



Willamette Falls Locks AUTHORITY

Authority Meeting Agenda

Wednesday, September 24, 2025

2:00 PM

Oregon City Council Chambers
625 Center Street, Oregon City, OR;
<https://us06web.zoom.us/j/87564080814>

Authority Mission:

The mission of the Authority is to establish ownership, oversight, and management of the Willamette Falls Locks project, for the purposes of:

- Enhancing the economic vitality of Oregon through facilitating the resiliency and navigability of the Willamette River; and
- Repairing, maintaining, upgrading, and operating the Willamette Falls Locks project and associated properties and facilities for commercial, transportation, recreational, cultural, historic, heritage and tourism purposes.

2:00	Welcome and Roll Call	Chair's Welcome - Chair Lewis
2:05	Meeting Minutes	Meeting Minutes (August 2025) - Chair Lewis Secretary comments/edits - Sandy Carter Approve Minutes
2:10	Treasurer's Update	Treasurer's Report - Denyse McGriff • Financial Statements • Budget to actuals July 2025 • Monthly bank statement Accept Treasurer's Report
2:20	Executive Director's Report	Reed Wagner
2:40	Presentations/Discussions	Army Corps of Engineers Doug Riggs
3:10	Adjourn	Chair Lewis

The next meeting is Scheduled for October 22, 2025.

Meeting Minutes
August 2025

Willamette Falls Locks Authority Meeting
Wednesday, September 24, 2025

WILLAMETTE FALLS LOCKS AUTHORITY

Authority Meeting #37

August 27, 2025 – 2:00 PM -3:15 PM

Meeting Minutes

(Minutes: Pat Vivian and Reed Wagner)

Authority Members Present:

Vice Chair, Russ Axelrod [Geologist, former West Linn Mayor]
Kristin Miera [Director of Government Affairs, American Cruise Lines]
Mary Baumgardner [Council President, West Linn]
Secretary, Sandy Carter [Advocates for Willamette Falls Heritage]
Robert Kentta [Tribal Council Treasurer, Confederated Tribes of Siletz]
Preston Korst [Portland General Electric]
Chair, Christine Lewis [Councilor, Metro]
Treasurer, Denyse McGriff [Mayor, Oregon City]
Chris Mercier [Vice Chair, Confederated Tribes of Grande Ronde]
David Penilton [Clackamas County Tourism/MERC Commission]

Staff:

Reed Wagner [WFLA Executive Director]
Trevor Adams [Metro, Authority Intern]
Doug Riggs [Government Affairs]
Pat Vivian [Notetaker]
Keith Hobson [CFO]

1. Welcome, Meeting Minutes and Treasurer's Update

1a. Chair's Welcome. Chair Christine Lewis opened the meeting. All current board members were present, including two new members whose appointments the Governor's office recently approved: Preston Korst, local government affairs representative for Portland General Electric, and Kristin Meira, director of government affairs for American Cruise Lines, who will be representing the maritime industry. As a meet-and-greet, board members introduced themselves and described their areas of expertise, involvement in Locks restoration and personal connections to rivers or bodies of water.

1b. Approval of Meeting Minutes (June 2025). There were no comments or changes to the minutes as presented.

ACTION: Authority Secretary, Sandy Carter, made a motion to approve the minutes and Denyse McGriff seconded the motion. The minutes were unanimously approved.

1c. Treasurer's Update (financial statements, budget to actuals May and June 2025, and monthly bank statements). Treasurer Denyse McGriff reviewed the financial statements and had no questions. These include budget to actuals from July 2024 to June 2025, which have been boosted by partner donations.

There will be some adjustments because the June numbers are unaudited, Keith Hobson, Chief Financial Officer for the Authority, noted. Agreed-upon budgeting procedures have been going well. Even with a \$5,000 correction to the June balance, the numbers are looking good; Hobson expects revenues to exceed the projected balance by \$30,000-40,000.

Vice President Russ Axelrod suggested changing the term "profit" to "earnings" since the Authority is a nonprofit whose income depends on fundraising. **Hobson said QuickBooks automatically defaults to "profit" which he will try to change in future financial reports.**

ACTION: McGriff made a motion to accept the treasurer's report as submitted, which Axelrod seconded. The treasurer's report was unanimously accepted.

2. Executive Director's Report

2a. State and Federal Agency Update. Executive Director Reed Wagner said the Authority has been working with the state and the Corps of Engineers to begin inspections and investigations. The Authority's legal counsel and the Corps are working on a 20-year lease agreement which will allow WFLA to begin receiving state reimbursement from lottery funds. This plan is being submitted to the state to ensure it meets their goals. The lease will be canceled once the property changes ownership.

Axelrod asked about expertise and support from the Corps during the transition. **He suggested the Authority's attorney review the lease agreement including terms that specify the Corps will provide transition services.** There was discussion of how this might be accomplished.

2b. Operational Funding and Fundraising. The 2018 operations budget was developed assuming a quick onramp and transition. Since then, it has become clear the transfer of real estate alone will take much longer than assumed. This means a broader fundraising effort will be needed in future fiscal years. **Wagner requested continued assistance from Authority board members in future fundraising efforts.**

2c. Tour with Rep. Bynam's Office. Wagner reported this tour was highly successful, despite being a last-minute request to staff. Many federal staff participated, and the event elicited strong support for Locks restoration.

2d. Working River Tugboat Tour. Chair Lewis and Wagner had an opportunity last week to observe a tugboat operation from Vancouver to Scappoose, hosted by barge operator David Bernert. The photos she shared in the meeting depict a tugboat operation in progress. It was a useful opportunity to learn how barges operate; the reopened Locks will accommodate barge operations.

2e. Upcoming Locks Tours. There will be two opportunities for tours over the next couple of months, Reed reported:

- On October 8 from 1-3 pm, Rep. Nosse, who chairs the Ways and Means committee on capital construction, will tour the Locks along with other legislators. Authority board members are invited to join the tour.
- The director of the Clackamas County Business Alliance has requested a tour of Willamette Falls and the Locks.
- The chair of Historic West Linn has asked to join the tour, Sandy Carter noted.

2e. September 12 Golf Tournament. The District Association of Oregon's Sept. 12 golf tournament will include plenty of networking opportunities with government agencies. Wagner invited Authority board members to email him if they want to attend this event at an 18-hole golf course in Newberg.

3. State Legislative Agenda

Doug Riggs reported on the end of the 2025 session of the Oregon Legislature.

Riggs recommended continuing to work with legislators, emphasizing that the project will be "shovel-ready" as soon as ownership is transferred. Delaying renovation at that point would only result in cost increases to the state. With some 60 percent of legislators elected since 2019, there's a need to keep explaining the value of this asset.

Wagner asked Riggs whether he would advise continuing the three-pronged approach used in the 2025 legislative session (update statutory language, request continued funding for operations, and request funding for \$11.4 million in capital construction to complete the project). Riggs suggested considering separate bills for ongoing funding/contracting.

Authority members offered suggestions:

- Enlist the support of the State Historic Preservation Office by inviting SHPO staff to tour the Locks. There may be opportunities to partner with the Willamette Falls Trust on restoration of historic features of the Locks. (Robert Kentta)
- Hold a press conference when the Corps of Engineers and the state sign a 20-year lease which starts the transfer of ownership. There should be lots of publicity. (Chair Lewis)
- Schedule tour dates before the short session in 2026, prioritizing invitations to legislators in strategic roles. **Wagner said he plans to meet with Riggs to strategize interactions with legislators.** (Chair Lewis)

4. Adjourn Meeting

The next Authority board meeting will be September 24, 2025.

Budget to Actuals
July 2025

Willamette Falls Locks Authority Meeting
Wednesday, September 24, 2025

Willamette Falls Locks Authority

Budget vs. Actuals: Budget_FY26_P&L - FY26 P&L

July 2025

	TOTAL			
	ACTUAL	BUDGET	OVER BUDGET	% OF BUDGET
Revenue				
40001 Beginning Fund Balance		386,223.00	-386,223.00	
43100 Intergovernmental Revenue				
43120 Clackamas County		40,000.00	-40,000.00	
43130 City of West Linn		10,000.00	-10,000.00	
43131 City of Lake Oswego		5,000.00	-5,000.00	
43132 City of Oregon City		10,000.00	-10,000.00	
43133 City of Wilsonville		7,000.00	-7,000.00	
43134 City of Gladstone		2,500.00	-2,500.00	
Total 43100 Intergovernmental Revenue		74,500.00	-74,500.00	
43200 Interagency Revenue				
43210 PSU/Oregon Solutions		112,500.00	-112,500.00	
43230 Confederated Tribes of the Grand Ronde		10,000.00	-10,000.00	
Total 43200 Interagency Revenue		122,500.00	-122,500.00	
48100 Interest Revenue	16.86	120.00	-103.14	14.05 %
Total Revenue	\$16.86	\$583,343.00	\$ -583,326.14	0.00 %
GROSS PROFIT	\$16.86	\$583,343.00	\$ -583,326.14	0.00 %
Expenditures				
53300 Contract Services				
53310 Contract Management	11,500.00	142,500.00	-131,000.00	8.07 %
53330 Administrative Services		6,000.00	-6,000.00	
53332 Bookkeeping		7,500.00	-7,500.00	
53340 Internet / Web Design		3,000.00	-3,000.00	
53350 Communications	128.79	1,000.00	-871.21	12.88 %
53360 Web Hosting		1,000.00	-1,000.00	
53370 Zoom Webinar	95.99	1,300.00	-1,204.01	7.38 %
53380 Public Affairs - State		6,250.00	-6,250.00	
53381 Public Affairs - Federal		10,000.00	-10,000.00	
53390 Misc Contract Services	250.00	2,500.00	-2,250.00	10.00 %
Total 53300 Contract Services	11,974.78	181,050.00	-169,075.22	6.61 %
53500 Professional Services				
53510 Legal	227.50	25,000.00	-24,772.50	0.91 %
53530 Financial	2,800.00	25,000.00	-22,200.00	11.20 %
53540 Audit		17,500.00	-17,500.00	
Total 53500 Professional Services	3,027.50	67,500.00	-64,472.50	4.49 %
53700 Administrative Expenses				
53710 Bank Fees		120.00	-120.00	
53720 Insurance		3,600.00	-3,600.00	
53730 Printed Collateral		1,100.00	-1,100.00	
53740 Marketing/Fundraising	79.00	5,000.00	-4,921.00	1.58 %
53750 Memberships	2,833.00	6,000.00	-3,167.00	47.22 %
53760 Travel		6,500.00	-6,500.00	

Willamette Falls Locks Authority

Budget vs. Actuals: Budget_FY26_P&L - FY26 P&L

July 2025

	TOTAL			
	ACTUAL	BUDGET	OVER BUDGET	% OF BUDGET
53770 Training /Conferences		4,000.00	-4,000.00	
53780 Office Rent	1,125.00	9,000.00	-7,875.00	12.50 %
Total 53700 Administrative Expenses	4,037.00	35,320.00	-31,283.00	11.43 %
53800 IT / Technology				
53810 Software Licenses	244.36	1,200.00	-955.64	20.36 %
53850 Small IT Equipment		2,000.00	-2,000.00	
Total 53800 IT / Technology	244.36	3,200.00	-2,955.64	7.64 %
54000 Operating Expenses		1,000.00	-1,000.00	
Total Expenditures	\$19,283.64	\$288,070.00	\$ -268,786.36	6.69 %
NET OPERATING REVENUE	\$ -19,266.78	\$295,273.00	\$ -314,539.78	-6.53 %
Other Revenue				
43600 Grant Revenue - State		1,113,700.00	-1,113,700.00	
49000 Other Financing Sources				
49200 Debt Proceeds from Short Term Debt		675,000.00	-675,000.00	
Total 49000 Other Financing Sources		675,000.00	-675,000.00	
Total Other Revenue	\$0.00	\$1,788,700.00	\$ -1,788,700.00	0.00%
Other Expenditures				
60000 Capital Outlay				
60100 Project Management		130,300.00	-130,300.00	
60200 Pre-Development		430,000.00	-430,000.00	
60300 Design and Development		739,650.00	-739,650.00	
60400 Permitting		162,750.00	-162,750.00	
60500 Cpnstruction		0.00	0.00	
60999 Project Contingency		300,500.00	-300,500.00	
Total 60000 Capital Outlay		1,763,200.00	-1,763,200.00	
70000 Debt Service				
70500 Interest		20,605.00	-20,605.00	
Total 70000 Debt Service		20,605.00	-20,605.00	
81000 Operating Contingency		50,306.00	-50,306.00	
89999 Unappropriated Ending Fund Balance		249,862.00	-249,862.00	
Total Other Expenditures	\$0.00	\$2,083,973.00	\$ -2,083,973.00	0.00%
NET OTHER REVENUE	\$0.00	\$ -295,273.00	\$295,273.00	0.00%
NET REVENUE	\$ -19,266.78	\$0.00	\$ -19,266.78	0.00%

WILLAMETTE FALLS LOCKS

24 September 2025

Willamette Falls Lock Authority



U.S. ARMY



US Army Corps
of Engineers®





AGENDA

Background

- Project Purpose
- Background
 - Disposition Report
 - WRDA 2020 requirements
 - Safety and Seismic Upgrades
- Disposal/Transfer Report
- Questions

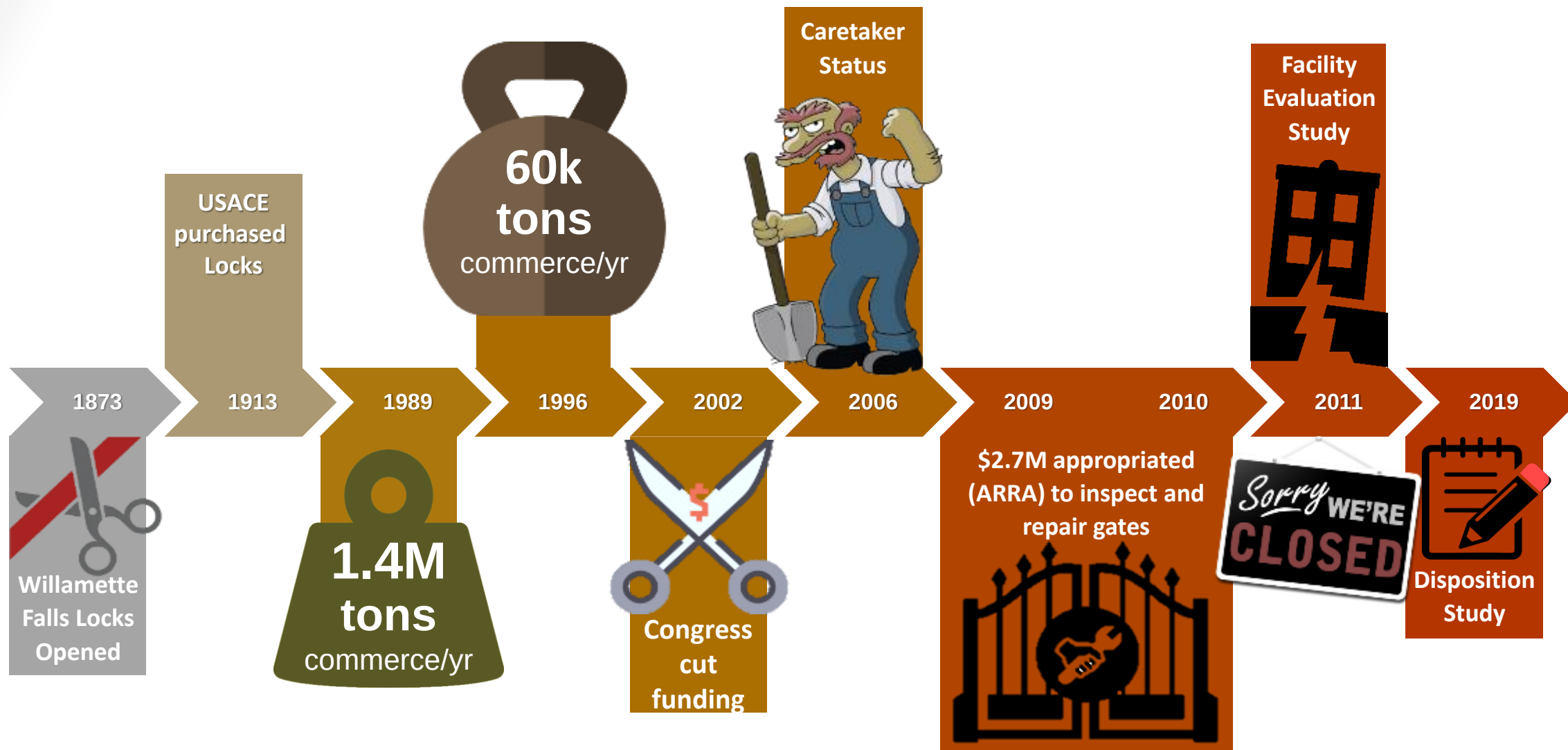




BACKGROUND



HISTORY OF THE LOCKS





DISPOSITION STUDY

12 JULY 2017

PUBLIC REVIEW DRAFT INTEGRATED FEASIBILITY REPORT AND ENVIRONMENTAL ASSESSMENT

- ESA Consultation- No adverse effect on federally listed species or their designated habitat
- Section 106, National Historic Properties, historic properties may be adversely affected. NHPA will be undertaken. Consultation began on 24 July 2018, to determine appropriate mitigation. Any real estate actions to dispose of the Locks, any transferee will be required to agree to the stipulations outlined in the MOA and preservation clauses in the property transfer
- Clean Water Act, compliant with 404(b)1, Nationwide Permit 3, Maintenance
- Section 401, Water Quality Certificate will be obtained from OR DEQ prior to Construction
- No Adverse impact on park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas
- Minimal adverse or No adverse impacts on water quality, aquatic resources, terrestrial resources, air quality, land use, infrastructure, or noise
- No significant issues regarding HTRW
- Determined Recommend Plan would not cause adverse effects on the quality of the human environment, therefore preparation of an Environmental Impact Statement is not required



DISPOSITION STUDY

- 11 June 2018 Final Integrated Feasibility Report and Environmental Assessment, Section 216 Disposition Report; addresses opportunities and feasibility for deauthorization
- 15 May 2019 Chief of Engineers Report
- 27 Dec 2020 Water Resource Development Act



PUBLIC LAW 116–260—DEC. 27, 2020- WRDA 2020

SEC. Section 356 (l)(6)(A) . CONVEYANCES. Grants the Corps the Authority to convey the property

REQUIREMENTS BEFORE CONVEYANCE.—

(A) **PERPETUAL ROAD EASEMENT.**—Before making the conveyance under paragraph (2), the Secretary shall acquire a perpetual road easement from an adjacent property owner for use of an access road, which easement shall convey with the property conveyed under such paragraph.

(B) **ENVIRONMENTAL COMPLIANCE.**—Before making the conveyance under paragraph (2), in accordance with the real estate appendix, the Secretary shall complete a Phase 1 Environmental Site Assessment pursuant to the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9601 et seq.).

(C) **HISTORIC PRESERVATION.**—The Secretary may enter into a memorandum of agreement with the Oregon State Historic Preservation Office and the Advisory Council on Historic Preservation that identifies actions the Secretary shall take before making the conveyance under paragraph (2).

(D) **REPAIRS.**—Before making the conveyance under paragraph (2), the Secretary shall carry out repairs to address primary seismic and safety risks in accordance with the recommendations approved in the Willamette Falls Locks report.



SAFETY AND SEISMIC UPGRADES

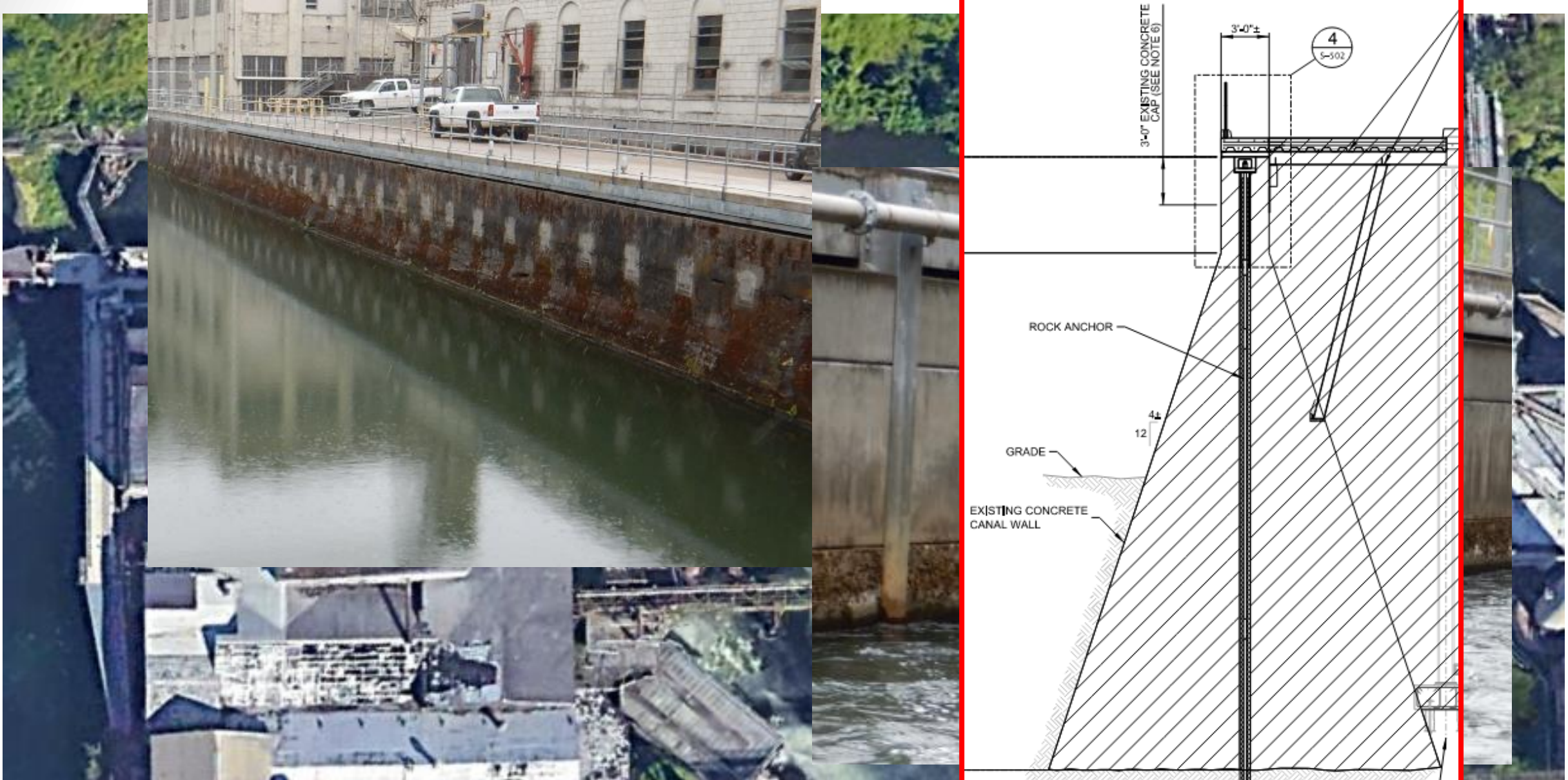
- June 2022 Construction Contract Advertised
- Sep 2022 Construction Contract Awarded
- Arp 2024 Construction Complete

GUARD LOCK – ASHLAR MASONRY WALL





SHIP CANAL – CONCRETE WALL





SECTION 106- CLOSURE

Stipulation I.A. Hosting bi-annual meetings with signatories.

Stipulation I.B. Final Historic Property Management Manual for the Willamette Falls Locks (WFL). The final document was submitted to the Oregon State Historic Preservation Office (SHPO) on August 7, 2025, and was sent to the remaining consulting parties on September 15, 2025.

Stipulation I.C, D and E. USACE has continued caretaker activities

Stipulation I.F. Final content for two (2) interpretive panels that document the history of the WFL from 2006 caretaker status until transfer of the property to the Willamette Falls Locks Authority (WFLA). The final panels were submitted to WFLA and SHPO on August 20, 2025.



Caretaker Status

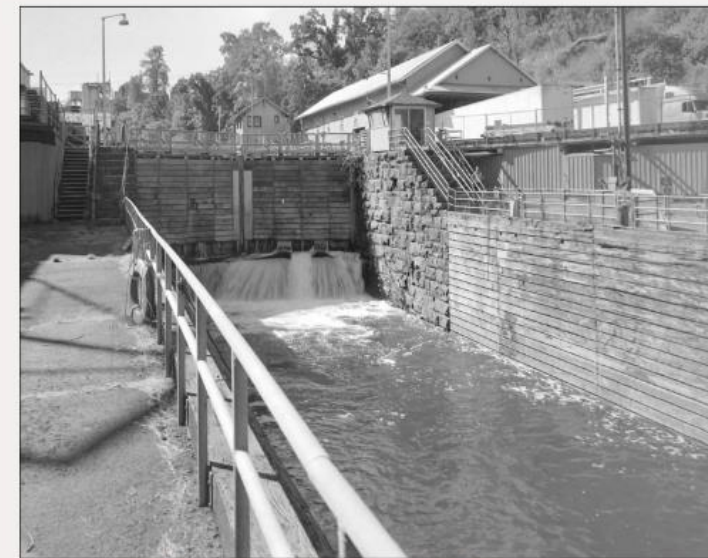
The Willamette Falls Locks operated from 1873 until the early 2000s when, due to declining commercial traffic, it was placed in “caretaker” status. In caretaker status, Congress directed fewer resources to maintain and operate the locks. Thanks to local interest in keeping the locks in service, Congress provided more than two million dollars between 2009 and 2010 for inspection and repair of the locks.

The inspection reported severe corrosion on three of the seven gates. Without millions of dollars in repairs, the locks were deemed urgently unsafe, posing risks to life and property. The U.S. Army Corps of Engineers announced in 2011 that the Willamette Falls Locks would be shut down indefinitely halting Tribal, public, and commercial ability to navigate around the falls until the safety issues could be addressed.

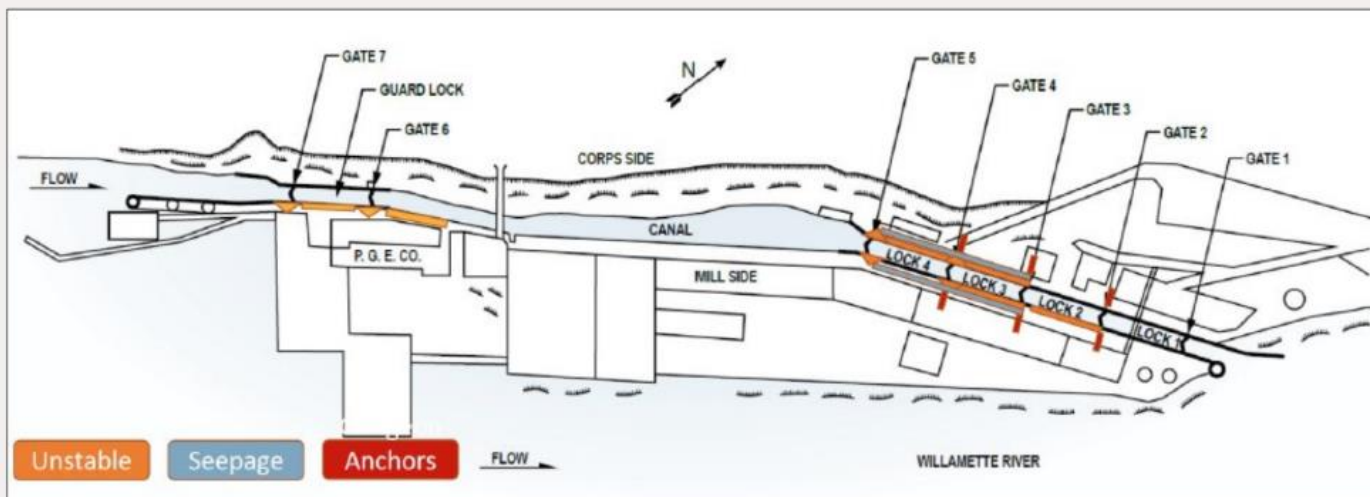
The Canby Ferry was the last vessel to be locked through the Willamette Falls Locks in 2013, when Clackamas County needed to send the ferry to Portland for repairs. The locks were operated twice — once to allow the ferry downstream in January of 2013 and once upstream in July of 2013 — but due to safety concerns, no one was allowed on board as it passed through.



The Canby Ferry passing through the Willamette Falls Locks on Jan. 8, 2013.



View of Lock Chamber No. 3, Gate 4, and basalt staircase (right) in 2011.



The condition of the Willamette Falls Locks as of 2013 with areas of seismic instability, seepage, and corroded gudgeon anchors indicated.

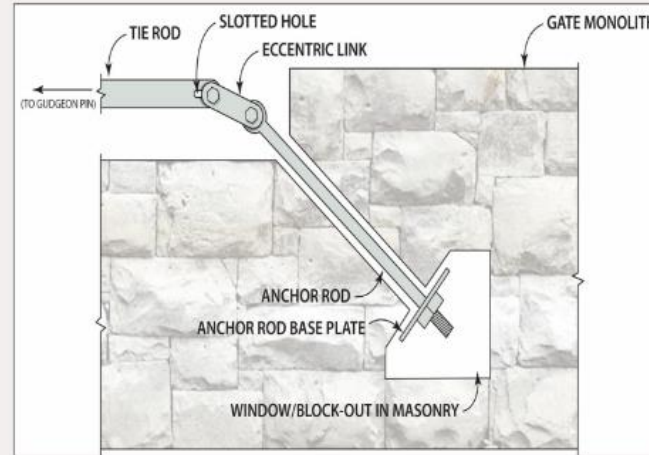


New Life for the Willamette Falls Locks

An inspection of the Willamette Falls Locks in 2011 documented seepage, seismic stability, and safety issues around the miter gate gudgeon anchor assembly. Without repairs, three gates were at high risk of failure posing threats to public safety and boats passing through the locks. The inspection determined that extensive corrosion and historic masonry was vulnerable to failure in case of an earthquake.

In response, Oregonians rallied to preserve and revitalize the Willamette Falls Locks, and in 2012, the National Trust for Historic Preservation designated the locks as a National Treasure. The Oregon legislature established the Willamette Falls Locks Task Force (WFLTF) in 2015, the Willamette Falls Locks Commission (WFLC) in 2017, and the Willamette Falls Lock Authority (WFLA) in 2021. The WFLA and the U.S. Army Corps of Engineers (USACE) began discussions to transfer ownership of the locks by 2027.

In 2023, the USACE began work on seismic upgrades and safety repairs. Through collaboration, the WFLA, WFLC, WFLTF, Willamette Falls Heritage Foundation, and local, regional, state, and Tribal governments shaped a vision for a revitalized Willamette Falls Locks — one that supports future commercial use, and public connection.



A gudgeon anchor assembly prevents a gate from collapsing.



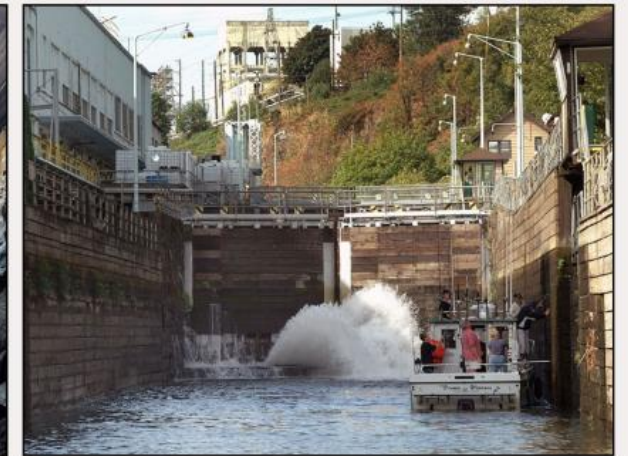
Example of the corrosion effecting the gudgeon anchor assembly at Gates 2, 3, and 4.



An inside view of a miter gate as it was being inspected and repaired. Wooden panels on the gates have been removed prior to inspection.



Repairs underway on a gudgeon anchor assembly.



A repaired gate — as the gates close they swing into place creating a tight seal at the mitered joint. As they open the gates move toward the wall and fall with the water level.



SECTION 106- CLOSURE CONTINUED

Stipulation I.G. Inventory of all historical items.

Stipulation I.H. The link to the Story Map was announced through a press release on USACE's public website and sent to the consulting parties on August 6, 2025.

Final ArcGIS Story Map on the history of WFL can be found at the following link:

<https://geospatial.sec.usace.army.mil/arcgis/apps/storymaps/stories/590f3d532fe74bcdbfc9870627647e21>.

Stipulation I.I. The Historic American Engineering Record (HAER) documentation was submitted to the National Park Service (NPS) on April 11, 2024, and NPS accepted the documentation on April 29, 2024. Duplicates of the HAER documentation were submitted to the WFLA, the Oregon Historical Society, the University of Oregon Knight Library Special Collections, and the SHPO on May 1, 2024. The documentation was accepted by SHPO on April 16, 2025.

Stipulation I.J. USACE has prepared a final report for the WFLA that describes recommended best practices for tribal coordination concerning the property to support traditional cultural practices in the area.

 DISPOSAL REPORT

- A. Land and Overview of Site
- B. Improvements, Real Property
- C. Environmental and Cultural Considerations
- D. Title Report



QUESTIONS??



Materials following this page were distributed at the meeting.