



Public Involvement and Communications Plan

Oregon City-West Linn Pedestrian and Bicycle
Bridge Concept Plan

January 28, 2021





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Acronyms and Abbreviations

ADA	Americans with Disabilities Act
ODOT	Oregon Department of Transportation
PAC	Project Advisory Committee
PICP	Public Involvement, Outreach and Communications Plan
PI/O/C	Public Involvement, Outreach and Communications
PLT	Project Leadership Team
PMT	Project Management Team



Definitions

Equity for transportation projects is the just allocation of burdens and benefits within a transportation system. For this project, equity is described in two ways: process equity and outcome equity.

Process equity means that the planning process, from design through to post-implementation monitoring and evaluation, actively and successfully encourages the participation of individuals and groups from historically underrepresented and underserved communities.

Outcome equity means we will acknowledge existing inequities and will strive to prevent historically underrepresented and underserved communities from bearing the burden of negative effects that directly or indirectly result from projects, and will further seek to improve overall transportation affordability, accessible opportunity, and community health.

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1 Introduction

This document outlines public involvement, outreach and communications (PI/O/C) approaches for the Oregon City-West Linn Pedestrian and Bicycle Bridge Concept Plan (Concept Plan).

The project is taking an equity-driven approach to the public involvement program and is designed to meet the following goals:

- Provide project information and engagement opportunities that are accessible, approachable and inclusive.
- Implement an engagement process that is guided by and honors the area's historic and cultural significance.
- Create awareness about the project, its benefits and potential burdens or impacts.
- Engage the community, specifically those who have been historically underrepresented and underserved, to uncover potential issues, barriers, needs and opportunities as early as possible so that the project team can integrate ideas or mitigate impacts. There will be consultation with interested government parties culturally connected to the site.
- Communicate how input and feedback shape project outcomes.
- Create robust collaboration between governments with regulatory authority and stakeholders to facilitate the selection of a community-supported bicycle and pedestrian bridge alignment.

The Public Involvement and Communications Plan (PICP) is intended to be a high-level overview. For more involved tasks, such as the virtual public meeting and open house, the team will develop detailed action plans for implementation. This plan will also be supplemented by equity research and assessment work the team is conducting, outlined in Section 3.

2 Project Information

2.1 Overview

Oregon Department of Transportation (ODOT), the City of Oregon City, the City of West Linn, Clackamas County and Metro are partnering to investigate the feasibility of a dedicated pedestrian and bicycle bridge across the Willamette River connecting Oregon City and West Linn. The project team will compile their findings and preferred alignment into a Concept Plan. Pedestrians and bicyclists traveling between the two communities currently use the historic Arch Bridge (OR 43) which is the only existing multimodal Willamette River crossing in the area.

The Concept Plan will identify a safe and reliable option for a low stress connection between the two cities to connect the regional active transportation network in this area. **It will not identify the aesthetic, type or size of the potential bridge alignment.**

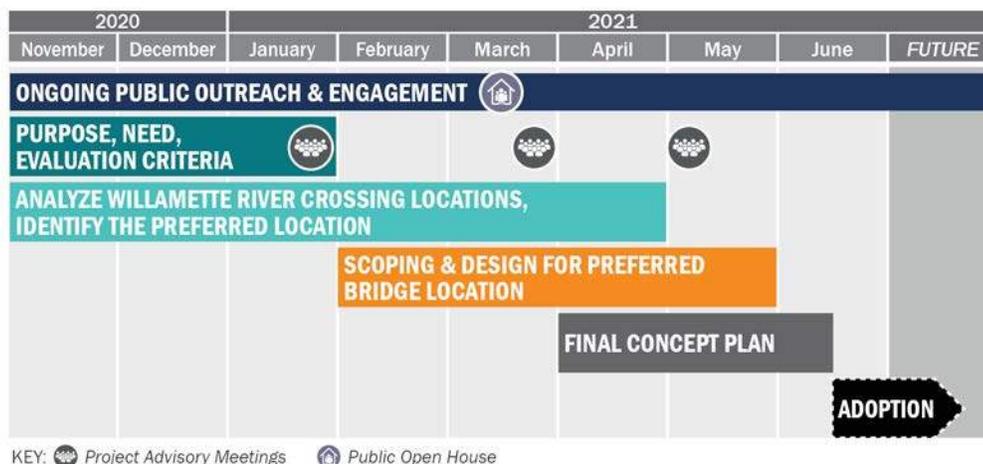
2.2 Study Area

The study area consists of a culturally significant area that stretches between the I-205 Abernethy Bridge and the Willamette Falls.



2.3 Project Schedule

- The project schedule includes two elements: 1) the evaluation of alternatives and preparation of the draft Concept Plan under the ODOT contract by June 30, 2021; and, 2) the adoption phase by the City of Oregon and City of West Linn under separate contracts following completion of the draft Concept Plan. Both phases include ongoing public outreach and engagement as illustrated below.





2.4 Project Decision Making and Committees

The Oregon City Commission and West Linn City Council will review the Concept Plan for adoption, moving the project closer to implementation. Metro and Clackamas County may adopt the Concept Plan following local adoption by the two cities. A Project Leadership Team (PLT), Project Advisory Committee (PAC) and Project Management Team (PMT), outlined in Table 2-1, will provide information to inform their decisions. Rosters for each group are included in Appendix A.

Table 2-1. Project Committees and Groups

Group	Role	Key Members
Project Leadership Team (PLT)	<ul style="list-style-type: none"> Advise the PMT Provide a direct link to decision-making bodies and constituencies Utilize the viewpoints of those who reside in the communities that partner agencies serve and who are likely to be affected by the decisions agencies make. 	Key decision makers from: <ul style="list-style-type: none"> Oregon City West Linn Clackamas County Metro ODOT
Project Advisory Committee (PAC)	<ul style="list-style-type: none"> Advise the PMT Review and provide input into the development of the Concept Plan (purpose and needs, evaluation criteria, etc.) 	<ul style="list-style-type: none"> Stakeholder and community representatives and organizations
Project Management Team (PMT)	<ul style="list-style-type: none"> Make recommendations to the City Commission of Oregon City and West Linn City Council based on technical analysis and stakeholder input Make decisions about the project process and provide guidance to consultants 	Staff from: <ul style="list-style-type: none"> Oregon City West Linn Clackamas County Metro ODOT



3 Equity Approach

Project staff will work to intentionally integrate equity at every step of the planning and engagement process for the Concept Plan. This project will establish a new standard of practice to operationalize equity based on unique project needs and build capacity in the public to participate in this process to reimagine this pedestrian and bicycle crossing alignment.

The project team will conduct equity analysis mapping, a robust stakeholder assessment and research to acknowledge and interpret the historic context of this region and its application to this project. This work will inform and guide engagement strategies and messages. The engagement process includes consultation with interested government parties culturally connected to this site. Planning and engagement will incorporate a culturally competent approach to ensure that bridges can be used by all users. The project team acknowledges the vast inequities experienced by Native peoples and will honor their relationships to the land. The team will also conduct an equity assessment on the outreach process so adjustments can be made when needed. A final equity assessment will be prepared and submitted to the PMT and adopting agencies at the completion of the draft Concept Plan.

4 Initial Key Messages

Key messages will continue to be refined as the equity analysis is completed and we gather input through stakeholder and focus group outreach.

4.1 Project Overview, Need and Benefits

- The Concept Plan will identify a preferred alignment for a dedicated pedestrian and bicycle bridge across the Willamette River that connects the communities of Oregon City and West Linn.
- People walking and biking between Oregon City and West Linn currently use the historic Arch Bridge (OR 43), which is the only existing Willamette River crossing in the area that accommodates people walking and biking in addition to driving.
- People biking across the Arch Bridge share narrow travel lanes with vehicles and people walking must use a steep and narrow sidewalk that does not meet Americans with Disabilities Act standards.
- The project will explore potential bridge alignments between the Willamette Falls and the I-205 Abernethy Bridge, an area rich in cultural and historic significance.
- A dedicated bicycle and pedestrian bridge will provide:
 - A local, safe, comfortable crossing.
 - A key connection between regionally significant bicycle and pedestrian routes on both sides of the Willamette River.
 - An enhanced experience of the historic Willamette Falls area.

- The Concept Plan will provide opportunities for investment in West Linn and Oregon City, including the Old City Hall District, Industrial Heritage District, Willamette Falls Downtown District and downtown Oregon City.

4.2 Commitment to Community, Equity and Engagement

As the project aims to meet regional and local community needs, the project team is committed to:

- Making equity a project priority both in terms of process and outcomes.
- Honoring and uplifting the cultural significance of the study area.
- Providing timely project information and engagement opportunities that are accessible, approachable and inclusive.
- Directly engaging historically excluded community members (Black, indigenous, persons of color, low English proficiency, seniors, youth, low income, other high impact community members, etc.).
- Directly consulting with interested government parties who have historical and current ties to Willamette Falls.
- Engaging in meaningful conversations with stakeholders early in the process to help identify potential issues, barriers, needs and opportunities as early as possible so that the project team can integrate ideas or avoid impacts.
- Clearly communicating how input and feedback shape outcomes throughout the project.

5 Community Demographics and Key Stakeholders

5.1 Community Profile

The 2018 American Community Survey data¹ at the block group level were analyzed to identify areas with high numbers of residents who historically face more transportation barriers and environmental justice communities that have been traditionally underserved. This analysis included:

- People of Color and Hispanic populations
- Elderly populations (over 64) and youth populations (under 18)
- Individuals experiencing low-income situations (income under 200 percent of the federal poverty line)
- Crowded households (households with more than one person per room)

¹ The 2018 American Community Survey is the most recent dataset available and includes 2014, 2015, 2016, 2017, and 2018.

There is a significant portion of individuals over the age of 64 and under the age of 18 living in the study area. These populations rely on separated and comfortable routes to access essential destinations and locations of daily needs.

Table 5-1. Community Demographics

Demographics	Clackamas County	Oregon City	West Linn
People of Color	12.0%		
Hispanic Populations	8.5%		
Elderly Populations	17.0%		
Youth Populations	21.9%		
Individuals experiencing low-income situations	20.9%		
Crowded households	2.5%		

5.2 Key Stakeholders

Table 5-2 identifies key stakeholder categories and the primary strategies to engage them:

Table 5-2. Project Stakeholders

Stakeholder Group	Primary Engagement Strategies
Interested Government Parties	<ul style="list-style-type: none"> • Consultation meetings
Elected Officials	<ul style="list-style-type: none"> • PLT, briefings and presentations
Governments with Regulatory Authority	<ul style="list-style-type: none"> • PLT, PMT, PAC and walking tour, partner meetings
Shoreline Property Owners	<ul style="list-style-type: none"> • Stakeholder interviews, walking tour, PAC
Historically Excluded Community Members (Black, indigenous, persons of color, low English proficiency, seniors, youth, low income) and organizations representing or serving them	<ul style="list-style-type: none"> • Stakeholder interviews, focus groups, website, mailers, walking tour, PAC
Bicycle and Pedestrian Advocates	<ul style="list-style-type: none"> • Stakeholder interviews, focus groups, website, mailers, virtual public meeting and open house • Potential PAC members
Neighborhood Associations	<ul style="list-style-type: none"> • Stakeholder interviews, focus groups, website, mailers, virtual public meeting and open house • Potential PAC members
Business associations and interests	<ul style="list-style-type: none"> • Stakeholder interviews, focus groups, website, mailers, virtual public meeting and open house • Potential PAC members
Schools	<ul style="list-style-type: none"> • Stakeholder interviews, focus groups, website, mailers, virtual public meeting and open house • Potential PAC members



General public	<ul style="list-style-type: none"> • Website, mailers, virtual public meeting and open house • Potential PAC members
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6 Public Involvement Activities

Table 6-2 outline stakeholder engagement and informational tools and activities that the project team will use throughout the project to engage and inform a broader public audience. For more involved tasks such as virtual workshops and open houses, the team will develop more detailed action plans for implementation in collaboration with ODOT staff.

The project team will update the activities to reflect significant project updates, changes, commitments and course-adjustments.

6.1 Stakeholder Engagement

Communication tools and materials will provide information for how to request ADA (Americans with Disabilities Act) or Civil Rights Title VI accommodations and translation/interpretation services.

Table 6-1. Stakeholder Engagement

What	Who/Lead	When/Frequency	Notes
Stakeholder Comment Log	Consultant	As comments are received, particularly after public events such as the open house	Work with PMT on responses to comments as appropriate.
Coordination with Interested Government Parties	ODOT Metro Consultant	As needed, but at least two meetings	
Stakeholder Interviews	Consultant	Twelve interviews January 2021	An approach memo will include interviewees and questions. A summary of input will be prepared and input considered by the PMT.
Technical Workshops	Consultant	Two workshops with PMT and other technical staff from partner agencies	
Focus Group Work Sessions	Consultant	<ul style="list-style-type: none"> • January/February 2021 • March/April 2021 	Participants will represent broad and diverse community interests. An input summary will be provided to the PMT and posted on the project website.
Project Management Team	Consultant	Every two weeks	

What	Who/Lead	When/Frequency	Notes
Project Leadership Team		Attends PAC meetings with three Executive Work sessions if needed	See Appendix A, Roster
Project Advisory Committee	Consultant	Three meetings: <ul style="list-style-type: none"> • January 2021 • March 2021 • May 2021 	See Appendix A, Roster
Virtual Public Meeting and Open House	Consultant PMT review	April 2021: <ul style="list-style-type: none"> • One live public meeting • Concurrent virtual open house 	Detailed action plans for implementation will be prepared. A comment summary, including how comments influence the project, will be prepared and shared on the project website.
Walking Tour	Consultant	Site area tour with members of PMT, PLT and PAC	February 2, 2021

6.2 Information Tools

Table 6-2. Information Tools

What	Who	When/Frequency	Notes
Project Newsletters	Consultant PMT review	Newsletter #1: January 2021 Newsletter #2: April 2021	
Project Factsheet	Consultant PMT review	Due mid-January 2021	
Project Website	Consultant develop and maintain ODOT host	Launch late December 2021	The City of Oregon City will also host a project webpage that will link to the ODOT page.
Print and Social Media Advertising	Consultant	Prior to March 2021 Open House	The cities can include information in their email subscription lists and post on their websites and social media platforms.
Monthly City Newsletters or E-newsletters	Oregon City	Distributed monthly just before the 1 st of the Month (Oregon City Trail News)	Work with governments with regulatory authority for notification opportunities.

7 Evaluation

The outreach activities and the PICP will be regularly evaluated to determine success as the project works to achieve an equitable engagement process that enhances public trust. Table 7-1 outlines the evaluation methods and measures the team will use throughout the project to help determine the success of the outreach efforts and refine

this plan, if needed. Results of the evaluation assessments will be documented in the Public Involvement Summary.

As part of the evaluation, stakeholders will be asked for feedback on their outreach experience. Public responses will be recorded in an evaluation section of the event summary. Project materials will be modified as necessary in response to these evaluations. The following questions will be asked or **presented to stakeholders and/or governments with regulatory authority** during interviews, focus groups, the virtual public meeting and open house, or the end of the project, either verbally or by survey:

- How did you learn about the event or the project?
- Did you find the materials and/or the engagement experience accessible and informative?
- Do you feel like your voice was heard?
- Did we correctly identify stakeholder issues? If not, how can we do a better job in the future?
- Did project community engagement honor the area's historic and cultural significance?
- Did we correctly identify and reach all the key stakeholders? If not, what do you feel was missed, and how can we do a better job in the future?
- Did the project increase collaboration between governments with regulatory authority, stakeholders and community members?
- Did the project address historical wrongs in the planning process related to ODOT, Metro, West Linn, Oregon City and the Consulting Team?

Table 7-1. Evaluation Methods and Measures

Evaluation Method	Measures
<ul style="list-style-type: none"> • Evaluation questions/forms at meetings, events and at close of project • Communication with community liaisons • PAC participation • Website analytics 	<ul style="list-style-type: none"> • Direct feedback from stakeholders and team members (verbal, email, feedback form) – questions listed above • Number of participants attending events • Did each of the project’s communications tools work? Did we reach our target audiences? If not, what other tools would have been more effective? • Number of responses received from surveys or comment forms • Comments received, particularly from underrepresented and underserved communities, indicate a knowledge about the project, needs and ways to equitably engage • Number of website hits and downloads in a specific time period • Number of participants who express satisfaction with their opportunity to be heard • Number of participants who express satisfaction with the quality • Number of comments received from historically underserved and underrepresented communities is proportional to the population or higher • Regular conversations with community liaisons that indicate underrepresented and underserved communities acknowledge and understand how their input was used for decision-making • Regular attendance and active engagement from partner agencies and stakeholders at and between PAC meetings • Level and accuracy of media coverage



Appendix A. Project Committee and Group Rosters

Project Leadership Team

Name	Affiliation
Commissioner Paul Savas	Clackamas County Board of Commissioners
Councilor Christine Lewis	Metro Council
Rian Windsheimer, Region Manager	ODOT
Councilor Mary Baumgardner	West Linn Council
Commissioner Denyse McGriff	Oregon City Commission

Project Advisory Committee

Name	Affiliation
CONFIRMED	
Ryan Webb, PE	The Confederated Tribes of Grand Ronde Community of Oregon
Gregg Kiona (primary) Jon Shellenberger (primary) Delano Saluskin (Chair)	Confederated Tribes and Bands of the Yakama Nation
Pamela Barlow-Lind Delores Pigsley (Chair)	Confederated Tribes of Siletz Indians
Kat Bringham (Chair)	Confederated Tribes of Umatilla Indian Reservation
Raymond Tsumpti (Chair)	Confederated Tribes of the Warm Springs Reservation of Oregon
Shannon Wheeler (Chair)	Nez Perce Tribe
Kurt Roedel	ODOT/SHPO Archaeology Liaison
Neil de Gelder	Belgravia Investments (shoreline property owner)
Nancy Kraushaar (primary) <i>Alternate: Troy Bowers</i>	Willamette Falls Heritage Foundation
Andrew Mason (Executive Director)	Willamette Falls Trust

Victoria Meinig	Downtown Oregon City Association (business)
Ashton Simpson	Oregon Walks (active transportation)
Abe Moland	Healthy and Transportation, Clackamas County (public health)
Eric Underwood	Portland General Electric (shoreline property owner)
Benny Dean	Army Corps of Engineers
Brian Moore	Willamette Falls Downtown District
Dan Marsh	Community-at-large
Kate Buehrig	Community-at-large

Project Management Team

Name	Affiliation
Sandra Hikari, Project Manager	ODOT
Maria Sipin	ODOT
Kristen Stallman	ODOT
John Mermin	Metro
Abe Moland	Clackamas County
Scott Hoelscher	Clackamas County
Dayna Webb	City of Oregon City
Erich Lais	City of West Linn



Appendix B. PMT Communications Staff Contacts

Name	Affiliation	Contact
Kristin Brown	Oregon City	kbrown@orcify.org 503-496-1547
TBD	West Linn	
TBD	Clackamas County	
TBD	Metro	