CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Study Session Worksheet

Presentation Date: October 15, 2019 **Approx Start Time:** 2:30 pm **Approx Length:** 30 minutes

Presentation Title: Oak Grove-Lake Oswego Pedestrian/Bicycle (OGLO) Bridge Feasibility Study

Department Transportation and Development (DTD) – Long-Range Transportation Planning

Presenters: Mike Bezner, Assistant Director, DTD; Steve Williams, Principal Transportation Planner

Other Invitees: Dan Johnson, Director, DTD; Karen Buehrig, Long-Range Planning Manager, DTD; Ellen Rogalin, Community Relations Specialist, PGA/DTD

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Policy guidance to Policy Advisory Committee representative – Commissioner Savas.

EXECUTIVE SUMMARY:

In the 2013 update of the Transportation System Plan (TSP), a pedestrian/bicycle bridge across the Willamette River between Oak Grove and Lake Oswego was strongly supported by the public and was included as project #2022.

In February of 2018 the County applied for and was awarded funding by Metro through their Active Transportation Project Development program for a feasibility study of the proposed bridge. The Board approved an Intergovernmental Agreement with Metro for the project on Sept. 22, 2018. Project activities are described in greater detail in the project overview that is included in Attachment A.

Through the feasibility study staff has worked with a Policy Advisory Committee composed of County Commissioner Paul Savas, Milwaukie Mayor Mark Gamba, Lake Oswego Councilor Jackie Manz and Metro Councilor Christine Lewis. As the feasibility study nears completion this group of policy advisors will be provided a report summarizing the findings of the study and they will be asked for direction on the following three questions:

1) Is the proposed bicycle/pedestrian bridge feasible in that it can be developed at a reasonable cost, will not have excessive impacts and is supported by the public?

   - Cost - The study determined that the bridge can be developed at a cost of between $28.1 and $51.5 million for bridge alternatives that are between 2,440 feet and 3,775 feet long. These costs are in line with other similar bridges and are about 20% less per foot than the cost for a pedestrian bridge constructed last year by City of Salem.
   - Impacts – There are no private property impacts from the bridge and there will be limited environmental impacts.
   - Public Support - A scientific survey conducted as part of the study showed that there was strong support for the bridge with 63% in favor, 9% unsure and 28% opposed. Support was stronger on the east side of the Willamette River in Oak Grove and Milwaukie with 71% in support while 55% of those on the west side of the river in Lake Oswego were in support.

2) Should a transit lane be included on the proposed OGLO bridge?

After the project was underway Metro requested that inclusion of a transit lane on the bridge be studied. Analysis by the project engineering team showed that the addition of transit would impact the bridge in the following ways:

- Elimination of an Alternative – Inclusion of transit requires adequate road space at the bridge landing points to allow a transit vehicle to turn on and off the bridge. One of the final three alternatives identified for this study which lands at Terwilliger Blvd does not have sufficient space to allow a transit vehicle to turn onto the bridge. That alternative would be eliminated if transit were included.
- Increased size – Transit, bikes and pedestrians are not allowed to share a lane on a bridge. As a result, the addition of transit on the bridge will require the addition of a separate transit lane increasing the width of the bridge from 18 feet to 34 feet.
- Cost – Increasing the width of the bridge results in increased cost. The addition of transit will increase the cost of that alternative from $30 million to $54.2 million.

It should be noted that inclusion of the transit lane is not consistent with the county's adopted Transportation System Plan, will greatly increase the cost of the project and the scientific survey shows that it reduces support for the project in Oak Grove and Lake Oswego.

3) Should the project move forward into the next study phase?

The next phase of the development of this bridge is preliminary engineering and environmental assessment. That phase involves more in-depth engineering design and analysis as well as completion of required environmental studies, which will take between a year and 18 months to complete. The product of this phase is much more detailed design and cost estimates, as well as a thorough study of all required environmental issues. At the end of that study phase the partner governments and the public will have a much more complete understanding of the proposed project and its impacts. *Metro has already committed an additional $500,000 to fund the preliminary engineering and environmental assessment phase.* At the end of the preliminary engineering and environmental assessment process the governmental partners that are engaged in this study would need to determine if the project should move forward into construction.

FINANCIAL IMPLICATIONS (current year and ongoing):

No general fund has been allocated to this analysis. This feasibility study is fully funded by Metro Active Transportation Project Development grant funds. Metro has committed an additional $500,000 for engineering and environmental assessment, if the Board authorizes this project to proceed. Future financial implications related to bridge development and long term maintenance will be determined through the course of this study.

STRATEGIC PLAN ALIGNMENT

1. How does this item align with your Department's Strategic Business Plan goals?
   Provides information to County decision-makers so they can plan and invest based on a coordinated set of goals and policies that guide future development.
2. How does this item align with the County's Performance Clackamas goals?
   - Grow a Vibrant Economy
   - Build a Strong Infrastructure, and
   - Ensure Safe, Healthy and Secure Communities

LEGAL/POLICY REQUIREMENTS:

Governance Agreement – The primary legal requirement for this bridge is an agreement by the partner governments for sharing the responsibilities for the bridge, which is being led by DTD Assistant

Director Mike Bezner. There has been one meeting so far with agreement that one government should be the administrative owner of the bridge and that all partners should participate in responsibilities for the bridge. Discussion with owners of other major bike & pedestrian bridges in Oregon has shown that the operations and maintenance costs for such bridges are very low, due to the fact that the bridges are not used by heavy vehicles. A draft agreement has not yet been developed since it is not known if the project will move forward. If the project does move forward, the draft agreement will be developed for consideration by all the participating governments.

PUBLIC/GOVERNMENTAL PARTICIPATION:

An active public participation process has been conducted as part of the project. An online questionnaire in April/May received input from over 600 members of the public. Public open houses were conducted early in August that were attended by 215 members of the public and another 640 members of the public provided input on the same materials online. A public meeting will be conducted in November at the end of the study to provide information to the public on the final results of the study and next steps.

OPTIONS:

1.) Provide policy guidance recommending the study advance to preliminary engineering and environmental assessment, subject to direction from the Board regarding the inclusion of transit as a part of future alternatives analysis.

2.) Provide policy guidance recommending the study be terminated at this time.

3.) Request additional information from staff.

RECOMMENDATION:

Staff respectfully recommends that the Board of County Commissioners approve option 1) the study advance to preliminary engineering and environmental assessment, subject to direction from the Board regarding the inclusion of transit as a part of future alternatives analysis.

ATTACHMENTS:

Attachment A: Oak Grove to Lake Oswego (OGLO) Pedestrian and Bikeway Bridge Feasibility Study Overview

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Steve Williams @ 503-742-4696

ATTACHMENT A
Oak Grove – Lake Oswego Pedestrian / Bicycle Bridge Feasibility Study Overview

Identification of Bridge Landing Points – Staff worked with a Community Advisory Committee composed of 28 members with half representing the east side of the river and half representing the west side of the river, to identify criteria that were used to evaluate bridge landing points. The following criteria were selected:

1) Connectivity of the bridge with existing and planned pedestrian and bicycle facilities and the safety of the connection
2) Impacts to the natural environment
3) Compatibility with recreational goals
4) Compatibility with existing developments and neighborhoods
5) Cost and economic impacts
6) Compatibility with future development plans

Using these criteria 10 possible landing sites were identified with 4 in Oak Grove and 6 in Lake Oswego. These possible landing sites were reviewed and approved by the project Community Advisory Committee, as well as by the project Technical Advisory Committee, and by the project Policy Committee of which Commissioner Savas is a member along with Milwaukie Mayor Mark Gamba, Lake Oswego Councilor Jackie Manz and Metro Councilor Christine Lewis.

Bridge Design – Basic requirements for the bridge have been identified and used to analyze alternatives. These include the following:

- Two pedestrian/bike lanes that are each 6 feet wide
- Shoulders 1 foot wide outside each of the pedestrian/bicycle lanes
- Bridge slope not to exceed 5% to meet ADA requirements
- Clear height above the navigable channel of the Willamette River of 74 feet
- Navigable channel width a minimum of 250 feet wide
- Consideration of the inclusion of a transit lane on the bridge that would be 12 feet wide with 2 feet shoulders on each side as well as a 2 feet wide barrier between the transit lane and the bike/pedestrian lanes

Based on the dimensions identified above, a bike/pedestrian only bridge would be between 18 feet wide, and a bike/pedestrian/transit bridge would be 34 feet wide.

Bridge Alignments, Concepts and Cost Estimates – Ten possible bridge alignments were developed using the identified landing sites. These alignments were reviewed by the Community Advisory Committee, at two public open houses and an online open house, and also by the Technical Advisory Committee and Policy Committee. Three of the alignments stood out in the review by project committees and through the public process and are shown in the illustrations attached to this memo:

1) Alignment #1: Foothills Park in Lake Oswego to the intersection of Courtney Ave & Fairoaks Ave in Oak Grove
2) Alignment #2: Terwilliger Blvd in Lake Oswego to the intersection of Courtney Ave & Fairoaks Ave in Oak Grove
3) Alignment #3: Foothills Park in Lake Oswego to Bluff Rd in Oak Grove

At a meeting on September 6 the project Policy Committee approved the selection of the above three alignments for more detailed study. Since that time the project team has been working to develop bridge concepts and cost estimates for each of the three alignments. Based on this work the conceptual costs of Alignment #1 and Alignment #3 is between $28.1 and $37.6 million, while the conceptual cost of Alignment #2 will be between $39.5 and $51.5 million. These conceptual

costs include construction and right-of-way as well as all project costs such as engineering/environmental assessment, permitting and construction management.

Expected Use – During the project the number of bike users per day was modeled by Metro and is estimated to be about 1,500 per day when the bridge opens increasing to 2,100 per day within 20 years.

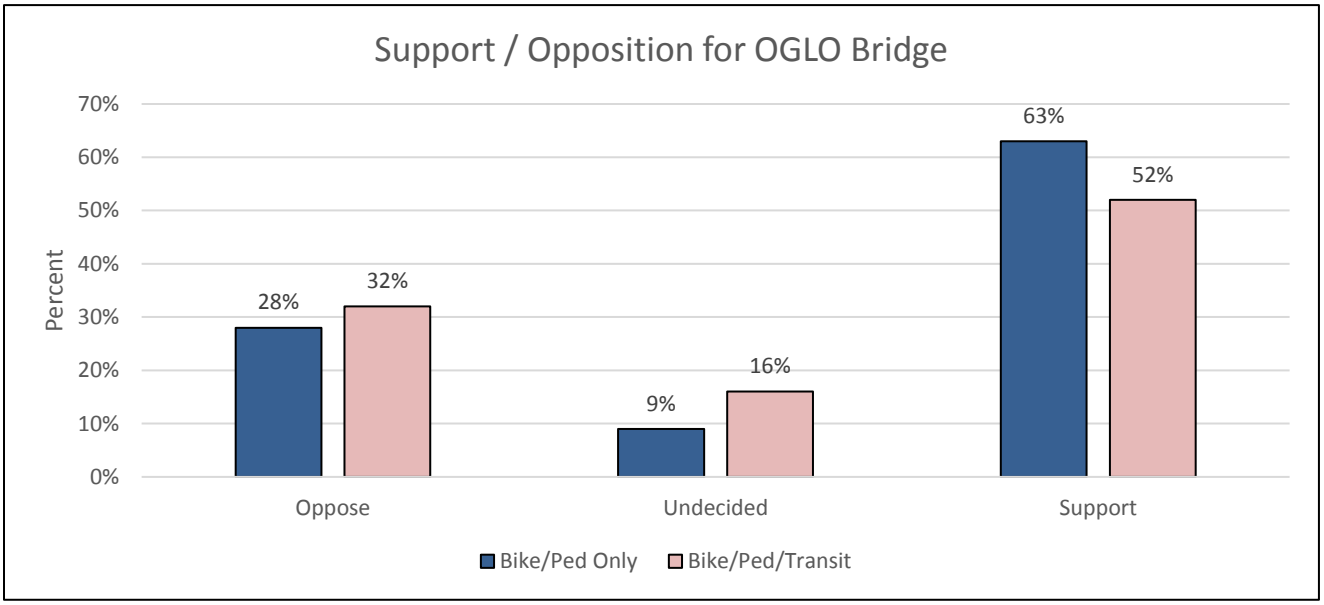
Environmental Scoping – The consultant team has met with representatives of 10 federal, state and local agencies to determine the environmental review and permitting requirements that would apply to the proposed bridge project. If the project is advanced to the next stage of development this information will be used in the environmental assessment process.

Equity and Displacement Analysis – The consultant team is conducting an analysis of the population groups within 1 mile of the potential bridge landing sites in Lake Oswego and Oak Grove to determine if the possibility existed for impact or displacement of historically marginalized communities due to changes resulting from the development of the proposed bridge.

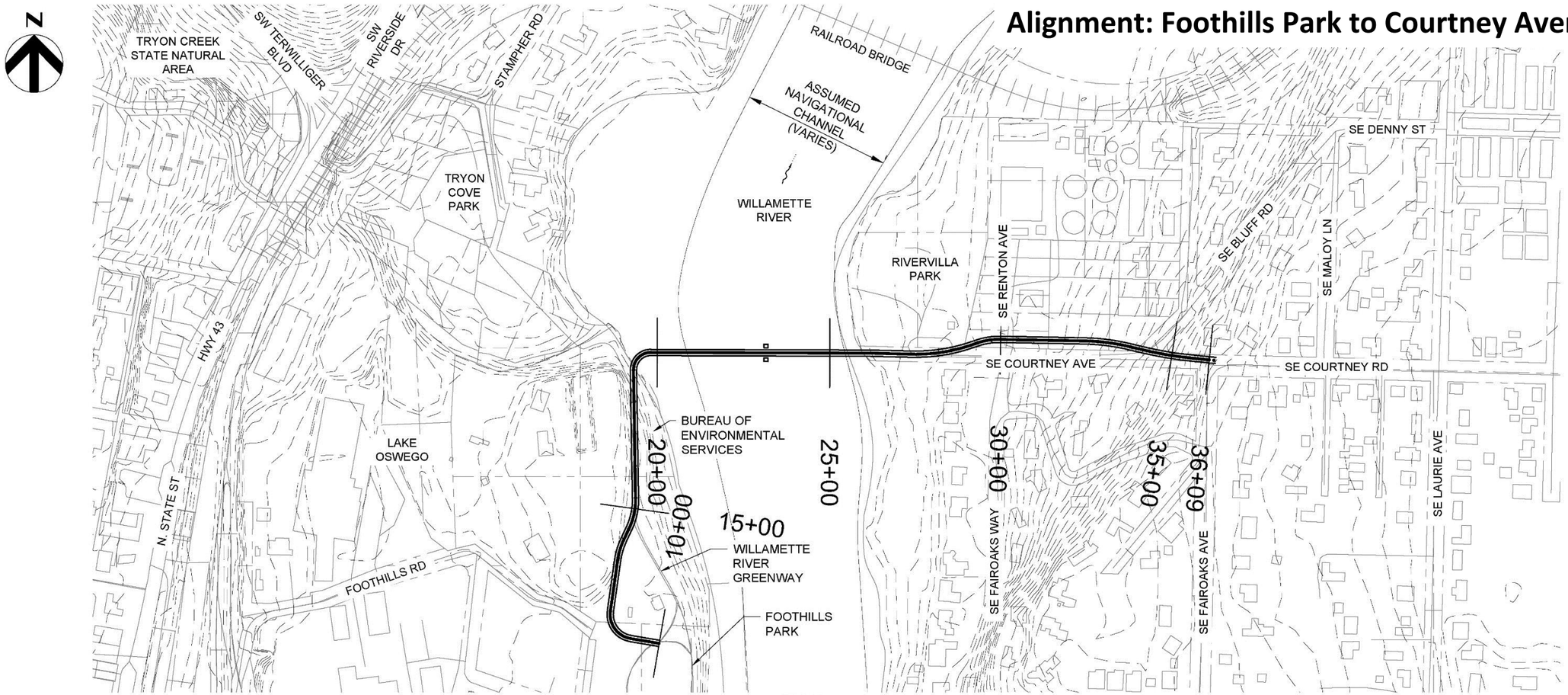
Governance Plan/Agreement for the Proposed Bridge – If this bridge project is found to be feasible and is eventually constructed, ownership and long term responsibility for maintenance will be shared between two or more agencies. As part of the project, representatives of Clackamas County, City of Lake Oswego, City of Milwaukie, Metro and North Clackamas Parks and Recreation District have met to discuss the division of responsibilities.

Right-of-Way – The feasibility study has shown that the project could be developed with almost no impacts on private property. Right-of-way impacts would be needed from the Oak Lodge Sanitary Sewer site, the Portland Bureau of Environmental Services site in Lake Oswego, and Foothills Park in the City of Lake Oswego with a very limited impact on Rivervilla Park in Oak Grove.

Scientific Survey – The firm of Riley Research Associates was retained to conduct a short scientific survey to determine the level of support/opposition to the OGLO bridge project. The survey contacted 400 randomly selected adults in Oak Grove, Milwaukie and Lake Oswego seeking their opinions. The graphs below shows public support/opposition for the bridge, with and without transit included.

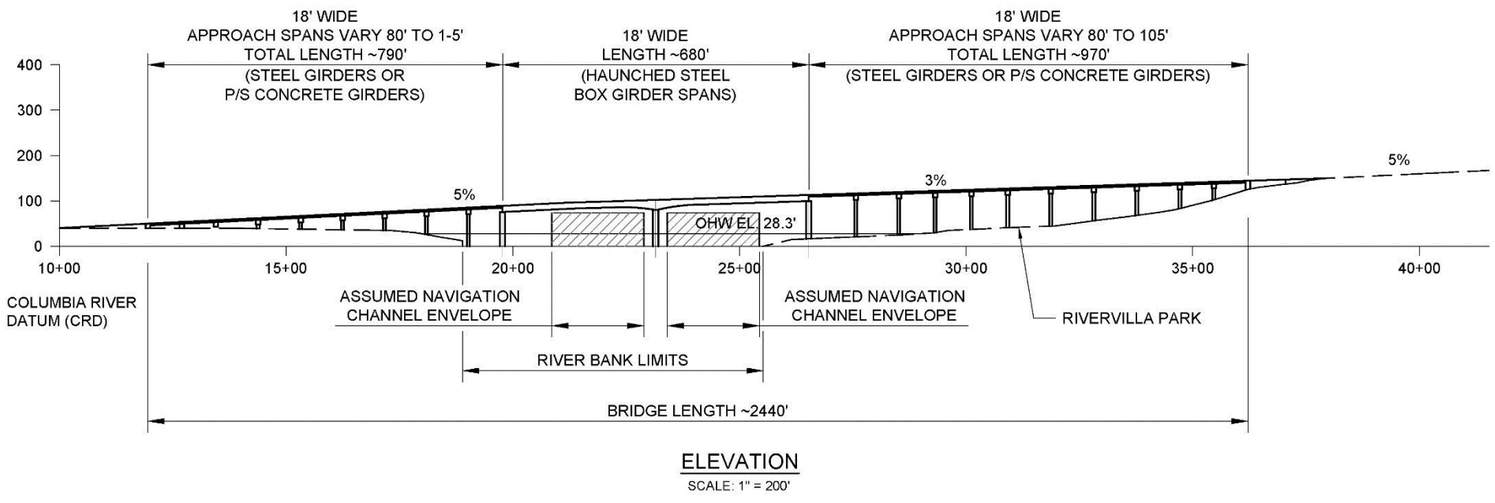


Alignment: Foothills Park to Courtney Avenue



PLAN

SCALE: 1" = 200'



ELEVATION

SCALE: 1" = 200'

OAK GROVE - LAKE OSWEGO
PEDESTRIAN / BICYCLE BRIDGE FEASIBILITY STUDY
PLAN AND ELEVATION

DATE: MO YR | PROJECT NO.: XXXX

CLACKAMAS COUNTY
DEPT. OF TRANSPORTATION AND DEVELOPMENT
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CLACKAMAS COUNTY

DIRECTOR
DAN JOHNSON

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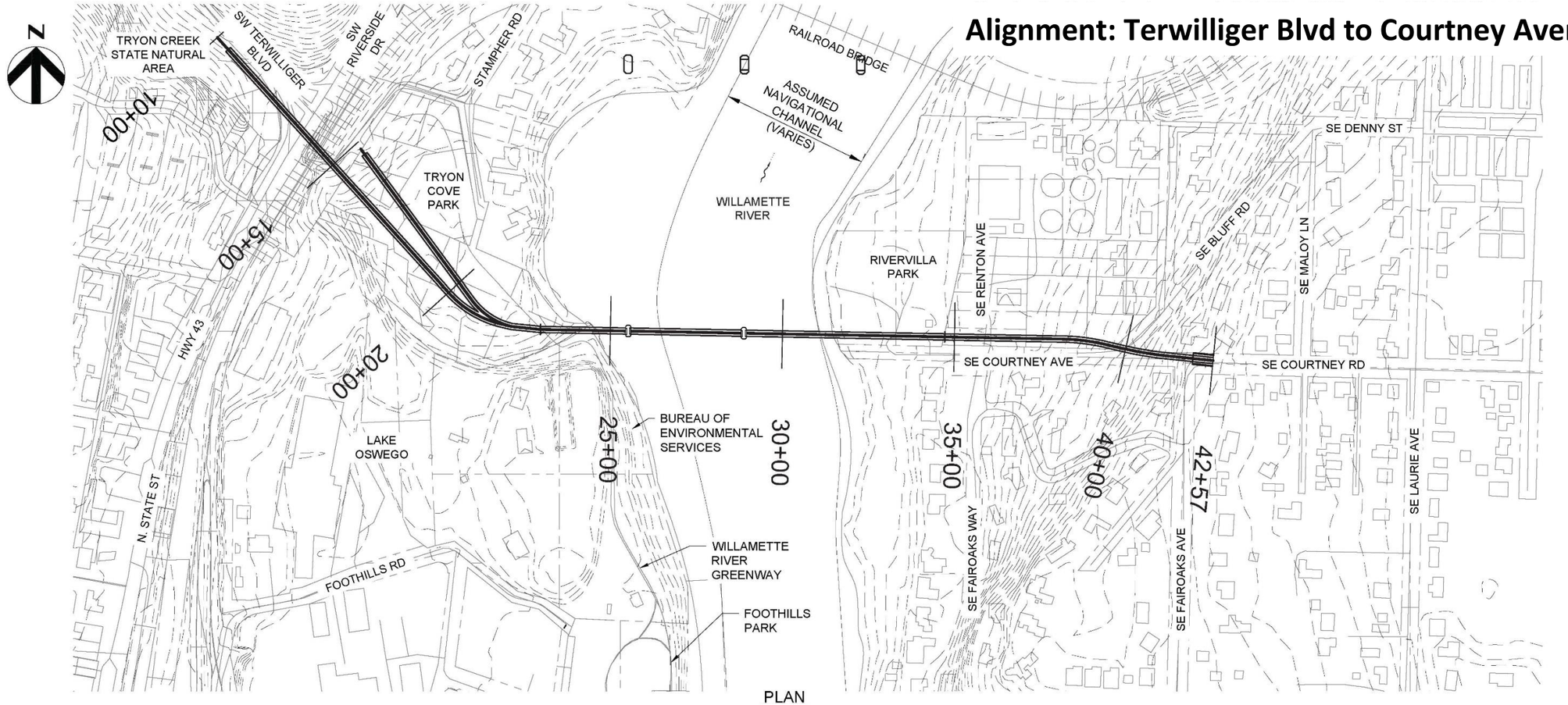
Alignment: Terwilliger Blvd to Courtney Avenue



PLAN

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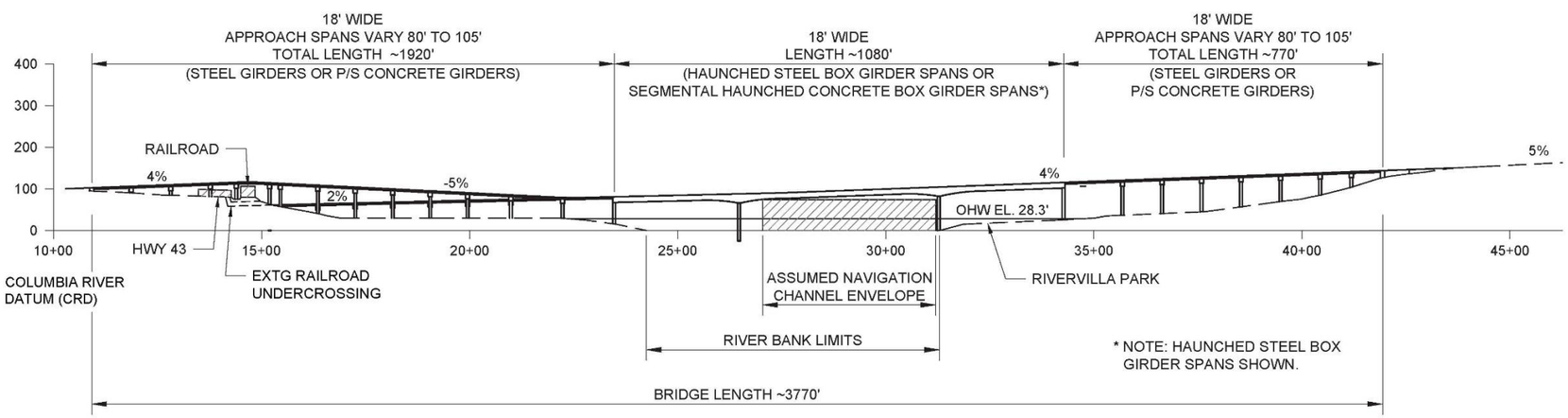

ELEVATION

SCALE: 1" = 2000'

OAK GROVE - LAKE OSWEGO
PEDESTRIAN / BICYCLE BRIDGE FEASIBILITY STUDY
PLAN AND ELEVATION

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