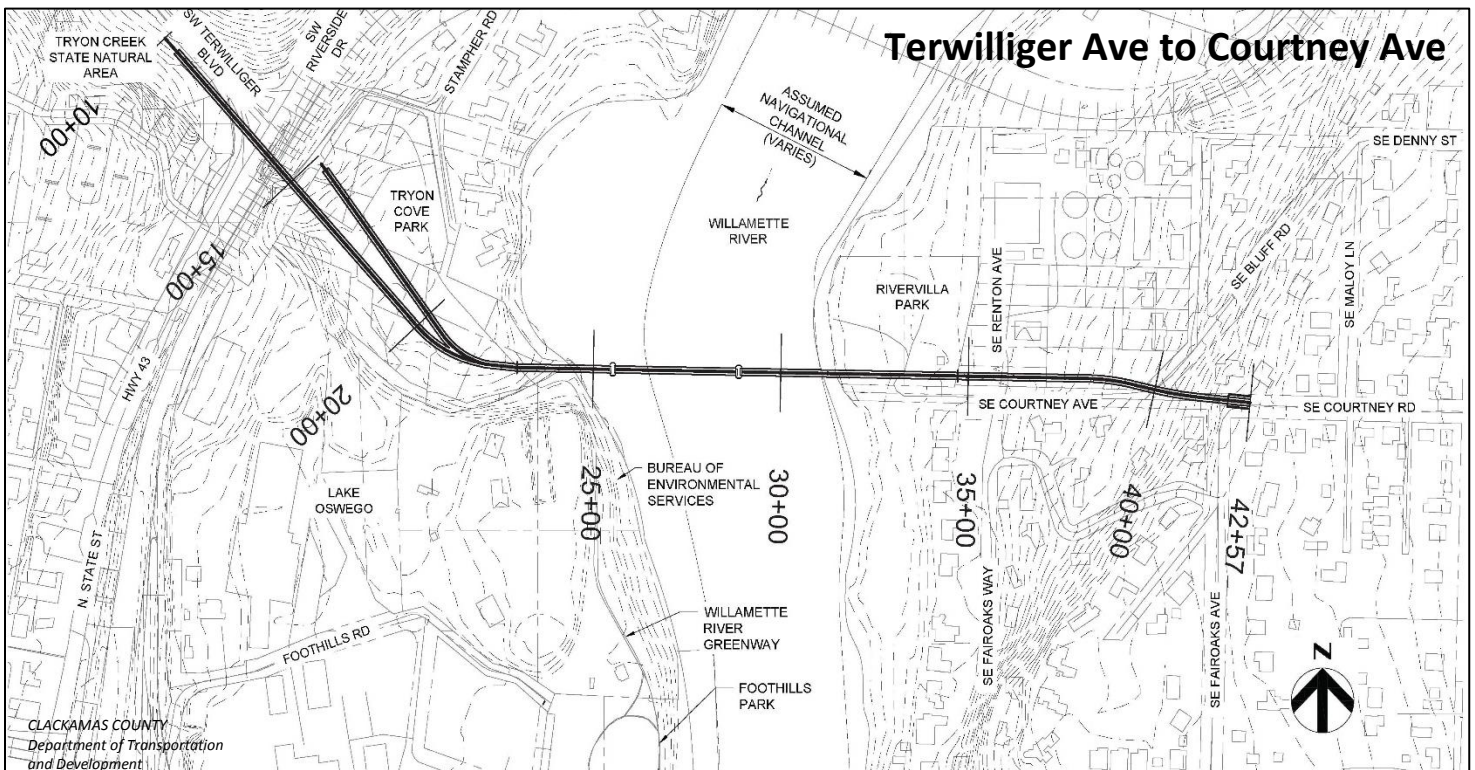


***For more information: Contact Project Manager Stephen Williams at  
swilliams@clackamas.us or 503-742-4696.***

## Foothills Park to Courtney Ave



## Terwilliger Ave to Courtney Ave





**RILEY RESEARCH ASSOCIATES**  
Research for Marketing, Public Relations, and Planning



***OAK GROVE – LAKE OSWEGO  
PEDESTRIAN-BIKE BRIDGE  
SURVEY***

**SUMMARY REPORT  
SEPTEMBER 30, 2019**

Michael J Riley, APR, PRC  
Riley Research Associates

RESEARCH | INSIGHT | KNOWLEDGE

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## EXECUTIVE OVERVIEW

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Some 400 residents in Milwaukie, Oak Grove, and Lake Oswego areas were surveyed for their opinions regarding a proposed pedestrian-bike bridge between Oak Grove and Lake Oswego.

% Area residents on both sides of the river strongly supported having Clackamas County continue to explore the possibility of the pedestrian-bike bridge with 63% in favor of the idea, 9% unsure, and 28% opposed.

% The highest level support was among voters on the east side of the Willamette River, with 71% in support, compared to 55% support on the west side.

% Reasons for supporting the bridge most often included the connectivity the bridge would bring (15%) and transit connections specifically (6%), as well as encouraging low-impact transportation (8%), and opportunities for exercise (6%).

% Concerns included cost (19%) and tax implications (13%), followed by traffic/parking/noise (17%), and security/safety issues (12%). Security was cited by 18% of Lake Oswego residents, but only 7% of east-siders.

% More than half of the people surveyed (52%) said they were more likely to support the proposal, knowing it will be paid for by grants, or regional and state dollars.

% A majority of respondents said they would use the bridge at least once (53%), although the vast majority of seniors (those age 65+) said they would never use the bridge (72%). Most residents would likely walk, bike or take transit to access the bridge (70%), but 50% also said they may drive to one side or the other.





## INTRODUCTION

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Riley Research Associates (RRA) was asked to conduct a scientific poll to determine perceptions about the exploration of a proposed pedestrian and bicycle bridge over the Willamette River between Lake Oswego and Oak Grove.

Riley Research surveyed a representative sample of registered voters in the cities of Lake Oswego, Milwaukie, and the precincts that make up the area known as Oak Grove on the east side of the Willamette River.



## METHODOLOGY

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RRA conducted a scientific telephone survey among 400 voters proportional to the voting population in the three areas surveyed. The purpose of using a voter sample was to ensure that participants were from the specific geographic areas of interest. A sample of 400 produces information considered accurate to within a margin of error of +/-5%, at a 95% level of confidence.

The questionnaire (in the appendix) included eight questions about the issues, as well as demographics. The sample was monitored to ensure that it was proportionally representative of the geographic areas of Oak Grove, Lake Oswego, and Milwaukie, Oregon.

The study sample is representative of registered voters in terms of gender, although has slightly more seniors, and slightly fewer non-affiliated voters, in terms of political parties. The demographics section is at the end of this report and details the voter list versus sample proportions.

The following is a question-by-question summary of the findings, with in-depth analysis by demographics and attention called to those questions where significant differences exist.



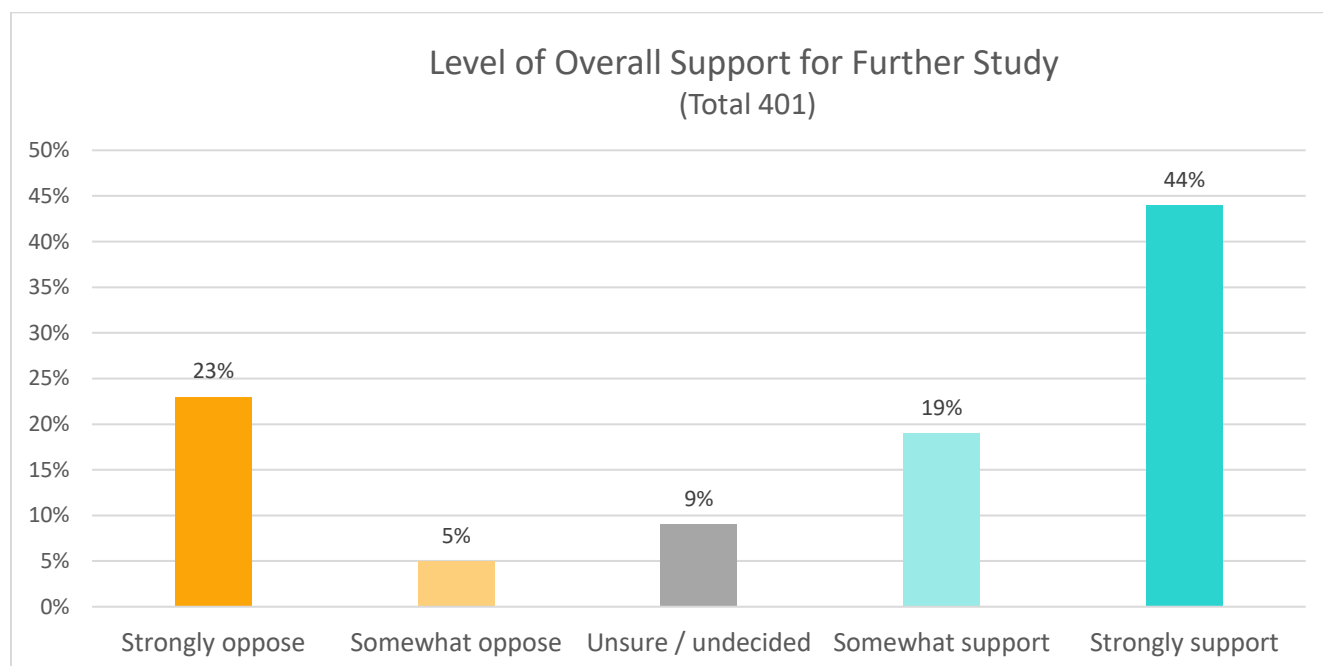
## RESULTS

(This statement was read to respondents) To give you a bit of background, the Clackamas County Transportation Department would like to determine whether or not there is enough interest among local residents to continue to explore the possibility of the pedestrian and bicycle bridge. The current feasibility study is being funded by Metro. The cities of Lake Oswego and Milwaukie, as well as the North Clackamas Parks & Recreation District, are partners in this project.

The idea for this new project was raised in part because there is currently no way for the public to cross the Willamette River for a nine-mile stretch between the Oregon City Bridge and the Sellwood Bridge. The bridge would accommodate pedestrians and bicycles, would be accessible for those with disabilities, and would allow access for emergency vehicles. It would connect to current and planned bicycle and pedestrian paths on both sides of the river.

**Q1. If the project were to move forward, the county would seek funding – NOT from property taxes – but from sources that could include grants, or funds from local cities, Metro, and the State. Based on this description, would you support or oppose having Clackamas County continue to explore this idea? (Probe) Strongly or somewhat?**

Residents on both sides of the river strongly support having Clackamas County continue to explore the viability of the pedestrian-bike bridge with a total of 63% in favor of the idea and 9% unsure. A total of 28% oppose the idea. The highest support was on the east side of the Willamette River, with 71% support compared to 55% support on the west side.

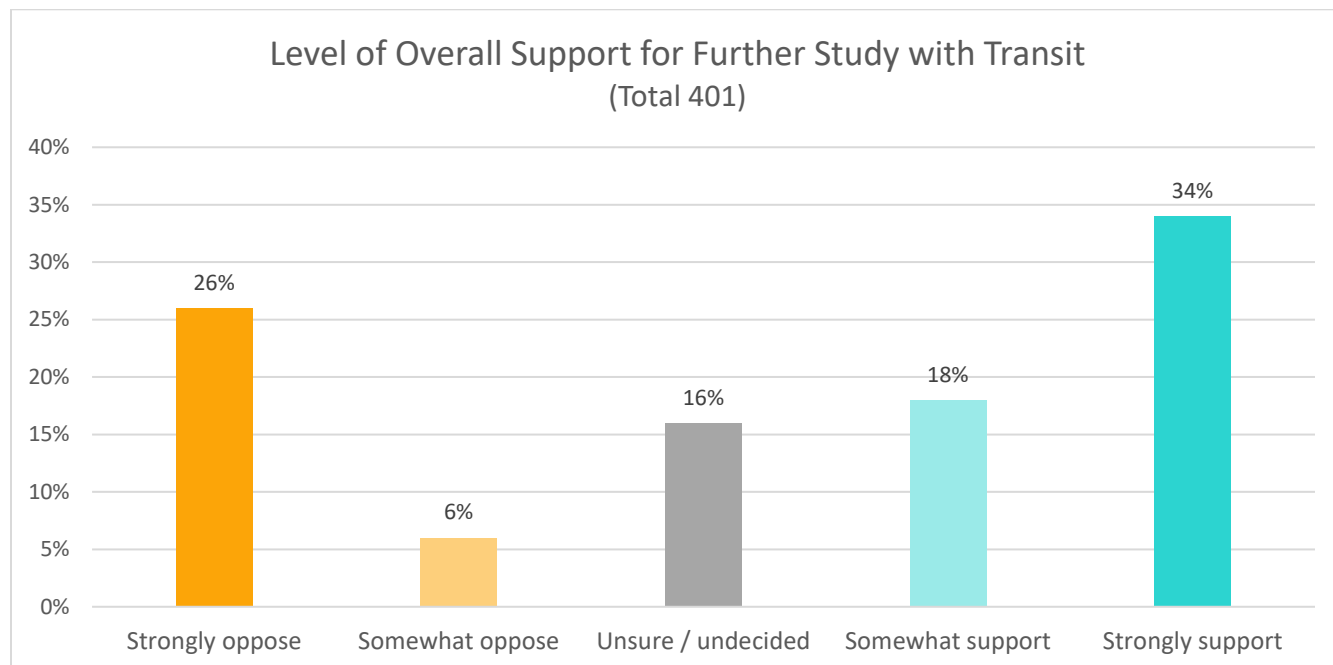


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**Q2. Would you support or oppose the county continuing to explore this idea if the bridge was built to also allow small transit vehicles on the bridge to transport people from the Park Avenue light rail station to the Lake Oswego Transit station?**

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The proposal to add small transit vehicles to the proposal dropped support from 63% to 52%. Those unsure increased from 9% to 16% and those opposed increased from 28% to 32%. Support among west-siders decreased from 55% to 46%.



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**Q3. What thoughts, benefits, or possible concerns does the idea of this bridge raise? (Coded verbatim responses – Multiple responses allowed)**


---

Comments were 55% negative, 33% positive, and 26% neutral, with the largest single issue being the cost (19%) and tax implications (13%), followed by traffic/parking/noise (17%), and security/safety issues (12%). Security was cited by 18% of those on the west side, but only 7% of east-siders.

Among the positive responses, the top mention was connectivity (15%) and transit connections (6%), plus encouraging low-impact transportation (8%), and encouraging exercise (6%).

	Total
<b><u>Negative Comments</u></b>	<b>55%</b>
Cost / other priorities / not needed	19%
Traffic / parking / noise	17%
Cost tax implications	13%
Security / safety / vandalism / crime / homeless	12%
Environmental costs / burdens	4%
Impact to property owners / existing housing	3%
Appearance / negative aesthetics	1%
Miscellaneous negative	7%

	Total
<b><u>Positive Comments</u></b>	<b>33%</b>
Need the connectivity	15%
Encourages low impact ped-bike transport	8%
Opportunity for transit connection	6%
Encourages exercise	6%
Saves travel time	4%
River access	3%
Environmental benefit	2%

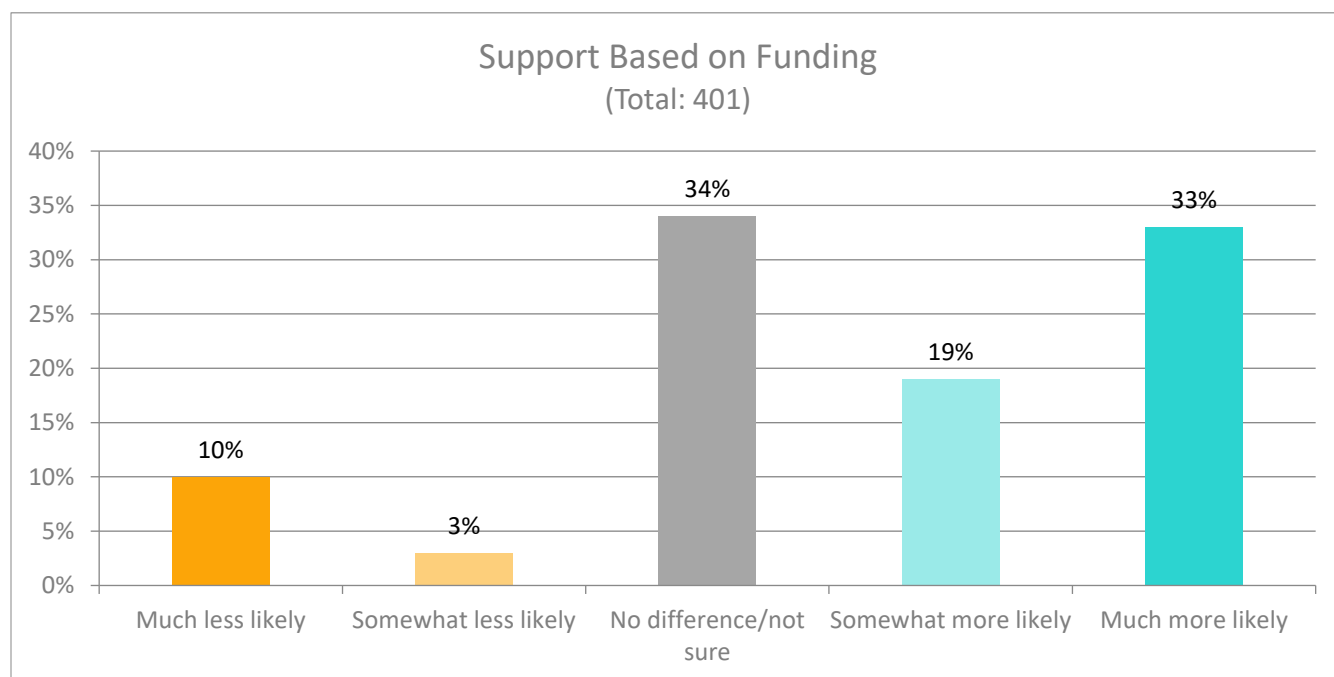
	Total
<b><u>Neutral Comments</u></b>	<b>26%</b>
No thoughts or concerns	17%
Need more information	3%
Neutral - access	3%
Connection to other trails	1%
Other neutral	3%

---

**Q4. Are you more or less likely to support this idea, knowing that it will be paid for by grants, or regional and state dollars? (Probe) Much more so, or somewhat?**

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More than half of the people surveyed (52%) said this information made them more likely to support the bridge proposal.



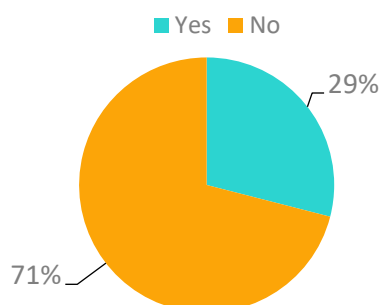
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**Q5. Do you have children age 18 or younger living in your household?**

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Three in 10 households have children

**Households with Children**  
(Total: 401)

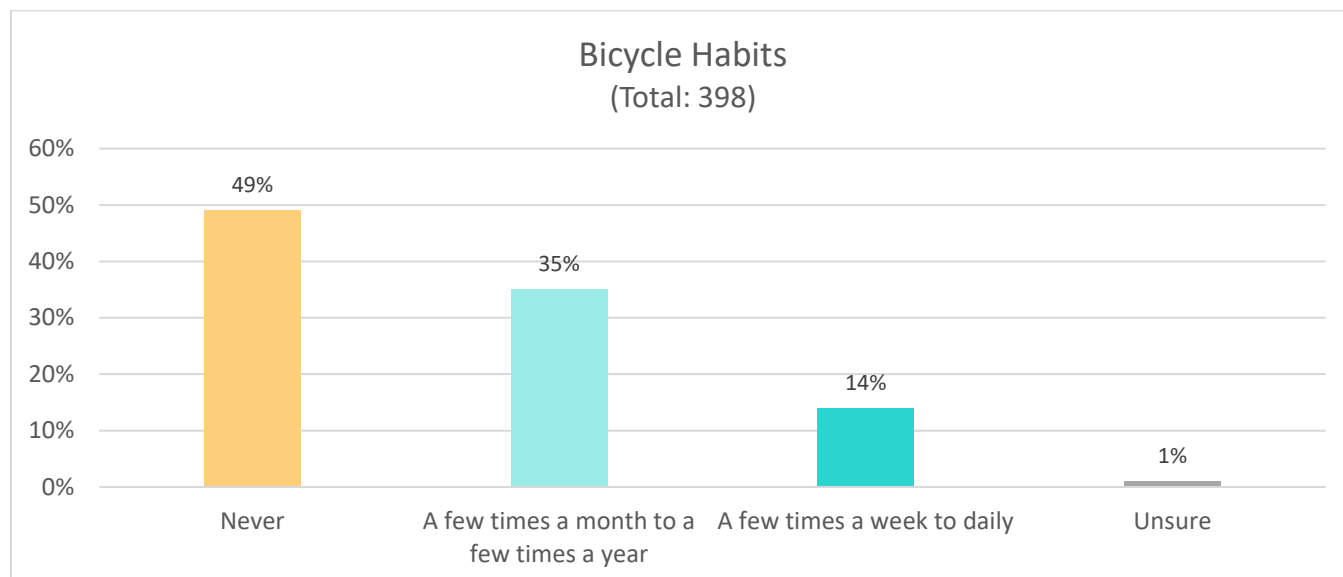


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**Q6. How often do you ride a bicycle for recreation and/or transportation purposes?**

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About half of respondents ride a bicycle at least once in a while (49%), while half never do (49%).

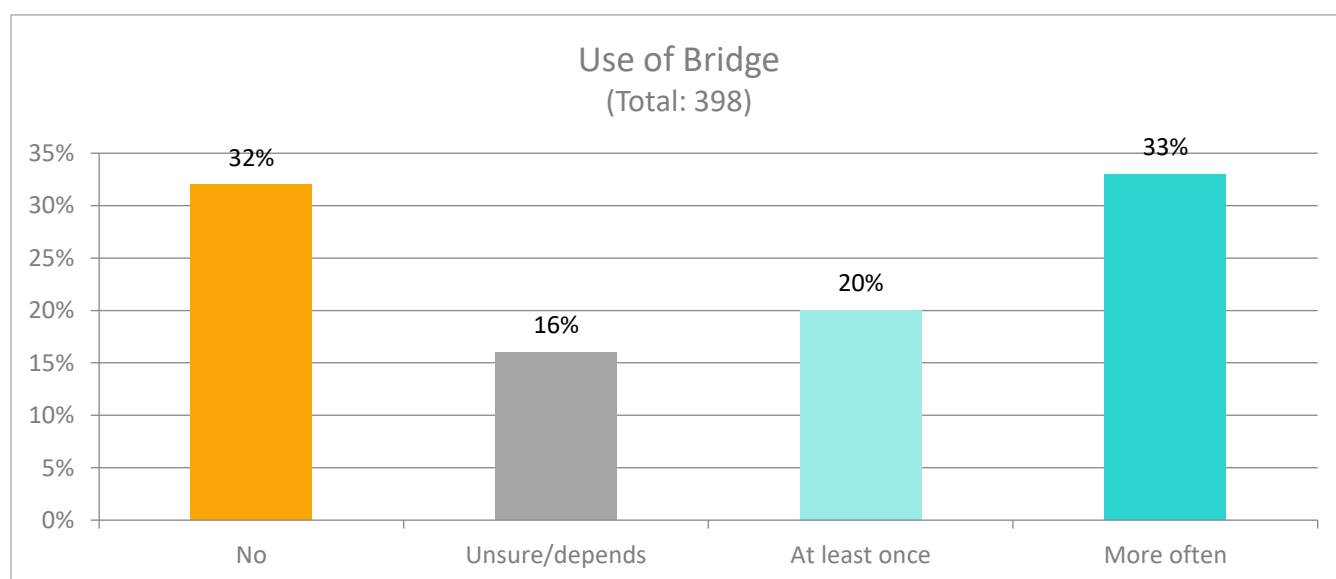


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**Q7. And if built, do you think you or your family members might use this bridge?**

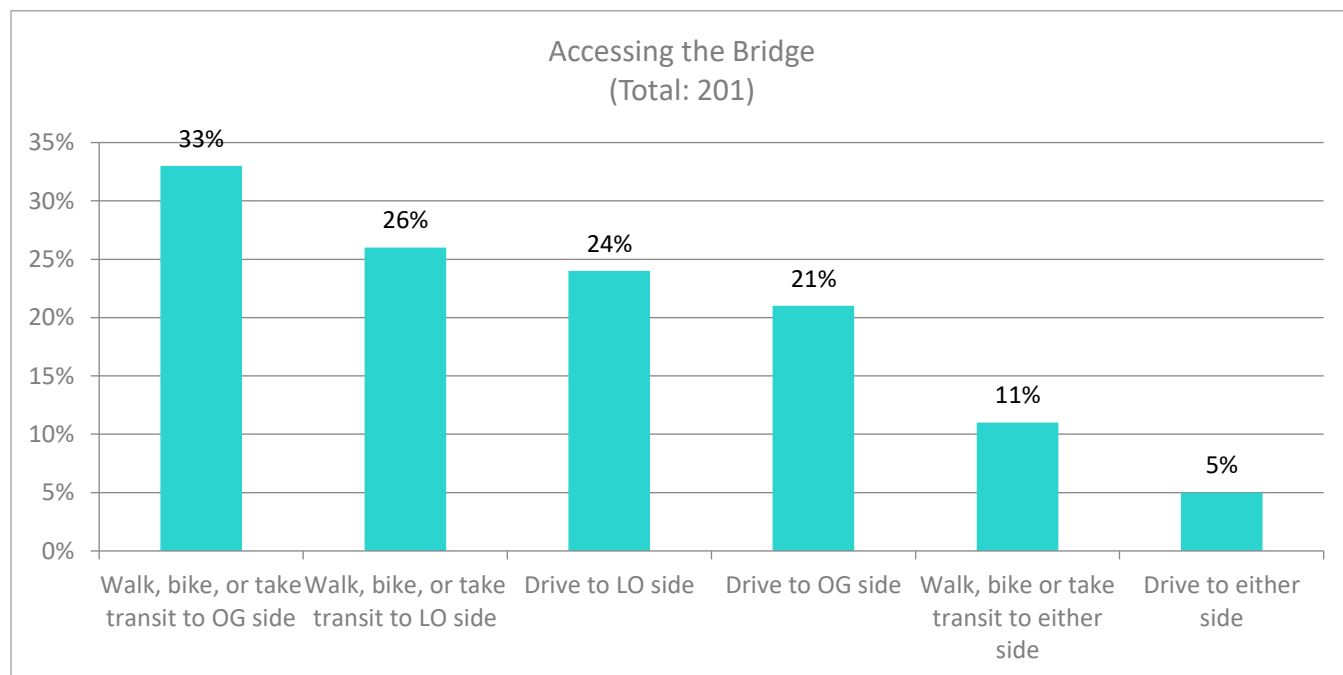
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A majority of respondents would use the bridge at least once (53%), but the vast majority of those age 65+ would never use the bridge (72%).



**Q8. (Of those who would use the bridge at least once) How would you or your family members most likely access the bridge? (Multiple responses allowed)**

Most residents would likely walk, bike or take transit to access the bridge (70%), but 50% also said they may drive to one side or the other.







## Demographics

### Sample Analysis

RRA conducted this scientific telephone survey among 400 voters proportional to the voting population in the three areas surveyed. The purpose of using a voter sample was to ensure that participants were from the specific geographic areas of interest. A sample of 400 produces information considered accurate to within a margin of error of +/-5%, at a 95% level of confidence.

### Q9. Party

	Sample	List
	401	12,000
Democrat	45%	47%
Republican	27%	26%
Independent	12%	5%
Non-affiliated	10%	20%
Libertarian	1%	1%
Other	4%	1%

### Q10. Gender

	Sample	List
	401	11,488
Male	48%	45%
Female	52	55%

### Q11. Age

	Sample	List
	401	11,988
18-24	1%	4%
25-34	5	8%
35-44	15	16%
45-54	20	17%
55-64	18	21%
65+	41	34%



## APPENDIX: QUESTIONNAIRE

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### Clackamas County Transportation

Oak Grove – Lake Oswego Pedestrian/Bicycle Bridge Poll

Questionnaire Ver 3.1 9-6-2019

### Introduction

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Hello, Clackamas County has asked us to poll local residents to hear your thoughts about a proposed pedestrian and bicycle bridge over the Willamette River between Lake Oswego and Oak Grove. (If necessary) The poll will take less than five minutes. I'm looking at a voter list for your area, is this (first name)?

S1) According to Oregon voter files, your residence is in the (see list) area; is that still the case?

1	Lake Oswego (~50%)
2	Milwaukie (~30%)
3	Oak Grove (~20%)
4	Other – DISCONTINUE (if not one of these areas)

### Questions

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Q1) To give you a bit of background, the Clackamas County Transportation Department would like to determine whether or not there is enough interest among local residents to continue to explore the possibility of the pedestrian and bicycle bridge. The current feasibility study is being funded by Metro. The cities of Lake Oswego and Milwaukie, as well as the North Clackamas Parks & Recreation District, are partners in this project.

The idea for this new project was raised in part because there is currently no way for the public to cross the Willamette River for a nine-mile stretch between the Oregon City Bridge and the Sellwood Bridge. The bridge would accommodate pedestrians and bicycles, would be accessible for those with disabilities, and would allow access for emergency vehicles. It would connect to current and planned bicycle and pedestrian paths on both sides of the river.

If the project were to move forward, the county would seek funding – NOT from property taxes – but from sources that could include grants, or funds from local cities, Metro, and the State. Based on this description, would you support or oppose having Clackamas County continue to explore this idea? Strongly or somewhat?

1	Support strongly	5
2	Support somewhat	4
3	Unsure / Undecided	3
4	Oppose somewhat	2
5	Oppose strongly	1

Q2) Would you support or oppose the county continuing to explore this idea if the bridge was built to also allow small transit vehicles on the bridge to transport people from the Park Avenue light rail station to the Lake Oswego Transit station?

1	Support strongly	5
2	Support somewhat	4
3	Unsure / Undecided	3
4	Oppose somewhat	2
5	Oppose strongly	1

Q3) What thoughts, benefits, or possible concerns does the idea of this bridge raise?  
(Ask open ended – else code responses as below)

#### VERBATIM Codes

	<b>Negatives</b>
1	Cost / Other Priorities / Not needed
2	Cost / Tax implications
3	Environmental costs / burdens
4	Security / Safety / Vandalism / Crime / Homeless
5	Traffic / Parking / Noise
6	Aesthetics – appearance / View
7	Impact to property owners / existing housing
9	Miscellaneous negative: list
	<b>Neutral</b>
10	Where would it be? How access?
11	Need more information
12	When would it happen?
13	How connected to other trails?
19	Miscellaneous neutral: list
	<b>Positives</b>
20	Needed transportation connectivity
21	Encourages low-impact (ped/bike) transportation
22	Encourages recreation / Exercise
23	Saves travel time
24	Environmental benefit / Saves energy
25	River access
26	Opportunity for transit connection
29	Miscellaneous positive: list
30	None

Q4) Are you more or less likely to support this idea, knowing that it will be paid for by grants, or regional and state dollars? (Much more so, or somewhat?)

1	Much more likely	5
2	Somewhat more likely	4
3	No difference / Not sure	3
4	Somewhat less likely	2
5	Much less likely	1

## Demographics

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Q5) To finish up, do you have children age 18 or younger living in your household?

1	Yes
2	No

Q6) How often do you ride a bicycle for recreation and/or transportation purposes? (Read list)

1	Daily	5
2	A few times a week	4
3	A few times a month	3
4	A few times a year	2
5	Never	1
6	Not sure	9

Q7) And if built, do you think you or your family members might use this bridge? (Read list)

1	At least once	2	
2	More often	3	
3	No	1	Do not ask Q8
4	Not sure - depends	9	Do not ask Q8

Q8) (If planning to use the bridge at least once) How would you or your family members most likely access the bridge? Select all that apply. (Read list)

1	Drive to bridge on Lake Oswego side
2	Drive to the Oak Grove side
3	Walk, bike or take transit to the bridge on Lake Oswego side
4	Walk, bike or take transit to the Oak Grove side
5	Drive to either side
6	Walk, bike or take transit to either side

Those are all of our questions, thank you for taking the time to share your thoughts!

## From Voter List

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Q9) Indicate Party (proportional)

1	Democrat
2	Republican
3	Non-affiliated
4	Libertarian Party
5	Pacific Green Party
6	Constitution Party
7	Working Families
8	Independent Party
9	Other

Q10) Indicate Gender (proportional – 55/45)

1	Male
2	Female

Q11) Indicate Age Category (proportional to list – with limit on 65+)

1	18-24
2	25-34
3	35-44
4	45-54
5	55-64
6	65+

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## Memorandum

**Date** December 5, 2019  
**To** Kristen Kibler, JLA  
**From** Alisa Pyszka, Bridge Economic Development  
Ayreann Colombo, Bridge Economic Development  
**Subject** Equitable Development Analysis  
**Project** OGLO

## SUMMARY

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There has been minimal construction of new housing units within the study area that add to the overall housing supply, and the new units are largely single family. Furthermore, due to aging population with no new millennials, it is assumed that a large percentage of the population is aging in place, which precludes turn-over in the existing housing supply. This local trend is exacerbated by the current national trend of dramatic shifts in generational preferences and household demographic trends, migration to cities over the past decade are at highest level since World War II, while housing production has fallen to historic lows. This imbalance between housing supply and demand has led to rapidly rising housing prices, economic displacement of lower income families and communities of color, and increases in homelessness. Without an increase in the amount and diversity of housing supply, housing costs in the study area will only continue to increase. Therefore, the ped/bike bridge should be viewed as an amenity (based on information outlined in the conclusion section) that will attract construction of a new diverse housing supply, as allowed by zoning, that can flatten or decrease the growing rate of housing costs and rents. If these communities do not increase the amount and diversity of housing types, housing costs will only increase making this area less equitable.

## BACKGROUND

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### Project Description

Clackamas County is leading a study to determine if it might be feasible to build a pedestrian/bicycle bridge across the Willamette River between unincorporated Oak Grove and the City of Lake Oswego. The study is expected to be concluded by the end of 2019. If the study finds that the bridge is feasible and a group of government agency partners agrees to move forward with the project, the next steps would be design, environmental studies and permitting, along with additional public outreach.

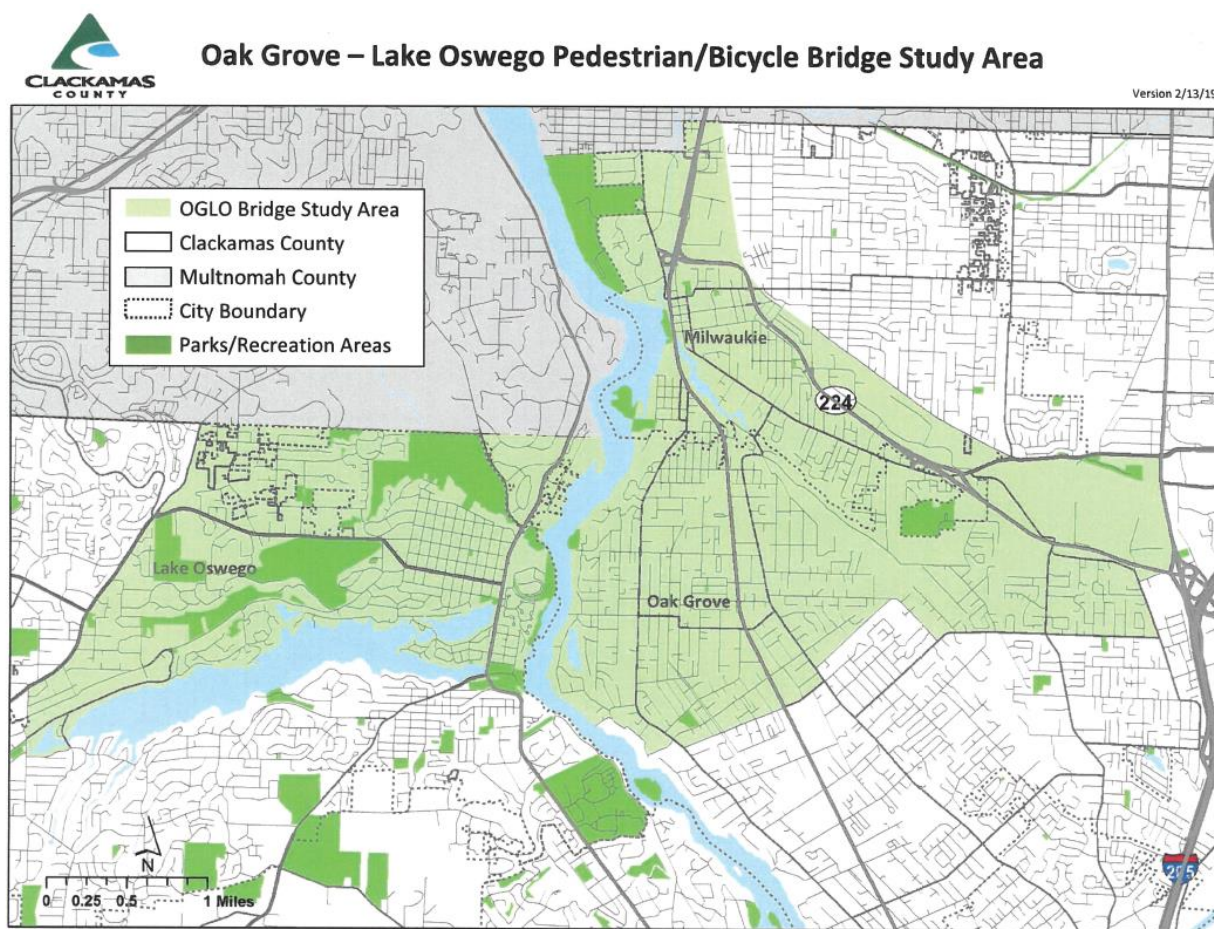
## Objectives for Economic Impacts Memo

The objectives of this memorandum are to document project area demographics to establish current and recent demographic trends in the past 10-years. Additionally, an evaluation of properties that have the potential for redevelopment based on land value in comparison to building value is provided. This information establishes a baseline to evaluate the potential for new private investment within the project area. Future anti-displacement programs can be targeted to areas identified for potential redevelopment.

## Study Area

The Study Area includes the Clackamas County census tracts 201, 202, 208, 212, 213, 214 and 215 within Lake Oswego, Oak Grove and a portion of Milwaukie, Oregon as identified in the following map. All following information pertains to this area.

**Figure 1: Project Area**



Source: Clackamas County



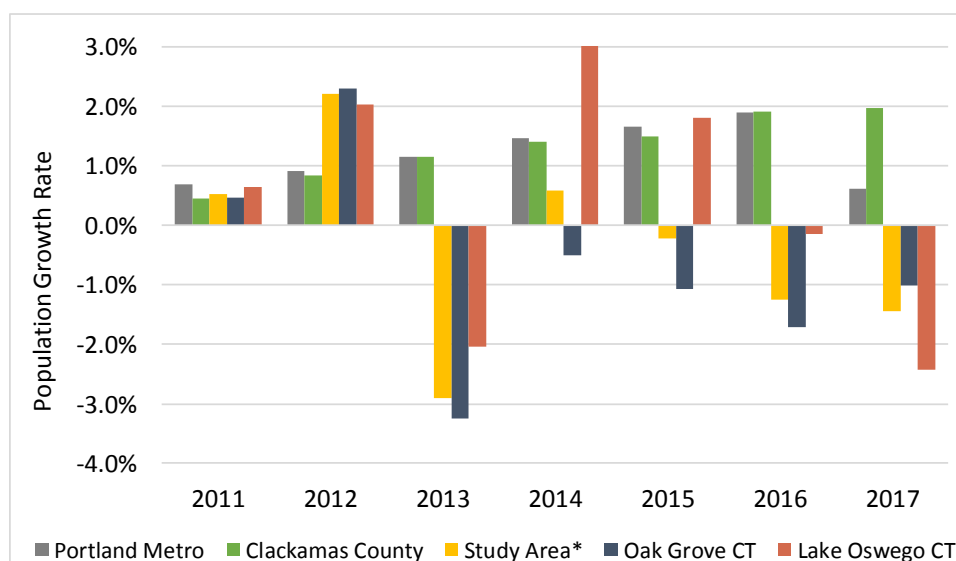
## DEMOGRAPHICS

Analyzing the demographics for the study area provides an understanding of growth trends and make-up of the population. The entire study area has seen flat to negative growth rate since 2010. The study area is getting older, increasing from 43 to 46 years, compared to the Portland Metro median age of 37.8 years. There has been no increase in the millennial population<sup>1</sup>. Racial diversity has increased in the study area by 1.5 percent and people of Hispanic origin have increased by 2%. Education attainment of a bachelor's degree has increased by 5 percent. In 2017, median household income averaged \$72,423 in the Study Area, with an average annual increase of 2.8 percent.

### Population

- Study Area including Oak Grove and Lake Oswego Census Tracts (CT):
  - Population: 33,315
  - Annual population growth: average 0% since 2010, with the last five years trending negative.
- Oak Grove CT:
  - Population: 23,235
  - Annual growth population growth: average -0.7% since 2010, with the last five years trending negative.
- Lake Oswego CT:
  - Population: 10,075
  - Annual growth population growth: average 0.4% since 2010, with the last five years trending slightly higher.

**Figure 2: Population Growth Rate Between 2010-2017, Portland Metro, Clackamas County & Study Area**



Source: PSU Population Research Center and U.S. Census Bureau

\*Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

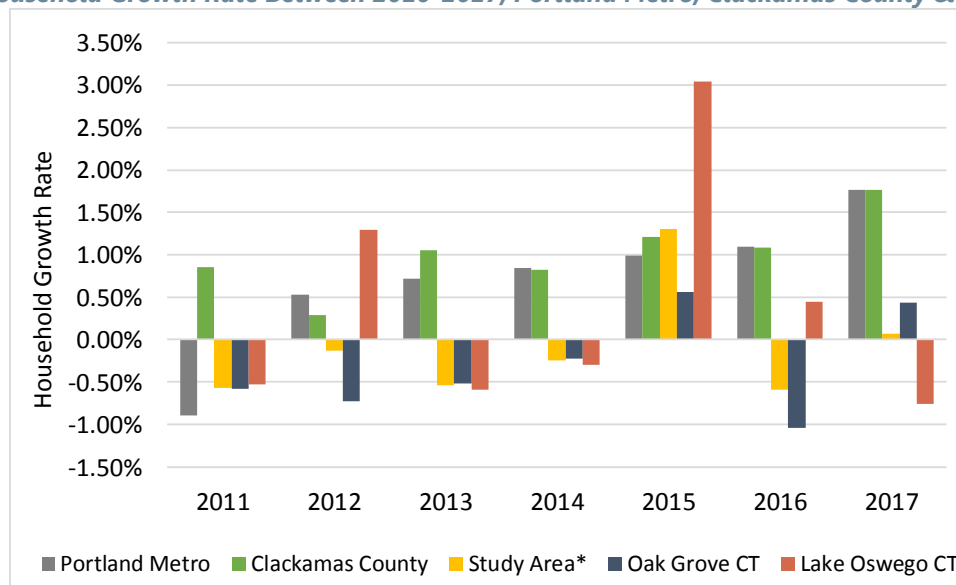
<sup>1</sup> Millennials are officially defined as adults between the age of 23 and 38. Due to the delineation of age brackets in Census data, we are counting adults between the age of 20 and 40.

## Households

Similarly, household growth has been flat for the Study Area averaging -0.1% since 2010. While Lake Oswego CTs experienced slightly positive growth, it was offset by slightly negative in the Oak Grove CT area.

Given our experience with other work in the area as well as this assessment, we consider the reason for the flat or negative growth to be closely tied with the lack of new housing developed and/or available in the area. As illustrated below, growth in housing units in the Study Area has been similarly flat or negative with the exception of positive growth in 2017. In 2017, the Study Area had 14,600 households.

**Figure 3: Household Growth Rate Between 2010-2017, Portland Metro, Clackamas County & Study Area**



Source: U.S. Census ACS 5-Year Estimates

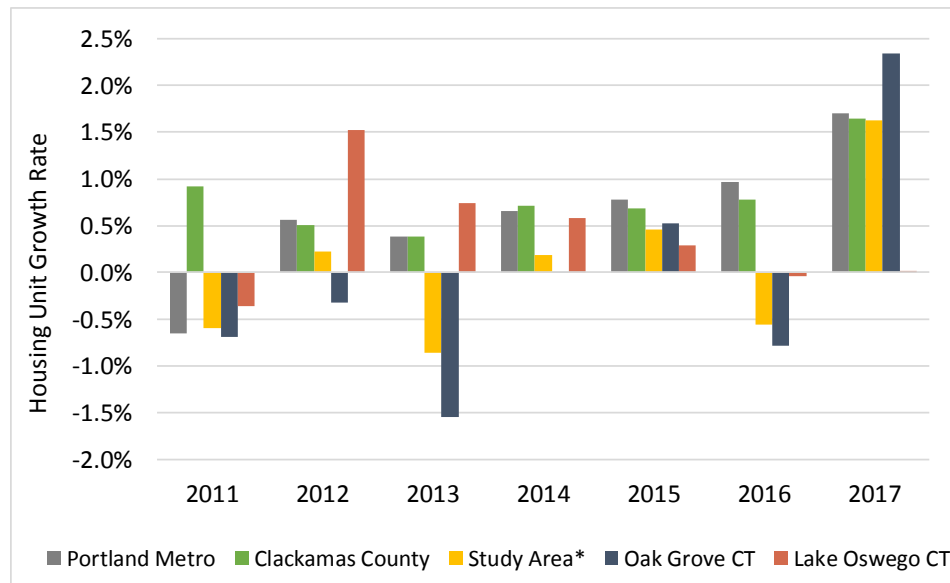
\*Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Housing Units

Since 2010, growth in housing units<sup>2</sup> in the Study Area has averaged 0.4% annually. The Study Area added 72 housing units—130 in Lake Oswego while Oak Grove lost 58 units. Typically, negative growth in housing units indicates a high level of demolitions or housing that becomes uninhabitable. Between 2016 and 2017, the Study Area added 253 units (all in Oak Grove CTs) to bring the total housing units as of 2017 to 15,845.

<sup>2</sup> Housing units accounts for all residential units including mobile homes.

**Figure 4: Growth Rate of Housing Units Between 2010-2017, Portland Metro, Clackamas County & Study Area**



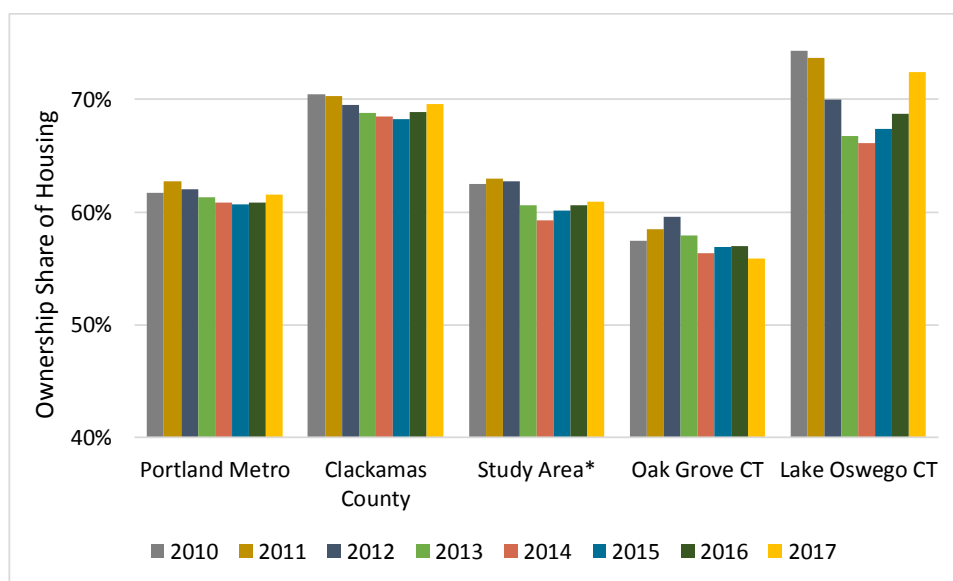
Source: U.S. Census ACS 5-Year Estimates

\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Tenure

The level of ownership-households to renter-households in the Study Area has remained stable since 2010 remaining at about 61% owner households. Oak Grove CTs have averaged ownership levels of 57% over the period while Lake Oswego CTs averaged 70%. Likewise, Portland Metro and Clackamas County have maintained ownership levels of 62% and 70%, respectively.

**Figure 5: Percentage of Residential Ownership Between 2010-2017, Portland Metro, Clackamas County & Study Area**



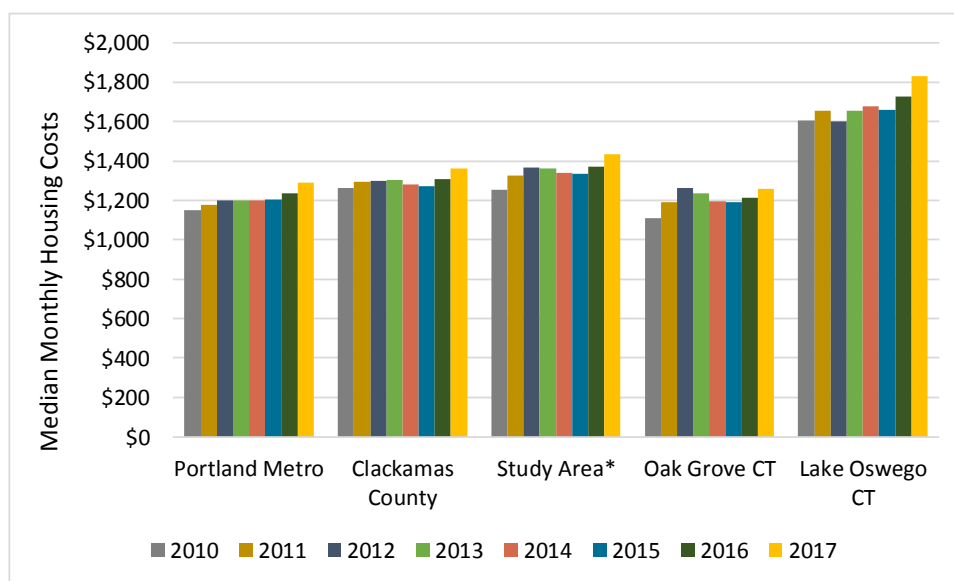
Source: U.S. Census ACS 5-Year Estimates

\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Housing Costs

Median monthly housing costs have increased by an average of 1.9% annually in the Study Area since 2010 with a significant portion of the increase, 4.5%, occurring between 2016 and 2017. Oak Grove and Lake Oswego CTs maintained similar levels of increase in housing costs until 2016 at which time Oak Grove CTs increased 3.7% through 2017 and Lake Oswego CTs averaged 6.2%. Portland Metro has averaged 1.6% annual growth over the same time period, while Clackamas County's monthly housing costs averaged 1.1% annual increases. Housing costs are defined by the Census as the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for the first mortgage, second mortgages, home equity loans, and other junior mortgages); real estate taxes; fire, hazard, and flood insurance on the property; utilities (electricity, gas, and water and sewer); and fuels (oil, coal, kerosene, wood, etc.) Lake Oswego housing costs (mortgage costs) typically increase at a greater rate than the region due to greater appreciation.

**Figure 6: Median Monthly Housing Costs Between 2010-2017, Portland Metro, Clackamas County & Study Area**



Source: U.S. Census ACS 5-Year Estimates

\*Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

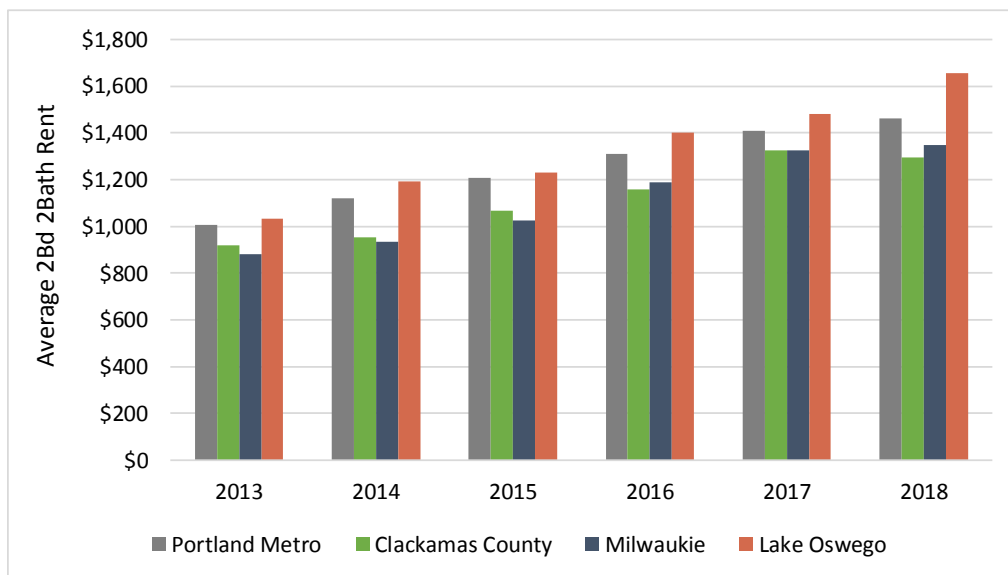
## Rental Rates

Average monthly rental rates for 2 bedroom/2 bath apartments in Milwaukie<sup>3</sup> increased by 15.80% in 2016 and 11.71% in 2017. The rental rate increase slowed to 1.58% in 2018. The overall rental rate for Milwaukie in the Fall of 2018 was an average of \$1.43 per square foot. In Lake Oswego, average rental rates for 2 bedroom/2 bath units increased by 13.64% in 2016, 5.86% in 2017 and 11.61% in 2018. The average rent per square foot was \$1.46.

<sup>3</sup> In this case, "Milwaukie" is defined by The Apartment Report, the source of the data, as the area from south of the Springwater Corridor (to the north) south to just north of the city of Gladstone. "Lake Oswego" includes both Lake Oswego and West Linn.

Data for 2019 is not yet available but given an influx of apartment supply in the metro area and overall market indications, we expect that growth in rental rates for 2019 will have slowed relative to recent years.

**Figure 7: Median Monthly Rental Rate Between 2013-2019, Portland Metro, Clackamas County, Milwaukie & Lake Oswego\***



Source: The Apartment Report, Multifamily Vol. 29 NW Fall 2018

\*2 bedroom/bath market-rate apartment, Portland Metro includes Vancouver, WA

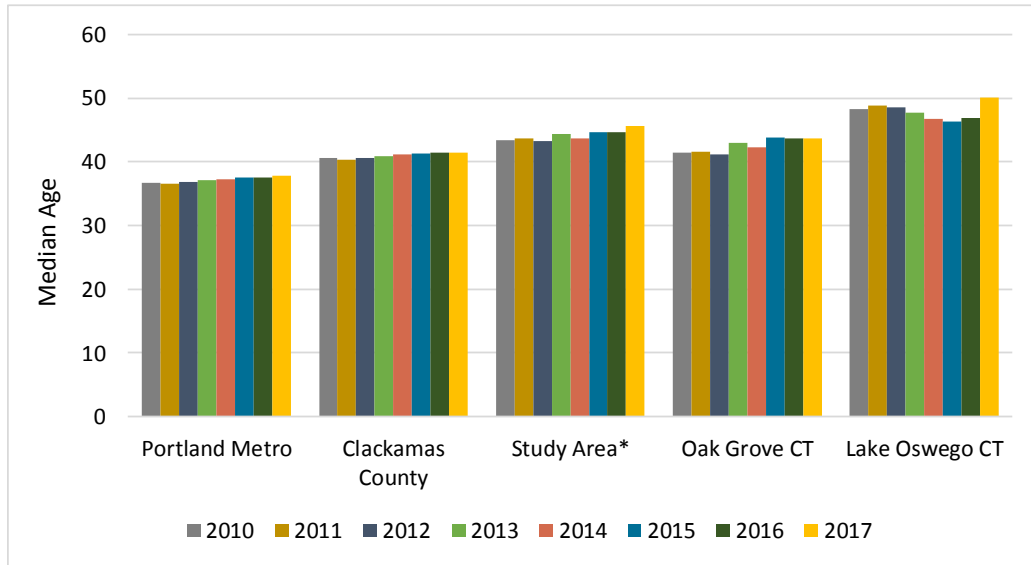
## Median Age

- Since 2010, the median age within the Study Area increased from 43 to 46. The addition of residents age 60 and older grew by 2% between 2010 and 2017. During the same period, the millennial population<sup>4</sup> grew by 0% due to a negative growth in millennials in Lake Oswego while Oak Grove grew the millennial population 2%.
- Similarly, residents within Portland Metro and Clackamas County have aged over the last seven years but less so with median ages increasing by only about one year (36.7 to 37.8 in Portland and 40.6 to 41.1 in Clackamas County). In 2017, millennials accounted for about 21 percent of the population in Portland Metro and Clackamas County.

<sup>4</sup> Millennials are officially defined as adults between the age of 23 and 38. Due to the delineation of age brackets in Census data, we are counting adults between the age of 20 and 40.



**Figure 8: Median Age Between 2010-2017, Portland Metro, Clackamas County & Study Area**



Source: U.S. Census ACS 5-Year Estimates

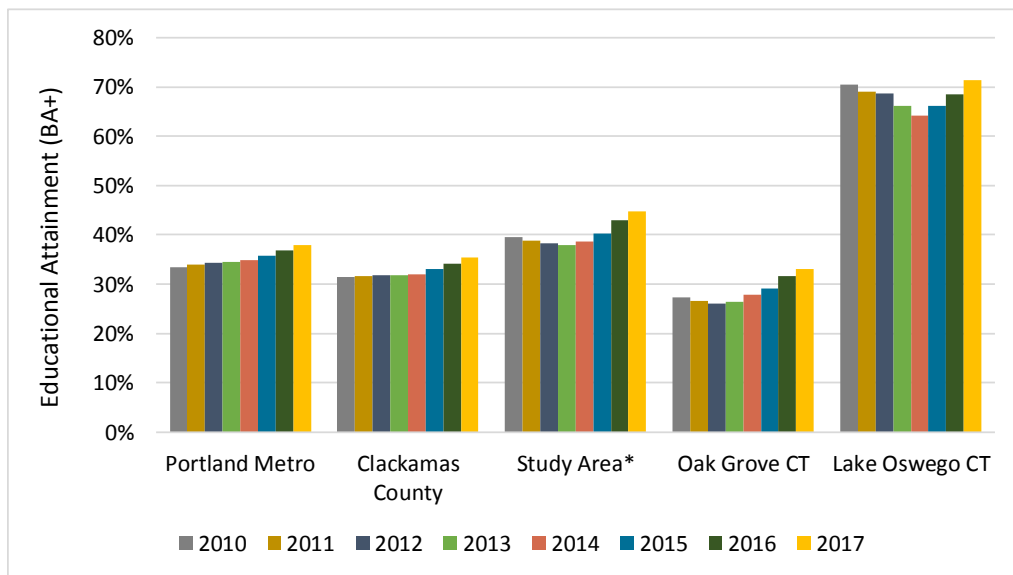
\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Educational Attainment

The level of educational attainment has increased within the Study Area since 2010:

- 2010: 39.6% with a bachelor's degree
- 2017: 44.7% with a bachelor's degree

**Figure 9: Educational Attainment Between 2010-2017, Portland Metro, Clackamas County & Study Area**



Source: U.S. Census ACS 5-Year Estimates

\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Race

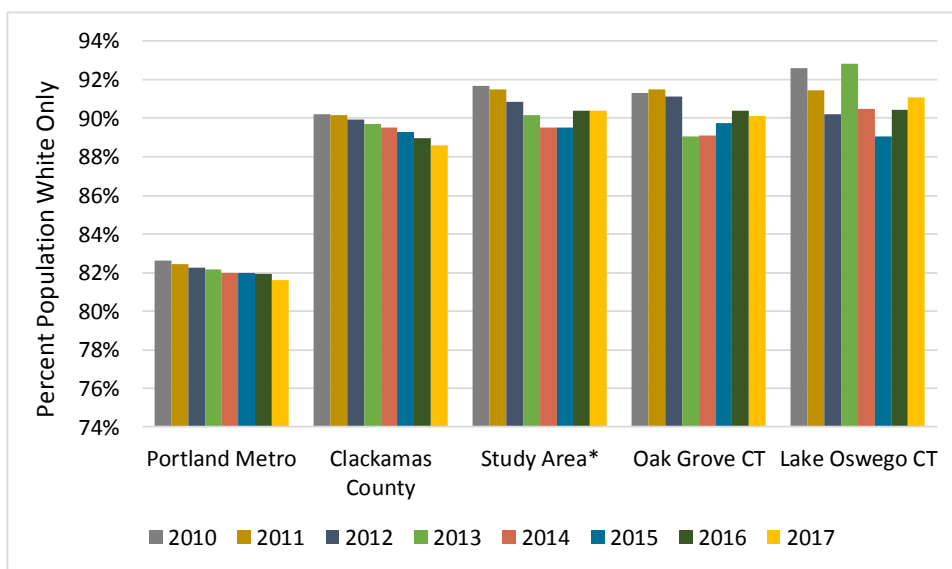
Racial diversity in the Study Area has increased only slightly in the last seven years, averaging a total increase of about one to one-and-one-half percentage points since 2010. The Census Bureau does

not categorize Hispanic/Latino as “Race” but rather as an origin. Therefore, the Hispanic/Latino population is categorized across races. The majority of people of Hispanic/Latino origin are captured in race as White with a fewer number captured as Black or African American. From 2010 to 2017, the changes were as follows:

- Whites – decreased by 1,219
- Asians – increased by 138
- African Americans – increased by 45
- American Indian/Alaskan Native – increased by 207
- Native Hawaiian/Other Pacific Islanders – increased by 102

In 2017, approximately 7% (2,455) of the Study Area population was of Hispanic or Latino origin, an increase from 5% (1,600) in 2010. This trend is also represented in the Oak Grove Elementary School that consists of 18% Hispanic/Latino students and 8 spoken languages in the 2017-18 school year<sup>5</sup>.

**Figure 10: Change in Race, White Only Between 2011-2017, Portland Metro, Clackamas County & Study Area**

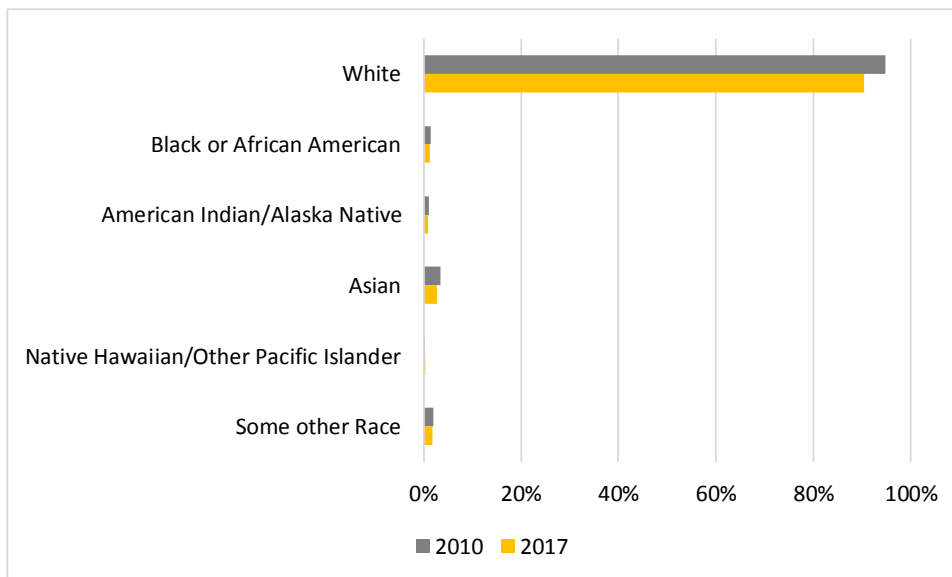


Source: U.S. Census ACS 5-Year Estimates

\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

<sup>5</sup> Oregon At-a-Glance School Profile 2017-18 Oak Grove Elementary, Oregon Department of Education 2018

**Figure 11: Race Between 2010-2017, Study Area**



Source: U.S. Census ACS 5-Year Estimates

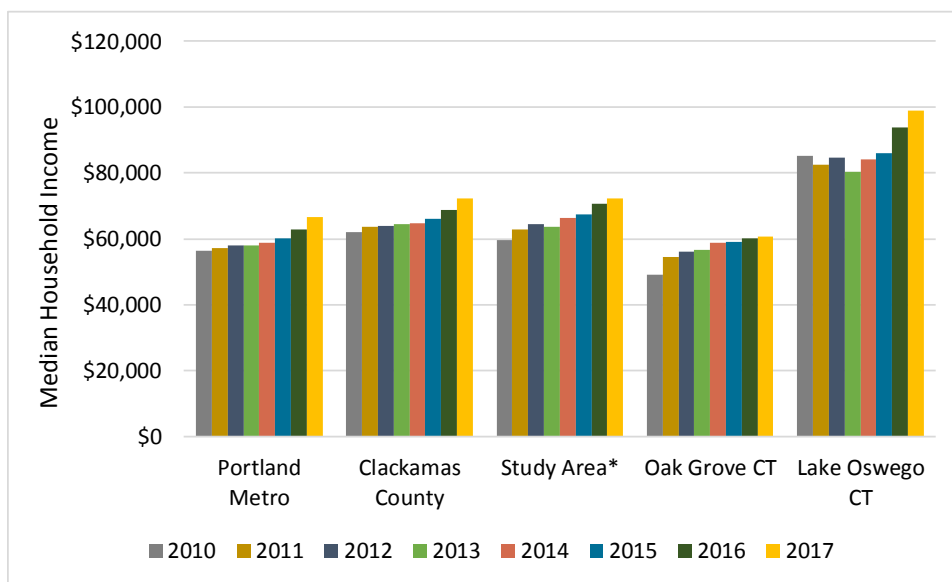
\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Household Income

Median household income in the Study Area grew moderately between 2010 and 2017 averaging a 2.8% increase annually. The Oak Grove CTs experienced an increase in median household income of 3.1% while Lake Oswego CTs experienced an increase of 2.2%. In 2017, median household income averaged \$72,423 in the Study Area.

Portland Metro and Clackamas County had similar gains in median household income.

**Figure 12: Median Household Income Between 2010-2017, Portland Metro, Clackamas County & Study Area**



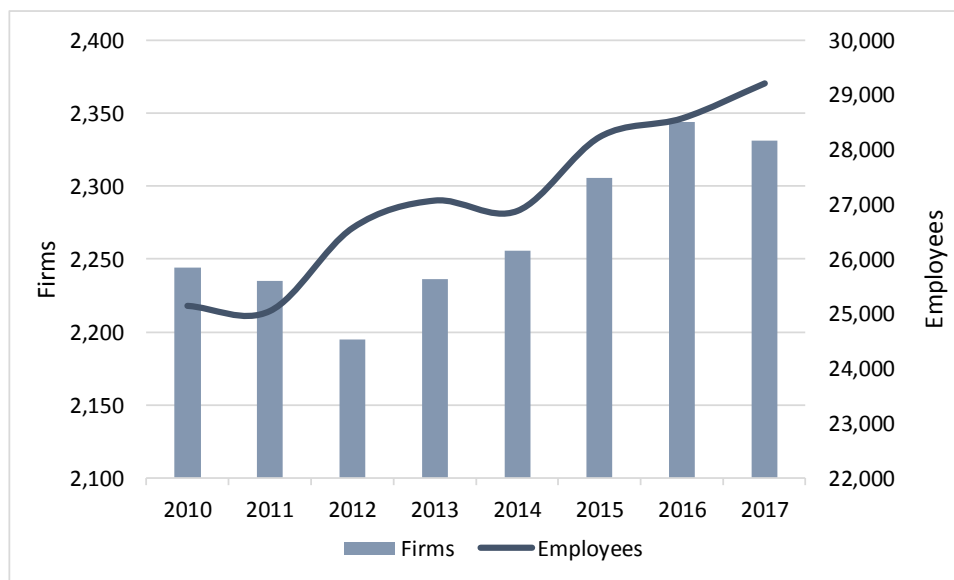
Source: U.S. Census ACS 5-Year Estimates

\* Study Area: Includes Lake Oswego Census Tracts (201 & 202) and Oak Grove Census Tracts (208, 212, 213, 214 & 215).

## Employment

The Study Area added about 4,000 employees between 2010 and 2017, averaging an annual growth rate of about 2.2% with some years seeing significantly. Meanwhile, the Study Area added 87 new firms. Employment includes all jobs ranging from retail to professional services.

**Figure 13: Employment Between 2010-2016, Study Area (Zip Codes: 97034, 97222 & 97267)**



Source: U.S. Census Zip Code Business Patterns

## Building Permits

According to City of Lake Oswego data for the last ten years, Lake Oswego has issued 348 permits for new construction. Of those, four have been for commercial construction (a school, a building for the Center of the Arts, a mixed-use building and general commercial building) while the remaining 344 have been issued for single family housing. Of the 344 housing permits, 226 include demolition of existing residents and replacement with a new unit. Therefore, 118 new housing units have been added to the overall supply. According to Clackamas County data, there have been 1,663 housing units constructed in the Oak Grove area portion of the study area since 2001. In the last 10 years, 924 units have been constructed.

## CONCLUSION

Recent studies indicate that real estate values increase with proximity to bicycle paths and walking trails as summarized below. <sup>6</sup>

- *Indianapolis, Indiana.* A 2014 study of Indianapolis's eight-mile (13 km) Indianapolis Cultural Trail by the Indiana University Public Policy Institute found that since its opening in 2008, the value of properties within a block of this high-quality biking and walking trail

<sup>6</sup> Urban Land Institute: Active Transportation and Real Estate: The Next Frontier. Washington, D.C.: The Urban Land Institute, 2016

has risen an astonishing 148 percent. The value of the nearly 1,800 parcels within 500 feet (152 m) of the trail increased by more than \$1.01 billion over the same period.

- *Dallas, Texas.* Since the opening of the 3.5-mile (5.6 km) Katy Trail in the Uptown neighborhood of Dallas in 2006, property values have climbed nearly 80 percent, to \$3.4 billion, according to Uptown's business improvement district.
- *Radnor, Pennsylvania.* A 2011 study by the GreenSpace Alliance and the Delaware Valley Regional Planning Commission found that properties within a quarter-mile (0.4 km) of the Radnor Trail in Radnor Township, Pennsylvania, were valued on average \$69,139 higher than other area properties further away. Real estate listings in Radnor frequently mention trail access in their advertisements.
- *Atlanta BeltLine.* In 2013, REMAX Realty in Atlanta explained that homes near the BeltLine - a transit and trail loop around the city that will include a planned total of 33 miles (53 km) of pedestrian and bicycle trails—were selling within 24 hours. Before the Atlanta BeltLine project began, homes along the corridor had typically stayed on the market for 60 to 90 days.
- *Minneapolis, Minnesota.* A University of Minnesota study found that, in the Minneapolis/St. Paul area, for every 1,312 feet (400 m) closer a median-priced home is to an off-street bicycle facility, its value increases by \$510.
- *United States.* A 2009 nationwide study by CEOs for Cities, a cross-sector organization that develops ideas to make U.S. cities more economically successful, found that "houses located in areas with above-average walkability or bikability are worth up to \$34,000 more than similar houses in areas with average walkability levels."

As identified in the demographic information above, there has been minimal construction of new housing units that add to the overall housing supply, and the new units are largely single family. Furthermore, due to aging population with no new millennials, it is assumed that a large percentage of the population is aging in place, which precludes turn-over in the existing housing supply.

This local trend is exacerbated by the current national trend of dramatic shifts in generational preferences and household demographic trends, migration to cities over the past decade are at highest level since World War II, while housing production has fallen to historic lows. This imbalance between housing supply and demand has led to rapidly rising housing prices, economic displacement of lower income families and communities of color, and increases in homelessness<sup>7</sup>. Without an increase in the amount and diversity of housing supply, housing costs in the study area will only continue to increase. Therefore, the ped/bike bridge should be viewed as an amenity that will attract construction of a new diverse housing supply (as allowed by zoning) that can flatten or decrease the growing rate of housing costs and rents. If these

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<sup>7</sup> Housing Underproduction in the US, Up for Growth National Coalition, 2018



communities do not increase the amount and diversity of housing types, housing costs will only increase making this area less equitable.