



# Willamette Falls Locks AUTHORITY

## Authority Meeting

Oregon City Council Chambers

625 Center Street, Oregon City, OR

Wednesday March 26, 2025 – 2:00 to 3:15 PM

or, join Virtually

attendee link: <https://us06web.zoom.us/j/87564080814>

## Agenda

### 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 – 2:20	Welcome, Meeting Minutes and Treasurer’s Update	
	▪ Chair’s Welcome	Chair Lewis
	▪ Meeting Minutes (February 26, 2025)	Chair Lewis
	○ Secretary comments/edits	S. Carter
	○ Approve Minutes	
	▪ Treasurer’s Report	K. Hobson
	○ Financial Statements	
	▪ Budget to actuals January 2024	
	▪ Monthly bank statement	
	○ Approve Treasurer’s Report	
	○ Appointment of a Budget Committee	
2:20 – 2:45	Executive Director’s Report	R. Wagner
	▪ DAS Submission	
	▪ Capital plan for 2021 lottery bonds	
	▪ March PNWA Mission to DC	
	▪ Video Update	
2:45 – 3:10	Discussions	
	• Authority Membership	Chair Lewis
	• State Legislative Agenda	D. Riggs
	○ April 1 <sup>st</sup> first hearing	
	○ April 9 <sup>th</sup> hold for state Capital WFLA event	
	▪ Video	
3:10 – 3:15	Adjourn Meeting	Chair Lewis
	▪ Next Meeting	
	○ April 23, 2025	

# WILLAMETTE FALLS LOCKS AUTHORITY

Authority Meeting #32

February 22, 2025 – 2:00-3:15 PM

Meeting Minutes

(Minutes: Pat Vivian and Reed Wagner)

## Authority Members Present:

Russ Axelrod [Geologist, former West Linn Mayor]

Mary Baumgardner [West Linn Council President]

Sandy Carter [Advocates for Willamette Falls Heritage]

Christine Lewis [Metro Council]

Chris Mercier [Vice Chair, Confederated Tribes of Grande Ronde]

## Excused Absence:

Denyse McGriff [Mayor, Oregon City]

## Unexcused Absences:

Robert Kentta [Tribal Council Treasurer, Confederated Tribes of Siletz]

David Penilton [Clackamas County Tourism/MERC Commission]

## Staff:

Reed Wagner [WFLA Executive Director]

Nicholas Cooley [Metro, Authority Intern]

Pat Vivian [Notetaker]

Keith Hobson [Keith Hobson Consulting]

## 1. Welcome, Meeting Minutes and Treasurer's Report

1a. Chair's Welcome. Chair Christine Lewis opened the meeting, noting a quorum was present.

1b. Approval of Meeting Minutes (January 2025). Sandy Carter recommended the minutes be approved as final, seconded by Mary Baumgardner. Russ Axelrod abstained because he wasn't present at the meeting. The minutes were unanimously approved.

1c. Treasurer's Report (Budget vs. Actuals, December 2024). Keith Hobson reported because Treasurer Denyse McGriff was on vacation. Expenses are on track to stay within budget for the full year and to meet the year-end estimate. Bank reconciliation and activity reports continue to be sent to the Treasurer every month in compliance with the auditor's recommendation.

ACTION: Sandy Carter moved to accept the Treasurer's report, seconded by Mary Baumgartner. The Treasurer's report was unanimously accepted.

## 2. Executive Director's Report

2a. Upcoming Legislative Events. Executive Director Reed Wagner distributed copies of a freshly printed one-pager to be given to legislators and thanked Metro Intern Nicholas Cooley for his substantial efforts in this and other efforts to support the Authority's mission.

House Bill 2574 for 2025 asks the state to allocate \$11.4 million for Locks restoration in addition to the \$7.25 million in lottery bond funds already pledged. Reed has been scheduling meetings with legislators to discuss this new ask. A hearing is tentatively scheduled for March 25, as well as an April 9 event at the state Capitol to educate legislators.

A short video of the Locks is being produced, including interviews with supporters of Locks restoration over the past 20 years. The video documents the depth of community investment in the Locks reopening.

2b. Capital Plan for 2021 Lottery Bonds. The 2021 lottery bonds worth \$7.25 million need to be sold within the next two months. Recently Reed submitted the application for the bonds to be sold. Once they sell, the Authority has three years to spend the proceeds. Reed and Keith Hobson worked with financial consultant KPFF and legal consultant Clark Balfour on a three-year plan demonstrating the Authority's ability to spend the \$7.25 million within that timeframe.

2c. Ten-Year Operations Plan. Reed has been working with the engineering firm that provided the \$18.4 million estimate to restore Locks operations on a long-term timeline for spending the additional state dollars. Most of the planning for spending the \$18.4 million will happen in calendar year 2025, including investigations and permitting. Design and development will occur in 2026, subcontracting at the end of 2026. The goal is to complete the renovation by end 2028 and start operating the Locks in 2029.

Reed has been advised to defer the decision on an approach until a construction manager has been hired to manage the project and hold the construction contractor accountable for staying on schedule. The current timeline is based on a design-bid-build approach and could shrink if a different approach is chosen. Reed said he hopes that within the next few weeks, KPFF will have timelines prepared for three different construction approaches.

Russ Axelrod asked whether a phased reopening is still being considered, hopefully to accommodate limited river traffic as early as 2027. Reed said that might be possible after the real estate transfer and before the end of construction at times of no in-water work. Sandy Carter asked how the Authority might confirm the Corps of Engineers designation of the project as safe to operate. That will be part of the bidding and contracting process, Reed replied. PGE would also need to be involved.

2d. Partner Contributions. With no revenues expected from a full year of operation until 2030, the Authority will probably need an additional \$900,000 in start-up contributions to supplement state funding until the project becomes self-funded.

Reed asked the Authority to advise him on how to make these requests. We should first approach Metro and Clackamas County, Christine said, as well as cities and tribes. Each request will require a tailored approach to the organization's process. She asked Authority members to think about how best to approach the organizations they represent. Mary Baumgardner and Russ Axelrod offered to help solicit contributions from cities.

Christine reminded everyone that both Metro and Clackamas County are one budget cycle out and won't be contributing funds this year.

2e. February SDAO Conference. Reed recently attended a Special Districts Association of Oregon conference on procurement, where he learned there are ways the Authority can use cooperative procurement agreements with local partners. Reed met with financial advisor Dave Albrecht to help with planning the funding. Funds are needed to pay contractors and consultants until the Authority is reimbursed. One possibility is a line of credit, but there are other options to consider.

2f. Pacific NW Waterways Mission to Washington D.C. Reed will attend this gathering on March 10-13. Christine Lewis and Mary Baumgardner will be in Washington at the same time and hope to participate.

### **3. Discussions**

3a. Authority Membership. Christine Lewis and Reed Wagner addressed this issue. Sandy Carter, Russ Axelrod and Mary Baumgardner need formal reappointment. All three have submitted their applications, which will probably be approved in March. Meanwhile, PGE has identified a potential replacement for Mini Sharma Ogle, who left the role for a different job. Reed is working with the Governor's office on the other reappointments.

The Authority still needs representation from the maritime industry. In search of someone to fill this position, Reed and Christine met with a former Executive Director of the Pacific NW Waterways Association. She has expressed strong interest in the project and appears ready to accept an appointment.

Seeking Clackamas County representation after former Chair Tootie Smith's departure, Christine met with Co-Chair Craig Roberts, who is willing to consider an Authority position. She met with Commissioner Paul Savas, who supports the project. Christine

also scheduled a meeting with Clackamas County Commissioner Martha Schrader, who co-chaired the Willamette Falls Locks Commission and has a deep knowledge of this project. All have shown interest in serving on the Authority.

Reed noted there's a legislative liaison seat open. Christine said Republican leader Christine Drazan has expressed interest and support for the project but probably won't have time to get involved while the Legislature is in session. It was noted that David Penilton's term expires in January.

3b. State Legislative Agenda. The one-pager distributed at today's meeting was created to elicit legislative support. Willamette Falls Paper Company provided paper so the next print run will be locally sourced, Russ Axelrod noted. The short video mentioned earlier should be ready for viewing by mid-March.

Christine urged Authority members to attend the April 9 breakfast meeting in Salem just before the Transportation Committee hearing on HB 2574. The sheer number of legislative bills being considered this year means advocacy for the Locks will be crucial in getting HB 2574 passed. While financial winds are changing daily in the Legislature, the Authority currently has strong champions in Rep. Jules Walters and Sen. Mark Meek.

#### **4. Adjourn Meeting**

The next meeting will be March 26 at 2 pm at the Oregon City Council Chambers.

# Willamette Falls Locks Authority

## Budget vs. Actuals: Budget\_FY25\_P&L - FY25 P&L

July 2024 - January 2025

	TOTAL			
	ACTUAL	BUDGET	REMAINING	% REMAINING
<b>Income</b>				
40001 Beginning Fund Balance		354,002.00	354,002.00	100.00 %
43100 Intergovernmental Revenue				
43110 Metro		40,000.00	40,000.00	100.00 %
43120 Clackamas County	40,000.00	40,000.00	0.00	0.00 %
43130 City of West Linn		10,000.00	10,000.00	100.00 %
43132 City of Oregon City		10,000.00	10,000.00	100.00 %
43133 City of Wilsonville		7,000.00	7,000.00	100.00 %
43134 City of Gladstone		2,500.00	2,500.00	100.00 %
<b>Total 43100 Intergovernmental Revenue</b>	<b>40,000.00</b>	<b>109,500.00</b>	<b>69,500.00</b>	<b>63.47 %</b>
43200 Interagency Revenue				
43210 PSU		85,000.00	85,000.00	100.00 %
43230 Confederated Tribes of the Grand Ronde		10,000.00	10,000.00	100.00 %
43250 PGE		20,000.00	20,000.00	100.00 %
<b>Total 43200 Interagency Revenue</b>		<b>115,000.00</b>	<b>115,000.00</b>	<b>100.00 %</b>
<b>Total Income</b>	<b>\$40,000.00</b>	<b>\$578,502.00</b>	<b>\$538,502.00</b>	<b>93.09 %</b>
<b>GROSS PROFIT</b>	<b>\$40,000.00</b>	<b>\$578,502.00</b>	<b>\$538,502.00</b>	<b>93.09 %</b>
<b>Expenses</b>				
53300 Contract Services				
53310 Contract Management	80,500.00	132,000.00	51,500.00	39.02 %
53320 PSU		0.00	0.00	
53330 Administrative Services	2,313.75	12,000.00	9,686.25	80.72 %
53332 Bookkeeping	4,500.00		-4,500.00	
53340 Internet / Web Design	310.00	10,000.00	9,690.00	96.90 %
53350 Communications		1,000.00	1,000.00	100.00 %
53360 Web Hosting	496.18	1,000.00	503.82	50.38 %
53370 Zoom Webinar	721.49	1,300.00	578.51	44.50 %
53390 Misc Contract Services	1,750.00	2,500.00	750.00	30.00 %
<b>Total 53300 Contract Services</b>	<b>90,591.42</b>	<b>159,800.00</b>	<b>69,208.58</b>	<b>43.31 %</b>
53500 Professional Services				
53510 Legal	3,965.00	25,000.00	21,035.00	84.14 %
53530 Financial	13,115.00	15,000.00	1,885.00	12.57 %
53540 Audit	15,000.00	25,000.00	10,000.00	40.00 %
53550 Engineering and Design		20,500.00	20,500.00	100.00 %
<b>Total 53500 Professional Services</b>	<b>32,080.00</b>	<b>85,500.00</b>	<b>53,420.00</b>	<b>62.48 %</b>
53700 Administrative Expenses				
53710 Bank Fees	0.00	120.00	120.00	100.00 %
53720 Insurance	3,958.64	3,600.00	-358.64	-9.96 %
53730 Printed Collateral	93.69	1,100.00	1,006.31	91.48 %
53740 Marketing/Fundraising		11,000.00	11,000.00	100.00 %
53750 Memberships	3,255.00	7,200.00	3,945.00	54.79 %
53760 Travel	3,015.21	3,300.00	284.79	8.63 %

# Willamette Falls Locks Authority

## Budget vs. Actuals: Budget\_FY25\_P&L - FY25 P&L

July 2024 - January 2025

	TOTAL			
	ACTUAL	BUDGET	REMAINING	% REMAINING
53770 Training /Conferences	1,619.00	3,300.00	1,681.00	50.94 %
<b>Total 53700 Administrative Expenses</b>	<b>11,941.54</b>	<b>29,620.00</b>	<b>17,678.46</b>	<b>59.68 %</b>
53800 IT / Technology				
53810 Software Licenses	1,099.18	1,080.00	-19.18	-1.78 %
53820 Web Hosting		300.00	300.00	100.00 %
<b>Total 53800 IT / Technology</b>	<b>1,099.18</b>	<b>1,380.00</b>	<b>280.82</b>	<b>20.35 %</b>
54000 Operating Expenses	219.99	1,000.00	780.01	78.00 %
Purchases	25.00		-25.00	
<b>Total Expenses</b>	<b>\$135,957.13</b>	<b>\$277,300.00</b>	<b>\$141,342.87</b>	<b>50.97 %</b>
NET OPERATING INCOME	<b>\$ -95,957.13</b>	<b>\$301,202.00</b>	<b>\$397,159.13</b>	<b>131.86 %</b>
Other Income				
48100 Interest Revenue	97.58	96.00	-1.58	-1.65 %
<b>Total Other Income</b>	<b>\$97.58</b>	<b>\$96.00</b>	<b>\$ -1.58</b>	<b>-1.65 %</b>
Other Expenses				
81000 Operating Contingency		48,935.00	48,935.00	100.00 %
89999 Unappropriated Ending Fund Balance		252,363.00	252,363.00	100.00 %
<b>Total Other Expenses</b>	<b>\$0.00</b>	<b>\$301,298.00</b>	<b>\$301,298.00</b>	<b>100.00 %</b>
NET OTHER INCOME	<b>\$97.58</b>	<b>\$ -301,202.00</b>	<b>\$ -301,299.58</b>	<b>100.03 %</b>
NET INCOME	<b>\$ -95,859.55</b>	<b>\$0.00</b>	<b>\$95,859.55</b>	<b>0.00%</b>



**Construction Ready Project**

# HB 2574: Restoring Operations of the Willamette Falls Locks

## Willamette Falls Locks Authority Recommendation

The Willamette Falls Locks Authority recommends funding the remaining \$11.431 million needed for construction and repair of the Locks, as well as \$225,000 of state funding for operating expenses. This funding is critical to implement the capital upgrades necessary to make the Locks seismically resilient and operational again and to reconnect local communities via the Willamette River.

The United States Army Corps of Engineers currently owns the Locks and is in the process of transferring the property and its assets to the Authority. The transfer is scheduled for completion between late 2026 and early 2027, at which point construction will begin. The Authority has agreed to secure an access permit with USACE which will allow pre-construction work to be completed before the transfer. Since 2009, USACE has spent \$14 million on studies, repairs, seismic upgrades, and preparing the historic Locks for transfer.

Alongside federal funding, the day-to-day operations of the Authority have been funded by contributions from neighboring cities, tribes, Clackamas County, PGE, and Metro totaling more than \$750,000 to date. Utilizing the \$7.25 million already set aside by the Oregon Legislature (2021), we anticipate a bond sale this Spring to start preconstruction.

### Financial Investments from Our Partners

- Federal (since 2009): **\$14 million**
- Local (to date): **more than \$750,000**
- OR Legislature (2021): **\$7.25 million**

### 2nd Portion of State Match to Implement Repairs

- **\$11.431 million**

## Economic benefits of reopening the locks\*

- › Serve as a marine transportation option in the event of a Cascadia earthquake, contributing to the region’s resiliency and emergency preparedness.
- › Enhance revitalization opportunities for river fronts in cities including West Linn, Oregon City, Wilsonville and Newberg.
- › Facilitate ship maintenance of upriver maritime resources needing repairs and inspections below the current Falls bottleneck.
- › Welcome Oregonians to the 1873 Canal, an asset of the Willamette Falls State Heritage Area, listed on the National Register of Historic Places, and designated as a Civil Engineering Landmark.
- › Promote collaborative economic development through historical tourism and outdoor recreational opportunities, including tours to wineries and agricultural tourism destinations in Clackamas, Yamhill and Marion County.
- › Reduce greenhouse gas carbon dioxide through barging for valley commodities that are now transported by truck. Reduce congestion and road wear on major arterials and highways.
- › Connect Willamette Valley towns. Once again offer paddlers recreational and experiential environmental learning along the 187-mile Willamette River Water Trail from Springfield to Portland.

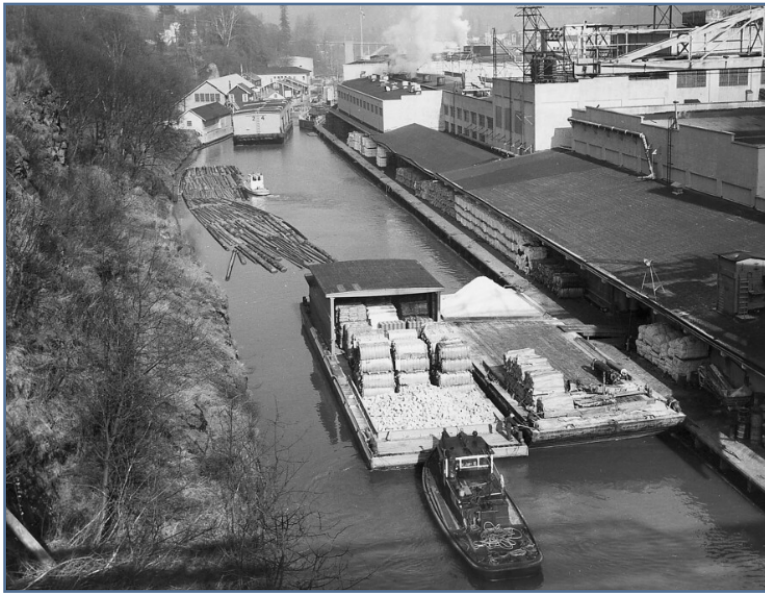


<b>\$12 - 49 million</b> Transportation benefits	<b>\$12 - \$50 million</b> Recreation benefits	<b>80,000 - 220,000</b> Truck trips removed from Portland area roads	<b>11,000 - 32,000</b> Metric tons of CO <sub>2</sub> reduced
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<p>The average standard trucking cargo capacity is 32 tons per truck and trailer, while one 2-barge load moved 1,000-2,000 tons.</p> <div style="display: flex; align-items: center;">  = <b>32 tons</b> per truck and trailer         </div> <div style="display: flex; align-items: center; margin-top: 10px;">  = <b>1k-2k tons</b> per one 2-barge load         </div>	<p>That’s 62 trucks for the equivalent 2,000 tons</p> <div style="display: flex; align-items: center;">  = <b>62</b> </div> <div style="display: flex; align-items: center; margin-top: 10px;">  = <b>1</b> </div>	<p>The ECONorthwest study estimated that</p> <p><b>40 trucks per day*</b></p> <p>of aggregate would be removed from Portland area roadways if the locks were reopened.</p>
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\* These numbers are estimates from a 2018 ECONW report.





## What the local communities need from the State of Oregon

The passage of HB 2574 is fundamental to complete the construction that will make the Locks safe and operational. The total scope of work is just over \$18.5 million. The requested amount for capital is \$11.431 million, joining the initial \$7.25 million committed to the project by the 2021 Legislature. This request includes the continuation of the state funding of \$225,000 for operating expenses, which is supplemented by local partners pledging more than \$750,000 to date.

Granting the \$11.431 million requested in HB 2574 will connect local communities and cities along the river, creating economic, environmental, and recreational opportunities for decades to come.

## Authority Member Roster

### Authority Board

**Christine Lewis - Chair**

Metro Council

**Russ Axelrod - Vice Chair**

Geologist and Former Mayor, West Linn

**Sandy Carter - Secretary**

Advocates for Willamette Falls Heritage

**Denyse McGriff - Treasurer**

Oregon City Mayor

**David Penilton**

Oregon Tourism Commission/MERC Commission

**Robert Kentta**

Treasurer, Confederated Tribes of Siletz Indians

**Chris Mercier**

Vice Chair, Confederated Tribes of Grand Ronde

**Mary Baumgardner**

West Linn Council President

### Authority Advisors

Rep. Jules Walters

Sen. Mark Meek

Sen. Daniel Bonham

## History

- Locks opened January 1, **1873**, under private ownership.
- **1915** The USACE bought the Canal and Locks for \$375,000 from Portland Railway, Light & Power, providing free passage around the Falls.
- **2011** The Locks closed in December due to safety concerns, and the Locks moved to "Caretaker" status.
- **2015** The Willamette Falls Locks Task Force was established through Senate Bill 131.
- **2017** SB 256 followed the Task Force's recommendations, enlisting Oregon Solutions to facilitate a new Willamette Falls Locks Commission.
- **2021** HB 2564 established the Willamette Falls Locks Authority as a public corporation.
- **2023** The Locks celebrated its 150th birthday.